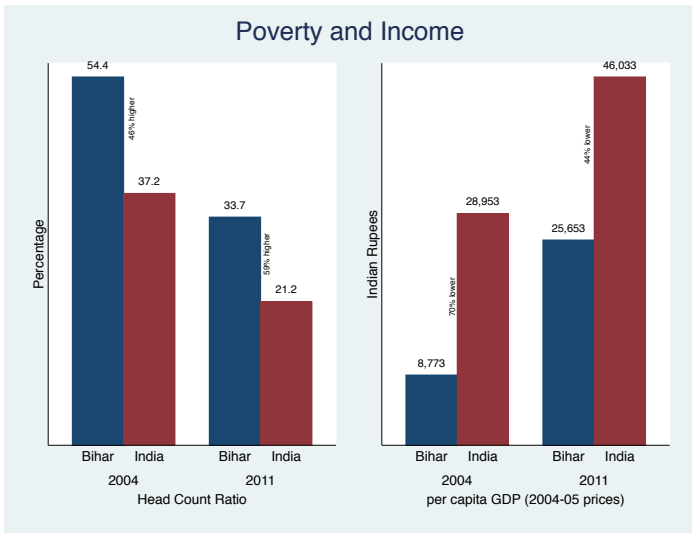


# Evaluating the Effects of Targeted Transfers to Mahadalits in Bihar

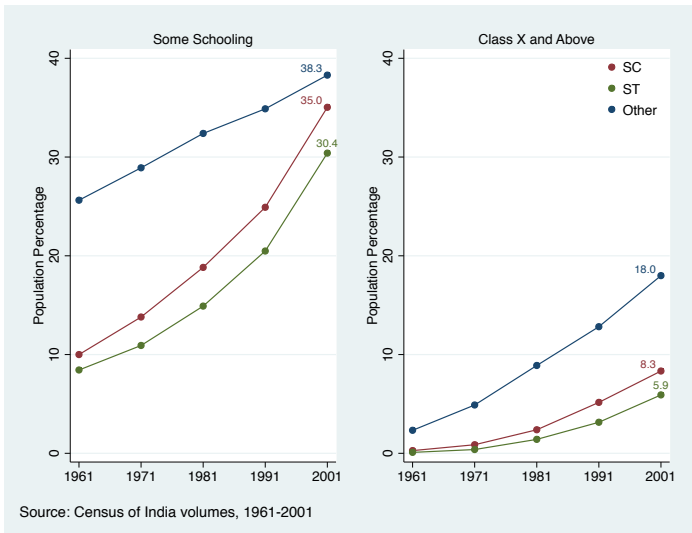
Hemanshu Kumar & Rohini Somanathan

September 2013

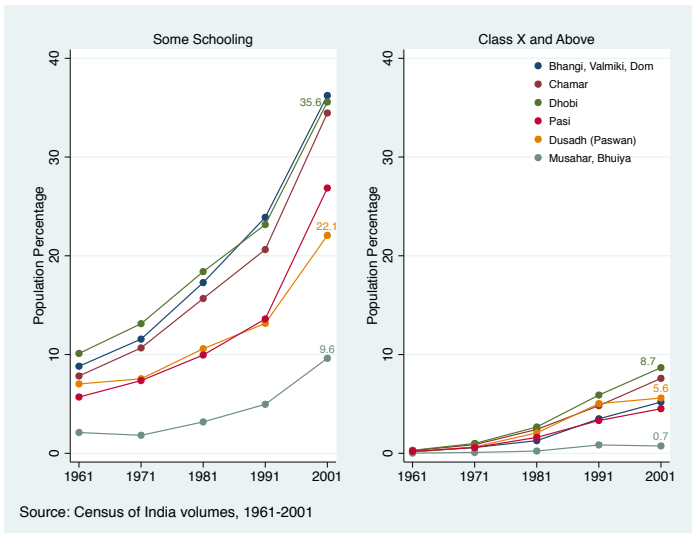
# Bihar vs. India



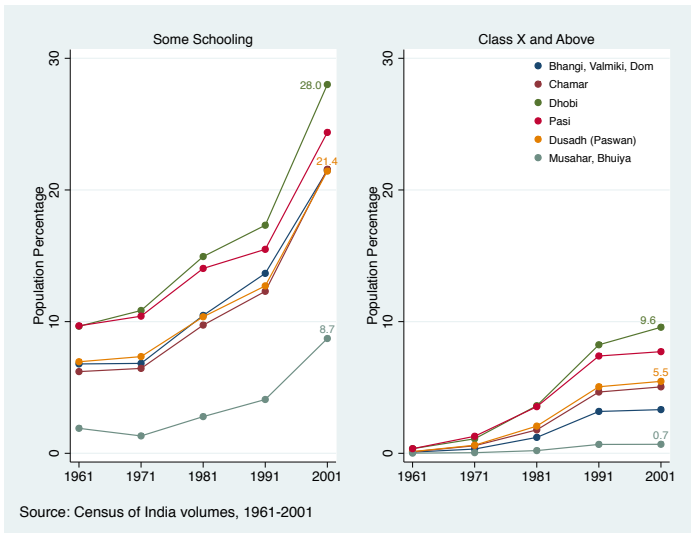
# Inequalities in education: scheduled groups vs. others



# India: inequalities within the SCs



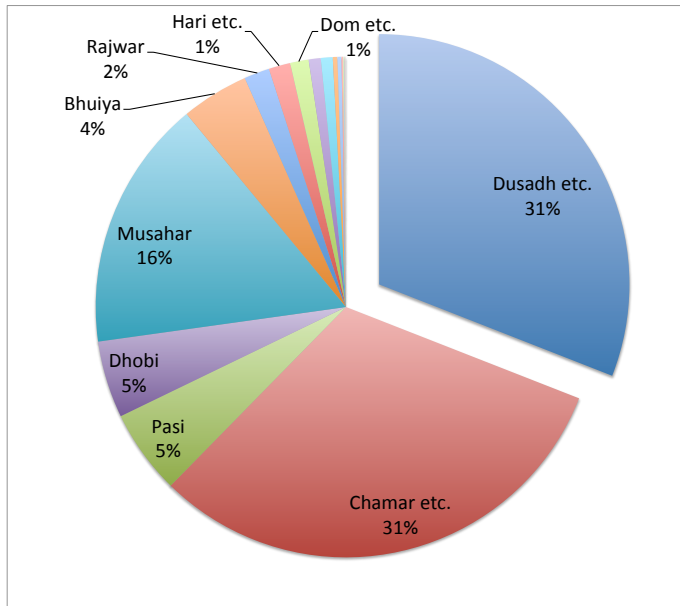
# Bihar: inequalities within the SCs



# The mahadalit mission

- ▶ 2007: Bihar State Mahadalit Commission set up to
  - ▶ “identify the castes within Scheduled Castes who lagged behind in the development process.”
  - ▶ “study [their] educational and social status and suggest measures for upliftment of these castes.”
- ▶ 2008: Bihar Mahadalit Vikas Mission to implement programmes for Mahadalits
- ▶ 2008-2009: Classification of 21 castes in three stages
  - ▶ 2008: 18 castes, 38% of Bihar's SC population
  - ▶ 2008 later: Dhobi and Pasis (+10%)
  - ▶ 2009: Chamars (+31%)

# Bihar: who are the mahadalits?



# Programmes directed at Mahadalits

	Programme	Description	Beneficiaries till 2012-13 ( <i>thousands</i> )
1.	Mahadalit Awas Bhoomi Yojana	3 decimals (1300 sq. ft.) of homestead land	170.3
2.	Mukhyamantri Mahadalit Radio Yojana	Coupons redeemable for radios	631.0
3.	Mahadalit Toilet Construction Scheme	Govt covers beneficiary contribution to have toilet built under Lohia Swacchata Yojana	236.0
4.	Dashrath Manjhi Kaushal Vikas Yojana	vocational training courses	16.0
5.	Cash transfers in schools	Scholarships, money for uniforms, etc.	NA
6.	Vikas Mitra	“change agent” to link Mahadalit families with govt welfare programmes	9.4 ( <i>appointments</i> )



# Vikas Mitra: Contract and Duties

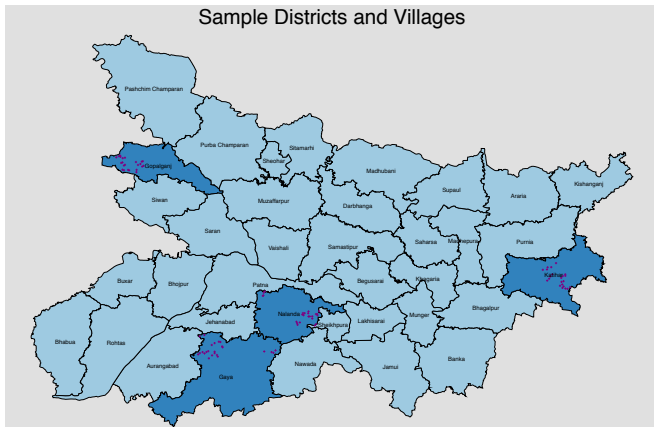
## Recruitment Rules

- ▶ One per Gram Panchayat (rural) or ward cluster (urban)
- ▶ Numerically largest Mahadalit caste of Panchayat or ward cluster.
- ▶ 50% reservation for women; age 18-50 years.
- ▶ Appointed in 4 rounds in 2010-11
  - ▶ Round 1: Class X for both genders.
  - ▶ Round 2: Class VIII for women; no change for men.
  - ▶ Rounds 3 & 4: Class V for men; Literacy for women.
  - ▶ Those hired in Rounds 2-4 expected to pass Class X in three years.

## Contract

- ▶ 11 month contract @ Rs. 5,000 per month
- ▶ Weekly Block meetings; progress report submissions
- ▶ Assistance in Mahadalit programmes and most government social welfare programmes
- ▶ Other activities (census, ...)

# Household and panchayat survey: Spring 2013



- ▶ 4 districts  $\times$  12 panchayats = 48 Vikas Mitras
- ▶ 48 households per panchayat + some ST households
- ▶ 2,422 households, 57% Mahadalit

# Mahadalit programmes in our sample

## Sample Incidence of Programme Beneficiaries in the Past Year

Programme	Beneficiary HHs	
	(count)	(percentage)
Mahadalit Awas Bhoomi Yojana	11	0.8
Mukhyamantri Mahadalit Radio Yojana	235	17.1
Mahadalit Toilet Construction Scheme	85	6.2
Dashrath Manjhi Kaushal Vikas Yojana	4	0.3
School cash transfers	525	38.2
All Mahadalit households	1373	100.0

- ▶ Regional concentration:
  - ▶ Mahadalit Awas Bhoomi Yojana: Katihar
  - ▶ Radios: Gaya and Nalanda

# Vikas Mitras: caste, gender and education

## Vikas Mitra Sample Characteristics

Caste	Gender		Education Levels				
	M	F	Primary	Middle	Class X	High Sch	Grad
Chamar	11	9	0	0	5	11	4
Musahar	8	10	1	3	9	4	1
Pasi	3	3	0	2	2	1	1
Others	4	0	0	0	0	3	1

# Government programmes

S. No.	Programme	Description	Eligibility
1.	Indira Awas Yojana (IAY)	Rs. 45,000 house construction subsidy	BPL
2.	Public Distribution System (PDS)	Monthly coupons to procure specified quantities of a. Kerosene oil b. Wheat and rice	APL or BPL BPL
3.	Voter ID	Registration in voter list and ID card	Adults
4.	Social security pensions	old age, widow and disability	BPL or income cutoff
5.	Mukhyamantri Kanya Vivah Yojana	Rs. 5,000 subsidy for wedding expenses	Less than Rs. 60,000 annual income

# BPL scoring system

- ▶ 13 dimensions; scored 0-4 each, summed to 0-52.
- ▶ BPL families = score  $\leq$  13

## Scoring Criteria:

### Asset Ownership:

1. Operational land size
2. House structure
3. Consumer durables
4. Clothing

### Education and Occupation:

1. Highest adult education
2. Schooling and employment of children
3. Bonded, female or child labour
4. Means of livelihood

### Others:

1. Food security
2. Sanitation
3. Type of indebtedness
4. Reason for migration
5. Need for govt assistance

## Sample beneficiaries until 2012

Programme	Beneficiaries (count)	Caste Groups		
		Mahadalit	Dusadh (percentage)	Others
IAY <i>Housing assistance</i>	1,031	53	38	24
PDS <i>Food subsidy</i>	1,994	80	82	88
Pensions <i>Age, widow, disability</i>	381	16	15	15
Voter ID	1,843	76	69	80
Kanya Vivah <i>Wedding expenses</i>	32	1	3	1
Mahadalit Radio	5	0	0	0
n		1,373	357	690

## Sample beneficiaries in the past year (and those helped by Vikas Mitras)

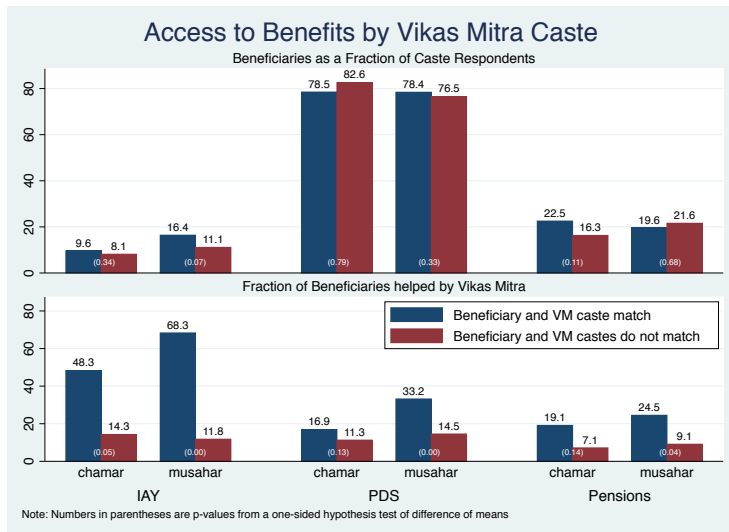
Programme	Beneficiaries (count)	Caste Groups		
		Mahadalit	Dusadh (percentage)	Others
IAY <i>Housing assistance</i>	261	12 (51)	9 (23)	10 (19)
PDS <i>Food subsidy</i>	1,930	77 (17)	74 (7)	88 (4)
Pensions <i>Age, widow, disability</i>	474	20 (16)	18 (6)	20 (4)
Voter ID	274	8 (5)	14 (0)	18 (1)
Kanya Vivah <i>Wedding expenses</i>	35	2 (24)	1 (20)	1 (11)
Mahadalit Radio	236	17 (73)	0 (NA)	0 (NA)
n		1,373	357	690



## Sample beneficiaries in the past year (and those helped by Vikas Mitras)

Programme	Beneficiaries (count)	Mahadalit Castes				
		Dhobi	Pasi	Chamar	Bhangi	Musahar
IAY <i>Housing assistance</i>	162	13 (40)	7 (50)	10 (45)	17 (47)	14 (61)
PDS <i>Food subsidy</i>	1,061	85 (4)	76 (9)	77 (16)	66 (9)	80 (28)
Pensions <i>Age, widow, disability</i>	272	23 (19)	18 (9)	22 (16)	18 (6)	19 (19)
Voter ID	103	13 (0)	9 (6)	7 (0)	6 (20)	6 (14)
Kanya Vivah <i>Wedding expenses</i>	21	0 (NA)	2 (0)	1 (20)	3 (33)	2 (25)
Mahadalit Radio	235	5 (67)	41 (67)	13 (70)	0 (NA)	21 (82)
n		119	192	549	87	373

# Vikas Mitra benefits: Caste preference?



## In Vikas Mitra words...

- ▶ “There is no other woman in the Musahar caste in my Panchayat who has studied upto Class VIII.”
- ▶ “I was 18 years old when I became the Vikas Mitra. At that time I had studied till Class VIII. Then I did Class X and now I am enrolled in high school.”
- ▶ “I was an agricultural labourer before I became a Vikas Mitra. The farmers used to pay Rs. 20 - 25 per day. Now it is Rs. 50.”
- ▶ “My husband died in 2010. But I only got to know about the widow pension after I became the Vikas Mitra in 2011. I applied for it in 2012 but I haven't started getting it yet.”
- ▶ “If Vikas Mitras are hired from the upper castes, then the places I am able to go and work, those places he will not be able to go.. they keep away from those castes. In many different ways, they practice untouchability. They cannot sit down and explain things to those castes.”
- ▶ “I was a ward member earlier. But the ward member had no importance. Everything was dependent on the Mukhiya and the Gram Sabha. Now things can happen with the signature of the Vikas Mitra. I have got 300-350 pensions passed.”
- ▶ “Even if we don't do anything special, we certainly do the job of getting them the information. If we were not there, they would never get that information.’

# Mahadalit Awas Bhoomi Yojana

- ▶ 3 decimals ( 1,300 sq.ft.) of residential land to landless Mahadalit families
- ▶ Implemented by the Revenue and Land Reform Department, Govt of Bihar
- ▶ Families and available land identified by a survey in 2008-09, supplemented by later surveys.
- ▶ Land distributed from three sources:
  - ▶ Government-administered land (GM Aam and GM Khas)
  - ▶ Under the Bihar Privileged Persons Homestead Tenancy Act, 1947
  - ▶ Private land purchased at a maximum rate of Rs. 20,000 for 3 decimals.
- ▶ More than 170,000 families across all districts already distributed a total of over 4,900 acres of land, i.e. 86% of the 198,000 identified landless families.

# Mahadalit Awas Bhoomi Yojana: Survey Results

- ▶ Only 67 beneficiaries
  - ▶ Regional concentration
    - ▶ Mostly in Katihar (48 HHs)
    - ▶ Over 50% located in just 3 of the 94 villages.
    - ▶ 242 households ought to have been eligible.
    - ▶ Govt records state that nearly 97% eligible HHs in these districts had been given land by Sep 2012.
  - ▶ 19 beneficiaries received titles to land they were already residing on
  - ▶ Of the rest, only 2 beneficiary households had moved onto the land provided
- Issues:
- ▶ Land unsuitable for house construction (26 HHs)
  - ▶ Not yet received possession of land (4 HHs)
  - ▶ Lack of funds for house construction (7 HHs)
- ▶ Nearly half the beneficiaries had started receiving money under IAY for house construction.