

## **Terminal Evaluation**

**“Technical Support to the Department of Panchayati Raj,  
Government of Odisha to fast-track construction of Rural Houses”**

Submitted to

**UNDP, India**

**New Delhi**

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Project Information		
Project title	Technical Support to the Department of Panchayati Raj, Government of Odisha to fast-track construction of Rural Houses	
Atlas ID	00085889	
Corporate outcome and output	<p>Outcome: By 2022, institutions are strengthened to progressively deliver universal access to basic services, employment, and sustainable livelihoods to the poor and excluded, in rural and urban areas.</p> <p><b>Outputs:</b></p> <p>Poor and vulnerable have the capacity, options and opportunities to move out of Deprivation</p> <p>Partnerships for skill development and integrated housing solution forged between government, private sector, multilateral and bilateral agencies, vertical funds, CSR and foundations.</p>	
Country	India	
Region	RBAP	
Date project document signed	10 <sup>th</sup> November 2017	
Project dates	Start	Planned end
	1 <sup>st</sup> October 2017	31 <sup>st</sup> December 2022
Project budget	USD 9,832,533	
Project expenditure at the time of Sept 2022	USD 9,702,977	
Funding Source	Government of Odisha	
Implementing Party <sup>1</sup>	United Nations Development Programme	

Evaluation Information		
Evaluation type (project/outcome/thematic/country programme etc)	Project	
Final/Mid Term/ Other	Final	
Period under evaluation	Start	End
	1 <sup>st</sup> October 2017	31 <sup>st</sup> December 2022
Evaluators		
Evaluator email address		
Evaluation dates	Start	End
	October 2022	January 2023

<sup>1</sup> The entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and workplan

## Executive Summary

The United Nations Development Programme (UNDP) in India has been implementing the Project “Technical Support to the Department of Panchayati Raj, Government of Odisha to fast-track construction of Rural Houses” in collaboration with the Department of Panchayati Raj and Drinking Water, Government of Odisha since November 2017. Fully funded by the Government of Odisha, this project was implemented under Direct Implementation Modality (DIM) By UNDP. This project aims to support the Government of Odisha in its objective of providing low cost, all inclusive and disaster resilient houses to 1.49 households in the period 2017-2021 with a budget of 7.12 million USD (INR 46.29 Crores). The budget has subsequently been enhanced to 9.93 million USD (INR 64.72 Crores) and was given a no-cost extension first till June 2022 and then Dec 2022.

During the project period, UNDP aim to achieve 1.45 Million affordable context-relevant resilient houses constructed for poor households in rural areas; Establish Project Management Units at State, District and Block levels with 696 personnel deployed for timely and quality construction of houses; 150 Master Trainers and 150 masons trained for enhanced quality of houses constructed; and Information, Education, Communication (IEC) materials developed for effective mobilization of project beneficiaries (5 posters, 5 pamphlets, 3 audio jingles, 1 street plays, 10 success stories, 4 video films).

DAC evaluation criteria of UNDP are followed for this evaluation and they include (a) relevance (b) efficiency (c) effectiveness and (d) sustainability. A cross cutting criterion of gender equality, was also selected to assess the gender-sensitivity of the project. UNDAF criteria of leave no one behind has been the backdrop criteria for this evaluation. The evaluation was carried out within the UNDP evaluation policy and procedures. Data was collected from various project related documents such as Prodoc project document), AWP, results frameworks, progress reports, minutes of PSC meetings, various publications, knowledge products and reports) and through semi-structured interviews with stakeholders representing the Steering Committee Chairperson, Project Director, District Project Officer, Block Project Coordinator, Officials of the Department of Panchayati Raj and Drinking Water, Government of Odisha, Trained technical personnel etc.

Evaluation was carried out based on DAC evaluation criteria and the following are the conclusion drawn:

- Though impacted severely by the COVID-19 pandemic, this project has **performed satisfactorily** in achieving speedy construction of housing under RH Scheme by creating awareness; improving technical skills of construction staff; by employing IEC material and financial incentives.

- The project has delivered the desired outcomes that are relevant to CPD (2018-2022), UNSDF (2019-2023). It is in alignment with the national objective of providing a house to all households while addressing the issue of disaster preparedness.
- The project is temporally and spatially very relevant to the national objectives and the sustainable development goals. Though provision of house itself is not in the purview of this project and so its benefits, making those houses environment friendly, low cost and disaster resilient makes the lives of the people much better. Their livelihoods take an upward lift with more than one room and an individual toilet included in the house. While this itself has great relevance to poverty eradication in the country, skilling and capacity building components have improved the livelihoods of the trained manpower and this furthers the relevance of this project nationally and internationally.
- The **Project design** was good and the activities have resulted in attainment of desired outputs. It was further augmented for the needs realized subsequently. The project has faced some gaps in financial reporting and that resulted in non-compliance in reporting (UC). Though it is not a problem with the project design, the requirements could have been well and inclusively articulated in the Prodoc.
- The project activities have been **effective** in achieving the intended outputs. All the project outputs proposed in the Prodoc except a few activities such as exposure visits to the sites/case studies, which was largely due to Covid restrictions. The progress was slow in the first year but it was covered up in the subsequent years. Some activities such as recruitment took off bit late but other activities such as development of IEC material was initiated early. The major activity of Establishing PMUs at State, District and Block level was successful and the impact of that activity on the overall outcome of the project has been very satisfactory.
- Capacity building component was successful which is evident from the fact that the houses are now constructed within 4-6 months which otherwise used to take 1-2 years. This is also evident from the fact that beneficiaries are now choosing to have more than one room and an individual toilet which costs them about Rs. 50,000 – 70,000 more than what they get from the government under this scheme. This was made possible with the technological innovation coupled with capacity building. However, it was felt that more masons need to be trained in order to achieve the snowballing effect in long run.
- IEC material developed could help immensely in educating beneficiaries about the all-inclusive and resilient houses. However, based on consultations with the stakeholders, it was observed that more emphatic IEC activities would have given more and long lasting impacts.

- The project has undertaken a number of **course corrections** to mitigate the impacts of COVID Pandemic and also to attain the project outcome more effectively.
- **Risks** identified in the Prodoc are taken care by suitable corrective measures during the project implementation. Low spending as a risk could not be completely taken care of.
- Establishing project monitoring units at the State, District and Block levels is the major component of the project financially as well as on HR. The project has been very **efficient** in putting the resources to their best use. The project has been successful immensely in instating this capacity in the administration of RH scheme. Its success is very evident from the fact that the project has attained the desired goals of adding 1.45 million houses that are environment friendly, low cost and disaster resilient. As it involved large procurement, there were some difficulties in the process which were handled by the PMU of UNDP very well. Such problems include difficulty in attracting men and women for posting in remote areas, poor connectivity in some districts, difficulty in HR management which resulted in delay of salaries, difficulty in developing a roster maintenance system etc. Recruitment for PMU at various levels is a continuous process for a HR intense project. The changes in HR engagement policy (HR or procurement) led to delays and lack of clarity which did not facilitate extension of the project. As the project did not get an extension beyond 31<sup>st</sup> October 2021, all the individual contracts got terminated on 31<sup>st</sup> October 2021.
- Project activities **progressed** timely and the **reporting** has been as per the proposed schedule in the Prodoc.
- Human and **financial resources** are used **efficiently** and the return on investment has been rated very high by the stakeholders of the project. Efficiency in procurement and transference in spending is particularly appreciated.
- Various stakeholders felt that the Unique Selling Point (USP) of UNDP is their financial discipline. Financial discipline demonstrated by UNDP in this project has been well appreciated by all stakeholders. The annual budgets have been adjusted as per the prevailing situation. However, the percentage expenditure against each year's budget was good. UNDP's reporting of accounts has some difference with the format of Government of Odisha and that has resulted in a major issue of UCs being non-compliant. The issue prevailed too long for anybody's comfort and the Government of Odisha did express its serious concerns about the same.
- Due to the COVID pandemic the financial progression was impacted and the projected utilization of funds by the end of 2022 is only 67% of the enhanced budget. There was no

definitive plan etched out between UNDP and the Government of Odisha on spending this left over budget in the project.

- The project took all the necessary measures to ensure **gender sensitivity**. It gave priority to women candidates in the procurement process. However, the training component could not ensure gender balance in participants due to the skewedness in the profession (not many women take up masonry work).
- There was limited possibility for **partnership** for financial augmentation. However, UNDP has taken on board various central government institutions and consultants for skilling and trainings.
- **COVID** has affected the progression significantly. Some activities such as exposure visits of officers could not be carried out. Many of the project staff were infected by Covid and had difficulty in coping as they, individual contract holders, were not included under UNDP's medical cover. But the PMU responded well by quickly moving to online mode for training and that has mitigated the impact to some extent.
- Though the project has done well in delivering the outcomes, it lacks in **sustainability**. Based on the consultations with the stakeholders, it is evident that UNDP has to continue its handholding of this RH Scheme for atleast another term of 4 years. This is required to ensure sustainability of the efforts towards resilient rural housing. Any such future extensions must include properly designed exit policy so that the initiative of "disaster resilient rural housing" become self-propelling even after UNDP gets off board.
- The project followed "**leave no one behind**" as its central philosophy. This was evident from the fact that majority of the houses constructed belong to Scheduled Castes and Scheduled Tribe and other marginalized population (Odisha – 60% houses to SC/ST and 25% to other minorities). It ensured to have all sections including women in the procurement process and the training programme participants have also been chosen inclusively.

Based on the above discussion, the evaluator's rating of the project in terms of evaluation criteria is given in the below table.

Criteria	Evaluation Score
Relevance	1
Coherence	3
Effectiveness	2
Efficiency	2
Impacts	2

Sustainability	3
Gender and Social Inclusion	3
Overall	2

**Scale:** 1: Highly satisfactory, 2: Satisfactory, 3: Moderately satisfactory, 4: Somehow satisfactory, 5: Not satisfactory

The overall Project's ranking is Satisfactory

## Recommendations

- The project has achieved the desired outputs and implemented the activities effectively and efficiently and also left desired impacts. However, the positive change that has been achieved may not continue in the long run, if UNDP exits the programme. Therefore, it is **highly recommended** that this effort of providing technical support to Rural Housing continue if the impacts are to sustain in long run. This has been the opinion of almost all stakeholders involved in the project, including that of higher officials in the Government of Odisha.
- The project outcomes may be documented and used as templates/models for the other states in India such as Andhra Pradesh and Telangana which are lagging seriously in the provision of rural housing to poor households.
- The project may be extended for another 4 four year cycle. However, it must have a properly designed exit policy embodied in the project design so that the rate of change at the end of the next phase would leave the outcome to propel to sustain on its own.
- As there is a lack of documentation and demonstration of such initiatives of technical support to Rural Housing Schemes, not only in India, but in South and South-East Asia, documentation of the good practices and their dissemination including south-south cooperation should form a major component of the next phase of the project.
- As it was observed that the IEC material developed could have been more empathic and that could have been more impactful, the project may focus more on emphatic IEC material and its dissemination in the next phase of the project.
- The present phase of the project included predominantly the Stone Block Technology as part of innovation in building materials. More innovations in building material and construction practices should be included in the next phase of the project as they may bring in more cost effectiveness to rural housing.
- Address the HR issues and develop a suitable system for better HR management.

- Ensure to have better interface between UNDP PMU staff and junior officers of the government.
- Include the mutually agreed reporting and accounting formats in the MoA itself and avoid non-compliance of any sort.
- Financial incentives are put to best use in the present project. New incentive mechanisms may be tried in the place of financial incentives that are used in the present phase of the project.
- New funding partnerships may be considered, particularly while attempting more innovative building material and south-south cooperation.
- The unspent budget remaining in the present project may be put to use for completion of activities and plan and implement some augmenting activities identified together with the Government of Odisha.
- Finally, this project may be continued into its third phase. However, during its next phase there should be a well-designed exit policy with clear activities ensuring its continuity.



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## List of Acronyms and Abbreviations

AWP	Annual Work Plan
APR	Annual Progress Report
BPGS	Biju Pucca Ghar Scheme
CMO	Chief Minister's Office
CBRI	Central Building Research Institute
CPD	Country Programme Document
DAC	Development Assistance Committee
DIM	Direct Implementation Modality
Gol	Government of India
GoO	Government of Odisha
IEC	Information, Education and Communication
IIFM	Indian Institute of Forest Management
INR	Indian Rupee
MoA	Memorandum of Agreement
MIS	Management Information System
NRM	Natural Resource Management
PMAY-R	Pradhan Mantri Awas Yojana-Gramin
PMU	Project Management Unit
PSC	Project Steering Committee
QPR	Quarterly Progress Report
RoI	Return on Investment
TOR	Terms of Reference
TOT	Training of Trainers
SC/ST	Scheduled Castes and Scheduled Tribes
SDG	Sustainable Development Goals
UC	Utilization Certificate
UNDAF	UN Development Assistance Framework
UNDP	United Nations Development Programme
UNSDF	UN Sustainable Development Framework
USD	US Dollar
USP	Unique Selling Point

## 1. Background

With a long coast line and rich natural habitat, the State of Odisha is one of the most vulnerable Indian states with respect to natural hazards such as tropical cyclones, tsunamis, storm surge, frequent floods, landslides and earth quakes etc. Driven by the recommendations of the project “Enhancing Resilience of Institutions and communities to Disasters and climate change” implemented by UNDP, it was agreed that Rural Housing is a potential area for mainstreaming disaster risk reduction in the State of Odisha, one of the most socially and ecologically vulnerable Indian states. The Government of Odisha aims to construct more than 1.5 million houses for rural poor households by 2022 through various programmes like Pradhan Mantri Awas Yojana-Gramin (PMAY-R) and Biju Pucca Ghar Scheme (BPGS). Sluggish progress in the efforts towards providing housing for the rural poor (households below poverty line) has prompted for a diagnostic study by UNDP. The diagnostic study revealed that various challenges need to be addressed to ensure that the housing provided will be durable, functional, aesthetic and disaster-resilient as desired by the State Government. Alongside the financial assistance from the Government meeting the construction cost, it is important to provide improved access to building materials, context-specific technical advice, and innovative design options to meet their housing needs. Improved management of materials and construction practices can reduce construction time and cost per house and that in turn helps in completing the construction of the house within the financial support provided. This project titled “Technical Support to the Department of Panchayati Raj, Government of Odisha to fast-track construction of Rural Houses” was conceptualized to offer such technical support to the Rural Housing Scheme of the Government of Odisha. Following are the objectives of the project:

- Develop an institutional mechanism and suggest policy level change for efficient implementation of rural housing schemes through establishment of technical and management support groups at appropriate levels to function as shelter information kiosks & technical support.
- Develop a communication strategy as well as IEC materials (in local language and illustrative form) for making government functionaries and the beneficiaries aware of their roles & responsibilities under rural housing schemes.
- Create a cadre of trained construction fraternity (engineers, masons, bar-benders and carpenters) and supervisors/community mobilisers to support green housing supply & maintenance.

The overall aim of the project is to enable 1.45 million poor households in rural areas of the State of Odisha to gain access to integrated, context-relevant, affordable and disaster-resilient housing over the period of 2017 to 2021. With the baseline at 2.4 million, the

objective was to ensure that 3.85 million households have access to house which is resilient to various natural disasters such as tropical cyclones, tsunamis, storm surge, frequent floods, landslides and earth quakes etc.

### **1.1 Inception of the project - Technical Support to the Department of Panchayati Raj, Government of Odisha to fast-track construction of Rural Houses**

Leveraging on UNDP's work on rural housing with the Department of Panchayati Raj, Government of Odisha to develop an institutional mechanism that could provide technical and management support and undertake some capacity building and documentation activities, this project was designed to have the following specific results /Outputs -

- 1.45 million affordable context-relevant resilient houses constructed for poor households in rural areas
- Project Management Unit established at state, district and block levels with 696 personnel deployed for timely and quality construction of houses
- 150 Master Trainers and 150 masons trained for enhanced quality of houses constructed
- Information, Education, Communication (IEC) materials developed for effective mobilization of project beneficiaries (5 posters, 5 pamphlets, 3 audio jingles, 1 street play, 10 success stories, 4 video films).

The project activities outlined into three output streams are presented below as given in the Project Document:

1. 1.45 million affordable context-relevant resilient houses constructed for poor households in rural areas and Information, Education, Communication (IEC) materials developed for effective mobilization of project beneficiaries (5 posters, 5 pamphlets, 3 audio jingles, 1 street plays, 10 success stories, 4 video films)
  - a. Information Communication Education (IEC) material – Design and Publication of Posters (5 nos.)
  - b. IEC Material – Design and publication of Pamphlets on housing and related activities (5 nos.)
  - c. IEC Material – Design and publication of Hoardings (5 nos.)
  - d. IEC Material – Development of Audio Jingles (3 Nos.)
  - e. Development of script for use of local folk media and one show

- f. Success stories Beneficiary and Process used by GP/block/district (10 districts), write up with photographs and publications
  - g. Video documentation on successful implementation of the schemes and promotional video for CMs office.
  - h. IEC Material publications
2. 150 Master Trainers and 150 masons trained for enhanced quality of houses constructed
- a. Revision of training modules for masons
  - b. Training of Trainers (TOT) to build the capacities of the local resource persons on affordable environment friendly multi-hazard safe design and construction technologies basic estimation etc., new construction, repair and retrofitting
  - c. Build capacity of the local masons on affordable, environment friendly, multi-hazard safe design and construction technologies basic estimation etc. for new construction, through hands on training
  - d. Exposure visit of the key government officials to good rural housing sites (national/international)
3. Project Management Unit established at State, district and block levels with 696 personnel deployed for timely and quality construction of houses
- a. Establishment of a technical and management support group at the state level (planning, monitoring and MIS& Finance)
  - b. Establishment of a technical and management support group (One District Project Officer and one Data Entry Operator) in each district (30)
  - c. Establishment of a technical and management support group (One Block Project Officer and one Data Entry Operator) in each block (314)

A Memorandum of Agreement was signed between UNDP and Panchayati Raj and Drinking Water Department, Government of Odisha on 10<sup>th</sup> November 2017 to undertake this project between 1<sup>st</sup> November 2017 and 31<sup>st</sup> October 2021 with a total budget of INR 46,29,71,981 (USD 7,122,646). This project is implemented in a Direct Implementation Modality (DIM) where the entire funding was provided by the Government of Odisha and the funds are transferred to UNDP account which in turn executed the project. The Project was implemented in all districts and the corresponding Blocks in the State of Odisha.

The MoA was amended in the month of March 2020 enhancing the budget by INR 18,42,59,503 making the new budget of the project INR. 64,72,31,483 (USD 9,832,533). Alongside the enhanced salaries of the PMU staff, a new component is added to the project activities i.e., set up of Call Centre at the State headquarter and at all district headquarters. Due to COVID induced restrictions and delays it was agreed to defer the closure of the project and keep it operational till June 2022. This was agreed particularly to complete some pending

activities of the project, facilitate the handholding of masons for sustainability, document certain learning for knowledge exchange and carrying out project evaluation. This was a no cost extension which was further extended in ATLAS till 31<sup>st</sup> December 2022.

A senior national consultant and a junior national consultant were hired to conduct a terminal evaluation of the project. Detailed Terms of Reference (TOR) are given Annexure 1. The following section presents the details on the evaluation objectives and methodology.

## **2. Methodology of Evaluation**

The purpose of this final evaluation was to assess the results of the project in the output areas. This evaluation has assessed the implementation approaches, progress made, and challenges encountered as well as identified and documented the lessons learnt and good practices, and then made specific recommendations for future course of actions by UNDP as well as Government of Odisha.

### **2.1. Purpose, Scope and Process of Evaluation**

This evaluation is to assess the project's success in terms of its ground level impacts. It will examine the progress made in implementing various activities and measure assess the results obtained under the project. In addition, it will attempt at critically reviewing and identifying what has worked well in the project, what did not and what lessons can be taken forward to improve future programming. Following are the specific objectives of this evaluation, as per the TOR provided by UNDP:

- Assess to what extent rural housing project has contributed to address the needs and problems identified during programme design.
- Assess how effectively rural housing project has achieved its stated development objective and purpose.
- Measure how efficiently the rural housing outcomes and outputs have progressed in attaining the development objective and purpose of the project.
- Assess both negative and positive factors that have facilitated or hampered progress in achieving the project outcomes, including external factors/environment, weakness in design, management, and resource allocation.
- Through qualitative methods including participatory approaches explore the impact of the project on women participants at individual, family and community level. Identify and document substantive lessons learned, good practices and opportunities for scaling the project in future rural housing projects in India

- Provide forward looking programmatic recommendations for the rural housing project.

### **Scope (System boundary of evaluation)**

This evaluation covers the project period of 1<sup>st</sup> November 2017 to 31<sup>st</sup> October 2021. The subsequent extension periods of the project, first from November 2021 to June 2022 and then to December 2022 would also be covered. This evaluation covers the project implementation in 30 districts in the State of Odisha. The detailed terms of reference (TOR) is given in Annexure 1.

### **Process**

Following the guidelines, rules and procedures established by UNDP as reflected in the UNDP Evaluation Guidance, the following six stages are included in this evaluation:

1. Framing the evaluation with management and preparing an inception report in consultation with the project management unit (PMU).
2. Desk review of all relevant documents
3. UNDP-India internal team consultations
4. Consultations with key partners including Steering Committee Chairperson, Project Director, District Project Officer, Block Project Coordinator, Officials of the Department of Panchayati Raj and Drinking Water, Government of Odisha, Trained technical personnel etc.
5. Presentation of draft findings and recommendations
6. Finalize the evaluation report after receiving feedback from UNDP and government

As per the conations given in the TOR, the entire process of evaluation followed online/remote mode.

A kick off meeting was held with UNDP Team virtually at 5-6pm on 25<sup>th</sup> October 2022 to discuss the evaluation modalities, scope and methodology of evaluation. The progress made in the project was presented by PMU team as a power point presentation. Based on the discussion and desk review of pro-doc, an inception report was submitted to UNDP on 14<sup>th</sup>

November 2022 detailing the methodology, scope, evaluation questions and criteria of evaluation. Upon review by the PMU on 18<sup>th</sup> November 2022, the methodology of assessment was finalized on 21<sup>st</sup> November 2022. The inception report is included in the [Annexure 2](#). Another virtual meeting was held at 10-11am on 22<sup>nd</sup> November 2022 to identify the stakeholders for consultation. A regular interaction was maintained with the PMU team throughout the evaluation process. Following the UNDP guidelines on evaluation a mixed method of obtaining information through desk review and field interviews was employed for this evaluation. The information so collected is used for triangulation of data and the participatory approaches provided direct perspective from the ground.

## **2.2 Criteria followed for Evaluation**

The assessment of the outcomes listed in the pro-doc has been done on the basis of relevance, effectiveness, efficiency, impact, and sustainability. The evaluation will provide a strategic opportunity for UNDP and its core Government partners. This will entail a discussion that leads to inclusive assessment of the current programme. It will also make a contribution to further thinking of UNDP's direction beyond the life of the current project.

The standard DAC evaluation criteria as follows were used:

**Relevance:** Assess the relevance of the project to national priorities and its alignment with UNDAF and Country Programme outcomes / outputs. It also comments on the appropriateness of the Project design.

**Effectiveness:** Evaluate how successful has the project been in achieving the outputs that contribute to the overall outcome.

**Efficiency:** Examines the use of resources, financial and human, for achieving the results.

**Sustainability:** How sustainable are the project initiatives in long run and is there any exit policy scripted and executed in the project?

**Gender equality:** How Gender sensitive are the project components and did they reach the desired outcomes?

## **2.3 Analysis of the Findings**

The evaluation is based on both qualitative and quantitative data obtained by employing mixed methods of data collection. The facts about the project performance in the forms of indicators identified and reported in documents such as UNSDF, CPD, UNDP Strategic Plan, Pro-Doc, Results Framework, Annual Work Plans, Annual and Quarterly Progress Reports (APR/QPR), Proceedings of Steering Committee Meetings, and Knowledge Products



developed during the course of the project such as Information, Education and Communication (IEC) Material. The list of documents referred to for the collection of quantitative data is presented in [Annexure 3](#).

A semi-structured interview schedule was used to gather qualitative data from various stakeholders/Key Informants of the project. Stakeholder consultation (KII) was carried out in the form of one-one and group meetings with the project partners such as officials from the Department of Panchayati Raj and Drinking Water, Government of Odisha and district and block project officers. Complete list of stakeholders consulted are given in [Annexure 4](#). For the purpose of KII, a semi-structured interview schedule was used.

Qualitative data collected from the documents and the qualitative data/information derived based on the consultations was used to triangulate the facts and make inferences on the effectiveness, efficiency and longevity of the project activities/initiatives.

### 3. Evaluation Findings

This project has the following programmatic and project outputs. The programmatic outcomes under the present Country Programme Document (CPD 2018-2022) have relevance to the present project and they include

1. **CPD Outcome:** Outcome 1: By 2022, institutions are strengthened to progressively deliver universal access to basic services, employment, and sustainable livelihoods to the poor and excluded, in rural and urban areas.
2. **CPD Output/s:** **Output 2.2:** Poor and vulnerable have the capacity, options and opportunities to move out of Deprivation
3. **CPD Output/s:** **Output 2.3:** Partnerships for skill development and integrated housing solution forged between government, private sector, multilateral and bilateral agencies, vertical funds, CSR and foundations.

Appropriate indicators were identified in the ProDoc for the assessment of progress against these outcomes and baselines were also established. **Project performance towards these programmatic outcomes was found to be satisfactory.** Performance based on indicators is presented in the table below.

Indicators	Baseline	Target	Achieved
<b>CPD Outcome 1:</b> By 2022, institutions are strengthened to progressively deliver universal access to basic services, employment, and sustainable livelihoods to the poor and excluded, in rural and urban areas.			

1.8 Percentage increase in the number of poor households in selected states having access to improved, context relevant housing.	0	20%	22.7%
1.9. Number of new partnerships for social housing and related skills development formed between government, private sector, vertical funds and foundations.	0	5	5
<b>CPD Output 2.2:</b> Poor and vulnerable have the capacity, options and opportunities to move out of Deprivation			
<b>Indicator 2.2.3:</b> Percentage increase in poor gaining access to improved, context relevant housing	1	20%	22.7%
<b>CPD Output 2.3:</b> Partnerships for skill development and integrated housing solution forged between government, private sector, multilateral and bilateral agencies, vertical funds, CSR and foundations.			
<b>Indicator 2.3.1:</b> Number of new partnerships with private sector facilitated by UNDP in skill development and integrated housing solutions.	0	5	5

The project has successfully achieved this objective of enhancing percentage households having a pucca house to 20%. Over the project period nearly 1.4 million houses (3.94, 4.25, and 2.56 lakh houses in the year 2018, 2020 and 2021, respectively) were constructed for poor households in rural areas with support of the technical team of rural housing coordinators. This project has deployed technical manpower both at planning and execution stages and that helped immensely in achieving this outcome. Four senior and ten junior member technical and management support group established at the state level for Planning, Monitoring and MIS & Finance while two (2) member PMU has been established in thirty (30) districts and three hundred fourteen (314) Blocks respectively. Further to strengthen and enhance quality of the construction activities, 175 Technical Consultants were hired. The technical support provided by this project has resulted in timely release of payments through Direct Transfers to beneficiaries and regular monitoring of the local government staff led to early completion of houses. And this is one of the main objectives of the project.

Development of partnerships for skill development and integrated housing solutions is one of the important programmatic outcomes and the project has delivered well on that. The technical team at the state level supported the department to bring agencies like Central Building Material Research Institute (CBMR) who supported in promoting stone masonry blocks and also in developing a Technology park. Further, another seven other private entities such as M/S Infrastructure Skill Development Academy; IL & FS Skill Development etc. are brought into partnership to support Masons Training. More than 10,000 masons were trained under these partnerships.

### 3.1. Output Based Programmatic Performance

The project has three expected annual outputs as reported in the multi-year work plan presented in the project document (ProDoc). They are

1. Output 2.2.1: 1.45 million affordable, context-relevant, resilient houses constructed for poor households in rural areas.
2. Output 2.2.4: 150 masons will be trained on good practices appropriate to rural housing construction practices
3. Output 2.3.1: Strengthened planning and monitoring systems through UNDP support to the Government of India

In spite of serious restrictions imposed by the Pandemic (COVID) the project has achieved all the intended outputs successfully barring a few pending/unfulfilled activities such as exposure visit to the Government officials of Odisha. Following table presents the indicator based evaluation of the project outcomes. From the identified indicators, it is evident that the project has attained the intended outputs.

Indicators	Baseline	Target	Achieved
<b>Output Results 2.2.1:</b> 1.45 million affordable, context-relevant, resilient houses constructed for poor households in rural areas.			
Number of House Constructed	2,400,000	1,450,000	98%
<b>Output result 2.2.4:</b> 150 masons will be trained on good practices appropriate to rural housing construction practices			
<b>No of Masons trained</b>	0	150	150
<b>Output result 2.3.1:</b> Strengthened planning and monitoring systems through UNDP support to the Government of India			
Establishment of PMU at State Level	0	4	10
Establishment of PMU at State Level	0	60	58
Establishment of PMU at State Level	0	628	610

### **3.1.1 Output 2.2.1: 1.45 million affordable, context-relevant, resilient houses constructed for poor households in rural areas.**

Activities included towards this output are well accomplished by the team. Unlike the activities towards the other outputs, these activities were started in the first year itself and that have given it sufficient time for making sizable impact. Initially officers, technical staff and the beneficiaries were all sceptical about the use of environmentally friendly and local material and innovative construction practices. The activities listed below have been designed well and executed to the plan to have the desired effect.

- a. Information, Education and Communication (IEC) material – Design and Publication of Posters (5 nos.)

- b. IEC Material – Design and publication of Pamphlets on housing and related activities (5 nos.)
- c. IEC Material – Design and publication of Hoardings (5 nos.)
- d. IEC Material – Development of Audio Jingles (3 nos.)
- e. Development of script for use of local folk media and one show
- f. Success stories Beneficiary and Process used by GP/block/district (10 districts), write up with photographs and publications
- g. Video documentation on successful implementation of the schemes and promotional video for CMs office (4 films).
- h. IEC Material publications

Over the implementation years, the project could achieve the target of constructing 1.45 million houses that are integrated, affordable and disaster resistant. The construction of houses was also spread evenly (3.94, 4.26 and 2.5 lakhs respectively in 2018, 2020 and 2021) over the period close to what is planned in the Project Document. The support offered by the technical team of rural housing coordinators was well appreciated by all stakeholders during the consultation process which is also evident from the attainment of the target. COVID has hampered the construction activity significantly as majority staff got infected and the fact that they are not covered under UNDP medical support further aggravated the situation. UNDP PMU must be appreciated for their efforts in pulling the strings back and complete the target in time though some more houses are to be constructed in some difficult terrains like Kalahandi Districts.

The financial incentives such as INR 50,000 for houses that are obstructed within 4 months and INR 10,000 for houses contrasted within 6 months are innovative approaches which has two sided benefits. One side it incentivises the beneficiaries to speed up the construction process and also offers them a chance to option for more than one room and an individual toilet in the house. This measure is worth trying in the other states as well.

Another major set of activities towards this output are the development of Information, Education and Communication (IEC) Material. They include 5 Posters, 5 Pamphlets, 5 Hoardings, 3 Audio Jingles, One Play, documentation of 10 success stories and a Video of successful implementation of the scheme. This was further augmented by a sticker for all the completed houses, content for 7 Facebook and twitter posts. Steps were taken for disseminating the audio jingles through voice SMS to rural housing beneficiaries. Website up gradation has also been initiated for ensuring better data management, ensuring transparency and for knowledge management. IEC material played significant role in clearing the scepticism. The range of IEC Material was designed appropriately and also augmented midway of the project.

The IT personnel in the project have done a commendable job in creating awareness and also to promote transparency in the scheme. The online Case Record Module was finalised and

2.5 lakh case record uploaded on rural housing portal as part of increasing transparency of sanction and follow up process for rural housing beneficiaries.

Communication team has successfully used SMS to create COVID awareness which was very crucial for the project personnel and beneficiaries during the pandemic. To support to awareness, more than 4 lakh COVID awareness SMS were sent to rural housing beneficiaries to ensure that they followed all the COVID 19 related safety measures. Such measures ensured that the impacts on the project performance are reduced to some extent.

The project is expected to bring innovative practices and materials for building construction. Stone Block technique was employed successfully as one such innovation. Though some forest materials were tried for roofing, more efforts should have been made to bring in more alternative material for building construction. Apart from moving from Kacha houses (Mud houses/huts) to Pucca houses (RCC slab) to have more stability and strength during natural calamities, no particular measures were observed towards making the houses disaster resilient”.

More vibrant campaign with IEC Material should have been attempted for long term impact of the project. Though major component of the project is the deployment of technical man power to facilitate the faster and inclusive construction of houses, increased awareness among masses would ensure long term sustainability.

### **3.1.2 Output 2.2.4: 150 masons will be trained on good practices appropriate to rural housing construction practices**

Creating critical technical man power is the key to making the rural houses more affordable and resilient to disasters. Creation of training material, training of pre-identified masons who in turn can be master trainers and capacity building of masons by training them is an important part of the technical capacity building. Following are the activities undertaken by this project towards this objective.

- a. Revision of training modules for Masons
- b. TOT to build the capacity building of the local resource persons on affordable environment friendly multi-hazard safe design and construction technologies basic estimation etc., new construction, repair and retrofitting (150 Master Trainers and 150 masons trained for enhanced quality of houses constructed)
- c. Build capacity of the local masons on affordable, environment friendly, multi-hazard safe design and construction technologies basic estimation etc. for new construction, through hands on training
- d. Exposure visit of the key government officials to good rural housing sites (national/international)

Progress of these activities is about satisfactory and could have been better managed. It is an undeniable fact that COVID has impacted this activity significantly and UNDP PMU has mitigated this unexpected risk by adapting to ONLINE mode of training effortlessly.

It is noted that UNDP did not indulge in providing the training but facilitated establishing partnership with reputed institutions like Central Building Research Institute (CBRI), Indian Institute of Forest Management (IIFM) among others.

This activity of mason training got delayed start and there was no training provided during the first year of the project. Had the delay been not there it would have delivered better result towards the project outcome.

Training of 150 Masons to be trainers and further training of more than 10,000 masons with innovative construction practices under this project helped immensely in improving skill and achieving better livelihoods in rural areas. Both these aspects contribute towards better skilling and improved livelihoods under various national and international development frameworks such as Skill India, UNSDF and SDG.

Despite COVID 19 pandemic capacity building of PMU staff that includes 176 technical staff was carried out by training them on safe construction practices. Other training provided during this pandemic period was an online training conducted by IIFM on Financial Management; one-month online Yoga Classes for 70 staff members; the sensitisation trainings on COVID 19 Management for 930 staff members.

With the help of CBRI, 176 technical staff members were trained on safe construction practices. The UNDP technical teams supported the department to engage with 7 private implementing partners linked to Construction Skill Development Council of India and trained more than 10,000 masons in 2018. PMU supported development of training modules, trainings and monitoring the agency ORMAS and their empanelled 24 Project Implementation Agency to train masons on safe housing construction. This is the critical mass of technical staff that made the task of integrated and disaster resistance houses possible. However, it is noticed that there is no GENDER balance maintained in the choice of masons chosen for training. This could be due to the fact that women seldom chose this profession of masonry. This training has also resulted in enhance social and livelihoods security among the rural population.

It was also opined by the stakeholders that there is a need for more masons to be trained in order to integrate this “technically rich” construction practice in rural housing and make it successful in long run (Sustainability).

Due to the COVID restrictions, exposure trip could not materialize during the project period. However, it is also a fact that there is no such good practice of inclusive rural housing was available as material or as a case. This makes it important to document this unique project and create knowledge material for wider dissemination and also for potential south-south cooperation. Next phase of the project may consider this as an important component.

### **3.1.3 Output 2.3.1: Strengthened planning and monitoring systems through UNDP support to the Government of India**

Establishment of Project Management Unit (PMU) at State, District (30) and Block (314) levels providing technical support in implementation of the RH project is the most important component of the project and from the core of the effort. Major financial share goes to this activity. Major activities towards this output include

- a. Establishment of a technical and management support group at the state level (planning, monitoring and MIS& Finance)
- b. Establishment of a technical and management support group (One District Project Officer and one Data Entry Operator) in each district (30)
- c. Establishment of a technical and management support group (One Block Project Officer and one Data Entry Operator) in each block (314)

Project has performed well in this activity in spite of various COVID restrictions, social, economic and cultural underpinnings.

The project has recruited 10 PMU staff at State Level that includes Project Executive; SPO-Planning, Monitoring, MIS and Finance officer in the month of January 2018. Additional manpower required such as Web App developer, Web Developers and Finance Officer were also recruited. The project recruited District level officers (50) and Block level officer (544) towards the end of first year. Due to the large sized team there were regular vacancies to be filled and the PMU had managed the procurement very well. It was opined by the stakeholders that the procurement process by the UNDP was extraordinary and the Government of Odisha is particularly happy at the way the HR is managed by UNDP.

As an amendment to the MoA, establishment of call centres was added to the project activities under this outcome. Call centres according to the opinions of the stakeholder seem to have played a key role in the speeding up of the construction of houses. Ten State level Call Centre Executives and 73 Call Centre Executives were established in 30 districts and they continue to enhance quality of construction and improve beneficiary feedback mechanism. 175 Technical Consultants recruited also augmented these efforts. All the contracts are

terminated on 31<sup>st</sup> October 2021 as the project came to an end. This component, though had some systemic difficulties as explained in the next section did deliver the desired results.

## **3.2. Key Results and Findings around the Evaluation Criteria**

### **3.2.1. Relevance**

UNSDF 2018-22 aims to strengthen the environment and natural resources management (NRM) and ensure increased access to clean energy to communities and make them more resilient to climate change and disaster risks (UNSDF Outcome 6) and the present project and its outcomes are very relevant to this larger objective. It is also very much aligned with the CPD outcome 1 which aims to strengthen institutions by 2022 and help the poor and excluded, in rural and urban areas in progressively deliver access to basic services, employment, and sustainable livelihoods (CPD Outcome 1). This project also contributes to the broader outcome under UNSDF that ensures increased opportunities for productive employment through decent jobs and entrepreneurship for the people vulnerable to social, economic and environmental exclusion (UNSDG Outcome 6).

This project helps in the call to fight hunger which is one of the objectives on all frameworks such as Sustainable Development Goals (SDGs), UNSDF 2018-22 and Agenda 2030. The present project also ensures that no one is left behind in the economic and social progression and in the preparedness for disasters.

Providing shelter for every household is the national objective under the national scheme of “Sab ka Saath Sab Ka Vikas and the present project very relevant to this national call. Pradhan Mantri Gramin Awas Yojana is a national scheme towards this objective. Government of India has a target of constructing 2,92,65,857 houses during 2018-2022 with a fund allocation of INR 36,53,08,71,25,600. While the rural households are given resources to build their own house it is extremely important to make them more integrated, context relevant, affordable and disaster resilient. The present project is very relevant to the national objective of making rural areas more resilient to natural and climate disasters. It not only ensured the timely completion of the construction of houses but also ensured the new and innovative material and practices were employed in their construction by training the Masons. By using indigenous material it also ensure low cost construction and with increased awareness the beneficiaries have chosen multiple room houses including individual toilets. This is very relevant to the national call on improved sanitation under Swachh Bharat Abhiyaan.

Training of 150 Masons to be trainers and further training of more than 10,000 masons with innovative construction practice under project helped immensely in improving skill and achieving better livelihoods in rural areas. Both these aspects contribute towards better



skilling and improved livelihoods under various national and international development frameworks such as Skill India, UNSDF and SDG.

### 3.2.2. Effectiveness

The project design is apt for the intended objectives and the activities are properly aligned for the desired outputs. It was opined by the stakeholders that more awareness about the benefits of environment friendly and resilient houses would have made even more impact. Therefore, more emphasis on IEC material would have been better. However, certain course corrections that were attempted such as establishing call centres and having a technical team to help at the state level augmented the well-designed project.

The following are the **course correction** measures that have further improved the effectiveness of the project.

- The MoA was amended in the month of March 2020 enhancing the budget by INR 18,42,59,503 making the new budget of the project INR. 64,72,31,483 (USD 9,832,533). This was to implement the enhanced salaries of the PMU staff.
- By realising the need and importance towards the capacity building and effective implementation of the project, a new component is added to the project activities i.e., set up of Call Centres at the State headquarter and at all district headquarters.
- As a course correction due to Pandemic, the training programmes have moved on to ONLINE mode.
- Establishment of IT team has played a significant role.
- Communication team has successfully used SMS to create COVID awareness which was very crucial for the project personnel and beneficiaries during the pandemic.
- To support the awareness, more than 4 lakh COVID awareness SMS were sent to rural housing beneficiaries to ensure that they followed all the COVID 19 related safety measures.
- Despite COVID 19 pandemic capacity building of PMU staff that includes 176 technical staff was carried out by training them on safe construction practices.
- The project has recruited 10 PMU staff at State Level that includes Project Executive; SPO- Planning, Monitoring, MIS and Finance officer. Additional Manpower required such as Web App developer, Web Developers and Finance Officer were also recruited.

The project has satisfactorily achieved all the outputs of the project and thus fulfilled the desired objective. Objective of helping the timely construction of 1.45 million houses that are cost effective, integrated and disaster risk resilient has been achieved during the project

period 2017-2021. All the indicators identified in the result framework have been achieved to almost 100%. However, some houses are yet to be constructed in difficult terrain districts such as Kalahandi and some activities such as “exposure visits to the government officers” could not be completed due to COVID restriction on travel.

This project has shown quite significant improvement in tribal areas where the house construction has picked up the momentum. Indicator to the success of this project is the fact that the house construction which used to take 1 to 2 years is now completed in 3 to 4 months.

The project has been effective in its prime objective of risk avoidance in rural areas. Given the geographic characteristics, there used to be landslides and loss of houses; destruction of houses due to tropical cyclones and floods. Through this intervention such losses could be stopped and there were no such calamities reported in rural areas.

The project has been effective in achieving the target even in areas such as Lanjigarh where there is no network connectivity and gram panchayat roads. UNDP with its efficient system of project execution could break these barriers and make an effective implementation.

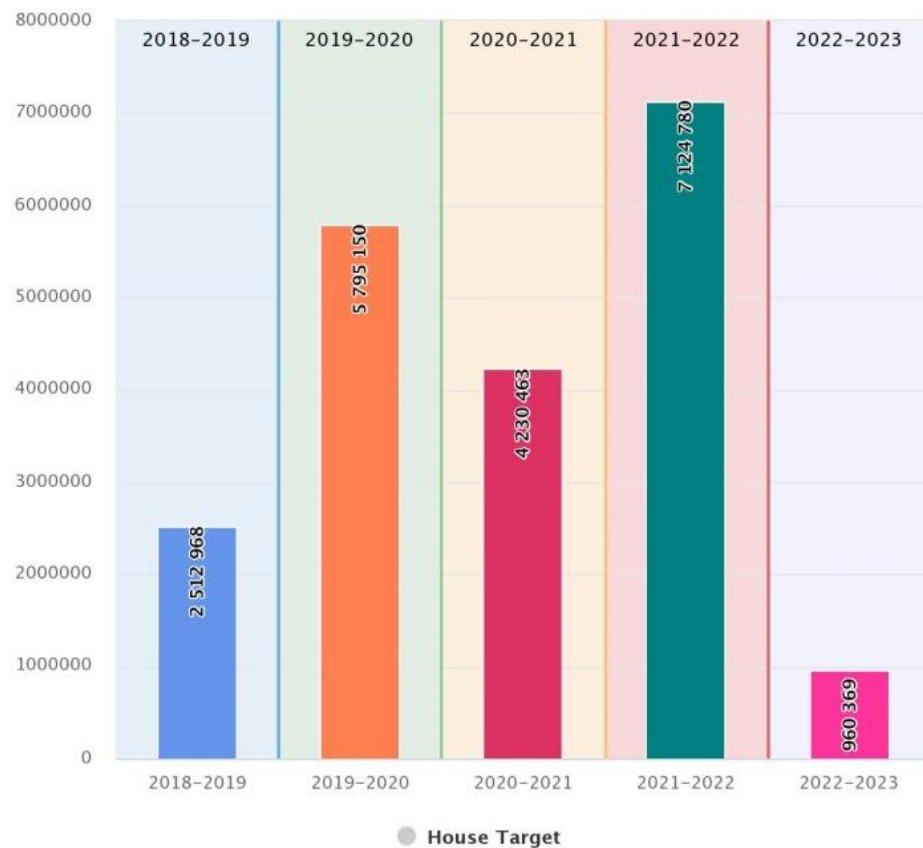
Capacity building component has helped RH project immensely. It has been effective in building the technical capacity of construction staff in the rural areas of Odisha. 150 masons to be trainers have helped in creating the critical mass of trained masons in large number (above 10,000) and the good effect is expected to continue even after the completion of this project. Their livelihoods have also improved which is expected to have long term effects on poverty reduction. However, the Project Management Staff deployed by UNDP has completed their contract by 31<sup>st</sup> October 2021. The new staff found to be falling short on vigour and knowledge in taking forward the positive impacts of this project. It was opined by all stakeholders that UNDP must continue for some time to achieve the last mile impact.

As a result of this project, 2 villages which were living on the hill tops have relocated to the plains and they eventually have become ambassadors of the RH scheme.

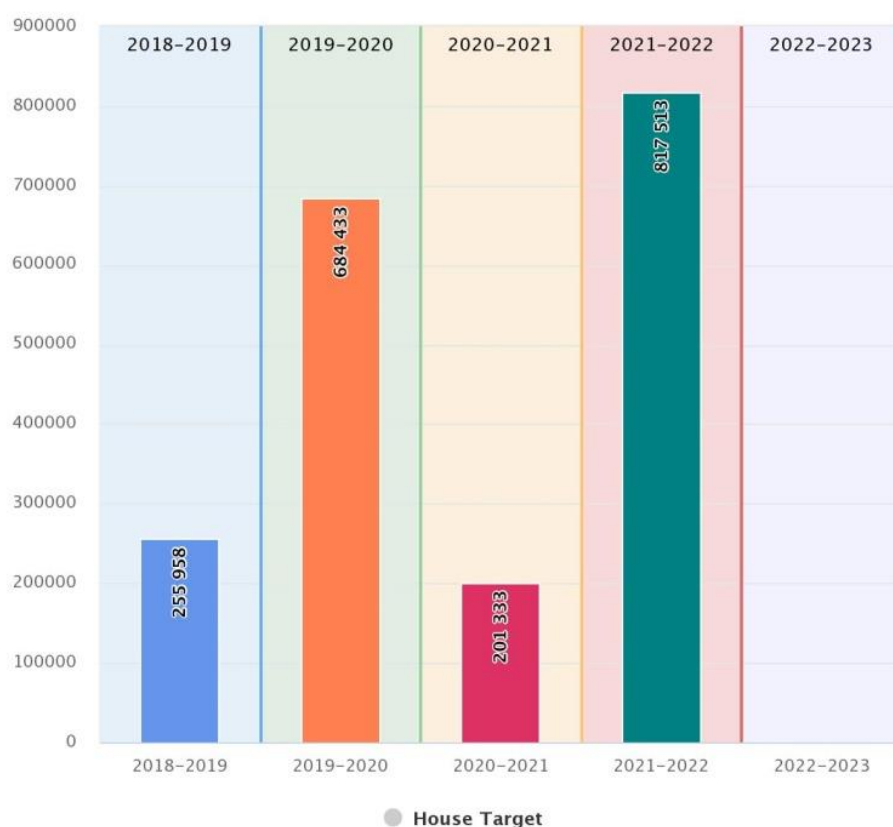
The project has been very effective with its IEC Material. Earlier only single room houses used to be constructed by the beneficiaries. But after the project implementation, they have been constructing multiple roomed houses with individual toilets. This is largely possible because of the IEC material developed under this project.

Government of Odisha has been doing well in the Rural Housing Scheme funded by the Government of India. Joint efforts of Pradhan Mantry Awas Yojana – Gramin and Biju Pucca Ghar Scheme have been giving a good result and this project was found to be playing a key role. Orisha State is one among the four states in the country that have registered more than 90% completion of construction from the sanctioned work. And they stand at 63% against the

national average of 70% in achieve the targets set of Rural Housing. These achievements are attributable to the present project. Progression of Rural Housing Scheme in Orissa compared to that of India is presented in the graphs below.



**All India**



## Odisha

UNDP is known for its superior procurement process and the present project immensely benefited the Government of Odisha on that front. Transparent process in recruitment and access to the superior catchment of human resource is the X factor in this project and that has worked well in bringing the vibrancy in project management at all three levels viz. State, District and Block levels.

In Odisha state, particularly in tribal areas, there is shortage of material for house construction and particularly material like bricks. Cost of construction of a house is INR 2L whereas the disbursed amount under RH scheme is 1.3L for hills and 1.2L for plains. Introduction of alternative construction material has helped in bridging this funding gap. However, to overcome this problem of material scarcity more effectively, more alternatives of innovation in building materials and resilient construction techniques should have been made part of the project to make the impact even bigger. It focused mostly on stone blocks and prefab planks.

The pamphlets prepared for the promotion of these houses should have included the financial and other benefits of these environmental friendly and disaster resilient structure in order to be more effective.

The knowledge products produced during this project has potential to disseminate the benefits to the other states in India and also to other countries under South-South Cooperation. Such possibilities have to be explored in the next phase of the project.

The Call Centers that were added to the project activities as an amendment to the MoA proved to be very effective in awareness generation and also in making the process more proactive and faster. Hence, this goes as a good coarse correction to the project activities.

### **3.2.3. Efficiency**

The project has the following three major components

1. Establishing and managing PMUs at National, District and Block level
2. Development of IEC Material and Capacity Building
3. Training of Technical Manpower for the construction of environment friendly and disaster resistant houses.

This project implemented under DIM modality has been very efficient in putting the human and financial resources to the best use.

Though the pandemic has impacted the scheduling of the activities the time-space spared of activities has been maintained well in the project. Though the procurement has delayed start it was managed well finally. Training components have to be made online due to the pandemic situation. However, with the state of art in e-learning UNDP could manage the delivery well without suffering much.

With only 7.5% budget allocation charged against the services rendered by UNDP and the rest going for actual spending on the project activities out of which about 90% goes for the salaries of the project management personnel at all three level this project is considered to be given best value for money. Financial and administrative nodal officers from the Government of Odisha have very appreciative of UNDP's efforts in putting the best value for money.

Funding has never been a problem with this project as it is a project funded completely by the Government of Odisha. Though partnerships were made they are meant for service delivery rather than funds mobilization. The project budget was revised in the third year owing to the revision of salaries of the PMU staff.

The ownership has always been with the Government of Odisha as this is the scheme of the State Government. Though it is funded by the Government of India, the scheme of Rural Housing is always close to the state Government. It is worthwhile to note here that UNDP has been partnering with Government of Odisha for a long time on disaster preparedness. Thus it can be said with certain degree of comfort that UNDP also enjoys the trust of both people and the Government of Orissa as a partner and "Hand-holding" them for a continued period of time gives UNDP a kind of Ownership. Stakeholder have expressed that UNDP is almost like government for them.

The progress of the project activities have been reported as per the Monitoring and Evaluation (M&E) plan included in the Prodoc. Timely submission of Quarterly Progress Report and Annual progress report are submitted and the annual work plans are made in time. Project Steering Committee has met at required interval to give suggestions and necessary approvals. Internal reviews were conducted to review the progress and assess the risks and the necessary course corrections were made. Revision of pay structure and inclusion of Call centers are such course correction that took place in the project.

**Risk Management:** The project has envisioned the following risks and these risks are taken care by suitable corrective measures during the execution.

1. Inability to attract human resources for district or block level positions
2. Change in national/state government priorities may reduce government attention on rural housing
3. High priority on achieving target related to number of houses reduces focus on quality and functionality aspects
4. Over-utilization of local resources due to use in rural housing construction

In the procurement process the project faced reluctance of the selected candidates to move to remote locations. This was reported to be significant in the case of women candidates but also observed in the case of men. There were other delays in procurement such as Website Vendor who did not understand the quality and quantity of work required and that has resulted in some delays. However, all such issues have been addressed by UNDP. Recruitment for PMU at district and block level was done at the district level to ensure participation of local youth both boys and girls from disadvantaged sections and pockets of the state. UNDP conducted interviews across 30 districts which had logistic problems as the IT network connectivity was poor but the local administration was quick to act to resolve any issue raised by UNDP.

No exposure visit could be organized initially due to non-availability of suitable site/ case and then subsequently for the travel restriction imposed due to COVID.

The priority on the project did not change in the Government of Odisha. However, due to elections the procurement process was delayed and more focus was made on development of IEC Material during the first year of the project.

The project suffered from the delays that happened at the Chief Minister's Office (CMO) and for other approvals. In some cases the needs of the Government were too immediate and the PMU has to respond accordingly even though it was not suiting their functioning. The junior cadre Government officials were not so cordial to the Senior PMU Team which is tasked to support the implementation of the rural housing scheme. This was also observed during this

assessment exercise. These administrative gaps need to be ironed off if the project goes for a successive phase.

Over-utilization of local resources due to use in rural housing construction was perceived to be a risk emerging from this project. Accordingly Social and Environmental Screening was carried out and the study reported that such risk of disturbance to the environment is very low.

The following risks were identified during the course of the project.

- No medical insurance for the IC contract holder
- Low spending due to COVID restrictions
- Non-cooperation of government staff

COVID has presented another big challenge for the efficient deployment of manpower towards the attainment of the project objectives. Due to COVID, the construction work was impacted and many of the staff members tested COVID positive. As they were all Individual contract holders, they were not insured for medical emergency as per UNDP norms. This further challenged the already grim situation during the pandemic.

Communication team has successfully used SMS to create COVID awareness which was very crucial for the project personnel and beneficiaries during the pandemic. To support to awareness, more than 4 lakh COVID awareness SMS were sent to rural housing beneficiaries to ensure that they followed all the COVID 19 related safety measures. Such measures ensured that the impacts on the project performance are reduced to some extent

Low spending as a risk could not be mitigated completely. Only 67% of the enhanced budget could be spent by the end of 2022. This is largely due to the activities such as exposure visit that could not be accomplished and also pruning of additional technical consultants that are proposed in the enhanced budget from 497 to 276.

Non-cooperation of government staff was addressed by having regular review meetings and face to face meetings with senior government officials. However, it can still be improved.

### **3.3. Financial Performance**

A Memorandum of Agreement was signed between UNDP and Panchayati Raj and Drinking Water Department, Government of Odisha on 10<sup>th</sup> November 2017 to undertake this project between 1<sup>st</sup> November 2017 and 31<sup>st</sup> October 2021 with a total budget of INR 46,29,71,981 (USD 7,122,646). This project is implemented in a Direct Implementation Modality (DIM) where the entire funding was provided by the Government of Odisha and the funds are transferred to UNDP account which in turn executed the project. The Project was

implemented in all districts and the corresponding Blocks in the State of Odisha. The MoA was amended in the month of March 2020 enhancing the budget by INR 18,42,59,503 making the new budget of the project INR. 64,72,31,483 (USD 9,832,533).

Due to the slow progress made in the first year owing to multiple reasons, the expenditure for the first year was found to be less than planned budget. The budget allocation was adjusted in the second and third years. It was observed that the expenditure was close to the adjusted but planned budget which indicates financial discipline in the project. Based on the “Note to File” issued by UNDP on 16<sup>th</sup> February 2022, the unutilized balance in the project was INR 53.38 lakhs, excluding exchange gains and loss. The available balance under the system on 16<sup>th</sup> February 2022 was INR 93,38,539 (USD 129,556). It was agreed to extend the closure till 31<sup>st</sup> December 2022. Given the fact that some activities such as “Exposure trips” were not possible, such low balance in the project indicates efficiency spending of the budget. As shown in the table below the expenditure in each year is close to the budget allocation in the respective year.

It is also noted that the annual progress report submitted for the three years showed financial figure that matches with the original Prodoc and doesn’t reflect the escalated budget based on the amendment.

	Budget	Exp	Budget	Exp	Budget	Exp	Budget	Exp	Budget	Exp
	2018		2019		2020		2021		Total	
1	1,791,801	701,554	1,772,015		1,753,877	3,126,454	1,750,580	2,213,439	7,068,273	6,041,447
2	888,000	701,554	NA	NA	323,1909	3,126,454	2,318,098	2,213,439	6,438,007	6,041,447

Note: 1 in column 1 indicates the budget allocations made in Pro-Doc

2 in column 1 Indicates the budget presented in APR and AWP

Annual progress reports, quarterly progress reports for the year 2019 were not provided for the assessment and hence could not verify for the pattern of financial flow. Otherwise, the project shows a good financial performance.

There are a few important observations made based on stakeholder consultation that will have bearing on the financial planning for the future phases of the project.

- Government of Odisha needs utilization certificate in its format and UNDP has not been meeting this requirement. For the first 2-2.5 years UNDP did not submit the Utilization Certificate (UC) in the required format. This has resulted in delays in disbursement and also delayed the project activities. This needs to be ironed off. Funds utilization needs to be segregated in a mutually agreed format. At the end of the project this problem still existed.



- This clause should have been included in the MoA between UNDP and GoO to avoid this long lasting confusion and non-compliance. Future engagements must ensure such inclusion in MoA.
- It was opined by the stakeholders that return on investment (RoI) has been excellent with UNDP.
- UNDP has demonstrated very good financial discipline with perfect management of heads of expenditure and absolute transparency in spending.
- The project has shown good financial and physical progression in its activities.
- As it has been the case Government of Odisha looks forward to UNDP in taking this scheme forward. It was opined by the officials that UNDP has demonstrate good financial discipline and transparency in spending but the UC issue needs to be sorted out.
- It was opined the Nodal point of UNDP has been good. However, they can be more responsive to the client (UC). Here it is interesting to notice that the PMO felt that the junior government officers were not as responsive to the UNDP senior PMO staff. From this it is evident that smooth interface need to be developed for the future phase of the project.
- Various stakeholders felt that the Unique Selling Point (USP) of UNDP is their financial discipline. “Every time there is a challenging situation they (UNDP) demonstrate their financial discipline and sort out the situation. Their processes are very transparent and that is very appealing the Government Department which are deprived of that”, say an official from the Government.
- The second important observation is that the “Procurement has been top class from UNDP”. Salaries are disbursed on time and the entire HR process has been handled smoothly towards the end, though there were some issues in the beginning of the project.

Due to the activities such as exposure visit that could not be accomplished and also pruning of additional technical consultants that are proposed in the enhanced budget from 497 to 276, only 67% of the enhanced budget could be spent by the end of 2022. The unspent budget remaining in the present project may be put to use for completion of activities and plan and implement some augmenting actives identified together with the Government of Odisha.

### **3.4. Cross-cutting criteria of Sustainability, Partnerships and Gender Sensitivity**

This project follows the UNDAF criteria of “Leave no one behind”. Majority of the houses distributed goes to Schedule Caste and Scheduled Tribes, which are most vulnerable and marginalized sections in the society. Apart from this the project has made efforts to give priority to women candidates in the recruitment process. However, there were not many women candidates in the masonry training as the profession itself is skewed more towards male workers.

#### **3.4.1. Sustainability**

This project has created a strong technical man power involving 696 personnel trained in rural housing, 150 mason trainers and more 10,000 trained masons in environment friendly and resilient housing construction. Though it provides a critical was it was opined that more masons need to be trained to scale up this good work. Moreover, the geographical jurisdiction of the state is large involving 30 districts. Therefore, there is a need more trained technical manpower if the project is to continue with its positive impacts.

Personnel recruited under this project should continue so as to derive the benefits even after the completion of the project. But according to the original MoA the project was considered closed (subsequent extension granted is only for the closure of the project) on 31<sup>st</sup> October 2021 and all the Individual contracts have terminated on that very day. UNDP may consider looking into suitable modalities to continue the trained manpower of PMU as this is important for the sustainability of the project and to achieve the last mile benefits.

Institutionally the PMU has always been integrated into the system of Rural Housing project implementation. However, the recruitments made under UNDP project are fixed term based appointments and upon completion of the project they leave the office. This breaks the chain and hence need to be addressed for long term sustainability of the project outcomes.

IEC Material developed including the success stories and the champions identified have shown great impact during the project implementation. However, in the absence of UNDP on the field, it is not very clear how effective they would continue to be. Their continued impact on resilient rural house is under serious question and that may jeopardise the longevity of these efforts.

The innovations attempted in building material and construction practices are limited to only stone blocks and precast slabs. In order to have bigger impact and long lasting, more innovations may be attempted in the next phase of the project.

Training and capacity building has improved the livelihoods of masons and they are expected to continue to enjoy the benefits on long term. But in order to achieve the cascading effect

towards long term sustainability it may be needed to continue training more masons in order to create that critical mass for the snowballing effect.

According to the official from the Government of Odisha, more than one lakh houses could be constructed during 2017 - 21. But after UNDP left in 2021 (completion of the project) the progress has been slow. This is an indication that the speed at which the houses were constructed doesn't happen without UNDP on board. This could also mean that the project did not reach the mature state of self-propagation. In such a case there is a chance that all the positive change would slowly fade away if UNDP withdraws from this project immediately. The positive impact created by the project would continue. However, it is important for the UNDP to continue its association for another 3 years at least. Almost all stakeholder during the consultation opined that UNDP must continue to support the Government of Odisha atleast for another term, providing the much needed handholding.

In case if UNDP continue to have the next phase of the project, it would very important to have a well-designed exit policy so that conceptually it follows the theory of change and the change gets institutionalised.

The project has experienced serious issues with the human resource management. Therefore a suitable HR Policy may be adopted to have smooth management of HR

It was observed that there are gaps in the functioning of UNDP and Government of Odisha such as the issue of UCs, junior government officers not sufficiently responsive to the senior PMU staff, some government requirements being too quick etc., and all such issues have to be addressed for even better results in the next phase of the project. Particularly the reporting modalities both physical and financial have to be agreed mutually and may be included in the MoA itself.

More emphasis needs to be given on IEC material development, documentation and vibrant dissemination to have larger benefits in the next phase. It may also include a south-south cooperation component. It was told that other departments and States have been showing interest in this model of Rural Housing and requesting for knowledge transfer and good practices. This has potential for making this effort sustainable in long run by means of horizontal scaling up and hence may be given importance in the next phase of the project.

It was noted during consultations that the Government of Odisha is planning to add another 60L houses to the target. It was felt that UNDP's handholding would be crucial for the further implementation of this scheme. According to the note submitted by UNDP, it is clear that Government of Odisha is already in talks with UNDP to use the balance amount in the project to carry out the unfinished activities along with some additional ones. UNDP may work with the government to identify new areas of engagement and extension of the project.

Financial incentives were used to speed up the construction of houses and that in turn helped the beneficiaries to go for an additional room/individual toilet. This has emerged as a

successful model. However, introduction of more innovative and low cost construction material and methods may be attempted in the next phase of the project. With decrease in construction cost demonstrated, it may be possible to try “conditional disbursement of funds” under this RH scheme. This would be less burdening financially and more friendly on the environment.

### **3.4.2. Gender Responsiveness**

Women are the direct beneficiaries of the Rural Housing Scheme. Specific to this project of providing technical support to RH project efforts are made to give priority to women candidates in the recruitment process. As perceived risk of people not willing to join due to various social economic underpinnings, it was observed in practice that women candidates were reluctant to join the project. UNDP has made efforts to overcome this and involve more women in the technical team. However, there were not many women candidates in the masonry training as the profession itself is skewed more towards male workers. As reported in the ProDoc, this project has limited to scope towards this mandated plane of gender balance and mainstreaming.

### **3.4.3. Partnerships**

This project is funded completely by the Government of Odisha and implemented by UNDP. Therefore, there were no partnerships involving funding aspects. However, development of partnerships for skill development and integrated housing solutions is one of the important programmatic outcomes and the project has delivered well on that. The technical team at the state level supported the department to bring agencies like Central Building Material Research Institute (CBMR) who supported in promoting stone masonry blocks and also in developing a Technology park. Further, another seven other private entities such as M/S Infrastructure Skill Development Academy; IL & FS Skill Development etc. are brought into partnership to support Masons Training. More than 10,000 masons were trained under these partnerships.

## **4. Conclusion and Recommendations**

- Though impacted severely by COVID Pandemic, this project has **performed satisfactorily** in achieving speedy construction of housing under RH Scheme by creating awareness; improving technical skills of construction staff; by employing IEC material and Financial incentives
  - By training 150 TOT masons and providing technical training to more than 10,000 masons the project has created a technical cadre for construction activity in Rural areas of Odisha

- It also uplifted the social and livelihoods of these staff
- And overall upliftment of living standards of the beneficiaries
- The project has delivered the desired outcomes that are relevance to CPD (2018-2022), UNSDF (2019-2023). It is in perfect alignment with the national objective of providing a house to all households while addressing the issue of disaster preparedness.
- The project is temporally and spatially very relevant to the national objectives and the sustainable development goals. Though provision of house itself is not in the purview of this project and so its benefits, making those houses environment friendly, low cost and disaster resilient makes the lives of the people much better. Their livelihoods take an upward lift with more than one room and an individual toilet included in the house. While this itself has great relevance to poverty eradication in the country, skilling and capacity building components have improved the livelihoods of the trained manpower and this furthers the relevance of this project nationally and internationally.
- The **Project design** was good and the activities have resulted in attainment of desired outputs. It was further augmented for the needs realized subsequently. However, it did not have scaling up components in the project which are essential for this kind of project. The project has faced some gaps in financial reporting and that resulted in non-compliance in reporting (UC). Though it is not a problem with the project design, the requirements could have been well and inclusively articulated in the Prodoc.
- The project activities have been **effective** in achieving the intended outputs. All the project output proposed in the ProDoc except a few activities such as exposure visits to the sites/case studies, which was largely due to Covid restrictions. The progress was slow in the first year but it was covered up in the subsequent years. Some activities such as recruitment took off bit late but other activities such as development of IEC material was initiated early. The major out of Establishing PMUs at State, District and Block level was successful and the impact of that activity on the overall outcome of the project has been very satisfactory.
- Capacity building component was successful which is evident from the fact that the houses are now constructed within 4-6 months which otherwise used to take 1-2 years. This is also evident from the fact that beneficiaries are now choosing to have more than one room and an individual toilet which costs them about Rs. 50,000 – 70,000 more than what they get from the government under this scheme. This was made possible with the technological innovation coupled with capacity building. However, it was felt that more masons need to be trained in order to achieve the snowballing effect in long run.

- IEC material developed could help immensely in educating beneficiaries about the all-inclusive and resilient houses. However, based on consultations with the stakeholders, it was observed that more emphatic IEC activity would have given more and long lasting impacts.
- The project has undertaken a number of **course corrections** to mitigate the impacts of COVID Pandemic and also to attain the project outcome more effectively.
- The project has a number of **risks** identified in the Prodoc and some additional risks emerged during the project implementation largely due to the COVID pandemic. While the preconceived risks are taken care by suitable corrective measures during the execution of the project, the risks such as low spending due to COVID pandemic could not be completely mitigated. Spending of only 67% of the revised budget highlights this fact.
- Establishing project monitoring units at the State, District and Block levels is the major component of the project financially as well as on HR. The project has been very **efficient** in putting the resources to their best use. The project has been successful immensely in instating this capacity in the administration of RH scheme. Its success is very evident from the fact that the project has attained the desired goals of adding 1.45million houses that are environment friendly, low cost and disaster resilient. As it involved large procurement, there were some difficulties in the process which were handled by the PMU of UNDP very well. Such problems include difficulty in attracting men and women for posting in remote areas, poor connectivity in some districts, difficulty in HR management which resulted in delay of salaries, difficulty in developing a roaster maintenance system etc. Recruitment for PMU at various levels is a continuous process for a HR intense project. The changes in HR engagement policy (HR or Procurement) led to delays and lack of clarity which did not facilitate extension of the project. As the project did not get an extension beyond 31<sup>st</sup> October 2021, all the individual contracts got terminated on 31<sup>st</sup> October 2021.
- Project activities progressed timely and the reporting has been as per the proposed schedule in the ProDoc.
- Human and financial resources are used efficiently and the return on investment has been rated very high by the stakeholders of the project. Efficiency in procurement, transference in spending is particularly appreciated.
- Various stakeholders felt that the Unique Selling Point (USP) of UNDP is their financial discipline. *“Every time there is a challenging situation they (UNDP) demonstrate their financial discipline and sort out the situation. Their processes are very transparent and that is very appealing the Government Department which are deprived of that”*, say an official from the Government.

- Financial discipline demonstrated by UNDP in this project has been well appreciated by all stakeholders. The annual budgets have been adjusted as per the prevailing situation. However, the percentage expenditure against each year's budget was good. UNDP's reporting of accounts has some difference with the format of Government of Odisha and that has resulted in a major issue of UCs being non-compliant. The issue prevailed too long for anybody's comfort and the Government of Odisha did express its serious concerns about the same.
- Due to the COVID pandemic the financial progression was impacted and the projected utilization of funds by the end of 2022 is only 67% of the enhanced budget. There was no definitive plan etched out between UNDP and the Government of Odisha on spending this left over budget in the project.
- The project took all the necessary measure to ensure the gender sensitivity. Gave priority to women candidates in the procurement process. However, the training component could not ensure the gender balance in participants due to the skewedness in the profession (Not many women take up masonry work).
- There was a limited possibility for partnership for financial augmentation. However, UNDP has taken on board various central government institutions and consultants for skilling and trainings.
- Covid has affected the progression significantly. Some activities such as exposure visit of officers could not be carried out. Many of the project staff were infected by Covid and had difficult in coping up as they, individual contract holders were included under UNDP's medical cover. But the PMU responded well by quickly moving to online mode for training and that has mitigated the impact to some extent.
- Though the project has done well in delivering the outcomes it lacks in sustainability. Based on the consultations with the stakeholders it is evident that UNDP has to continue its handholding of this RH Scheme for atleast another term of 4 years. This is required to ensure sustainability of the efforts towards resilient rural housing. Any such future extensions must include properly designed exit policy so that the initiative of "disaster resilient rural housing" become self-propelling even after UNDP gets off board.
- The project followed "**leave no one behind**" as its central philosophy. This was evident from the fact that majority of the houses constructed belong to Scheduled Castes and Scheduled Tribe and other marginalized Population (Odisha – 60% houses to SC/ST and 25% to other minorities). Ensured to have all sections including women in the procurement process and the training programme participants have also been chosen inclusively.

Based on the above discussion, the evaluator's rating of the project in terms of evaluation criteria is given in the below table.

Criteria	Evaluation Score
Relevance	1
Coherence	3
Effectiveness	2
Efficiency	2
Impacts	2
Sustainability	3
Gender and Social Inclusion	3
Overall	2

**Scale:** 1: Highly satisfactory, 2: Satisfactory, 3: Moderately satisfactory, 4: Somehow satisfactory, 5: Not satisfactory

The overall Project's ranking is Satisfactory

## Recommendations

- The project has achieved the desired outputs and implemented the activities effectively and efficiently and also leaving desired impacts. However, the positive change that has been achieved may not continue in long run, if UNDP exit the programme. Therefore, it is highly recommended that this effort of providing technical support to Rural Housing if the impacts are to sustain in long run. This has been the opinion of almost all stakeholders involved in the project, including that of higher officials in the Government of Odisha.
- The project outcomes may be documented and used as template/model for the other States India such as Andhra Pradesh and Telangana which are lagging seriously in the provision of Rural Housing to poor households.
- The project may be extended for another 4 four years cycle. However, it must have a properly designed exit policy embodied in the project design so that the rate of change at the end of the next phase would leave the outcome to propel to sustain on its own.
- As there is a lack of documentation and demonstration of such initiatives of technical support to Rural Housing Schemes not only in India but in South and South-East Asia, documentation of the good practices and their dissemination including south-south cooperation should form a major component of the next phase of the project.
- As it was observed that the IEC material developed could have been more empathic and that could have been more impactful, the project may focus more on emphatic IEC material and its dissemination in the next phase of the project.



- The present phase of the project included predominantly the Stone Block Technology as part of innovation in building materials. More innovations in building material and construction practices should be included in the next phase of the project as they may bring in more cost effectiveness to Rural Housing.
- Address the HR issues and develop suitable system for better HR management.
- Ensure to have better interface between UNDP PMU staff and junior officers of the government.
- Include the mutually agreed reporting and accounting formats in the MoA itself and avoid non-compliance of any sort.
- Financial incentives are put to best use in the present project. New incentive mechanisms may be tried in the place of financial incentives that are used in the present phase of the project.
- New funding partnerships may be considered, particularly while attempting more innovative building material and south-south cooperation.
- The unspent budget remaining in the present project may be put to use for completion of activities and plan and implement some augmenting activities identified together with the Government of Odisha.
- Finally, this project may be continued into its third phase. However, during its next phase there should be a well-designed exit policy with clear activities ensuring its continuity.

## **5. Lessons Learned**

Following are the key lessons learnt in the process of evaluation of this project.

- The project has created human resources that are able to create better living for themselves. The trained masons that are produced in this project would continue to augment the human resource mobilization. However, this has not reached a critical mass as yet. Therefore, the efforts have to continue further. Proper certification of the trained masons would go a long way in human resource development, not just in the state of Odisha but in the other states as well.
- The project has attempted to address the “Resilience of the house” at individual household level. However, the resilience also depends on the community coherence. This component could have brought larger benefits with respect to achieving resilience at community level. This could have helped the project towards sustainability in long run.

- As this project involved significant procurement process, a prior agreement on the modalities of accounting and reporting would have made the project even more efficient.
- Wider application and dissemination of IEC material would have made deeper impacts of the project and lead to more sustainability.
- Use of low cost construction material was found to be very useful in cost cutting which further helped in choosing better plan of the house with more than one room. More involvement of Non-Governmental Organizations in identifying more potential alternatives for construction materials that are low cost would have made even bigger impact.
- House to every household is the target of the country and this project has achieved the more important aspect of making these houses more resilient and low cost. Such effort has to be taken up for horizontal and vertical scaling up. It has potential to contribute to the south-south cooperation.
- The project intervention has resulted in cost savings for the households. Financial incentives to the tune of 50,000 INR to each household has helped in achieving the faster construction. Inclusion of more low cost options while transforming the financial incentives to non-financial ones such as providing livestock would integrate the benefits of this project with livelihoods and make it sustainable.
- This project is significantly focussed on skill development and capacity building in the implementation of the rural housing scheme. The benefits so created should be allowed to sustain in the system.

## **Annexure 1: Terms of Reference (ToR) for the National Consultants for Final Evaluation of RH Project**

(Included separately at the end)

## **Annexure 2: Inception Report**

### **Inception Report for the Terminal Evaluation of the Project “Technical Support to the Department of Panchayati Raj, Government of Odisha to fast-track construction of Rural Houses”**

Submitted to  
**UNDP, India**  
**New Delhi**

**Prof. Sudhakar Yedla**  
**Dr. Suman Bhanoo**

13 November 2022

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# Draft Inception Report

## Overview

Following consideration of the Terms of Reference for the Terminal Evaluation (TE) of the project “Technical Support to the Department of Panchayati Raj, Government of Odisha to fast-track construction of Rural Houses” implemented by UNDP India the following proposal sets out a methodology and work plan for pursuing the Terminal Evaluation exercise. A systematic review of all relevant outcomes, programme and project documentation will take place as part of this evaluation and alongside the country level UNDAF, and CPD will be consulted closely for the relevance of project outcomes. Reference to strategic thinking on scalability, repositioning and ‘final mile’ approaches will play an important guiding perspective in the evaluation.

In this consultative exercise, the following stages are envisioned:

7. Framing the Terminal Evaluation with management/M&E team (Inception report 13<sup>th</sup> November 2022)
8. Desk review of all relevant documents (27<sup>th</sup> November 2022)
9. UNDP CO internal team consultations (23<sup>th</sup> November 2022)
10. Consultations with key partners, and internal mission (28-30<sup>nd</sup> November 2022)
11. Presentation of draft findings and recommendations (3<sup>rd</sup> December 2022)
12. Draft report (10<sup>th</sup> December 2022) and final report (23<sup>rd</sup> December 2022)

Oversight of the TE will be provided by the Programme Monitoring Unit (PMO) at UNDP India Office and on a day to day basis by the M&E team.

As given in the terms of reference of the terminal evaluation (Annexure 1), the TE will provide an assessment of performance and bring forward recommendations, in particular:

1. Assess to what extent rural housing project has contributed to address the needs and problems identified during programme design.
2. Assess how effectively rural housing project has achieved its stated development objective and purpose.
3. Measure how efficiently the rural housing outcomes and outputs have progressed in attaining the development objective and purpose of the project.
4. Assess both negative and positive factors that have facilitated or hampered progress in achieving the project outcomes, including external factors/environmental constraints, pandemic, weakness in design, management, co-ordination and resource allocation.
5. Through qualitative methods including participatory approaches analyse the impact of the project on women participants at individual, family and community level.
6. Identify and document substantive lessons learned, good practices and opportunities for scaling the project in future rural housing projects in India
7. Provide forward looking programmatic recommendations for the rural housing project.

The TE will provide a strategic opportunity for UNDP and its core partners. This will entail a robust discussion that not only explains its programmatic efficiency and effectiveness but also leads to future direction to it. It will also make a contribution towards the further thinking of UNDP’s direction beyond the life of the current project.

Outline of the above stages core to the TE of the project:

**1. Framing the Terminal Evaluation with management/M&E team (Inception report 13<sup>th</sup> November 2022)**

This inception report provides the basis of this first stage. It sets out the plan for undertaking the TE and for generating sufficient information, either through desk review, or structured dialogue, with the respective stakeholders to the exercise.

- i. Induction meeting with the UNDP CO team and the Project Coordinator in Orissa getting the briefing of the project and the outcomes (25<sup>th</sup> October 2022)

**2. Desk review of all relevant documents (27<sup>th</sup> November 2022)**

Using Table 1 (see below) the TE exercise will be able to generate an overview of the programmatic and financial performance against the project targets. This will also enable a charting of the major points of reference, key project documentation, resources framework etc. in order to build up a project, programme and overview gauge of progress towards the various outputs and outcomes of the project. The framework will also help in capturing baseline information about the programme to help structure consultations that will subsequently take place with the internal and external stakeholders.

**3. UNDP CO internal team and PMU team consultations (24-25<sup>th</sup> November 2022)**

The period of 24-25 November will be used primarily for internal UNDP discussions on the four-year performance of the RH project. Suggested as follows:

24<sup>th</sup> November –

- i. Consultations with UNDP Management (tbc), PMU members to discuss and decide on the list of stakeholders to be included in the consultation and the data bases that need to be accessed

25<sup>th</sup> November –

- ii. Consultations with the M&E team

**4. Consultation with key development partners, including state/field officers (28-30 November 2022)**

The period of 28-30 November will be used for consultations with key State Government counterparts and Implementation Teams at District and Block levels as decided by the CO in consultation with the Government of Odisha and the consultants. This should also include local authorities in particular of the ideas for scalability. The following range of meetings would be useful.

- i. Bilateral consultations with key Government Department counterparts in Odisha (tbc)
- ii. Consultations with 4 – 6 key informants such as members of the Project Steering Committee (PSC); Project Management Team (PMO) (tbc)
- iii. Consultations with Members of the Technical and Management Support group (tbc)
- iv. Consultation with the State level, District level and Block level PMUs deployed in the State of Odisha during the project implementation period
- v. End of week consultation with UNDP CO management/Government of Odisha Top officials

As per the terms of reference, all the consultations would be carried out on online mode.

**5. Preparation & Presentation of draft findings and recommendations (3<sup>rd</sup> December 2022)**

Stock taking of all consultations and presentation of initial findings, analysis and recommendations to UNDP Management.

Subsequent refining of recommendations and presentation to internal UNDP CO key personnel

**6. Preparation for Preparation of Draft report (10<sup>th</sup> December 2022) and final report (23<sup>rd</sup> December 2022)**

The initial draft report should be made available by the TE team for comment by UNDP Senior Management by 10<sup>th</sup> December. Subject to fairly swift review by the management team (and Government counterparts), the final report will be submitted by 23<sup>rd</sup> December 2022.

**7. Further Details on Methodology**

This evaluation would be conducted at two levels. The first level review would focus more on the specific performance of project based on the performance indicators that are presented in the pro-doc, annual work plan and QPR and APRs. The second level analysis tries to uncover the progress made by the project using the basic criteria of evaluation followed by UNDP Evaluation protocols. The necessary data collection over and above the document review would be achieved by a semi-structured interaction/interview with all important stakeholders of the project. Further, these two levels of analysis would be used to triangulate the finding and make evidence-based recommendations.

Level 1 (Output analysis):

Assessment of project outputs as stated in the pro-doc based on an assessment of project performance, achievements, shortfalls, gaps, challenges and the way forward.

This entails a desk review by consulting pro-doc, annual work plans, project progress reports including quarterly progress reports (QPR) mid-term evaluation (MTR), results framework/M&E Framework, Project quality assurance reports, annual progress reports (2018, 2019, 2020 and 2021), strategies and knowledge products and IEC material developed by the project, reports and documents submitted by the project as part of M&E, and write-ups on the project initiatives, in addition to minutes of meetings of the project board meetings etc. Relevant data on all three components of the project would be consulted for an in depth analysis of the project performance. A due consultation to UNSDF, UNDP Strategic Plan and CPD of UNDP India would also be made to draw up the base line indicators for the project.

Scalability, and cross cutting agenda will be assessed by means of personal consultations with the project personnel and other relevant stakeholders.



### Level 2 (Cross-cutting analysis):

Building on the desk review and consultations above, this entails an assessment of outcome and impact on the key strategic components and cross cutting issues to gauge the contribution of the project towards advancing the intended change in rural housing in the State of Odisha based on actual results from four full years into the project.

This section would be based on both the hard results of the project under review and consultation with core partners such as Department of Panchayat Raj, Government of Odisha and UNDP as well as other stakeholder groups that include trained Masons and other technical staff selected in consultation with PMU. This stage helps triangulate the data and results gained in the desk review and lead to a higher level of dialogue about what has worked well, what hasn't, and what need to be adjusted given the changing context globally, nationally and at the state and local levels. In this it has due consideration to the emerging issues such as resilient rural housing to combat climate change impacts and provision of housing for all under Pradhan Mantri Awas Yojana. It would also encompass the cross-cutting issues and global UN programme principles e.g., leaving no one behind, (LNOB), gender equality and women's empowerment, sustainability and accountability.

It is also critically important for informing partnership development, lessons learned, strategic planning, identifying synergies, scalability and 'extra-mile' endeavours. The core evaluation criteria below will be used to when assessing the contribution of the project to achieving the objectives set forth both in UNDAF/UNSDCF and CPD, as follows.

### **Relevance**

In order to assess the extent to which the objective, purpose and outcomes of the project activities and intervention are consistent with the needs of the people in particular and country at large the following issue would be examined critically:

- To what extent was the rural housing project supportive in proper implementation to ensure houses in the rural Odisha as per the government rural housing scheme
- To what extent was the design and strategy of the rural housing relevant to the national and UN priorities for poverty alleviation in India?
- To what extent was the design and strategy of the rural housing aligned with CPD (2018-2022) and UNDAF (2018-2022)?
- To what extent was the theory of change applied in the rural housing project relevant to serve the needs of the country?
- To what extent did the rural housing project align itself with the National Development Strategies and/or the UNDAF India?

### **Effectiveness**

The effectiveness of the development initiatives in achieving the intended outcomes would assess by addressing the following in detail:

- To what extent has the project achieved the objectives and targets of the results framework in the Project Document?
- Compared to 2017, to what extent the key stakeholders can deliver the same in the field?

- To what extent can any changes linked to rural housing strategic interventions be attributed to the project?
- What factors contributed to the achievement or non-achievement of the rural housing outcomes and outputs?
- To what extent and in what ways has ownership - or the lack of it - by the implementing partner impacted on the effectiveness of the rural housing project?
- Is the rate of progress by the project satisfactory and lead to fulfilling the intended outputs, targets and outcomes by the end of 2022?
- How has the project sought to lever all available resources and partnerships to ensure success?
- What have been the main obstacles, challenges or constraints (external and/or internal) that have impeded faster or more effective implementation and how have they been overcome, if at all.
- What have been the real effects of the project on policies, institutions, systems, teams and people?

### **Efficiency**

The efficiency of resources/inputs use towards achieving the results would be gauged by examining the following:

- To what extent were the rural housing outputs delivered in time to ensure high quality?
- To what extent has rural housing ensured value for money?
- To what extent was resource mobilization effort successful? Was funding sufficient for achievement of results? (Funding analysis)
- To what extent and in what ways has ownership - or the lack of it - by the implementing partner impacted on the efficiency of the rural housing project?
- To what extent was there any identified synergy between UNDP initiatives/projects that contributed to reducing costs while supporting results?
- How well did project management work for achievement of results?
- To what extent did project M&E systems provide management with a stream of data that allowed it to learn and adjust implementation accordingly?
- What has been the return on investments (results) made and are these cost-efficient when compared with original goals and/or with other programmes elsewhere in terms of unit costs?
- Were resources used efficiently to deliver the project on schedule, or were there delays and cost/budgetary challenges of what nature?
- What cause the project to be swift and relatively easy to implement, and what else contributed as a brake on progress, whether financial, bureaucracy, misunderstanding, etc.
- Were any break-through course corrections carried out in the life-cycle of the project?

### **Sustainability**

- What is the evidence of national/state ownership over the project and its continuation with further/without further UNDP assistance?

- What still needs to be done to secure an enduring legacy for the programme within national, state, local institutions systems and/or civil society or communities.
- What are the constraints that influence the level of ownership/permanence for perpetuation of the initiative, and what steps are critical to ensure the project continues beyond 2022.
- Will the results generated by the project so far be lost or secured in the post-program period assuming the project in its current form comes to an end?
- To what extent are counterparts actively seeking solutions to sustain and integrate results within the national systems, institutions, civil society and communities?
- What are the indicators of sustainability for the achievements, e.g., through requisite capacities (systems, structures, staff, etc.)? What are the challenges and opportunities?
- To what extent are policy and regulatory frameworks in place that will support the continuation of rural housing project?
- To what extent are the institutional mechanisms in place to sustain impacts of rural housing project?
- Does the state government show any interest in the scaling up of the project initiatives?

### **Coherence**

- Is the project internally coherent in its design?
- Are there logical linkages between expected results of the project and the project design?

### **Impact**

- What was the project impact under different components?
- Are these impacts reversible? Or permanent?
- Were there spinoffs created by the project?

### **Gender Equality and Women Empowerment**

- What are the efforts made in the present project that are specific to women?
- Are different components of the project gender inclusive?
- Do any of the project activities result in women empowerment (particularly economic independence
- To what extent has rural housing staff and other key stakeholders' capacity been strengthened for promoting and protecting women's rights.
- To what extent has the project promoted positive changes in gender inclusivity and the empowerment of women? Were there any unintended effects?

### **Partnership**

- Does the project have partnership building as a strategic objective? What level of management gets engaged and how effective is it?

- How reliable and effective is UNDP viewed by its project partners and by the development community in India?

**Table 1: Project Evaluation Questions**

Evaluation Criteria	Questions	Indicators	Sources	Methodology
<b>Relevance: How does the Project relate to the main objectives of the CDP and to the development priorities at the local, regional and national levels?</b>				
Is the project relevant to national and state priorities and commitments?	Does the project adequately taken into account the national and state realities, both in terms of institutional and policy framework and its implementation?	Existence of national and state legislation related to sustainable and rural housing	National and state/provincial strategy and policy documents	Desk review, interviews with state government representatives
	How effective is the project in terms of supporting and facilitating rural housing aligned with the needs of disaster prevention?	Number of Houses constructed with disaster preparedness; number of masons and technical staff trained to deliver towards the objectives	PIRs and information from stakeholders including PMU	Desk review of PIRs and interviews with PMU and stakeholders
	What was the level of stakeholder participation in project design and ownership and project implementation?	Number of stakeholders participating in PPG  Number of stakeholders participating in project sponsored training sessions and meetings	Project stakeholder meeting minutes  Project designs  PIRs	Desk review of PIRs and interviews with project designers, PMU, stakeholders
Does the project provide relevant lessons and experiences for other similar projects in the future?	Has the experience of the project provided relevant lessons for other future projects targeted at similar objectives?	Effectiveness and efficiency ratings of the project by the evaluation	PIRs	Desk review, interviews with PMU and training participants
<b>Coherence: How coherent are the activities of the project in achieving the intended objectives?</b>				
Is the project internally coherent in its design?	Are there logical linkages between expected results of the project (log frame) and the project design (in terms of project components, choice of partners, structure, delivery mechanism, scope, budget, use of resources)?	Quality of outcomes and indicators on log frame	Project document	Desk review
	Even after one extension, does the project achieve its expected outcomes?	Log frame outcome and output targets	PIRs	Desk review, interviews with PMU and training participants
	Did the project make satisfactory accomplishments in achieving project outputs	Log frame output targets	PIRs	Desk review, interviews with PMU

Evaluation Criteria	Questions	Indicators	Sources	Methodology
	vis-à-vis the targets and related delivery of inputs and activities?			and training participants
<b>Effectiveness: The extent to which an objective has been achieved?</b>				
Does the project been effective in achieving the expected outcomes and objectives?	Whether the performance measurement indicators and targets used in the Project monitoring system are accomplished and able to achieve desired project outcomes by the end of the project?	Effectiveness ratings of the project by the evaluation	PIRs	Desk review, interviews with PMU and other stakeholders
How are the risks managed?	How well are risks, assumptions and impact drivers being managed?	Content of risk management in PIRs	PIRs and information from PMU personnel	Desk review, interviews with PMU personnel
	What was the quality of risk mitigation strategies developed? Were these sufficient?	Content of risk management in PIRs	PIRs and information from PMU personnel	Desk review, interviews with PMU personnel
	Are there clear strategies for risk mitigation related with long-term sustainability of the project?	Content of risk management in PIRs	PIRs and information from PMU personnel	Desk review, interviews with PMU personnel
Consideration of recommendations and reporting of information	Did the project consider midterm review and recommendations conducted on time and reflected in subsequent project activities?	Content of management responses to MTR	PIRs and information from PMU personnel	Desk review, interviews with PMU personnel
What lessons can be drawn regarding effectiveness for other similar projects in the future?	What lessons have been learned from the project regarding achievement of outcomes?	Evaluation assessment of Project effectiveness and efficiency	PIRs	Desk review, interviews with PMU and other stakeholders
	What changes could have been made (if any) to the project design to improve the achievement of the project's expected results?	Evaluation assessment of Project effectiveness and efficiency	PIRs and information from PMU and training participants	Desk review, interviews with PMU, training participants and other stakeholders
<b>Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards and delivered results with the least costly resources possible?</b>				
Was project support provided in an efficient way?	How does the project management systems, including progress reporting, administrative and financial systems in monitoring and evaluation systems were operating as effective management tools, aid in effective implementation and provide sufficient basis for evaluating performance and decision-making?	Evaluation assessment of M&E design and implementation, and quality of feedback from M&E activities	PIRs and information from PMU personnel	Desk review, interviews with PMU
	How effective was adaptive management practised under the Project and lessons learned?	Adaptive management reporting in PIRs	PIRs and information from PMU personnel	Desk review, interviews with PMU

Evaluation Criteria	Questions	Indicators	Sources	Methodology
	Did the project logical framework and work plans and any changes made to them used as management tools during implementation?	Adaptive management reporting in PIRs	PIRs and information from PMU personnel	Desk review, interviews with PMU
	Utilization of resources (including human and financial) towards producing the outputs and adjustments made to the project strategies and scope	Annual financial disbursements against each component	PIRs, CDRs and information from PMU personnel	Desk review, interviews with PMU
	How does the APR/PIR process help in monitoring and evaluating the project implementation and achievement of results?	APR/PIR qualitative assessments	PIRs and information from PMU personnel	Desk review, interviews with PMU
How efficient are partnership arrangements for the project?	Appropriateness of the institutional arrangement and whether there was adequate commitment to the project	Institutional arrangements of the project	PIRs and information from PMU and DoPR personnel	Desk review, interviews with PMU and DoPR personnel
	Was there an effective collaboration between institutions responsible for implementing the Project?	Institutional arrangements of the project	PIRs and information from PMU and DoPR personnel	Desk review, interviews with PMU and DoPR personnel
	Is technical assistance and support received from project partners and stakeholders appropriate, adequate and timely specifically for the project PMU?	Institutional arrangements of the project	PIRs and information from PMU and DoPR personnel	Desk review, interviews with PMU and DoPR personnel
<b>Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?</b>				
Will the Project be sustainable on its conclusion and stimulate replication's and its potential?	How effective is the project in terms of strengthening the capacity of volunteers and volunteerism?	Opinions of training participants and trained technical manpower	Survey of feedback of training sessions, and testimonial evidence from technical training participants	Desk review, interviews with training participants
	Was an exit strategy prepared and implemented by the project? What is the expected situation at the end of the project?	Existence of exit strategy prepared by the project	Report on exit strategy, and information from PMU and DoPR personnel	Desk review, interviews with PMU and DoPR personnel
	Is there any intent of the state government in scaling up of the project initiatives (both horizontal and vertical scale up)?	Any plans that are developed for implementation of the project initiatives in the other districts of the Stat	Departmental planning documents	Consultation with the top officials of DoPR
	Appropriateness of the institutional arrangement and whether there was adequate commitment to the project	Number of institutions that have used the capacity enhancement in rural housing under this project	Progress reports, PIRs, and information from PMU and state, district and block level officers	Desk review, interviews with PMU and other officers deployed at various levels

Evaluation Criteria	Questions	Indicators	Sources	Methodology
<b>Impact: Are there indications that the project has contributed to, or enabled progress toward maximizing the benefits of augmented rural housing?</b>				
What was the project impact under different components?	<p>To what extent has the project contributed to the following:</p> <ul style="list-style-type: none"> <li>Capacity building in technically enhanced rural housing</li> <li>Development of knowledge products towards the DRR integrated rural housing</li> <li>Provision of technical assistance in calamity responsive rural housing</li> </ul>	<p>Indicator targets of capacity enhancement by means of training programmes</p> <p>Indicator targets of Knowledge products</p> <p>Indicators of number of officers deployed at each level and number of RH implemented</p>	Progress reports, PIRs, and information from PMU	Desk review, interviews with PMU project management monitoring system
What are the indirect benefits that can be attributed to the project?	Were there spinoffs created by the project, if any, as a result of the various activities held, toolkits, case studies developed?	Number of knowledge products created by UNDP	Feedback from the masons and officers at various levels	Desk review, interviews with trained technical staff
Impacts due to information dissemination under the Project	To what extent did the dissemination activities facilitate progress towards project impacts?	Number of knowledge products created by UNDP	Feedback from the trained masons and officers at various levels	Desk review, interviews with training technical staff, PMU
<b>Gender and Social Inclusion: Does it promote gender equality and social inclusion?</b>				
Does the project contribute to gender equality and women empowerment and facilitate social inclusion?	What are the efforts made in the present project that are specific to women?	Ratio of male to female in technical training mobilized and skilling achieved	Progress reports, PIRs, and information from PMU	Desk review of project monitoring system, interviews with PMU



### **Annexure 3: List of Documents Reviewed**

1. Quarterly progress reports for the years 2018, 2020 and 2021
2. Annual work plans for the years 2018, 2020 and 2021
3. Annual progress report for the years 2018, 2020 and 2021
4. Diagnostic study report
5. Country Programme Document (CPD) 2018-2022
6. MOA Odisha Rural Housing Project
7. Note to File (NTF) Odisha Rural Housing Project Extension Final
8. NTF Extension of Odisha Housing Project till Dec 2022
9. ProDoc\_Odisha Rural Housing Project
10. PSC Minutes Odisha Housing
11. SESP Report
12. UN Sustainable Development Framework

## Annexure 4: List of Stakeholders Consulted

Stakeholder	Consultants attended
Mr. Jitendra Mishra, Block Development Officer, Lanjigarh, Government of Odisha	Sudhakar Yedla and Suman Bhanoo
Mr. Niladri Bihari Nanda, State Project Manager – Finance, Government of Odisha	Sudhakar Yedla and Suman Bhanoo
Mr. Kulamani Mishra, Deputy Secretary, Department of Panchayati Raj & Drinking Water, Government of Odisha	Sudhakar Yedla
Participant from training of trainers	Sudhakar Yedla
Mr. Amulya Boul, Assistant Project Director	Sudhakar Yedla and Suman Bhanoo
Sangram keshari Samantaray , ex-District Project Officer, Nabrangpur	Suman Bhanoo
Ajita Das , District Project Coordinator, Keonjhar	Suman Bhanoo
Mr. Devananda Karuan, Mason Trainee under the RH Project	Sudhakar Yedla
Ms. Abha Mishra, Project Director, UNDP	Sudhakar Yedla and Suman Bhanoo
Mr. Yuta Kono, SDGs Coordination Officer, UNDP	Sudhakar Yedla and Suman Bhanoo