

# Detailed Project Report for pilot on PRI-CBO convergence

## Summary of the Project

- **Project title: PRI – CBO convergence pilot project**
- **Name of SRLM: Maharashtra State Rural Livelihood Mission**
- **Project location: Shahapur (Dist. Thane)  
Deoli (Dist. Wardha)  
Mohol (Dist. Solapur)**
- **Proposed starting date: 28/11/2013**
- **Project duration: 18 months**

**Total Cost: ₹ 1,36,47,426**

- **(Rupees one hundred thirty six lakh fourty seven thousands four hundred twenty six)**

# Intensive Districts under NRLP

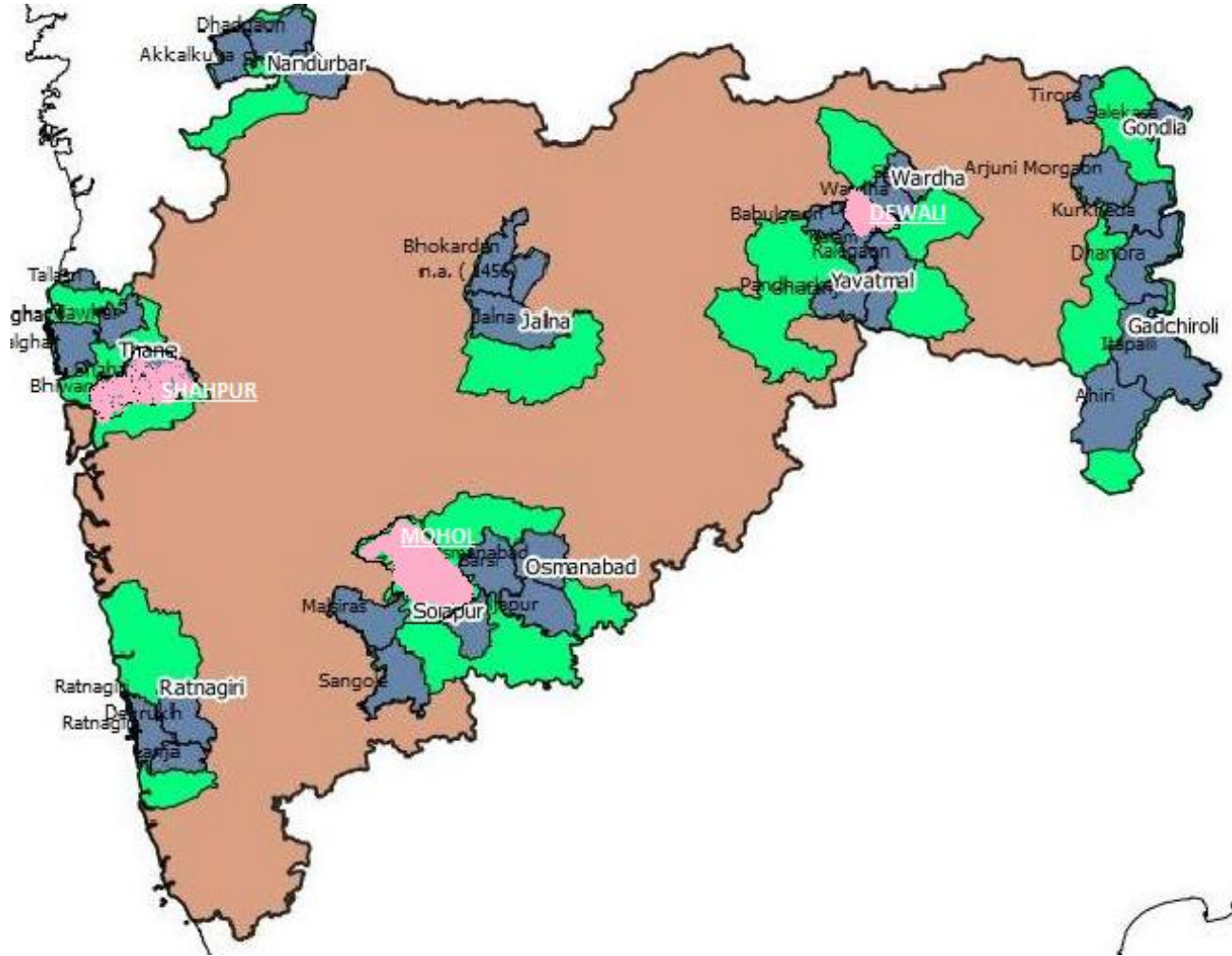


Fig. Map of Maharashtra showing intensive districts and blocks in NRLP

 Blocks for pilot of PRI-CBO convergence pilot

## **1. INTRODUCTION**

### **1.1 Maharashtra State Rural Livelihood Mission (MSRLM)**

Maharashtra state rural livelihood Mission (MSRLM) has been constituted and registered under the Societies Act 1860 by the Government of Maharashtra with an objective to enhance social and economic empowerment of the rural poor in Maharashtra through development of their self-sustained and community managed institutions. This objective is expected to be met through creating an enabling environment where rural poor can access and negotiate better services, credit and assets from public and private sector agencies and financial institutions. For successful accomplishment of this objective, Mission has designed a three tier management structure at state, district and block levels. At each level, a team of professionals will be recruited to manage the mission and achieve its objective.

PRI-CBO convergence is an effective methodology for implementing the community oriented rural development programme and an essential strategy for delivery of welfare programs as well as accessing entitlements. The belief behind the PRI-CBO convergence pilot proposed by MSRLM is for NRLM to succeed and benefit those who are deprived due to power structure, economic relations and dependencies, and vulnerabilities, either or all of the above, PRI strengthening and convergence will play a crucial role.

### **1.2 Panchayati Raj Institutes (PRI) and Community based organisations (CBO) in Maharashtra:**

#### **Panchayati Raj Institutes (PRI)**

In Maharashtra, three tier panchayat raj system is effectively established and is implementing various schemes and programmes in development. Table 1 gives a glimpse of PRI in Maharashtra. Functioning of Zilla Parishad and Panchyat samiti is defined by the Maharashtra Zilla Parishad and Panchyat Samiti Act, 1961 while for the Grampanchayat it is defined by the Maharashtra Grampanchayat Act, 1958 and also different rules framed under the act. In terms of devolutions and finances the strength of PRI's in Maharashtra are strong.

At village level, Grampanchayat is basic unit for implementation of development and welfare schemes. There are different sub-committees like Village water, health and sanitation committee, village education committee, watershed development committee etc. constituted by Gram sabha and support Grampanchayat in various development programmes.

Gramsabha constitutes all voters in the Grampanchayat area and it happens at Grampanchayat level minimum four times in a year which is mandatory by the Act. There is provision of separate meeting of women (Mahila Sabha) before the Gramsabha and is mandatory to discuss the issues raised by Mahila sabha in every Gramsabha proceeding.

Participation of people in Gramsabha especially SC,ST, disabled people, minorities, labour, destitute, marginal farmers and their involvement in decision making process is of concern in the present scenario. There is need to improve this participation. Also there is need to develop ownership of poverty in the village with the PRI.

Table 1 PRI in Maharashtra

• No. of districts-	35
• No. of Zilla Parishad (ZP)-	33
• No. of Panchayat Samiti (PS) -	353
• No. of Grampanchayat -	27944
• No. of villages -	43663
• Average population size of Grampanchyat -	2000
• No. of wards per Grampanchyat- Min.3 to Max.6	
• No. of Elected representatives – Min. 7 to Max. 17 (Depending upon population size)	

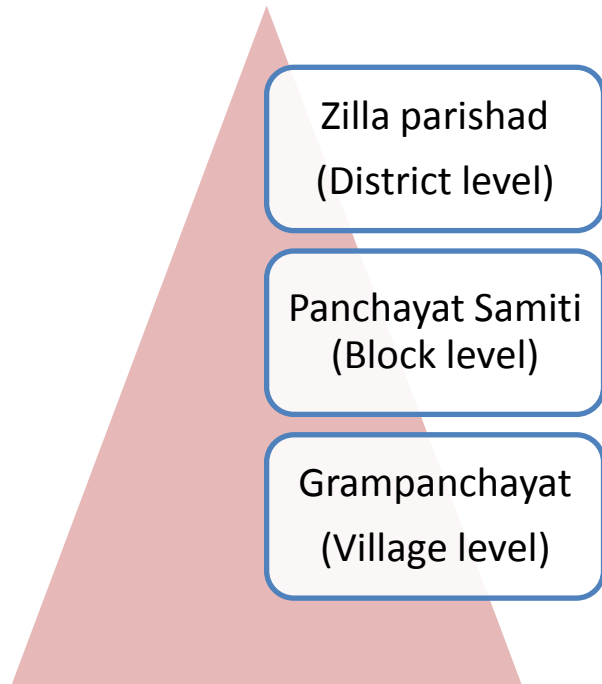


Fig.1 Three tier panchyati raj system in Maharashtra

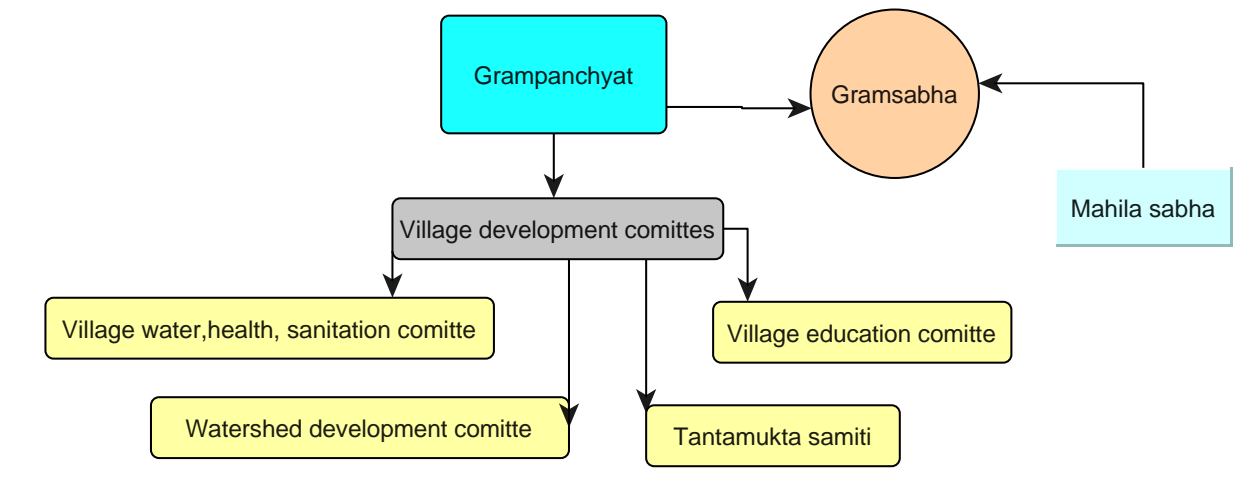


Fig. 2 Grampanchyat subcommittees

### **Community based organisations (CBOs):-**

In Maharashtra, there are an estimated 8,27,047 self help groups (SHGs) out of which 5,68,907 are exclusively women SHGs.

The federated structure of SHGs has been created by Mahila Arthik Vikas Mahamandal (MAVIM ) which is the State Women's Development Corporation of Government of Maharashtra for 64, 226 women SHGs. It is in the form of 'community managed resource centre' (CMRC) is a federation of around 150-200 SHGs formed in a cluster of around twenty villages. The SHGs are participating in various development programme and welfare schemes at village level.

Apart from that , Wardha District has a strong presence of Village Organisations (VOs) formed under SGSY.

MSRLM has entered into a partnership with SER in 8 blocks of 4 intensive districts, where institutions of the poor are being formed.

It is an opportunity to develop the organic relation between these CBOs and PRIs for effective for delivery of welfare programs as well as accessing entitlements.

In the pilot of PRI-CBO convergence presently Grampanchayat is considered as the relevant PRI in order to develop convergence strategy.

### **1.3 Rationale of the pilot on PRI-CBO convergence –**

Success of various projects in different parts of the country revealed that the present situation of service delivery and providing entitlements to the bottom of pyramid is possible through PRI-CBO partnership for convergence. Various people' participation programme in Maharashtra like Saint Gadgebaba Gram swachata Abhiyan, Tantamukti Abhiyan( Conflict Resolution Campaign) etc., has already provided rational base for the people for awareness creation and mobilisation. There are already best practices of convergence in practice at PRI level in different parts of the state. The need of the PRI-CBO convergence pilot in the state is to establish a sustainable framework with support of necessary policy and programme support for effective dissemination of welfare programs as well as accessing entitlements. The pilot is worked out to improve delivery of services to people and to nurture and strengthen rural citizenship.

## 1.4 Objectives of the pilot on PRI-CBO convergence -

Objective	Indicators
1. To develop a people's network enabling the empowerment of the community members and builds their capacity on knowledge about their different entitlements.	<ul style="list-style-type: none"> <li>• Development of local resource group</li> <li>• Developing a rational platform for PRI and CBOs to come together for mutual assistance</li> </ul>
2. To establish symbiotic relationship between the PRI and CBO in the process of poverty eradication measures, local economic and social development of the village.	<ul style="list-style-type: none"> <li>• Participation in Gramsabha</li> <li>• Access to entitlements in development and welfare programmes</li> </ul>

## 2. PROJECT IMPLEMENTATION

### 2.1 Selection of pilot area

Maharashtra is divided into four geographical regions, Konkan, Vidarbha , Khandesh and South Maharashtra. While selecting the pilot districts, geographical, demographical and socio economic characteristics have been taken into consideration. In the pilot, Thane (Konkan region), Wardha (Vidarbha region) and Solapur (South Maharashtra) are the districts selected for the implementation. In consideration with existing CBOs structure developed by MAVIM and sanghatikas in Wardha in Maharashtra, and the tenure of Gram-panchyats in the blocks the blocks are selected for pilot studies. The block selected for pilot, namely Shahapur, Deoli and Mohol has different characteristics. Shahapur is a PESA(Panchayats Extension Scheduled Areas Act) block. It has tribal as well as urban population. Deoli is an agri based block in Wardha district. Mohol is drought prone area blocks in Solapur district. Table 1 gives basic details of the blocks selected for PRI-CBO convergence pilot.

Table 1 Basic details of the blocks selected for PRI-CBO convergence pilot.

Sr. No.	Details	Shahapur (Dist. Thane)	Deoli (Dist.Wardha)	Mohol(Dist.Solapur)
1	Total population	243393	106664	276920
2	SC population	8732 (3.5%)	21925 (21%)	42446(15.3%)
3	ST population	97498(40%)	14373(13%)	3622(1.3%)
				contd.....

<b>Sr. No.</b>	<b>Details</b>	<b>Shahapur (Dist. Thane)</b>	<b>Deoli (Dist. Wardha)</b>	<b>Mohol(Dist.Solapur)</b>
4	No. Of households	49101	26343	56836
5	BPL Households	30025	11447	11407
6	No. Of Grampanchayat	110	63	91
7	No. of SHGs	420	646	651
7	No. Of Existing Village Organisations (VOs)/ Village level committees(VLCs)	51	46	77
9	No. of pancahyats having tenure more than 2 years	108	17	80
11	MGNREGS- No. of wage days of work provided per HH per year	41	36	49
12	BPL families without toilet	782(3%)	657 (6%)	184 (2%)

The project will be implemented in a zilla parishad cluster having 15 to 20 Gram-panchayat in each selected block. The administrative boundary is considered with respect to zilla parishad constituency.

## **2.2 Strategy of PRI-CBO convergence pilot**

The strategy for PRI CBO convergence pilot is explained in Table 2. The pilot aims to create synergy between the PRI and CBOs . An empowered community exercising its democratic rights through its empowered citizens leads to the consciousness building of the panchayat towards its constitutional roles and responsibility. A panchayat sensitive towards the networks of the poor is able to make optimum use of available resources for village development.

Hence, PRI CBO convergence approach foresees establishing symbiotic relationship between the panchayat and community in the process of undertaking poverty eradication measures, local economics and social development of the village.

### **PRI-CBO interface-**

Centrally sponsored schemes namely MGNREGS and NBA and state sponsored health insurance scheme RGJAY, are selected to implement PRI-CBO convergence. Also in capacitating PRI members especially elected women representatives (EWR) RGPSA and NRLM convergence would be done through SIRD and MSRLM.

**Base line study :**

Base line study would be done to assess the situation in the three blocks and to define the indicators to ensure outcomes of the pilot.

	Details	Description of indicators	Expected output
A. <u>Scheme wise indicators</u>	1.MGNREGS	MGNREGS – No. of job cards; No. of days work available; Timely wage payment; Participation in preparation of MGNREGS plan; Access to facilities at work.	20% to 40% increase in the present scenario
	2. NBA	Access to eligible households to toilet incentive	80% of eligible families would access to toilet incentive
	3. RGJAY	Coverage under health insurance	70% of eligible families would be covered
B. Individual indicators	Social assistance programme	Coverage of eligible families under existing social assistance programme	80% coverage of eligible families
	Political Empowerment	Participation in PRI; Participation in Gramsabha	50% increase in present scenario
C. Institutional indicators	PRI and CBO interface	Involvement of CBO in Gramsabha; Gramsabha to provide platform for CBO to raise its issue; Accountability of CBO to discuss its activities in Gramsabha; Social audit of various development schemes through CBOs by Grampanchayat; CBO's cooperation to GP in tax collection; Annual report of CBO to Gramsabha.	Participation in Gramsabha; Discussion of CBOs annual report in Gramsabha; enhanced income of Grampanchayat due to participation of CBOs.
D. Policy indicators	Programmes by various line departments	Involvement of CBOs in various development programmes; Necessary improvements in policies and programmes	No. of programmes / polices



The documentation of the baseline details , outputs and outcomes as well as best practices is also proposed.

### **A.Partnership with Kudumbshree (NRO)**

Kudumbashree has, over the years, designed, implemented and evolved a number of interventions in areas of economic and social development. Since Kudumbashree has a long history of PRI-CBO Convergence, the broad and specific intervention areas, Kudumbashree support as a National Resource Organization is planned. The support through the partnership between MSRLM and NRO , is envisaged to:

- ⤴ Scoping studies and feasibility analysis
- ⤴ Strategy formulation
- ⤴ Setting up Community based Resource Persons
- ⤴ Support for community mobilization
- ⤴ Capacity building at various levels – Organizational and Functional
- ⤴ Establishing M&E systems
- ⤴ Developing a social safety net programme like Ashrya
- ⤴ Suggesting improvements in the relevant act, policies and programmes.

### **B. Wardsabha**

In Maharashtra Gramsabha is the constitutional body providing formal platform to people for direct democracy and taking part in the governance mechanism. The Gramsabha identifies the beneficiaries for the various schemes, approve implementation plan. In the Maharashtra Grampanchayat act 1958, there is provision of meeting for women, Mahila Sabha, to discuss issues related with women in village and it is mandatory to discuss the issues raised by mahila sabha in the Gramsabha. The experience of Mahila Sabha revealed that it is a effective stepping stone for women to raise their issues in the Gramsabha and also proved effective in their direct participation in decision making process.

Considering this experience of Mahila sabha, in this pilot, to create a forum and space for the disabled, poor, deprived, vulnerable families to claim their entitlement and articulate their demands through CBO Wardsabha at ward/habitation level is proposed. The Wardsabha is on the similar lines of Mahila Sabha but would happen at ward level. This forum would essentially have

- Elected members from the Panchayat
- Govt. Officials to address the issues put forwards by the SHGs members and the community
- Officer bearers of SHGs and their federations
- The members from disabled,poor, vulnerable families

It is expected that the entitlement and demands articulated by Wardsabha will be put forward to Gramsabha for discussion and approval so that the larger size of community could be able to get sensitized in poverty alleviation.

The objective of Wardsabha intervention is :

1. To develop a ‘**Jeevannonati**’ committee - a committee for livelihood enhancement in the village .

The committee will be a pro-poor committee taking care of entitlements as well as plan for the livelihood enhancement of the village, thereby ensuring equitable allocation of all resources (natural, social and economic) to the poor and vulnerable families in the village.

2. To develop a symbiotic relation between Gramsabha and VOs. (Mutual accountability of VO and Gramsabha to each other in terms of participation, exchange of information about financial, livelihood activities ).

The pilot would be implemented in phased manner in the block. Initially a cluster of zilla parishad is selected for implementation and then it would be scaled up in the entire block.

### **2.3 Budget for the PRI –CBO convergence pilot :**

The financial budget for the activities is given in Table 3. The activities planned in the pilot encompass state level to Grampanchayat level mobilisation. Also the development of local resource group and its capacity building is more focussed. The expenditure would be incurred on actual basis.

The cost norms adopted includes honorarium of trainer, stationary cost, conveyance and contingency expenditure. (Ref. NMMU letter of fixation of cost norms, Dt.1/08/2013)

NRO costing is based on costs indicated by Kudumbshree and NMMU.

### **2.4 Project implementation schedule**

Table 4 explains the activity wise implementation schedule of the project.



**Table 2 Strategy and activities for the pilot**

Sr. No	Strategy	Activities	Deliverables	Resources
1	<p><u>Preparatory task-</u> Preparatory task would be to develop understanding of strength and weakness in present PRI-CBO interface and to determine roadmap for PRI-CBO convergence</p>	<ul style="list-style-type: none"> <li>• Formation of state resource group</li> <li>• <u>Scoping study</u>-Workshop to develop scoping study methodology and design of baseline survey</li> <li>• Identification of resource persons for conducting scoping and baseline study</li> <li>• Identification of trainers, development of training module</li> <li>• Training of resource persons</li> <li>• Conduct of scoping</li> <li>• Baseline survey</li> <li>• Workshop on results of scoping and baseline survey to determine PRI-CBO convergence module</li> <li>• Sensitization of PR official resources</li> </ul>	<ul style="list-style-type: none"> <li>• Baseline survey report</li> <li>• Designing strategy for PRI-CBO convergence</li> </ul>	<ul style="list-style-type: none"> <li>• State resource group</li> <li>• NRO- Kudumbashree(Office rs)</li> <li>• Tata Institute of Social science(TISS)</li> <li>• State Institute of Rural Development (SIRD)</li> </ul>
2.	<p>Partnership with NRO- Kudumbashree <sup>A</sup></p>	<ul style="list-style-type: none"> <li>• MoU with NRO</li> </ul>		<ul style="list-style-type: none"> <li>• MSRLM and NRO</li> </ul>
3.	<p>Capacitating PRI – To create a positive environment and synergy to the PR representatives for PRI-CBO convergence intervention</p>	<ul style="list-style-type: none"> <li>• Material, methodology and faculty development</li> <li>• Organising orientation programme for PR members</li> </ul>	<p>Comprehensive understanding about the role of PRIs in social development and poverty alleviation through CBOs.</p>	<ul style="list-style-type: none"> <li>• NRO</li> <li>• Panchayat raj training institute(PRTC)</li> <li>• SIRD</li> </ul>

4.	Formation of resource group at different levels – forming a resource group with motivated people from the community not only just facilitation of project activities but will help in long run sustenance of the intervention.	<ul style="list-style-type: none"> <li>• Material, methodology and faculty development</li> <li>• Identification of local resource group (LRG within the community)</li> <li>• Formation of block resource group among LRG .</li> </ul>	<ul style="list-style-type: none"> <li>• Formation of LRG &amp; BRG</li> </ul>	<ul style="list-style-type: none"> <li>• NRO</li> <li>• Block mission manager</li> <li>• PRI members</li> <li>• Bharat Nirman Volunteers</li> <li>• Community trainers of MAVIM</li> <li>• Local Voluntary Organisation.</li> <li>• Master trainers of GTC/PRTC</li> </ul>
5	Capacitating of resource group at different level – Orientation , Specific Capacitating programmes for strengthening PRI, Gramsabha mobilisation, Wardsabha <sup>B</sup> , Livelihoods Planning, Creation of Federative Networks etc.	<ul style="list-style-type: none"> <li>• Training of LRG</li> <li>• Training of BRG</li> </ul>		<ul style="list-style-type: none"> <li>• Faculty developed in TOT</li> <li>• Block Mission Manager</li> <li>• District Mission manager</li> </ul>
6	Capacitating PRI & CBO for PRI – CBO convergence interface for MGNRGS, NBA & RGJAY (Rajiv Ghandi Jivan Dayi Aarogy Yojna)	<ul style="list-style-type: none"> <li>• Material, Methodology, faculty development</li> <li>• Training of LRG &amp; BRG</li> <li>• Organising workshops for PRI and CBO representatives</li> </ul>		<ul style="list-style-type: none"> <li>• Faculty developed in TOT</li> <li>• NRO</li> <li>• Block Mission Manager</li> <li>• District Mission Manager</li> <li>• NRO</li> <li>• NREGA Commissionerate</li> <li>• Water and sanitation</li> </ul>

				<p>support organisation (WASSO)</p> <ul style="list-style-type: none"> <li>• Department of Public Health</li> </ul>
7	PRI CBO convergence interface for MGNREGS, NBA, RGJAY and other social insurance scheme	<ul style="list-style-type: none"> <li>• Conduct of convergence</li> </ul>	<ul style="list-style-type: none"> <li>• Improved Participation in Planning, execution and social audit of MGNREGS</li> <li>• Access to incentives in NBA</li> <li>• Access to Coverage of Health Insurance</li> </ul>	<ul style="list-style-type: none"> <li>• Block Mission Manager</li> <li>• District Mission Manager</li> <li>• NRO</li> <li>• NREGA Commissionerate</li> <li>• Water and sanitation support organisation (WASSO)</li> <li>• Department of Public Health</li> <li>• LRG</li> <li>• BRG</li> </ul>
8	Exposure Visits to Kudumbshree	<ul style="list-style-type: none"> <li>• Exposure visit of MSRLM</li> <li>• Exposure visit of SRG</li> <li>• Exposure visit of selected PRI, CBO , LRG, BRG members</li> <li>• Exposure visit of officer related with programme designing similar like Ashrya</li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• MSRLM, NRO,</li> <li>• SRG, LRG, BRG, PRI, CBO</li> <li>• Officers from Rural Development department, social justice department, special assistants department</li> </ul>
9	Strengthening of Mahila sabha and organising Wardsabha – Creating forum and space for	<ul style="list-style-type: none"> <li>• Conduct of Mahila Sabha and Wardsabha for development programmes</li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• SHGs office bearers</li> <li>• PRI members</li> <li>• Govt. Official</li> </ul>

	poor people and SHGs in claiming entitlements and articulating demands			<ul style="list-style-type: none"> <li>• Facilitation by LRG</li> <li>• NRO</li> </ul>
10	Gramsabha Mobilisation – Enabling the role of Gramsabha as the platform for engaging with the CBO for claiming entitlement raised in Wardsabha	<ul style="list-style-type: none"> <li>• Conduct of special Gramsabha Meeting to consider, discussed and approve entitlement action plan by Wardsabha</li> </ul>	<ul style="list-style-type: none"> <li>• Transacting to the community about constitutional role of Gramsabha in the poverty alleviation and its ownership</li> </ul>	<ul style="list-style-type: none"> <li>• PRI</li> <li>• LRG</li> <li>• Block mission manager</li> <li>• Block Development Officer</li> <li>• BRG</li> </ul>
11	Development of social safety net programme like Ashraya in Kudumbshree	<ul style="list-style-type: none"> <li>• Workshop for designing programme</li> <li>• Implementing the programme in pilot area</li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• SRG, Officer from RDD, Special Assistants department, Social justice department, selected PRI members, District / Block Mission managers, NRO, CBO representatives</li> </ul>
12	Evaluation of strategies in PRI CBO convergence pilot	<p>Workshop for</p> <ul style="list-style-type: none"> <li>• Analysis of the process</li> <li>• Observing the deliverables</li> <li>• Comparison with baseline data</li> <li>• Documentation</li> </ul>	<ul style="list-style-type: none"> <li>• Impact assessment report</li> </ul>	<ul style="list-style-type: none"> <li>• MSRLM</li> <li>• SRG</li> <li>• NRO</li> <li>• SIRD</li> </ul>
13	Suggestion for present relevant act, policy and programme	<p>Workshop for</p> <ul style="list-style-type: none"> <li>• Study of present relevant act policy and programme</li> <li>• Suggestion from impact assessment report.</li> </ul>		<ul style="list-style-type: none"> <li>• MSRLM</li> <li>• NRO</li> <li>• SRG</li> <li>• SIRD</li> </ul>

**Table 3 Budget for the pilot PRI-CBO convergence**

<b>Sr.No</b>	<b>Activity for budgeting</b>	<b>Cost (In ₹ )</b>	<b>Expenditure</b>
1	Scoping study	517650	<b>FY 2013-2014</b>
2	A.Exposure Visit Of The MSRLM and SRG to The Kudumbashree	623701	
3	Training of Local Resource Groups(LRGs)-Initial activities and one training schedule	370125	
	Training of Local Resource Groups(LRGs)-Initial activities and remaining training schedule	639450	<b>FY 2014-15</b>
4	Capacitation Of Panchayati Raj Representatives and CBOs	3043530	
5	Gram Sabha Mobilisation	387870	
6	BRG Formation (Community Resource Group at Block Level)	468720	
7	B. Exposure Visit Of The LRG/BRG to The Kudumbashree	1260000	
8	Institutionalize Wardsabha/Strengthening Mahila Sabha	437745	
9	PRI-CBO interface for CSS/SSS (MGNREGS,NBA and RGJAY)	680115	
10	Developing a model of social assistance to a poor family (like Ashrya) based on programmes in Maharashtra.	685020	



11	NRO cost- ( Partnership with Kudumbashree)	3533500	
12	Sensitization/Consultation workshops as per necessity ( with state /district/block PR authorities	300000 (LS)	
13	Evaluation/Monitoring/Documentation	1000000	
	<b><u>TOTAL</u></b>	<b>1,36,47,426</b>	



			Execution of the activity					Preparatory activities (material, methodology faculty development)									Continue process		