Alternate Implementation Mechanism for Major Livelihood Promotion Programmes in Bihar

Insights from Five Implementation Experiences

Submitted to
**Rural Development Department,
Government of Bihar
and World Bank**

Submitted by
Indian Grameen Services

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Contents

Executive Summary

The Alternative Implementation Mechanism (AIM), a concept of delivery of some public goods, is a partnership between government and non-government agencies. Under this arrangement the service delivery is undertaken by the latter while the role of the government is limited to governing the project/ activity. Such a mechanism has been observed to be more effective than pure outsourcing. AIM has recently been a matter of discussion for implementation of livelihood promotion programmes in Bihar.

The Rural Development Department, Government of Bihar, was implementing a number of livelihood promotion programmes – MGNREGA and SGSY being the most important of them. As AIM needs a different thinking and different procedures, it was considered relevant to study a few experiences of such partnerships in various parts of India, the learning of which could be used for designing livelihood promotion programmes in Bihar. A study was commissioned with support from the World Bank. This included case studies of five AIM projects – Sujala Watershed Project (Karnataka), Jharkhand Tribal Development Project, Rajiv Gandhi Mahila Vikash Priyojana (UP), Women Development Corporation (Bihar), and a Public Private Civil Society Partnership in Jalna (Maharashtra). The five cases were selected because they were from diverse contexts but had one common feature among them – partnership.

The study intended to understand the organizational systems and structure of the projects that contributed to AIM. It was observed that the following factors played an important role in making AIM a success in the five projects:

- Leadership was effective when they were handpicked by the governing body.
- Community based organisations were given appropriate space and treated as partners – not just as beneficiaries. The Community was involved in planning, design, and implementation of the programme.
- Before selecting the partners, there was a thorough analysis of tasks and the requirement of competencies for accomplishing them. Partner organisations were selected using a transparent process and they were procured from across the country, moving beyond the State.
- A lot of time and resources were spent for designing the projects during which consultations with various organisations were undertaken. Before initiation of the design process the prospective participants (not institutions) were provided orientation.
- Implementation and monitoring functions were kept separate at all levels.
- Partnership terms were clearly defined and put in the form of a formal agreement. Further the agreements were kept flexible enough to be rewritten to accommodate the changing requirements.
- Job responsibilities were clearly defined for different positions and people engaged in the projects.
- Hiring of human resources was done from the open market and not restricted to deputation from within existing cadres. This provided a large pool of prospective personnel to select the personnel of right profile.
- Training was not limited to the thematic areas; it also covered support functions.
- Training was provided for the communities as well as partner agencies.
- Indepth concurrent monitoring coupled with real time reporting by an independent agency made the learning effective and was fed into the operations.
- Appropriate forum for periodic review by all partners was designed carefully. Review meetings were frequent at the initial stage, which included looking into both outputs and processes. The Review forum was authorized to change the processes as and when required.
- Financial management was handled professionally, wherever possible using the services of agencies having the domain expertise, in as much cashless manner as was feasible, utilizing technology fully.
- Payments were linked to pre-agreed measurable performance parameters.
- Administration of the Project was viewed distinct from implementation and monitoring. Attempt was made to maintain a balance between administrative rigidity and uncontrolled partnership.

For Bihar these case studies brought in immense learning. Independent monitoring, community based organisations at centrestage, professional human resources, independent and real time monitoring, a handpicked pool of officers in key positions, well-defined but flexible terms of references, and committed leadership are a few of them. All these have been detailed out in the report.

Acknowledgements

Abbreviations

AIM	Alternative Implementation Mechanism
AFCL	Agriculture Finance Corporation Limited
BLA	Block level Association
BPL	Below Poverty Line
CBO	Community based Organization
CEO	Chief Executive Officer
CPSU	Central Programme Support Unit
CRP	Community Resource Person
DPIU	District Project Management Unit
DPM	District Project Manager
EGC	Employment Guarantee Council
FNGO	Field NGO
GoB	Government of Bihar
GoI	Government of India
GSRMP	Gram Sabha Resource Management Plan
HDI	Human Development Index
HR	Human Resources
IAS	Indian Administrative Service
IGS	Indian Grameen Service
IFAD	International Fund and Agriculture Development
JTDP	Jharkhand Tribal Development Programme
JTDS	Jharkhand Tribal Development Society
LFA	Logical Framework Approach
M&E	Monitoring and Evaluation
MD	Managing Director
MDG	Millennium Development Goals
MFI	Micro Finance Institution
MIS	Management Information System

MOU	Memorandum of Understanding
MREGS	Maharashtra Rural Employment Guarantee Scheme
NGO	Non Government Organisation
NREGA	National Rural Employment Guarantee Act
NREGS	National Rural Employment Guarantee Scheme
NRM	Natural Resource Management
PAD	Project Appraisal Document
PEC	Project Empowered Committee
PD	Project Director
PMC	Project Management Committee
PMIU	Project Management and Implementation Unit
PPMU	Project Planning and Monitoring Unit
PPP	Public Private Partnership
PRP	Project Resource Persons
QCBS	Quality and Cost Based Selection
RDD	Rural Development Department
RGCT	Rajiv Gandhi Charitable Trust
RGMVP	Rajiv Gandhi Mahila Vikas Pariyojana
SC	Scheduled Caste
ST	Scheduled Tribe
SERP	Society for Elimination of Rural Poverty
SGSY	Swarnajayanti Gram Swarojgar Yojana
SHG	Self Help Group
SHPI	Self help groups promoting institutions
SIED	Sanjeevani Institute for Empowerment and Development
SOP	Standard Operating Procedures
SPM	State Project Manager
SWAP	Sujala Watershed Action Plan
SWS	Sujala Watershed Sangha
UNDP	United Nations Development Program
WDC	Women Development Corporation
WDD	Watershed Development Department
WOTR	Watershed Organisation Trust
ZP	Zila Parishad

Part 1

Introduction

1.1. Reinventing the Government

Globally, the government is the single largest provider of basic services to its citizens. For the poor, often the government is the sole provider of basic human needs. For half the world's population – the poorest of the poor in the world – national and local governments are the only hope for fulfillment of basic needs. As such, even a small incremental improvement in the quality of service and the delivery, thereof, results in a compounded major positive impact on billions of human lives.

Unfortunately, even though governments provide for these services, they often fail to reach the poor. Various studies by governments as well as funding agencies have shown that this shortfall lies in delivery of services.[1] There is lack of connection between the policy makers, the poor, and the service providers. Other key factors for this shortfall in delivery are: a) limited choice of service providers; b) information asymmetry; c) lack of demand for better services; and d) socio-cultural as well as political factors.

As the role of governments becomes increasingly important, both in perception and in real terms, there is a growing demand to provide better services and ensure that these services reach the bottom of the pyramid. The demand is both lateral, from other sectors of the economy and internationally, as well as internal, i.e., from the unserved and underserved, who now find a stronger voice to claim better service delivery from their governments.

There is also a growing emphasis for governments to look into their programmes and services to citizens/beneficiaries as an economic phenomenon where the beneficiaries are 'clients'.[2] In such a situation the market principles of choice and competition could be used to ensure better provisioning of government programmes and services.

Further, the world is also experiencing significant advances in technology that impact the ways in which business can be done. A search for better governance that is citizen-centered will lead to the exploration, design and adoption of alternate service delivery/implementation mechanisms.

Alternate Implementation Mechanisms (AIM) presents significant opportunities for new partnerships – between government and non-government agencies, to more effectively address the development goals and aspirations of society at large and more particularly, for those at the base of the social pyramid. There is a growing realization that while the fundamental role of the state is to provide strategic legitimacy to important development issues (by ensuring fair and equitable availability of resources for attaining basic human development

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1 To cite a few: Hanumantha Rao Committee Report on DPAP and DDP (1993); World Development Report 2004: Making Services Work for Poor People; Report On Recommendation Of Task Force On Public Private Partnership For The 11th Plan (2007–2012). Planning Commission of India

2 Programmes like water sector reform, NREGS guidelines, and many other programmes put emphasis on beneficiary-centred planning and implementation

goals), it is not possible for the state alone to address and directly provide/ deliver all necessary services to its citizens. It is also generally accepted that neither the NGOs nor market entities alone can fully address the scale of requirements or issues of market failure in the realm of social development. The idea of AIM, therefore, is to provide a mechanism that can bring synergy among the varied and complementary capacities of diverse institutions. This can help various states and their governments achieve their intended development goals with greater efficiency and effectiveness and through a citizen-centric focus.

1.2. What is 'AIM'

Alternative Implementation Mechanism, a concept of delivery of some public goods, is a partnership between government and non-government agencies, where the government governs and services are delivered by non-government agencies, either from the private sector or from civil society. It has been observed that such alternate mechanisms are more effective for delivery of public goods and services. The concept of AIM encompasses a whole gamut of management practices that seek to change the way programmes are implemented and services are delivered by the government with primary focus on the citizen-client. A working definition[3] of AIM in this context can be, 'a creative and dynamic process of public sector restructuring that improves the delivery of services to clients by sharing governance functions with individuals, non-government entities and community groups'.

Building on the above definition, the key aspects of AIM are:

● Creativity/Flexibility: no 'one size fits all' model and thus adapting as per requirement

● Dynamic in nature: need for an evolving approach based on learning and modifying by doing, which in turn highlights the need for flexibility in partnership arrangements

● Sharing: a shared vision, shared roles and a shared sense of trust, respect for each partner's unique capacities and confidence that frame the working arrangements.

AIM includes a wide range of delivery structures with different degrees of sharing of governance, risk and responsibility between the government and non-government agencies. The typologies of AIM can include a wide variety of options that encompass devolution/decentralization within traditional government structures, to arrangements that entail joint sharing of authority and responsibility, such as outsourced contracts, public private partnerships (PPPs), etc. For the purpose of this study we look at AIM as one that involves collaborative partnerships between a government agency and one or more non-government agencies for the delivery of government programmes.

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3   The Institute of Public Administration of Canada in its 1997 study "Alternative Service Delivery: Sharing Governance in Canada"

AIM within the Government Context in India

AIM in the development sector is not a new idea to the governments in India. Although not defined as AIM, as early as in the first Five-Year Plan, community participation in the construction of irrigation canals was mentioned. The Government of India (GoI) also established CAPART, an autonomous society under the aegis of the Ministry of Rural Development (MoRD) in the 1980s with the specific intent to engage, converge and leverage the capacities of the voluntary sector for achieving the development goals in the rural sector. There are also other examples of partnerships in the development sector with communities, and the private and non-profit sector in promoting livelihoods, in delivery of heath, mid-day meal services and primary education.

However, many of these attempts have been piece-meal in nature, trying to address specific functional lacunae within the government system or individual components of overall objectives, rather than a conscious deliberate integrated attempt towards using the different but complementary capacity of partnerships for overall developmental or project goals.

In recent years the government – both at the Centre and the States, as well as the other sectors of the economy – has begun to understand that the solutions to the development challenges need new approaches to partnerships, including new roles and responsibilities. Learnings from previous experiences demonstrate that the unique capacities of non–profit organizations, especially their ability to empower and enable communities as active partners, can be brought to scale in partnership with the government. Similarly, the competencies of the private sector in terms of efficiency principles can be converged with the public sector and non-profit sector values to ensure that there are mission-focussed performance efficiencies.

There is a growing understanding of the synergy from multi-sectoral partnerships and the potential benefits to governments that comes from focusing on business where its strength lies, while allowing other types of agencies to deliver other activities and functions. This is being reflected in the governments' increasing willingness to explore such partnerships and consequently a corresponding increase in the nature, number and complexity of such partnerships. At the same time, there are also concomitant concerns on how to navigate such partnerships, how to set norms for boundaries in new structures and systems that while enhancing gains for intended communities also uphold the accountability principles of parliamentary democracy.

This report attempts to expand our understanding of the essential issues that need to be addressed if such partnerships are to be effective, particularly in the context of Bihar. It is based on a study of five selected cases of organizational and institutional systems in some of the collaborative implementation partnerships in the government and public domain. Bihar has a number of large scale livelihood promotion programmes such as the National Rural

Employment Guarantee Act (NREGA) and Swarnajayanti Gram Swarojgar Yojana (SGSY) where AIM may prove useful for effective implementation.

AIM in the Context of the Rural Development Department, Bihar

Bihar is India's poorest and third most populous state. In 2004–05, about 41% of Bihar's population was below the poverty line compared to the all-India average of 28%. Nearly 90% of Bihar's population lives in rural areas. Bihar also performs poorly with respect to other human development indicators. For instance, the maternal mortality rate of Bihar is 312 against 254 in the whole of India, underweight children (under 3) is 54 against 47 in India, and institutional delivery (childbirth) is only 19.9% against 41% in India.[4]

As a consequence, Bihar receives a large share of central government funding in support of Centrally Sponsored Schemes (CSS) and the State Plan and to meet its development needs. The programmes targeted to the poor and administered by the Rural Development Department (RDD) include the Mahatma Gandhi National Rural Employment Guarantee Scheme (MNREGS, a public works programme), the Indira Awaas Yojana (IAY, a cash transfer programme for rural housing assistance to the poor) and the SGSY (a programme providing subsidized rural credit for the poor).[5] However, despite recent improvements, fund utilization levels continue to be fairly low,[6] partly due to inadequate administrative systems to effectively absorb and channelize funds as designed. As a result, these programmes have only a limited impact on the socio-economic status of the intended beneficiaries. At the same time, the expansion in the scale and greater rights- and demand-based orientation of programmes such as MGNREGS in recent years imposes greater demands on the service delivery mechanisms.

Achieving the ambitious social and economic goals of Bihar will depend in large measure on the speed with which the functioning of core spending institutions and departments can be improved and new methods of spending in a prudent fashion with improved monitoring and evaluation with respect to outcomes can be developed. While the capacity of administrative and institutional systems will continue to play a critical role in service delivery and overall development, the potential role of non-government partners is increasingly being recognized.

The existing challenges and constraints in the governance system are well understood and appreciated by the Government of Bihar (GoB) which

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4 Selected MDG Indicators for Indian States, URL: http://siteresources.worldbank.org/INTINDIA/Resources/Annexure6.pdf; access: 28 August 2010, and Millennium Development Goals: India Country Report 2009, Mid term Statistical Appraisal, CSO, Government of India

5 Note: SGSY is currently being restructured under the National Rural Livelihood Mission (NRLM). RDD also administers the state Below Poverty Line (BPL) list that is the main method for identifying the poor in rural areas for several social programmes (including those not administered by RDD). Similarly targeted programs administered by other departments include the Public Distribution System, social pensions, subsidized health insurance, etc.

6 For instance, fund utilization was 60% for MGNREGA in 2008–09, SGSY utilization ranges from 47% to 78% during 2003–04 to 2006–07

has initiated several wide ranging economic and administrative measures to improve the performance of the state. There are also some successful examples of service delivery and institutional performance in the state evidenced by improved law and order, improvements in road construction and the power sector, successful implementation of the pulse polio programme, improved performance in infant and child mortality indicators, the growing process-oriented and Institutions of Poor (IOP) focused Bihar Rural Livelihoods Project and the Women Development Corporation (WDC). These provide hope for greater success and outcome for the people of Bihar.

In this context, the Rural Development Department (RDD), Bihar is also undertaking many promising initiatives (such as the formation of Bihar Rural Development Society), to redefine its process and systems, strengthen its monitoring capabilities, develop new approaches to service delivery. Alternative models of implementation are therefore being looked at as valuable tools to help RDD, Bihar to address this goal of transforming the department to a citizen centric and performance based organization that brings about improved outcomes.

1.3. Objectives of the Study

The study aims to contribute to the dialogue and knowledge on inter-organizational partnerships for implementation of government schemes and programmes. The purpose of the study is to understand and detail the organizational and institutional factors that contribute to AIM. The specific objectives of the study are:

● Understand the systems and processes adopted and followed while grounding the models

● Analyze the enabling and restraining factors for effective AIM

● Draw key design principles for adopting AIM for RDD Bihar, especially for NREGS/SGSY implementation.

Drawing from the experience of the five selective case studies, this report intends to highlight the key design and operational principles for effective implementation of AIM. This would definitely provide some relevant inputs for the practitioners engaged in the context of implementation of large scale livelihood programmes in Bihar.

Given the vast scope of knowledge in this area, this study is not conclusive and the intention is to facilitate deeper and further research on the topic, promote greater exchange and synthesis of ideas for stronger and sustainable collaborations, in the larger interests of the society.

1.4. Rationale for Choosing the Case Studies

The study is based on five selective projects on AIM. The case studies have been compared across and synthesized in this report. The selection criteria for choosing the case studies were based on the following principles:

- Projects that exhibited fairly significant partnerships between government and non-government agencies for delivery of government programmes

- Projects, in their objectives and scope, were similar like MGNREGS and SGSY, considering the context of RDD, Bihar's requirements and the initial framework for AIM

Box 1

Projects Shortlisted for the Study at a Glance

AKRSP: Aga Khan Rural Support Programme (India) is headquartered in Ahmedabad, and operates in Gujarat, Madhya Pradesh, Bihar, and Uttar Pradesh. It has implemented several programmes on livelihood promotion.

PPCP, Jalna: A tripartite partnership between Zila Parishad, Jalna, Maharashtra, ITC and WOTR for better implementation of NREGA in 50 panchayats of the district.

JTDP: The Jharkhand Tribal Development Project, funded by IFAD with contribution of Government of India, and Government of Jharkhand, aim at improving household food security, improving livelihood opportunities and the overall quality of life of the tribal population of the state.

MAVIM: Mahila Arthik Vikas Mahamandal is the State Women's Development Corporation of Government of Maharashtra. It is the nodal agency of Government of Maharashtra for implementing women development schemes.

MYRADA: A non-governmental organisation managing rural development programmes in three states of South India. It has played a key role in augmenting the self-help groups in India. Provides support to organizations based in six other states of India and a few other countries.

PRADAN: The organization is one of the champions of the SHG movement in India and it operates in eight states of India. Its major activities veer around economic development of poor through capacity building and institution building.

RGMVP: A flagship poverty alleviation programme of the Rajiv Gandhi Charitable Trust (RGCT), it is in nine districts of Uttar Pradesh and is committed towards building and strengthening the community institutions of the poor. The programme is implemented with support from NABARD and attempts to replicate the model of SERP.

RSPMU: The Reform Support and Project Management Unit (RSPMU) implements the rural water supply and sanitation programmes in Maharashtra. Supported by the World Bank, the state has established the largest water and sanitation programme.

SUJALA: The World Bank supported Sujala watershed project was a flagship programme of the Government of Karnataka implemented in five districts of the State. The main objective of the project was to increase the productive potential of the watersheds by involving the communities through building appropriate people's institutions, and capacitating them to plan, implement and manage their resources to achieve sustainable development.

WDC: The Women Development Corporation, acts as the nodal agency for women development programmes in Bihar. It implements the programmes through partner organizations (mainly NGOs, who act as the implementing agency).

● Projects, while satisfying above mentioned attributes, also represented a cetain scale and stability of operations (covering at least a district in terms of geographical scope) for drawing appropriate lessons.

Initially 10 projects were shortlisted (Box 1). All things mentioned earlier being equal, the study team also looked for some diversity in the partnership and narrowed down to typologies to include a public sector entity, viz., NABARD (apart from government) as the sponsoring and nodal agency. The team also selected the Jalna MGNREGS project in Maharashtra as an innovative example of AIM involving collaborative arrangements between the government, private sector and a NGO. Finally five projects (SUJALA, Karnataka; WDC, Bihar; JTDC, Jharkhand; RGMVP, Uttar Pradesh; and PPCP, Jalna, Maharastra were selected.

1.5. Methodology

To begin with, a desk review of existing literature on AIM was undertaken to understand the extant thinking in policy and practice. This was followed by a discussion in Solution Exchange[7] which drew upon the opinions, views and learnings from a wide range of practitioners in the field.[8]

Therafter, criteria for selecting case studies were developed and case studies were shortlisted. Before starting the study, a study protocol was finalised in consultation with the World Bank team members. The study protocol provided the conceptual framework for undertaking the case study. The protocol framework essentially addressed issues relating to the profile of the project, rationale for choosing AIM as a delivery tool, organizational structure and management systems as shown in Figure1.

Figure 1: Framework for Analysis

AIM

| Rationale for AIM | Organisational/Institutional Structure
● Governance
● Organisational structure
● Leadership
● Partnership (Implementing Agency)
● Community based organization
● Institutional mechanism | Management Systems
● HRM
● Monitoring, Evaluation and Learnings
● Financial Management
● Audit and assurance |

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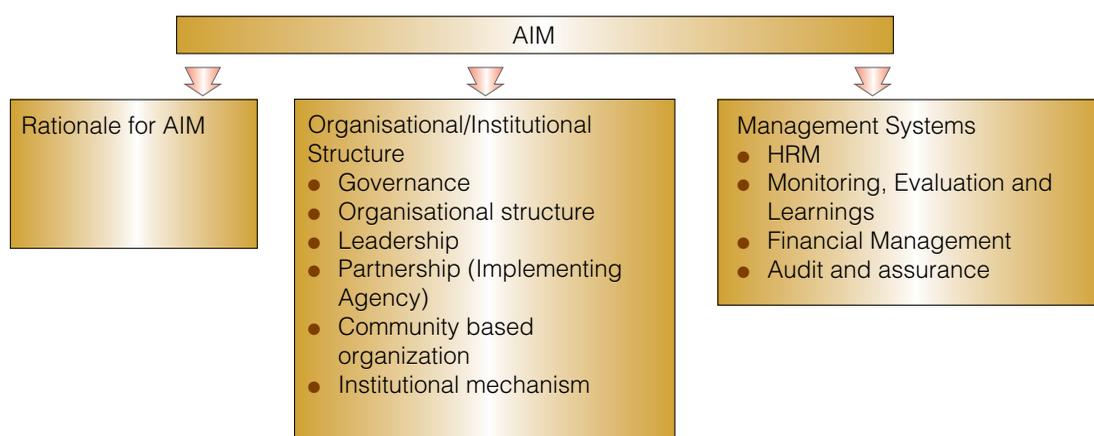
7 Solution Exchange is a web-based platform initiated by United Nations Country Team in India that offers development practitioners to share and benefit from each others solutions to the challenges faced by them (URL: (www.solutionexchange-un.net.in)

8 The discussion can be accessed at 'Work and employment community' forum titled Alternative Institutional Arrangement for Corporate and Contract Farming. Discussion floated by Dr Sankar Datta

This was followed by gathering secondary information on the selected case studies for background preparation, including engagement with all stakeholders to prepare the ground for undertaking the study. These preparatory steps were then followed through with primary data collection and a detailed analysis of collated information in preparation of the reports:

● Field visits and discussion with community members particularly with the CBO members

● Interview with key informants

● Interview with the head of the project/organization and review of important documents related to the project, viz., Memorandum of Understanding (MOUs)/contracts, performance review reports, evaluation reports.

1.6. Structure of the Report

The report has been structured in five chapters. This first chapter introduces AIM, especially in the context of Bihar, need of this study, and methodological aspects. The second chapter gives an overview of the five case studies. The third chapter provides a comparative analysis of the five case studies across various parameters. The fourth chapter draws the key learnings from the study and the fifth chapter provides a roadmap.

Part 2
Snapshots of the Projects Studied

All the projects have been implemented on a large scale, generally spread over a few districts. Thus, the learnings from these case studies would be relevant in the context of implementing large programmes such as MGREGS and SGSY in Bihar. The case studies were from various parts of India – one each from the states of Bihar, Jharkhand, Karnataka, Maharashtra, and Uttar Pradesh. Focus of the projects also ranges from soil and water conservation aspects to SHG promotions and employment generation, with the projects also having had multidimensional project components. Table 2.1 provides an overview of the projects.

2.1. Sujala Project, Karnataka

Table 2.1: Overview of the Projects

Attributes	Sujala	JTDP	RGMVP	WDC	PPCP, Jalna
Focus area of the project	Watershed development.	Livelihood promotion.	Poverty alleviation through SHGs.	Improvement of quality of life of poor, and disadvantaged.	Bringing effectiveness to rural employment guarantee programme.
Nodal Agency	Watershed Development Dept, Govt of Karnataka.	Jharkhand Tribal Development Society (JTDS) – an autonomous body.	Rajiv Gandhi Charitable Trust (RGCT).	WDC – implementation through federations of SHGs.	Zilla Parishad, Jalna.
Project Sponsor	World Bank, GOI.	IFAD – GOI.	NABARD, Rajiv Gandhi Foundation. Govt. of Bihar.	World Bank, Govt. of India and	ITC, Govt of Maharashtra, GoI.
Coverage	Five districts of Karnataka.	Five districts of Jharkhand.	9 districts of Uttar Pradesh.	27 districts, 176 blocks.	50 panchayats of two blocks
Project Outputs	5 lakh ha watershed treated.	330 Gram Sabhas enabled for implementation of livelihood promotion projects.	12,776 SHG Bank linkages.	28,167 SHGs 72 SHG Federations.	Project has just completed one year; hence difficult to measure outputs.
Year of start/end	2001–08	2003–ongoing	2002–ongoing	1999–ongoing	2008–ongoing

The World Bank supported Sujala watershed project (2001–2008) was a flagship programme of the Government of Karnataka. The main objective of the project was to increase the productive potential of the watersheds by involving the communities through building appropriate people's institutions, and capacitating them to plan, implement and manage their resources to achieve sustainable development. Sujala was implemented in five districts of

the state covering 5 lakh ha in 1,290 villages. It is an example of a collaboration of various state level, district level and community level stakeholders. The Watershed Development Department (WDD) of Government of Karnataka was the nodal organization for implementation of the programme.

Realizing that it did not have the necessary expertise in mobilizing communities and building their capacities, the WDD decided to partner with other organizations. This resulted in the involvement of around 60 NGOs at various levels for organizing the target community, enabling capacity building, and providing an advisory role in the project. Other than this, there were partnerships for financial management and M&E. A few important partners were:

- MYRADA for guidance on community mobilization and capacity building
- Antrix for ME&L, M/s Ravi & Iyer for financial management
- M/s YCK Associates for auditing
- University of Agriculture Sciences for training support.

The Sujala PPMU was governed by a Project Empowered Committee (PEC) which provided the required policy and decision-making guidance. The partnership was steered by a new institutional structure established for implementation of the project. At the state level a Project Planning and Monitoring Unit (PPMU) undertook the implementation. At the district level, there was the District Watershed Development Office (DWDO), which worked in partnership with the Field NGOs (FNGOs) which were responsible for facilitating the field level implementation process. At the community level there was the Sujala Watershed Sangha (SWS), whose executive committee represented the community and was responsible for safeguarding the interests of the vulnerable households, mobilizing community contribution, etc. The Area groups (10–15 farmers having adjacent lands) and Self Help Groups (SHGs) were the grassroot level bodies.

This project brought in many lessons for all stakeholders and practitioners. While the involvement of an independent monitoring agency (Antrix) at all levels provided real time information, the involvement of NGOs for different functions (field support, policy level advising, capacity building) provided the aspects that the nodal agency could not have managed on its own. Partnership was managed primarily through contracts with clear cut deliverables. A performance based payment system (PBPS) was followed for the FNGOs. The fund flow of the project was from the government to the DWDO which in turn released the funds to the SWS for the implementation of the Sujala Watershed Action Plan (SWAP). To ensure greater decentralization of the project, the cash books and measurement books were maintained at the SWS level itself.

An important aspect of the project leadership was that unlike other projects, the project leader mainly engaged in managing partners including resolution of conflicts.

Sujala is an example of constant efforts of sustained partnerships at all levels, leading to facilitation of the community to help plan and build assets and livelihoods for themselves. This is a case where, each partner was a stakeholder with a commitment to be equally responsible for the project activity concerned, with due recognition given to their contribution. This project helped the community to plan, manage and adopt a suitable institutional framework for participatory watershed implementation, thereby empowering them to not only take collective decisions for village level development purposes, but also changed their way of life, enabling them to realize their potentials for taking up improved livelihood practices, through watershed development.

2.2. Jharkhand Tribal Development Society (JTDS), Jharkhand

The Jharkhand Tribal Development Programme (JTDP) was initiated by the Government of Jharkhand, with the support of IFAD. It aimed at improving household food security, improving livelihood opportunities and the overall quality of life of the tribal population of the state. The 8-year long project started in the year 2003, and was implemented in five districts of Jharkhand: Ranchi, East Singhbhum, West Singhbhum (Chaibasa), Khunti and Sarai Kela-Kharsawan reaching out to 35,000 households of 330 villages. The components of the programme included beneficiary empowerment and technical capacity building, livelihood enhancement with community based land, water and forest management, improvement in health and nutrition services and project management.

At the core of the project was the centrality of Gram Sabhas. But it was clear that the Gram Sabhas did not have the capacity to plan and implement the multi-dimensional project; hence, the choice of AIM was done strategically during the project design. The whole project was designed keeping in view that various organizations of varied capacities would be involved in the project. With its unique approach towards implementation arrangements, beneficiary driven project planning and execution, programme processes, simple and effective financial management, capacity building processes, beneficiary-friendly day-to-day project management systems, this project presented a good example of a replicable AIM.

For implementation of the project, at the state level, a society called Jharkhand Tribal Development Society (JTDS) was formed specifically for the project implementation. A Project Management Unit (PMU) was set up within the JTDS which partnered with NGOs such as MYRADA, BAIF, MART and AFCL to provide sector specific inputs to the programme and for capacity building of the field level NGOs. At the state level, a State Programme Coordinating Committee (SPCC) chaired by the Principal Secretary of Tribal Development,

coordinated various departments such as watershed, forestry, and women's development.

At the district level, there is District Project Implementation Units (DPIUs) headed by the District Project Managers. The DPIU was responsible for the overall implementation of the project activities, monitoring, supervision, accounting, maintaining relationship with the partner agencies and so on. There were 34 Field NGOs (FNGOs), under the DPIUs, that assisted the DPIUs in performance review, monitoring evaluation, establishing village based service providers like health workers and training village animators. The performance of the FNGOs was regularly monitored and evaluated. A District Programme Coordinating Committee was set up at the district level headed by the District Collector to review the progress, resolve issues, and monitor the project.

At the village level, there were 330 Gram Sabhas (Jharkhand does not still have Panchayat elections), under which there were SHGs, Animators and Project Execution Committee, comprising four elected members with at least one woman from the village. The Gram Sabha was the basic unit for community based planning, executing and monitoring the project activities. Gram Sabha undertook the task of participatory planning process from which a Gram Sabha Resource Management Plan (GSRMP) was formulated and submitted to the DPIU with the beneficiary community, assisted by the NGOs. The Gram Sabha also consisted of various Technical Committees that worked as per the technical needs of the project. There was a formal agreement between the Gram Sabha and the Technical Committees.

The project involved the district and state administration and all line departments of the government agencies for facilitating coordination and convergence with other schemes. For monitoring of the project, AFCL was hired.

Simplified accounting processes were developed in order to accommodate the capacities of partners including the Gram Sabha. On the flip side, the program failed to effectively build the capacities of the NGOs and recognized belatedly that all NGO partners did not have similar capacities in carrying out their tasks. In some cases, due to the limited capacity of the NGO, assessment and approval of the GSRMP were delayed, thereby resulting in delay in programme delivery. Nevertheless, the systems of JTDS are replicable provided it is recognized that all partners may not have similar capabilities and hence, capacity building efforts are directed accordingly.

2.3. Rajiv Gandhi Mahila Vikas Pariyojana, Uttar Pradesh

Rajiv Gandhi Mahila Vikas Pariyojana (RGMVP) is a flagship poverty alleviation programme of the Rajiv Gandhi Charitable Trust (RGCT) which is committed towards building and strengthening the community institutions of the poor. Launched in 2002, still ongoing, the RGMVP reaches out to some of the poorest women in nine districts of Uttar Pradesh. This case is about

a project called the Special Initiative SHG Project supported by NABARD. Its objective was to strengthen and expand SHG activities in Uttar Pradesh by replicating the successful SHG institutional model implemented by SERP in Andhra Pradesh. The project components were SHG formation, capacity building, livelihood promotion, and social risk management.

The project has been enabled by a tripartite agreement between NABARD, SERP and Block Level Associations (BLA) organized by RGMVP. The project proposed to create 22,000 SHGs and was beyond the normal grant assistance provided by NABARD. Hence, it was designated a Special Initiative SHG project. Further, it was felt that hand-holding support by SERP which already had such experience could be useful; hence SERP was roped in as a partner. The highlight of the partnership was the use of the Community Resource Persons (CRPs) of SERP to operationalize the model and transfer learnings, thereby furthering the expansion of activities and transferring of learnings to Internal CRPs. The project, through the CRPs, assisted the poor in identifying and investing in livelihood activities by providing financial support, training community barefoot practitioners and promoting linkages with various private and public sector agencies. Lastly, following a holistic approach the SHG members were facilitated to embark upon larger social and human development projects, such as women's health and education, gender equality, social vices such as alcoholism and bonded labour.

NABARD being a partner of this project also formed a part of the project's governing structure. A Project Implementation and Monitoring Committee (PIMC), headed by the Chief General Manager of NABARD, was constituted for monitoring the progress of implementation of the project. The second level of governance in the project was at the Project Level Core Committee, which had the CEO of RGMVP, regional heads of Banks in the area and DDMs of NABARD from the project area, as its members.

Implementation of the project was carried out by a Project Management Unit headed by the CEO of RGMVP. He was supported by a Project Manager and a team of thematic experts on health, education, communication, gender, project management and a team of office management and administration staff. For the programme implementation, at the Block level was a Block Level Association (BLA) composed of 15–30 Cluster Level Associations of the block. At the field level there was a Project Implementation Unit (PIU) managed by a Block Level Project Coordinator. The implementation was done by BLAs and Cluster Level Associations. The PIU and field operations were supported by Project Resource Persons (PRPs) deputed from SERP and a volunteers force that included Animators, Samuh Sakhis, Swasthya Sakhis, Community Resource Persons, Book keepers and the Office Bearers of the SHG Institutions.

The community here was treated as the beneficiary and as partners for the project planning and implementation. At the village level, select members from

the community acted as the Internal CRPs. They formed and strengthened SHGs, opened their bank accounts, facilitated the formation of cluster level and block level federations. Acting as volunteers for empowering the poor and vulnerable women, the community also got involved in various livelihood generation activities. The internal CRPs were nurtured by CRPs from SERP who despite being from a different establishment hand-held the communities in the context of Uttar Pradesh. Having hardly any skills in the local language and with limited understanding of the area, they operated using knowledge based on their own experience of transforming their own lives. This has resulted in a shift in emphasis from External to Internal CRPs.

While the institution building and capacity building components of the project were funded by NABARD, the remaining components of the project were funded by RGCT itself. The curriculum design, contents and stories were inspired by SERP strategies.

The RGMVP was in constant touch with the RGCT through frequent interactions with the CEO. Monthly reports were sent to RGCT and meetings were held at critical junctures regarding expansion plans. RGMVP had a good Management Information System (MIS) bringing in quantitative and qualitative information from each group. The project also undertook self review exercises at the community level. Weekly meetings of SHGs and Cluster Level Associations and fortnightly meetings of BLAs, were also held, where each group reviews the actions following the decisions taken in the previous meeting.

This project has successfully demonstrated that institutional partnerships are a sound way to transfer models, processes and capacities across organizations. Further, the fact that this partnership was at the field level is a significant highlight. The concept of using CRPs from another project and area to develop internal CRPs is an innovative aspect of this partnership. In addition, this project is an example of the process of scaling up a concept that included identification of key concepts, components and principles and codification of them, standardization of delivery and putting in place a mechanism of internal HR systems.

2.4. Women Development Corporation, Bihar

The Women Development Corporation (WDC), Bihar is widely known as the organization that has put Bihar on the microfinance map of India. Registered as a society in 1991, the organization operates in 27 districts of Bihar. Unlike the government departments such as the agriculture or rural development, the WDC does not have its own cadre of personnel posted in various districts and blocks of Bihar to implement the programmes and projects. Therefore, it acts as a nodal agency and works with and through other partners (mainly NGOs who act as the implementing agency) to deliver benefits to the women of Bihar.

In 1999, the Swa-shakti project (World Bank supported) was given to the WDC. The project changed WDC as an organization in a profound manner. WDC for the first time formed a Project Management and Implementation Unit (PMIU) at its headquarters in Patna. PMIU was headed by the Project Director (a development professional) who reported to the Managing Director (a woman officer of the IAS cadre). As part of the project it was also required to outsource financial management to finance professionals (M/s Punit & Co, Patna). Monitoring was done by the AFCL. Thus, the WDC was introduced to the concept of working with partner organizations through the Swa-shakti project. More projects of a similar nature followed and the strategy of working with partners and a PMIU to manage it got entrenched in the WDC.

At the end of Swa-shakti, the WDC realized that it had successfully created a three-tier CBO, but the level of economic activity was still limited. Therefore, in the successive programmes (Swavalamban and Swayam Siddha) the WDC focused on creating livelihood opportunities for the SHGs. Now the focus within WDC is an all round development of its SHGs members and therefore has been following the strategy of strengthening Block Level Federations to take up social and cultural issues as well. By now it has formed 72 Block Level Federations and is partnering with many of them to create SHG networks.

Thus, WDC did not choose AIM as a strategic tool. In fact, AIM happened to the WDC when it was chosen to manage and implement the World Bank supported Swa-shakti project in Bihar. Working with and through partners (AIM) was a strategy of the project and the WDC had to adopt it. Needless to say, the project transformed the WDC largely because of the induction of professionals in the form of the PMIU. Indeed, an enlightened leadership has continued with the policy of centrality of the PMIU in managing projects at the WDC.

WDC forged partnerships with NGOs at various levels mainly for effective community mobilization processes; capacity building and supporting CBO/ Federations and helping them to plan and implement the project. For technical tasks such as financial management, institution building, SHG management, convergence and enterprise development, and capacity building, it relied on partners with proven expertise in the relevant areas. As on December 2009, there were 56 NGO partners working with WDC in 176 blocks. For technical assistance at the block level, specialized agencies were also hired. The strategy of working with partner NGOs has also evolved overtime. Now the focus in WDC is on partnering with Block Level Federations to create and nurture SHGs and Cluster Associations as opposed to working only through NGOs.

The organization structure has also been modified to manage the increased scope of the programmes being delivered which now cover economic, social and cultural development of SHG members. However, to the credit of the management of WDC and its board of directors they have retained and built

upon the PMIU. Also, programme content has not remained static at WDC. Starting from pure savings and thrift focus in Swa-shakti, the focus has now shifted to all round development of women through SHGs. Similarly, the strategy for CBOs has evolved from a simple SHG and cluster association to that of a registered block level federation.

This case showcases WDC as an organization that has made the most of opportunities that came its way. Starting with the Swa-shakti project that gave it a footing in the SHG movement in Bihar, it has come a long way and is one of the major promoters of SHGs and federations in the state. The case is worthy of highlightingh because of its continued and effective operations for a long period of time adapting to the changing conditions and programmatic focus. It has even withstood the social and political upheavals of the last decade.

2.5. PPCP Jalna, Maharashtra

The Public Private Civil Society Partnership (PPCP) is an AIM initiative undertaken by the Zilla Parishad, Jalna, the Indian Tobacco Company - Rural Development Trust (ITC-RDT), and Sanjeevani Institute for Empowerment and Development (SIED), a sister organization of Watershed Organization Trust (WOTR) – in two blocks of Jalna district, Maharashtra. The objective of the PPCP arrangement is to strengthen the implementation of the State and Central government sponsored Employment Guarantee Schemes.

The project came into effect as a result of a tri-partite agreement between ITC-RDT, WOTR, and the Zilla Parishad, Jalna on 15 August 2008 for the implementation of MREGS/NREGS in 50 panchayats of Bhokardan and Jaffrabad talukas of Jalna district. The area is considered to be drought prone and most of the labourers can be categorized as small and marginal farmers. In this context the MREGS/NREGS is an important source of livelihood security. Hence, an alternative model for implementing the project was considered to increase its effectiveness. The project has two major components: capacity building of human resources engaged in the project, and value addition in implementation in terms of facilitating proper institutional arrangements for the programme, promotion of improved agricultural practices, and creating market linkages.

The PPCP project is governed by a Project Management Committee (PMC) chaired by the District Collector. At the implementation level, the arrangement is such that WOTR undertakes its designated activities without replacing the roles of government functionaries. The role of WOTR is that of a technical support agency, while ITC-RDT is responsible for providing financial support to WOTR. This support comes up as an enabler, as the existing programme (MGNREGS) has a provision for only 2% of overheads which was not sufficient for establishing an efficient support system.

The structure of the operational support team included one coordinator per block, assisted by the engineer and social worker. Other functionaries like Vasundhara Sevak assists in large works (when site employment goes beyond 35 persons). The support system operated by way of developing object -oriented project planning using Logical Framework Approach (LFA), generating awareness, and developing action plans. There is no difference in the structure of implementation of NREGA, which is steered through the government channels to the level of panchayats. The only difference is the support system established.

Part 3

Comparative Analysis of the Projects

The previous chapter provided a snapshot view of the projects from which it can be observed that the cases have immense material from which learnings can be drawn for designing AIM in Bihar. The cases are rich in processes (as they have been selected on that basis), they are also significantly different from each other. The extent of the diversity can be gauged from the fact that all the five have been located in different states, in organizational terms they are quite different from one another ranging from a government department (Sujala) to an autonomous agency (JTDP, RGMVP, WDC) to a loosely organized network of organizations (PPCP, Jalna). The focus area also ranges from watershed development, SHGs, to employment generation and the operating style of each project is completely different from the other.

There are generic similarities too as we can draw from the conceptual framework depicted in the first chapter. The diversities can be understood better when compared across the parameters of the framework which will provide some idea about the factors determining the success or failure of the model contextualized to the situation thereof. This chapter attempts to capture this by way of making a comparative analysis of the projects studied. The comparison has been organized drawing from the three elements mentioned in the conceptual framework:

● Rationale for AIM

● Institutional/organizational structure

● Organizational systems.

3.1. Rationale for AIM

The large scale implementation and the diverse requirements of the projects needed contributions from various agencies. It was clear that the nodal agencies were not capable enough to undertake the activities ranging from community mobilization, planning, implementation, monitoring, capacity building to documentation of learnings.

3.2. Organisational/Institutional Structure

3.2.1. Organisational Structure

From Table 3.2 it can be observed that the projects show that partnering with other organizations is a way of complementing and supplementing one's own capabilities to implement a project. Further, to facilitate implementation of the project, all except the PPCP project in Jalna, created a separate organizational structure, usually in the form of a Project Implementation and Monitoring Unit.

Organizational structure of the nodal agency in all the projects extended from the apex level (PMIU) to the intermediate (district /block) level (DPIU), thus, ensuring that administration of the project was firmly in the hands of the nodal agency. All projects had a strong element of partnering with CBOs at the community level, which in turn ensured participation and ownership within

Table 3.1: Rationale for AIM

Attributes	Sujala	JTDP	RGMVP	WDC	PPCP, Jalna
Scale	Five districts –1290 villages – 5 lakh ha in Karnataka.	Five districts of Jharkhand 35,000 households in 330 villages.	9 districts of Uttar Pradesh.	27 districts, 176 blocks of Bihar.	50 Panchayats of two blocks in Maharashtra.
Need of partnership	Diverse needs of the projects – technical, CBO strengthening, capacity building, strong monitoring and documentation, which was almost new to the nodal agency.	Gram Sabha at the centre stage of planning and implementation. Needed inputs from field NGOs, and resource agencies.	Replication of SERP model in UP needed complete reorientation of field staff, for which hand holding of SERP was required.	WDC being the nodal agency required implementing partners, hence NGOs had to be brought in.	NREGA implementation in Jalna needed capacity building inputs. This was brought in from ITC's funding support and WOTR's expertise.

Table 3.2: Organizational Structure

Attributes	Sujala	JTDP	RGMVP	WDC	PPCP, Jalna
Apex level	Implemented by a Project Planning and Monitoring Unit (PPMU) under WDD.	Implemented by a Project Management Unit (PMU) at JTDS.	Implemented by a PMU.	Project Management and Implementation Unit headed by a professional Project Director – who reports to Managing Director.	At district level team of WOTR working in association with ZP office.
Intermediate level	District Watershed Development Office – as nodal office.	District Project Management Units (DPMU) at district level.	Project Implementing Unit (PIU) at block level and Block level Associations (BLA)	Project Implementation Unit (PIU) at district level; block level Federations .	WOTR team placed at block level.
Community level	Sujala Watershed Sangha, SHGs, Technical committees, Area Groups – of beneficiaries of specific activities supported by Field NGOs.	Gram Sabha as partner. Facilitating NGOs for support in implementation.	SHGs. Volunteer forces including Community Resource Persons (CRPs) – External CRPs were from SERP to handhold internal CRPs.	Cluster level Federations. NGOs for facilitating the formation and strengthening of SHGs.	Gram Panchayat as implementing body, WOTR team helps in survey, awareness generation, action planning, and capacity building.

Table 3.3: Project Governance

Attributes	Sujala	JTDP	RGMVP	WDC	PPCP, Jalna
Structure of Governing body	Project Empowered Committee (PEC) – headed by Additional Chief Secretary.	Governed by a Board of Directors	Governed by Project Implementing and Monitoring Committee (PIMC) chaired by CGM, NABARD with banks, CEOs of RGCT and SERP as members.	Governed by a Board of Directors – includes Senior govt. officials and representatives of three member societies.	Project Management Committee (PMC) chaired by District Collector having six members.
Role	Progress review, post creation, procurement, decision making that normally requires cabinet approval.	Guidance and direction to the Project, approval of partner selection.	Progress review and monitoring at top level. Facilitating working with other banks in the project.	Approval of projects to be taken up, post creation, procurement decision making beyond a certain level of expenditure. But board gives the PMIU high level of independence.	Guidance in project implementation, approval of projects, review and monitoring.

the community. In addition, all projects have demonstrated unequivocally that planning and implementation of projects can be delivered through CBOs, provided they are supported by well trained field NGOs.

3.2.2. Project Governance

The governing bodies have rather a limited role in all the cases except in PPCP, Jalna where the governing body was physically located at district level and it met on a monthly basis. Unless high level decision making is required, the governing body has played the role of approval authority. However, on paper they retain a few operational functions like monitoring which is delegated to the executives for smooth operational management.

3.2.3. Leadership

In the projects studied here the designated project leaders, with the exception of JTDP, have played a crucial role in defining the working style and philosophy of the organization. For example, in Sujala, successive Project Directors have placed a huge emphasis on partnership and systems approach to managing the project. Similarly, in RGMVP, the CEO has tried ensuring a meaningful partnership with SERP so that it did not end up as a consultancy that merely publishes a report or conducts a set of trainings, with no clear link to the project outcomes and goals.

- In WDC, while the designated leadership has had a limited role, the freedom given to the Project Director (Operational Head) to act has been instrumental in creating a successful project implementing organization.

- Effective leadership role has been played by people who are not necessarily the domain experts. For example, Project Director, Sujala is not necessarily a soil and water conservation engineer. Similarly, the CEO, RGCT is not a community mobilizing and microfinance expert. The main reason of effectiveness is rather the commitment shown by them, and mostly they have been handpicked.

> **Project Leader vs Project Champion**
>
> Box 2
>
> Often, an organization needs a 'visionary' (a dreamer) to inspire, set goals and provide a direction to it. However, it takes a 'missionary' to actually translate dreams, goals and vision into a workable programme. Organizations that have managed to find both have usually, managed to achieve spectacular growth and a highly motivated set of employees that are closely allied with the vision of the organization.
>
> Usually, the project leader is the 'visionary' while the project champion may be the 'missionary'. Project champion can be found in any particular position or person (as with WDC) but it can also be observed in any task force or a team that is highly committed to realizing the goals of the project.

- Unlike organizations that slowly imbibe the values, vision and working philosophies, and project-based agencies have to absorb these in a very short time, often as short as 3–5 years. In this context, the role of

Table 3.4: Leadership

Attributes	Sujala	JTDP	RGMVP	WDC	PPCP, Jalna
Designated Leader	Project Director, Sujala reporting to the Commissioner, Watershed Development Department.	In-charge Programme director despite several recommendation for having a full-time one.	CEO is a civil service officer having experience of working in SERP.	Managing Director (IAS officer).	Collector of Jalna as implementing head.
Operational Leadership	A group of officers who believed in the project rationale.	Senior functionaries of PMU.	–	Project Director (professional).	CEO of Zila Parishad.
Role	Considerable freedom given to Project Director to act. Engaged in clarifying the partnership values, building systems for smooth operations.	Primarily administrative.	Hands on management of the project on a day-to-day basis.	While the MD represented the organistion, the PD had enough freedom to take operational decisions.	Provide necessary guidance and support for smooth and timely implementation.
Change in leadership	Learning experience kept intact despite change in leadership, mainly due to a high degree of systematization of operations and management.	Change of leadership affected the programme adversely by slowing decisions. Part-time nature of the job further diluted effectiveness.	No change of leadership has occurred in the project.	Change in leadership did not make any difference since programme implementation is vested in the Project Director.	CEO was instrumental in promoting this idea of partnership and still continues to hold the post.

Table 3.5: Partnership Management

Attributes	Sujala	JTDP	RGMVP	WDC	PPCP, Jalna
Degree/depth of partnership	Tried to develop partnerships where the partner shared the vision of the project and was expected to contribute to achieving it.	Except in a few cases, NGOs were more like service providers. However, the NGOs were part of the design process also.	SERP participated in project design, implementation, and training to provide hand-holding support. SERP also managed part of the financial aspects at block level.	NGOs are treated like service providers – they had no say in designing projects or changes in project strategies.	At ground level WOTR and ZP are most active. ITC-RDT plays minimal role.
Selection of partners	Through single source selection or by using QCBS, i.e., competitive method; all backed by comprehensive ToRs for each partner.	FNGO selection through competitive process while AFCL through single source selection.	SERP selected primarily as a strategic partner at design stage itself.	Two step process – technical bids followed by negotiation. Now this has been replaced by QBS once the costing has been standardized.	Done through single source selection method on the basis of past experience.
Performance measurement	Performance Based Payment System (PBPS) introduced mid-term.	No performance based payment, but few organizations who did not perform well in the pilot phase were not given further projects.	–	Standard target for NGOs (formation and strengthening) of 100 SHGs – group quality as performance indicator.	No system established.
Flexibility	Change in financial monitoring agency was done as the arrangement with the original partner did not work.	Process simplification in order to accommodate the partners' requirement.	Engagement of External CRPs extended considering the difficulty of hiring people.	Many agencies were involved for various technical functions – depending on the requirement; it has evolved over time.	Five-year long-term contract brings in flexibility in WOTR operations – autonomy guaranteed to WOTR – but not much change in project structure.

Comparative Analysis of the Projects

Capacity building	Comprehensive package for training for all types of partners.	Common training for NGOs – not taking into account the varied capacities of the FNGOs. This resulted in poor quality of implementation in some instances to account the varied capacities of the FNGOs. This resulted in poor quality of implementation in some instances.	A mix of training and exposure visits was followed: special curriculum developed to cater to the needs of the target group.	Regular training provided to various project personnel, specialized technical agencies hired for hand holding support to federations.	Training of community and GP staff is undertaken in general on NREGS.
Payment	Payments to FNGOs often held up as the PBPS tallied information from project progress reports (delayed because of late measurements) and financial reports before releasing payments.	Each watershed had budgetary provision of Rs1.04 lakh that included overhead of NGOs.	As per the tri-partite agreement.	Based on the deliverables and output indicators agreed in the TOR, which was reviewed by a committee comprising the MD, PD and the FC.	Flat payment – no system for control.
Contribution of partnership to project performance	It brought synergy to the whole system.	Established a model of Gram Sabha centered implementation model.	Partnership with SERP ensured that tested processes and strategies in one state were replicated in another.	Starting with 3 partners in 2 districts, WDC was able to scale up to cover 56 partners and 27 districts of Bihar.	Has made a way for more effective results of NREGA.
Challenges	Partnership principles diluted in later phase of the project.	Varied capacities required differential treatment of partners.	Being a non-governmental process, there are questions on its replicability.	NGOs are being replaced by federations they formed/facilitated leading to their withdrawal.	ITC does not have much role, and the partnership is purely based on additional funds.

leadership in shaping the values and vision of the organization is very critical. Frequent changes in leadership can damage this process leading to an organization (and a set of external partners) that do not share a clearly held vision and working philosophy. This, in turn seriously impairs the effectiveness of delivering the project, more so when there are external partners involved.

Overall, the importance of a motivated and committed leader in a project-mode of operation cannot be overemphasized. Therefore, it is critical that care is taken in selecting leaders and providing them with a secure and long tenure to ensure that they are able to build a good project implementing organization.

3.2.4. Partnership Management
Although, all projects used the term 'partnership', to describe their relationships with other organizations, the degree and depth of partnership varied widely. By far, Sujala had the most comprehensive degree of partnership where the partner was encouraged/required to share the vision of the project. It also allowed a great degree of professional freedom to its partners, especially monitoring and financial partners to act independently and thus, secured valuable inputs in monitoring and managing the project. In contrast, at WDC and JTDP, partner NGOs were more in the nature of service providers, who had very little say in project design and strategy.

- It is not essential that all the organizations need to be treated as partners. As the scale goes on there can be pure service providers. At the design and policy level partnership has to be on the basis of principles, while at grassroot level where delivery is required a pure service provider would be more appropriate.

- While all contractual relationships are governed by tasks and payments, what differentiates a service provider from a partner is that the partner is treated as an integral part of the project and placed on an equal footing in planning and implementation of the project vis-à-vis the nodal agency.

- At RGMVP, partnership with SERP was intense and innovative. Hence SERP had an important role in design, planning, implementation and monitoring of the project.

- Partnership in the PPCP project is an innovative one in principle and WOTR has enough flexibility to operate independently. However, it would be too early to comment on how far WOTR would be able to meet the high level of expectations from other partners.

- Performance based payment system, an innovation in Sujala project, brought about efficiency in management of the partner NGOs. But it somehow also brought in a degree of rigidity that later was coupled with the supremacy of the government staff in the whole system. Given the fact that government staff did not have the burden of performance based

payment, inequality got entrenched further. This shows how a proper partnership management can turn into a situation where the alternate mechanism is diluted. Sujala case also shows that under pressure to fulfill target (as happened in the third phase) process specifications like partnership management were diluted.

● One observation from Sujala and JTDP is that partner organizations have different levels of capabilities. Hence there must be preparedness to deal with such situations. It might not be possible to bring all the organizations to the same level, but there must be some effort for capacity building (or hand-holding support).

3.2.5. Management at CBO level

The projects have provisions for participatory planning at the community level and as discussed earlier there were elaborate support systems established. It also comes out that while participatory planning was followed in all the three cases, the outcomes of planning did not always reflect the process. Hence ,elaborate provisions have to be supported by people having expertise in such activities.

● In RGMVP, the activities of the SHG group are driven by the needs of its individual members. The group in turn facilitates and ensures that each member's need is addressed through a participatory process of discussion and prioritization. Thus selection of a member for lending, and the amount and activity left to the discretion of the group. Further, group building in RGMVP being a soft activity, a lot of importance was given to adhering to the processes. Activities were codified into 'sapta sutras' or seven steps, and repeatedly reinforced and monitored so that these are ingrained. Even in JTDS the Gram Sabhas had a major role. On the other hand, in Sujala, the CBOs were primarily formed for the purpose of implementation – while in other cases it was a going concern. The consequence was that withdrawal from the project was not a comfortable one in Sujala while the others continued building on it.

● There is a rider in interpreting the outcomes: Sujala (watershed project) was different from SHG based projects. Hence, at this level institutional innovations are required on how the CBOs can be kept engaged – it does not seem appropriate demolishing an institution after such intensive efforts are invested in building them.

3.3. Management Systems

3.3.1. HR Management

● The projects had their own systems for building their teams in tune with the project requirements and decision to outsource or not. While Sujala focused on subject matter specialists, JTDS had planning and monitoring officers also, as unlike Sujala it did not depend on any external agency for day-to-day monitoring.

Table 3.6: Management at CBO Level

Attributes	Sujala	JTDP	RGMVP	WDC	PPCP, Jalna
Degree/depth of partnership	Partnership with community was only for planning and implementation; after that their role is over.	Gram Sabha was at the centre of all the activities – planning to implementation; and has a role later too.	SHGs are treated as social capital – Block and community level federations are there.	SHGs as the building block of the project – federation took up facilitation role later.	Gram Sabhas are the key institutions of NREGS/ MREGS.
Selection of CBOs for implementation	Through a process of formation of beneficiary based area groups which are federated into a Sub Watershed Development Committee. The process is facilitated by Field NGOs.	Watersheds selected through need criteria– SHGs promoted once area is selected.	Identification of SHGs done giving priority to SC/ST/OBCs – sapta sutra for formation.	Block Level Federation once registered become eligible to be selected as partners.	Not Applicable – All Gram panchayats are included – however leadership/village cooperation key for selecting PPCP villages.
Capacity building of community institutions	Comprehensive training package for building the capacity of the CBOs and software systems were provided for developing plans.	Training delivered through field NGOs and covered all aspects of planning, costing, implementation and supervision.	CRPs selected from various SHGs were trained to go to other areas for handholding. Standardized training for SHGs was there.	Training and hand-holding support has been provided to SHGs, Cluster Associations and Block Level Federations.	Training conducted by WOTR for community institutions by master trainers on various aspects of NREGA.
Performance measurement	Done through regular monitoring and review by FNGOs and ME&L partner, self audit and social audit in Gram Sabhas.	By field NGOs, ME&L partner (AFCL) and DPIU.	SHGs are assessed through set parameters.	SHGs and block level federations assessed through set parameters.	Through social audits and fund utilization rate.
Challenges	CBO's withdrawal leading to abruptness in the process in some cases.	Action plans did not reflect the process – it became a compilation of cost estimates.	Group processes are prone to be politicized	Membership structure not clear – this came out as Feds are not clear of it while forming SHGs.	GP grapple with insufficient works and scarcity of funds.

Comparative Analysis of the Projects

Table 3.7.HR Management

Attributes	Sujala	JTDP	RGMVP	WDC	PPCP, Jalna
Team composition	PMU/DMU included PD/APD, subject matter specialists, Accounts and Admin officials.	A team of technical, financial, social, M&E officials are there in the state and district level.	Para-professionals (CRPs) were at the heart of HR system.	At state level PD, supported by State Project Managers, Project Managers, at district level Dist Project Managers, at Federation level CEO.	No new position in govt, WOTR has team at block level.
Recruitment process	Both by deputation and from open market. Specialists hired on contract through an agency to avoid claims of govt employment.	Open market selection – through advertisement in media and circulation of it.	CRPs selection was based on certain criteria.	Except a small core group, all contracted on yearly basis – external agency involved.	No new recruitment done for NREGA; in WOTR existing staff deputed for the proejct.
Remuneration	Moderate.	Initially it was kept competitive but could not keep pace later.	Competitive for para-professionals but trained people shifted.	Moderate.	As per government pay bands in NREGS. In WOTR as per its own norms.
Role vs Practice of project officials	SMS did not always play the assigned role.	Project staff played the key role in implementation.	No difference.	No difference.	No difference.
Capacity building	64 different training programme was there – emphasis on building a shared vision of the project.	No provision for training and exposure of NGO staff.	Detailed form of SHG training done both for volunteers as well as SHGs.	Intensive induction programme for new recruits.	Training done by a Master trainer.

Performance appraisal	At individual level there was no system.	No system in place.		Yearly appraisal done but no formal process.	No system in place.
Challenges	Retaining professionals in view of better opportunities for them outside the project. Lack of growth opportunities for professionals.	High attrition as the payments were not competitive.	Politicization of para-workers and volunteers and employee poaching by other agencies.	Recruitment process (like specifying job description) and capacity building process not institutionalized.	There is hardly any difference in the HR system although the programme needs out of the box HR processes.

Comparative Analysis of the Projects

● In RGMVP the focus was more on building the CRPs as that was the core tool of the project. WDC focused on having professionals with monitoring skills and basic services like SHG formation were outsourced. In terms of capacity building of staff – Sujala had an elaborate procedure. Most of the training programmes were primarily designed to develop a common understanding of the project. In JTDS, training and exposure of NGOs were not undertaken despite the fact that they came from different levels of understanding. In RGMVP the focus was on para-professionals who learnt from CRPs of SERP. WDC has an elaborate system of induction.

● Projects, particularly JTDP, faced employee attrition, particularly because other agencies were willing to pay much more. Given the fact that the appointment is project-based and usually short-term, employees tend to look for better career opportunities. Further, the fact that there is no proper performance appraisal and reward system means that the motivation to perform better is also limited. Indeed, there is a crying need in projects of this nature to make sincere efforts for staff retention as well as provisions to deal with the situation when someone leaves taking along with him/her the experiences he/she has had.

3.3.2. Monitoring, Evaluation and Learnings

● Monitoring being done by an external agency like Antrix in Sujala project was one of the key features of the project. Antrix officials had a lot of flexibility and independence in monitoring. They not only had the reach to the grassroots, but they also did not have to depend on the report of project staff or report from NGOs.

● Monitoring was done on a concurrent basis. Close monitoring of processes and regular information sharing with the monitoring agency provided insights in what processes could work under which situations. This was unlike a contractual monitor going to the field and looking rigidly into whether the provisions of guidelines were adhered to or not. In a nutshell, the monitoring system was dynamic. This could be achieved because in Sujala, the purpose of monitoring was to ensure 'learnings'. Sujala also incurred a substantial cost on this aspect (1% of the total budget was spent on this part alone). But the large sum allowed the monitor to work independently.

● Antrix was mandated to carry out both monitoring and evaluation of the project for which it designed a system of concurrent monitoring and periodic impact assessment studies. This was further complemented by a set of thematic studies that brought out the impacts of the Sujala project. It used remote sensing and GIS for macro-level monitoring and evaluation of impacts. Further, monitoring was on a real time basis. Such concurrent monitoring stops any discrepancies in the project before it turns irreversible.

● On the other hand, after the Swa-shakti project WDC has relied upon internal monitors. Monitoring is based on monthly review meetings at all

Table 3.8. Monitoring Evaluation and Learning

Attributes	Sujala	JTDP	RGMVP	WDC	PPCP, Jalna
Outsourced or in-house	Outsourced: Done by an external agency – Antrix.	Outsourced: AFCL hired as M&E agency.	Done in-house – participatory monitoring as a principle.	In Swashakti project AFCL undertook M&E, now it is done in-house.	Done in-house.
Information flow	Antrix has access to all levels – top to down.	Elaborate reporting structure: Reports include gender disaggregated data but flow of information from DPMU to SHG level was lacking	Information flow was one way but due to block level association meeting there is some sharing of information with SHG representatives.	One way information flow – however there is elaborate structure of monitoring.	One way information flow.
Process of monitoring & evaluation	Periodic reporting, evaluations, reviews and term-evaluations.	SHGs meet fortnightly and review the situation	Reflective SHG meetings, monthly Block level and weekly SHG meetings	Monitored by PMIU/ DPMs monthly, only outputs monitored; no established mechanism	Through reports, meetings, and reviews.
Timeliness and availability	Real-time information available. Information is computerized.	Monthly progress reports.	Monthly progress reports.	Monthly progress reports that are finally collated at the PMIU.	Updated monthly.
Use of technology	Teleconferencing, GIS used MIS package for querying.	MIS used.	MIS includes qualitative as well as quantitative parameters.	Computerised MIS system is only at PMIU.	NREGS software a nation wide MIS

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levels and is limited to discussing outputs as recorded in the MIS formats. Very little emphasis is given on monitoring processes and evaluation of the project for impacts.

- Information flow in all projects except Sujala was one way to the PMIU with hardly any feedback to the grass-roots. This has resulted in an MIS-led system of monitoring outputs rather than a management decision support system.

- Use of technology was much wider in the Sujala project. The use of teleconference not only helped the top officials in keeping a tab on ground level work, but it also saved a lot of cost and time that are associated with travelling of people to meet at a particular venue.

- Both Sujala and RGMVP had hired part-time consultants for monitoring. This flexible process of hiring part-time short-term consultants is necessary as there are some specializations that do not require regular checks.

It can be said that an independent monitoring and evaluation agency is essential to ensure that outputs of partners are measured in a transparent and non-biased manner. Such measurements can form the basis for release of payments to partners without inviting charges of bias and arbitrariness. The key issue here is for the monitoring and evaluation agency to be independent, competent and reputable.

3.3.3. Financial Management
Two types of financial management have been followed – internally managed and contracted out to an external agency.

- In Sujala Project, there were several training programmes provided to clarify the distinct nature of the project. Accounting being a specialized activity often fails to go deep into the specific requirement of the particular project. As accounting follows a uniform procedure everywhere, the tendency is to adopt the project to the accounting procedures. In this context, orienting the accounts personnel on the project features is definitely an innovation.

- In JTDP it was recognized that NGOs have a scarcity of resources and hence advance payment was released to them. This type of adoption of financial procedures can help smooth implementation of the project. JTDP also has a system of community level funds.

- In Sujala both the financial systems partner and the accounting software were replaced after the 1st year of operations, on account of poor performance. This indicates the flexibility of the project management and their insistence on quality in the partner's outputs.

- But there are instances of procedural overkill too. In Sujala, the delay in check measurement of physical activities caused delay in payment of NGO partners. Similarly, procedural delay was common in approvals in the case of JTDP. Under a traditional system of financial management

Table 3.9.Financial Management

Attributes	Sujala	JTDP	RGMVP	WDC	PPCP, Jalna
HR system for financial management	Done by an external agency – internal staff not involved.	Internally managed – overlooked by several committees.	Outsourced to a CA firm.	Outsourced to a CA firm.	Internally managed.
Accounting procedures	For true reflection of progress of work executed, quarterly financial statement was linked to physical progress.	Accounting procedure was grossly simplified to accommodate village level management.	Book keeping done at SHG level	Accounting function of CA firm is limited book keeping and mandatory accounting functions.	Muster roll maintained – accounting based on that.
Disbursement to field level	CBO's report tallied with physical progress through check measurement, then payment released. But payment is held up sometimes because of delay in measurement.	Slow progress in terms of utilization of funds.

Delay in approval process. | Payment to SERP as built in through agreement, payment to CBOs not applicable as no physical work is there. | Fund released based on clearly identified milestones mentioned in the ToR. Payment is cleared by a committee comprising the MD, PD and the FC. | Payments as per schedule in contract; CBO level payment as per muster roll. |
Tools	MIS package used.	MIS package used.	MIS package initially managed on FoxPro, being improved now.	MIS package used – changed in mid-course for meeting requirement.	Manual system used.
Flexibility	Financial systems partner changed when it could not deliver.	Advance released to NGOs – as they were short of resources.			Not flexible – leading to delays in payment.
Capacity building for accounts	Various training programmes for streamlining of documentation of financial transactions were undertaken right up to grass roots level.	No specific training for accounting/finance management.	Training for SHG accounting provided.	No specific training for accounting.	No specific training given.

Comparative Analysis of the Projects

such procedural delays are the order, in an alternative model this fact must be taken into account while designing the overall financial management system.

3.3.4. Audit and Assurance

Auditing is a requirement of any sound financial management. The comparison of the above projects comes out with the following:

● Government projects have a provision of audit by the CAG while a few project sponsors often insist on a CA auditing the project accounts. This is because the CAG audit is usually based on a review of compliance with accounting procedures, whereas, audit carried out by a CA firm can have wider terms of reference. For example, in the Sujala project, the audit by YCK Associates covered not only accounting procedures, but also adherence to contracts, processes and systems. The audit was carried out at all levels and was not limited to books of accounts alone. It also included interviews with various partners and staff of the WDD

● However, with other projects the scope of audit was usually limited to review of compliance with accounting standards and procedures. In WDC, audit was limited to accounts maintained at WDC head office in Patna. It was not extended to cover partners, especially Block Level Federations which received substantial sums for on-lending to SHG members. Indeed, audit in most of the projects was seen as a statutory requirement rather than as an input to better management. Sujala was the exception.

Table 3.10.Audit and Assurance

Attributes	Sujala	JTDP	RGMVP	WDC	PPCP, Jalna
Auditor	CAG audit as well as audit through a CA audit firm that was hired as an audit partner.	CAG audit and an audit firm for NGOs.	Charted Accountant.	CA auditor as well as AG auditor. But both were for statutory purposes.	Charted Accountant.
Procurement process	Audit firm was hired on QCBS selection.	Audit firm hired centrally		Audit firm is hired by Board of Directors.	EOI taken by Dist Collector.
Role of auditor	Review of compliance to agreements, processes, govt rules, and timely info.	Review of accounting standards.	Review of accounting standards.	Review of accounting procedures.	Review of accounting procedures.
Internal audit system	Internal audit in place	No system in place.	No system in place.	No internal audit system in place.	No internal audit system in place.
Strategic role of audit	Helped streamlining the accounting system	Helped streamlining the accounting system.	Helped streamlining the accounting system	More in the nature of statutory audit. Mainly for filing returns to the registrar of societies	Audit report used for NREGA policy meets.
Internal control mechanism	Procedures and systems for authorization and verification, budgeting and approval procedure built in.	Annual work plan and budget prepared.			Authorization process established.

Part 4

Key Takeaways from the Case Studies

This section highlights the key lessons drawn from the analysis of the five case studies discussed in the previous chapters. The organizational framework is based on that used in the comparative analysis of the five models and is given below:

Figure 2: Key lessons for designing and implementing AIM

Comprehensive and consultative project formulation and design

Institutional/ Organisational Structure

● Leadership
● Clarity of roles
● Partnership management
● Centrality of community
● Centralisation/decentralization and standardization (incl. use of technology)

Management Systems

● Human Resource Management (HRM)
● Capacity building (CB)
● Procurement
● Financial Management (FM)
● Audit and Assurance
● Monitoring, Evaluation and Learning (M,E&L)

4.1. Comprehensive and Consultative Project Formulation and Design

All the projects were characterized by comprehensive pre-project design formulation and documentation that laid a strong foundation for project implementation and the partnership framework. During the project formulation stage itself, key partners were identified and included in project design consultations that helped to build mutual understanding and trust, and alignment to project goals. On these consultations, every aspect of the project design was carefully deliberated upon and finalized. The level of detailing of tasks of partners and job responsibilities of partner staff are extremely minute. Undoubtedly, this helped in identifying partners and managing them better. It also provided an opportunity to assess key partners for their capabilities and commitment to the project before hand. The Nodal Agency benefited by the advice given by partners with diverse backgrounds and experience and thus, could design the structure and the processes of the project better. Further, it helped in bringing clarity of roles and expectations from various stakeholders.

Though this is an intensive and often long-drawn out process (as long as 18 to 24 months in the projects studied), the potential benefits of following such a course suggest that this time and effort are worth investing.

4.2. Institutional/ Organisational Structure

4.2.1. Clarity of Roles

Government as a Facilitator

In all the projects studied here, the role of the was that of a facilitator rather than direct implementer. Policy making, design of the project, providing

finance, administration framework, and governance were the roles played by the government in all the projects. While the partner organizations undertook the actual implementation, monitoring, and capacity building, the main task of the PMUs or similar bodies was to manage the partners, provide financial resources, resolve conflicts between partners, set targets to partners, review progress and take decisions on strategic issues, such as introducing performance based payment system.

The nodal agencies or the PMUs were never directly involved in preparing village level plans and hiring contractors to get the work done. Coordinating with the community, and resolving their conflicts were never the responsibilities of the department staff, even at the district level. Thus, the government in the projects studied here played a purely facilitative and decision making role. At the state level, the key task was partner management and review of the progress of the project.

The degree of facilitative role varied from project to project as the management functions and implementation functions were different. This to a large extent was determined by the project objectives.

4.2.2. Leadership

All the projects had designated project leaders who articulated the project vision, inspired staff and partners, provided space for people to work and created an enabling environment for professionals to thrive. Here, in this study, their actual role varied from case to case ranging from playing the role of visionary leadership to more of an administrative manager. In some cases, a few people from the board of governors also provided the leadership like 'visionaries'. When it came to project implementation, there were operational leaders or project champions who would tirelessly pursue the objectives of the project and work with the team to achieve it. Effectiveness was brought through putting handpicked officers who had a vision and passion for the project. It is important that both at the level of designated leader and operational head such effectiveness has to be maintained.

It is the role of the visionary to inspire and make the team aspire for higher and higher levels of achievements. The project champion's role is to take practical steps to ensure such inspiration is channelized effectively and the goals are achieved. A combination of both qualities is required to successfully lead a project team.

At the level of project management, the main responsibility of the leader was observed to manage relationships with partners. Facilitation being the role of the government, the leaders spent enormous time in identifying and engaging professional partners. It must be ensured that the leaders should have this function with a high degree of freedom and independence.

4.2.3. Partnership Management

Partnership has been the core strategy adopted by all the projects to manage their multi-dimensional aspects. There is a clear recognition that a single agency does not have all the necessary skills and capabilities to design, plan and implement a project. Partnership ranged from simple field level activies to being a member of the PMU. In one case (RGMVP), partnership was found to be cutting across various levels (from state level right down to the field level). It covered a range of functions and activities – planning, implementation, monitoring, financial management, and several other aspects.

Intensity of Partnership

Depth of engagement with the partner also varied from pure service contracts as in the case of WDC and its NGO partners to full-fledged partnerships as in the case of RGMVP (with SERP) and Sujala (with Antrix and MYRADA). Full-fledged partnerships included participation in design, management and review of the project. Such partners often did not limit themselves to their functional areas but also contributed to cross-functional areas. This level of motivation from the partner is only possible when the adminstrative environment provided by the Nodal Agency encourages partner's ownership of the project. For this to happen, partnership has to be a way of working and not a mere contractual arrangment to get a job done.

> **Partnership principles**
>
> Box 3
>
> A full-fledged partnership needs the following:
> - Mutual trust and respect for each other
> - Independence to perform
> - In turn, the partner institution needs to work in a professional manner and align itself with the goals of the project
> - Clear-cut and flexible agreement liable to change keeping in tune with changing times

Clarity of roles

Well-defined terms of references (ToRs) formed the basis of successful partnership management in all the projects. The ToRs were based on clearly defined tasks and an indentification of the organizational and personnel qualifications to execute them. In most of the projects, the tasks, qualifications of partners and the ToR itself were detailed at the pre-project design stage itself. Again this process was carried out by a core group of officers from the nodal agency with support from professional management experts. It was also observed that ToRs were modified considering the cxhanging needs and changing situations.

It is the trust and mutual respect that sustains a partnership, but well-defined ToR goes a long way in building trust and respect. Further, it forms a basis for measuring progress, performance and linking payments to performance.

Quality-based selection of partners: While specialized agenices were selected on the basis of the single source selection method (like Antrix and MYRADA in Sujala). For the selection of field based implementing partners

quality based parameters were followed. In WDC, shortlisting of partners was done through quality parameters while finalization was done considering the cost quotations. Broadly, quality parameters were decisive factors.

Independence of M&E, Finance and Auditing Partners: In all the projects, M&E, auditing and finance were entrusted to external partners. However, the degree of independence given to them varied from case to case.

Similarly, for finance and auditing functions as well, deployment of their own staff right down to the field level helped ensure independence in action and reporting for them. Further, the fact that professionals were holding these posts at all levels as opposed to existing government staff handling the functions on a part-time basis meant that not only was the task attended to in time and with full attention but also that professionals were handling it. This ensured correct and authentic data in time which in turn played a critical role in partnership and performance management.

| Box 4 |

Independence of M&E function in Sujala

Independence of M&E agency was exceptional in the case of Sujala. Usually, M&E consultants depend on the project staff to collect data, even for concurrent monitoring and only make periodic visits to the field to cross-check it. In the case of Sujala, however, the M&E partner deployed their own staff right down to the field which enabled them to collect data on their own. Further, in the 1st and 2nd phases of the project, the M&E staff sent their reports to their higher-ups, who then consolidated the data and presented it to the state level PMU. This ensured that the M&E staff was not interfered with by the district level government administrative machinery. Thus, the M&E staff observed and reported without restriction, fear or inhibition. Therefore, the quality of feedback received at the PMU level was very sound and unrestricted, a valuable input for sound management decision making.

4.2.4. Centrality of the Community

All projects partnered with community based organizations, mainly to ensure people/beneficiary relevant planning and subsequent ownership through CBO based implementation strategies. The CBOs handled finances in projects also; in one case CBOs were signed on as a partner to create and nurture SHGs.

The projects have found great benefits in working with the community and making resources available to them to plan and implement activities. Two models were followed:

● CBO as an instrument

● CBO at the centre-stage.

In the first model, from the nodal agency point of view, it helped in reducing their responsibility to resolve conflicts during planning and execution of project works – which came to an end with the completion of the project. But if we look from the community's point of view, control over planning and execution meant that they could control leakage of resources and ensure quality of work. Further, it gave them the power to determine the areas of watershed

to be treated and how to distribute benefits. The moderating presence of the field NGO was essential to make this arrangement work. Ideally, hence, one must look forward to a model where the CBO remains at the centre-stage.

Partnership, however, with CBOs is not very easy. It needs a complete reorientation of staff from the nodal agency to be able to interact with the CBOs and treat them as partners, if not equal partners. The role of the project leader in ensuring this reorientation is very vital. It required capacity building and hand holding support in technical and project management aspects. In the long run this would create a strong social capital base with leadership qualities being developed among the CBO members.

4.2.5. Centralisation, Decentralisation and Standardisation

In all projects certain tasks and processes such as preparation of training modules, M&E and finance functions were centralized, whereas implementation, training, etc., were decentralized. Standardization of operational procedures in fact helped effective decentralized performance by enabling minimum standards of performance by decentralized agencies.

Operating procedures, especially planning and implementation at the field level was highly standardized for both the CBOs and the field NGOs. This helped in ensuring the quality of work as well as in managing a large number of CBOs and FNGOs with differing capabilities.

Further, the standardized operating procedures were not only written down and widely circulated but were also part of the training curriculum at all levels. This ensured wide-spread knowledge of the SOPs resulted in alignment of all partners and project staff towards similar modes of operation. A strong monitoring and audit system ensured compliance with the SOPs.

> Box 5
>
> **SOPs at Community Level**
>
> Even at community level SOPs could be managed with innovations like Sapta Sutra in RGMVP, which is a simple technique that helped in not only communication and retention of the SOP but also creating great enthusiasm among the users.

Often, standardization is equated with rigidity of systems. However, as observed here, systems were flexible since they were subject to regular review backed by a strong monitoring and auditing system.

Use of Technology: Use of technology was very prominent in the projects discussed here – like the use of MIS, and the geographic information system. Use of computers helped in standardizing implementation and management systems relating to planning, monitoring, and accounting. Mobiles and teleconferencing technology were used to keep in touch with field personnel and carry out project reviews without the accompanying cost of travel and time. Use of ICT helped in standardization and decentralization of various processes.

4.3. Management Systems

4.3.1. Human Resource Management

Dedicated and Stable Tenure in Key Positions: Ensuring dedicated and stable tenure for about five to seven years for people in key positions, particularly the leadership, is the most necessary element of any successful implementation model. It was observed that in the projects where the leader managed his/her role as an additional responsibility, focus on important tasks such as relationship management with partners could not be maintained. Further, a dedicated leadership also understands the intricacies of the project and helps in making swift and effective decisions.

Limited centralised HR role for nodal agency

All projects were characterized by a PMU at the state level supported by DPMUs or its equivalents at the district level. The strategy of partnership implied that the nodal agency staff were not involved in direct implementation in any of the projects. As a result, human resource deployment at nodal agency level was limited and was purely for administrative and/or facilitative roles. This approach helped in considerably reducing the Human Resource (HR) load on the nodal agency. Instead, the onus for recruitment and other HR functions was transferred to the partners, with the responsibility of the nodal agency to set standards for the quality of HR. The nodal agency managed this by specifying the posts, qualifications and skills required for each of these posts. However, the degree of standardization, detailing and process of ensuring compliance varied from project to project.

Tapping the Large Pool Available in the Market

In all the projects, there was a marked preference for recruitment of professionals from the open market over deputation of personnel from other line departments. Exceptions were usually in the area of accounts, where accountants on deputation or even retired government accountants were preferred to ensure that documentation and reporting needs met with government requirements. However, even in such functions where government officers were placed to play a representational role, subject –matter professionals or agencies were hired to augment and undertake functional work.

Such induction of development professionals usually brought in fresh thinking and helped re-orient the project team better. Looking at the open market for hiring also increases the pool from which people are to be selected.

The flip-side is that when professionals were introduced into the system, in a few cases there remained a marked difference in the powers of delegation (financial, administrative, others) between staff on deputation from the government and staff recruited from the open market. Such differential treatment led to high attrition. High attrition can also be attributed to the absence of a performance evaluation system, leading to a stagnant salary structure as compared to the fast changing market.

4.3.2. Capacity Building

All the projects laid emphasis on comprehensive training for all stakeholders (predominantly NGO personnel and community but also project staff) at all levels of the project implementation. Training module development was centralized and entrusted to a resource organization, but the training programmes were conducted in a decentralized manner.

The main training module dealt with various aspects of implementation such as project cycle, steps in community mobilizations, participatory planning, and reporting systems. But training was never restricted to planning and implementation tasks alone. It covered other functional areas too. Similarly, M&E consultants carried out their own training to ensure that monitoring formats and self-monitoring formats were understood and filled properly.

Trainings also covered the vision and mission of the project, the key strategies to achieve these and the role of various partners. Trainings were used to bring about standardization in working apart from building skills and knowledge. Thus, training was treated as a key measure to bring about alignment of vision, working style and a sense of team spirit. Finally, trainings were never a one-off event, but the same training modules were repeated to ensure that the messages were retained well and acted upon.

4.3.3. Quality – basis of procurement

Procurement norms were highly standardized in all projects, especially for procuring organizations. Usually, they started with a QCBS – elaborate acronyms system but eventually changed to a FBS system with a standard cost being established for the tasks. This helped to ensure that quality was given primacy in the selection process with concomitant impact on project deliverables. However, starting with a QCBS system helps in better cost discovery than starting off with a QBS based on a prior-estimate of the cost.

Often, governments even in projects profess to lay great emphasis on quality of humanpower or machinery being procured, but often the tender committee that is constituted awards the tender to the firm quoting the least cost. This is generally done because least cost selection procedure is seen as a safe and easy process for the tender appraisal committee. But quality played a critical role in procurement systems adopted and the resultant performance. On the other hand, a quality and cost based system needs preparation, and clarity on the tasks being tendered, and on the selection criteria and process.

4.3.4. Financial Management

There were structured financial procedures for all the projects. In some instances, special provisions were made recognizing the specific needs, e.g., in JTDS advance payment was released to NGOs considering the scarcity of resources at their level. This helped in smooth implementation of the projects. Further, accounting is a specialized activity and often it does not go deep into the project requirements. Hence, training programmes were

conducted for accounts personnel to clarify the distinct nature of the project in the Sujala Project. In spite of such consideration, there were instance so delay of payments. Hence, appropriate care must be taken so as to avoid any procedural overkill.

4.3.5. Audit and Assurance

As a measure of sound financial management, auditing was reglularly done. However, other than Sujala (where audit went beyond checking the books of accounts – like adherence to contracts, processes and systems that included interviews of staff and partners too), the scope of audit was usually limited to review of compliance with accounting standards and procedures. Audit should be seen as an input to better management rather than merely a statutory requirement.

4.3.6. Monitoring, Evaluation and Learning

Three of the five projects studied here had an external M&E partner. The scope of the ME&L contract was varied from project to project. The main elements of the most comprehensive ME&L system were: concurrent monitoring, periodic impact assessments and thematic studies. It also included, self-monitoring and reporting. The scheme of M&E was well thought out and developed based on wide ranging consultation with other partners.

Monitoring in Sujala

Box 6

Unlike other projects, where M&E was seen more as a periodic field visit and assessment of project progress by an external M&E partner, in Sujala it was viewed as an integral management function. Even at the design stage it was seen as a strategic tool to manage the project better, given the wide area of implementation and an even wider array of partners. Indeed, it was never viewed as a statutory function to be completed and a report filed. The project also made innovative use of technology in setting up and strengthening the monitoring function.

In Sujala, the focus of M&E was to collect data, monitor progress, assess impacts and document it. However, it did not end there. The primary aim of this function was to learn, improve and if necessary change systems and procedures. In fact, M&E was looked upon as a system to collect information and evidence in a scientific and transparent manner to help management take stock of progress and institute corrective measures in time.

Needless to say, such depth of monitoring, coupled with independent and real time reporting ensured that project staff and other partners were constantly kept on toes. Undoubtedly, quality and timeliness of data added an extra sharpness to the frequent project reviews that were conducted with the help of teleconferencing technology.

Feedback loop from M&E systems and emphasis on learning and improving: Despite prior planning and careful design, all projects faced problems to manage partners and processes. Based on feedback from the M&E systems, a number of changes were made in the project provisions and processes like replacement of software, use of community level facilitators, payment system of field partners by linking it to performance, etc. Thus, the emphasis in all projects was on learning from doing the project and not being afraid of changing partners, systems and processes if the situation demanded. The effort was to constantly do better. This needs an enlightened leadership to foster such thinking and create an enabling environment to learn from mistakes.

Part 5

Road Map for AIM in RDD Programmes in Bihar

As discussed in Chapter 1, a large proportion of Bihar's population is poor, illiterate and with poor human development outcomes. Central government allocations for anti-poverty programmes have increased significantly in recent years and new, innovative programmes such as the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) have been introduced. However, despite recent improvements, fund utilization levels and coverage of intended beneficiaries continue to be fairly low. Poor programme implementation has been a consequence of several factors including weak institutional arrangements and lack of clarity of roles, low capacity of staff, highly centralized decision making systems, strong aversion to risk taking or decision making as a consequence of the culture of vigilance enquiries, lack of incentives for performance and weak monitoring and accountability systems that perpetuate inefficiencies and leakage. At the same time, the expansion in the scale and greater rights- and demand-based orientation of programmes such as MGNREGA in recent years imposes greater demands on the service delivery mechanisms.

In order to address these service delivery gaps, the Rural Development Department (RDD), GoB, is currently seeking to transform itself into a citizen centric and performance based organization that brings about improved outcomes. The department aims to:

● Ensure that the citizen is at the centre of its operations, including design of approaches to enable citizen-beneficiaries as significant partners rather than as passive recipients of patronage

● Enable dis-intermediation as well as appropriate checks and balances of traditional power structures by unbundling service provision function, policy setting and monitoring agencies

● Provide opportunities for better access and choice in service providers to citizen-beneficiaries and therefore, impact quality of services

● Help in catalyzing the traditional government delivery structures through demonstrable examples of alternate and more effective approaches, through transfer of knowledge and capacity as well as synergistic exchange of values and culture.

In this context, alternative models of implementation are being considered as valuable tools to help the department to address these goals. In particular, in the case of two key programmes – MGNREG and SGSY – partnership with non-government actors and communities is a core element of programme design.

This chapter first provides a brief overview of the programme performance of both the MGNREG and SGSY programmes in Bihar. This analysis is based on administrative data and field-based assessments undertaken in recent years and focuses on briefly identifying key constraints and bottlenecks. The following section then combines this information on programme

implementation and the lessons drawn from the five case studies in the earlier chapters to develop a set of recommendations for introducing AIM with respect to these programmes in Bihar.

5.1. Programme performance of MGNREG and SGSY in Bihar

As discussed in the following two sub-sections (5.1.1 and SGSY in Bihar 5.1.2), in spite of very good intent to address the challenges faced by the large number of poor in the state (comprising 41% of the population), its capacity to deliver the necessary set of complimentary services required for promotion of livelihoods of a large number is quite limited.

However, with the marked improvement in the governance in the State, with high focus on improving the quality of life in the State by both the Government and Donor agencies, there is a trend of increased activities of the civil society organizations in the State. Even many corporate entities like the Tatas and Indian Tobacco Company (ITC) have become quite active in the state.

Taking advantage of this improved law and order situation, improved Governance, the state government is also very actively considering the possibilities of building Public-Private-Partnership in the state to deliver its livelihood support/promotion programmes effectively. However, as the experience of the five cases studied show, to build such partnerships effectively for delivery of major livelihood support/promotion programmes like NREGS and SJSY, the government would have to take some concrete steps, such as constituting a task force, matching tasks and matching competencies, identification and induction of partners, pre-project consultation and capacity building of partners, etc. These have been discussed in greater details in subsequent section 5.2.

5.1.1. Programme performance: MGNREGA

MGNREGA has three broad objectives of providing guaranteed wage employment opportunities, creating sustainable livelihoods through augmentation of natural resources based assets and strengthening rural and local governance. In order to achieve these objectives, NREGA seeks to identify and enroll rural households needing employment, issue job cards to them, and provide employment. In doing this, the PRIs have an important role to play and it starts with the Gram Sabha. All levels of PRIs have their important roles to play. Further there are government departments that have to contribute to planning and implementations. Finally, civil society has also to contribute in terms of conducting capacity building, and facilitating social audit.

Table 5.1. Progress of NREGA in Bihar (2006–to date)

Cumulative no of Job Cards Issued	12,406,518
No of households who have demanded wage employment	4,131,450
Number of households provided employment	4,127,311
Number of Households provided 100 days of employment	2,87,019
Person-days generated (cumulative in lakhs)	1137.54
Cumulative Expenditure	Rs1816 crore (Oct. 2009)

Broadly speaking, the working philosophy of MGNREGA is partnership – as there are several organizations involved in the whole process of implementation.

Starting in 2006, MGNREG has covered a long way. Under NREGS, 1.24 crore job cards have been issued (approx. 75% of rural households). Employment has been provided to 41.31 lakh households, creating 11.36 crore person days. Of the total employment created, 47% have been provided to SC population. The employment share of women has been to the extent of 30%. As reported in July 2010, an expenditure of Rs1,816.88 crore has been made so far in achieving the above results (Table 5.1.)

However, significant implementation challenges remain. A key challenge, given the demand-driven nature of the programme is poor awareness of rights and processes for demanding rights among citizens and even among PRIs and government functionaries. Other critical issues with respect to programme delivery include inadequate and non-participatory planning of works, inadequate work provisions leading to unmet demand for employment, poor coverage of job cards, delays in payment of wages, poor adherence to the specified transparency mechanisms and several other aspects. Key constraints and bottlenecks for delivery included inadequate staffing, especially of technical staff, irregularity in funds flow to the GP, etc.[9]

A key constraint in MGNREG programme delivery has been significant lack of capacity in terms of dedicated, competent, trained human resources at all relevant administrative levels. Until a year ago, nearly half the required positions are vacant at the block and GP levels, while officials at block and higher administrative levels often hold additional charge, with these multiple roles making focused leadership a casualty. RDD, Bihar is currently on a significant recruitment and training drive so these constraints are likely to ease in the coming months.

However, implementing a rights-based, demand-driven programme like MGNREG requires a significant re-orientation of staff as well as appropriate partnerships with agencies on specific areas of collaboration. Hence, it is required that agencies that have the required capacity should be brought in. This requires a paradigm shift in terms of organizational/ institutional structure as well as in terms of approaching the management of a partnership-focused system.

5.1.2. Programme performance: SGSY
The key objective of SGSY is to help alleviate poverty through building institutions of the poor through the mechanism of thrift and credit. The programme seeks to achieve this by mobilizing the poor in rural areas of the country into SHGs and

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9 See Development Alternatives (2009), Scoping study for the design and development of AIM for NREG (Bihar); India Grameen Services (2009), Scoping study for the design and development of AIM for NREG and SGSY (Bihar); Sunai (2009), Process assessment of NREG in Bihar; all prepared for the World Bank.

linking them to banking credit and mainstream financial services. Further, SGSY, through the lever of social capital, endeavours to positively affect the livelihoods and income levels of the poor through support to the livelihood programme.

Under SGSY in Bihar, total 1.48 lakh SHGs (women SHGs 0.9 lakhs) have been formed, of which 0.78 lakh have crossed the stage of first grading; while another 0.43 lakh SHGs have passed the second grading stage. Total 63% of SHGs passing the first grading phase and 83% of SHGs passing the second grading have undertaken economic activities. By October 2009, total expenditure under this scheme was Rs16,974 crore, of which the amount of credit given was Rs12,897 crore.[10]

Several implementation challenges remain with respect to SGSY, including lack of attention to strengthening SHGs formed under SGSY, procedural delays in sanctions and funds, particularly where different levels of administration or different agencies were involved, inadequate monitoring of SHGs and programme performance in the field.[11]

In SGSY, the programme delivery is done primarily through the DRDA and the BDO at the district and the block levels. NGOs are involved in mobilizing and creating SHGs. Banks are involved in appraising loan applications and lending credit. The Project Director, DRDA and the BDO are key personnel in implementing SGSY. Critical role is that of the Block SGSY Committee to carry out selection and planning of economic activities at the block level, for which they are not well equipped. Thus the programme relies on government staff to deliver. With an organization structure not dedicated to this task, poor matching of tasks with human resource skills, low capacity and poorly orientated staff, programme delivery suffered. SGSY is currently being restructured under the National Rural Livelihood Mission (NRLM).

5.2. Roadmap for AIM in Bihar

Based on the discussions in the preceding sections, we envisage the following roadmap to implement NREGA and SGSY through an AIM in Bihar.

Step 1: Constituting a Task Force

Identify and hand-pick an officer with the characteristics of a project leader and champion described in the preceding sections. The officer need not be only from the Rural Development Department. Appoint him/her as the task team leader (future Project Director).

The Task Team Leader should form a Task Team of officers drawn from the state, district and block levels, preferably those who have worked on NREGA and/or SGSY and from the Rural Development department. This Task Team

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10 Source: RDD, Bihar, administrative data, December 2009

11 See India Grameen Services (op cit)

will start the process of preparing for implementation of NREGA and SGSY through AIM.

The guiding principles would be as follows:

- Partnership is the key strategy to achieve multi-dimensional objectives

- Partnering with the community for planning and implementation is mandatory and a binding principle

- Partnership starts with alignment of all partners with the goals of the project

- The role of the nodal agency is facilitative and administrative.

Step 2: Mapping tasks and matching competencies

- Make a complete list of tasks and competencies required for implementing the task

- Map competencies of the Nodal Agency (in this case the Department of Rural Development)

- Identify areas where there is a need to bring in competencies from outside:

  - Some processes require an independent view: such as monitoring, and audit. Processes should be transparent. Identify partners for these as well, even if the competency is sitting in house.

  - Two critical process partners are for Implementation and Monitoring, who need to be identified first and brought onboard, as the rest of the process design, including identification of other partners, must be taken up in consultation with them. These partners should be strong and independent enough to be able to take a professional stand and express their views, even when it does not match the nodal agency's point of view. In Sujala, both MYRADA (the implementation partner) and Antrix (ME&L partner) demonstrated that character.

- Match competencies with task requirements and prepare an institutional plan which provides details of how tasks and partners would interact with one another to execute the project.

Step 3: Identification of and induction of partners into the Task Team

The key criteria for selection of partners should be the following:

- Do they have the core competence for the task at hand?

- Is the partner willing to put this effort at the centre of attention and allocate resources for this?

- Are they willing to learn and change?

- Are they in a position to take a professional stand and express their views, when it does not match the nodal agency's view?

Once identified, partners should be inducted into the Task Team. Thus, at this stage the Task Team should have at least an NGO partner for implementation design and an M&E partner/adviser. Single source selection process could be followed to identify such partners and limit their role through a contract to only the pre-project design stage.

Step 4: Pre-project consultation and capacity building

● The entire Task Team should be jointly oriented towards the project, the AIM processes and the guiding principles indicated in Step 1 (A–D). This would ensure that the entire team is aligned with the goals and the strategy of the project.

● A series of consultations should be held to discuss tasks, competencies required and identify roles and responsibilities. This series of discussions would be very helpful in building a sense of partnership as well as afford a chance to the nodal agency to assess the capability and commitment of the partners.

Step 5: Project Design

Based on the detailed task mapping and the lessons learned from the analysis of the case studies, the task team should prepare a detailed project design.

Some of the design principles which can be followed are:

● Community is at the centre of planning and implementation, with decision making at their level. Community institutions must also be treated as a partner and not as beneficiaries or a delivery arm only

● Standardization of key processes, at least with reference to planning, funds flow and accounting. There has got to be an implementation support arm, for e.g., MYRADA, BAIF, in Sujala project, which will focus on facilitating communities implementing the project and providing relevant technical expertise for communities to take informed decisions

● Implementation arm and the Monitoring arm must be separate at all levels

● Administration of the project should be viewed distinct from implementation and monitoring. It must be kept with the Nodal Agency. The administrative arm should not be too strong to damage the spirit of partnership, nor should it be too weak that some of the partners become irresponsible

● Also have separate contracts for multiple roles of the same agency with strong performance linked payment incentives, including counterpart performance obligations and incentives for government agencies

● Programme design must convert guiding principles into Systems, that should be amenable for learning and change.

The design prepared should be presented to a cross-section of officers and others involved in implementing NREGA and SGSY and feedback sought before the design is finalized.

Step 6: Piloting the AIM based NREGA and SGSY

The AIM based project design should be field-tested in at least 5–10 blocks spread over at least 2 districts for a period of a year.[12] Care should be taken to ensure that:

● People engaged in the Design Phase must continue into at least the Pilot Phase

● The project design is implemented in full with all requisite resources. For e.g., if teleconferencing is a part of the review plan, then such facilities should be provided even in the pilot phase

● No leadership change should be allowed until the pilot is completed, design reviewed, revised and readied for scale-up

● Ideally, the Project Leadership should continue into the scale-up phase also.

This section has attempted to present a broad roadmap for implementing an AIM based NREGA and SGSY programme. The section is based on an understanding of the problems confronting NREGA and SGSY in Bihar and lessons learnt from an analysis of the five case studies. Needless to say, the case studies provide rich material to the reader on the lessons and much more. We would strongly urge the Task Team Force to read all the case studies before embarking on their tasks.
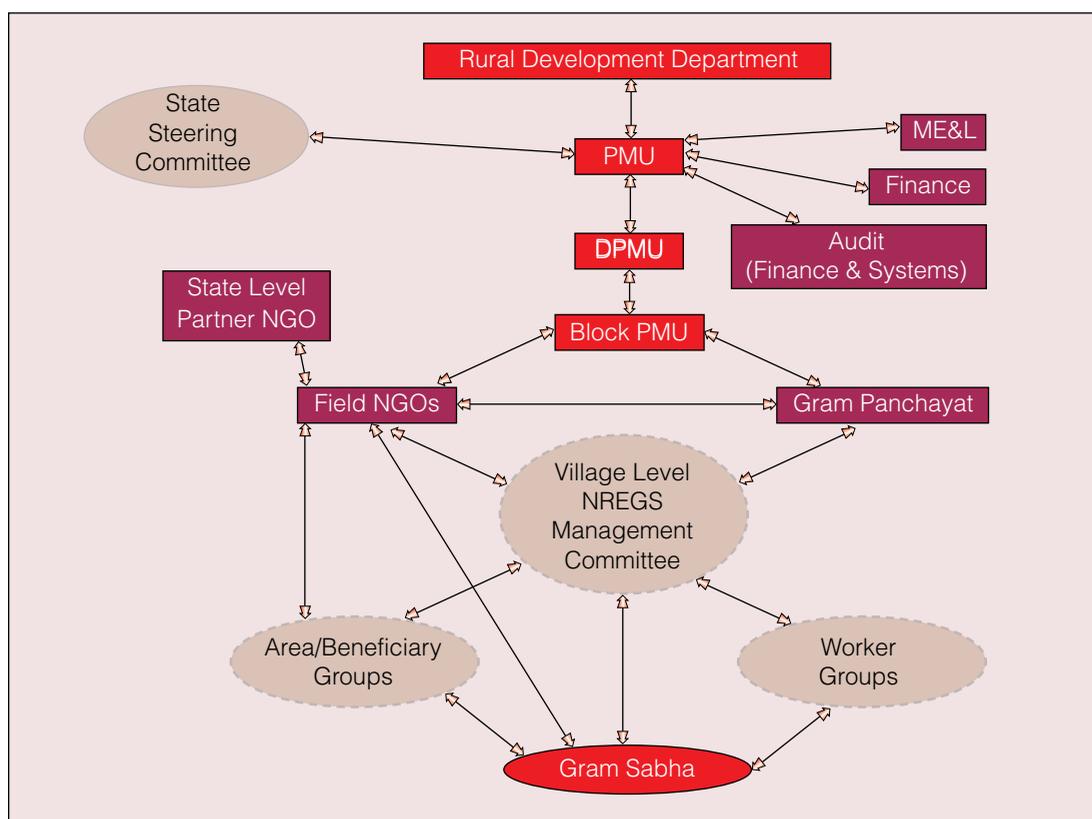
The task ahead is huge, the road is new, but others have travelled on it before.

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12 To ensure that the entire labour seasonal cycle is catered to

Annexure

Annex 1: Suggested Partnerships & Structure for Delivery through AIM

Partnerships with community based organizations and other specialized organizations is the key to implementing NREGA and SGSY through AIM. We present here a suggested partnership structure. As discussed in the preceding sections, this is a key role of the Task Team and the structure presented here is only illustrative and is by no means exhaustive. The PMU at the state level, District PMU and the Block PMU are the main administrative axis. The GP is an administrative unit for field level activities.

Key professional partners are:

● State level Partner NGOs responsible for SOPs for planning & implementation, training, awareness generation modules, etc. The State Level Partner NGO, the Field NGO, the VLNMC would form the planning and implementation axis of the programme delivery mechanism.

● ME&L, Finance & Audit partners although mentioned at the state level should have independent presence at all levels up to the block level with reach to the village level. The ME&L, Finance and Audit partners would form the system and management support axis of the programme delivery mechanism.

  ■ Field NGO is a key partner to create awareness and mobilize workers for enrolment and ensuring issue of job cards. They would be responsible for organizing the Area/Beneficiary groups and Workers (Job Cardholders) groups and federating them into a Village Level NREGS Management Committee, the CBO for implementing NREGS. The Field NGOs are also responsible

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for facilitation of preparation of village plans and shelf of works through the Village Level NREGS Management Committee. The Field NGO should have personnel with experience in community mobilization and management as well as technical skills, especially in the area of natural resources management and civil engineering.

● The Village Level NREGS Management Committee (VLNMC) would be the CBO with whom the Block Level PMU could enter into a contract for planning and implementation of works. The VLNRMC would be constituted by representation from Area/Beneficiary Groups and Job Cardholder groups of that village.

■ The Area/Beneficiary Groups would be identified based on all those that are beneficiaries of an asset being created in the village under NREGS. For example, if a checkdam is being built, then all those whose lands would benefit from access to irrigation would be constituted into an area group. This group would be primarily responsible for preparation of the detailed plan for that structure and oversee its implementation, especially for quality of the structure. This is based on the principle that it is the beneficiary who is usually most concerned about the quality of an asset being built. These Area/Beneficiary groups would be represented in the VLNMC.

■ Similarly, job cardholders, as the primary stakeholders in NREGS, would also be mobilized and formed into groups. These groups would also be represented on the VLNMC so that their concerns are also addressed.

■ The VLNMC would operate as a sub-committee of the GP and would have its own bank account. There would be representation from the GP into the VLNMC but not necessarily leadership.

Thus, the AIM delivery mechanism may be visualized as comprising an administrative axis mainly manned by the government structure, planning and implementation axis manned by NGOs and CBOs and a management support axis manned by system partners.

Needless to say, this is only a broad brush sketch of a possible partnership and implementation structure and needs to be developed by the Task Team through a process of identification of tasks, competencies and consultations with stakeholders.

In the recent decades the expanding role of government has been questioned and there has been a strong sense of belief that government would better fit as an enabler rather than a doer. Even in the context of public goods where government so far had a rationale for government intervention was questioned. The logic behind this phenomenon is that the procedural inefficiency of government has been the stumbling block in effective delivery of services.

It is in this context it was argued that there are Alternative Implementation Models/Mechanism (AIM) that would be much more effective than the government agencies. The study has captured the learning's of AIM model and the insights drawn assume importance to create effective Alternate Implementation Models for better delivery.

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