

Alternate Implementation Mechanism A Case Study On Jharkhand Tribal Development Programme

August 2010

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Submitted by



Prepared by



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The views expressed in this report are the authors'¹ view and not necessarily those of the organisation

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Abbreviations

AWPB	Annual Work Plan and Budget
CBO	Community Based Organization
CFM	Community Based Forest Management
CFMC	Community Based Forest Management Committee
CFMF	Community Based Forest Management Fund
CPM	Computerized Programme Management System
DFID	Department for international Development
DPIU	District Programme Implementation Unit
DRDA	District Rural Development Agency
FNGO	Facilitating Non- Government Organization
GSRMP	Gram Sabha Resource Management Plan
GOB	Government of Bihar
GOJ	Government of Jharkhand
GOI	Government of India
IFAD	International Fund for Agriculture Development
JTDS	Jharkhand Tribal Development Society
JTDP	Jharkhand Tribal Development Programme
M&E	Monitoring and Evaluation
MIS	Management Information System
MoU	Memorandum of Understanding
MWS	Micro watershed
NGO	Non-Government Organization
NTFP	Non- Timber Forest Produce
PD	Project Director
PMU	Project Management Unit
PEC	Project Execution Committee
PTG	Primitive Tribal Group

RNGO	Resource Non-Government Organization
SC	Scheduled Caste
SOE	Statement of Expenditure
SHG	Self Help Group
ST	Scheduled Tribe
TDS	Tribal Development Society
VCC	Village Credit Committee
WDC	Watershed Development Committee

Glossary

Community Based Organizations:	Civil societies, non profits that operate within a single local community. They are often run on a voluntary basis and are self funding. Within community organizations there are many variations in terms of size and organizational structure. Some are formally incorporated, with a written constitution and a board of directors, while others are much smaller and are more informal.
District:	Administrative division of an Indian state or territory. Districts are further subdivided, in some cases into sub divisions, and otherwise directly divided into tehsils or talukas or blocks
Gram Panchayat:	Local government at the village or group of villages and is the first tier of the Panchayat system in India.
Implementing Agency:	Agencies (e.g., NGO/CBO/CSO/private sector) partnering with the government/Nodal Agency to implement programmes and schemes in an end to end or partially.
Nodal Agency:	A department or an agency of government which is vested with the responsibility of steering a project or scheme through adoption of AIM, apart from other conventional implementation models.
Village:	A clustered human settlement or community with the population ranging from a few hundred to a few thousands (sometimes tens of thousands), often located in rural areas.

Part 1

Introduction

1. Why Study the Case?

The Jharkhand Tribal Development Project (JTDP) is an initiative of the Government of Jharkhand with support from the International Fund for Agriculture Development (IFAD) along with the Government of India, and the UN World Food Program. Starting in 2003, the eight-year-programme tried to promote tribal livelihoods through the grassroot level institutions (i.e., Gram Sabha). In fact, it is the Gram Sabha that is at the centre-stage of planning, implementation, and monitoring of the project. In order to undertake such an ambitious project, support of various NGOs, research institutions, and other agencies were undertaken. It would be interesting to see how the whole partnership was managed, particularly in the context of so far not having panchayat elections in the state. The programme thus provides a platform for learning the Alternate Implementation Mechanism (AIM) for effective service delivery.

2. Snapshot of the Project

The tribal population, the most disadvantaged section of society, is characterised by poverty, illiteracy, lack of access to social and technical services, and low productivity. It is this extremely low income which entraps them in debt. Exploitation by moneylenders and other suppliers is also commonplace. The situation of the tribals in Jharkhand is no different from the general difficulties faced by their counterparts in other places.

There have been some development efforts targeted at enhancing the livelihoods of tribals but in general it has been limited to government initiatives. People do not have much stake or participation in these programmes. In recent decades the government has tried to provide an enabling environment through devolving powers to the Gram Sabha, and even NGOs have made significant contributions. The interventions have the constraint of the absence of Panchayats, so far there has been no Panchayat election in the State.

In this context, a large scale initiative was undertaken in the State. The International Fund for Agriculture Development (IFAD) along with the Government of India, Government of Jharkhand and UN World Food Programme in the year 2002 launched the JTDP. The main objective of the project has been empowerment of communities to participate in decision-making, and to develop sustainable community institutions, and livelihoods. The programme was initially designed to be completed in eight years starting from 2001. However the actual implementation started in April 2003. IFAD's programmes have been driven by three elements:

- Grass-roots institution building and institutional strengthening of support agencies;
- Promoting and securing the access of marginalized groups to resources;
- Promoting the diversification of livelihood opportunities within the on-farm and off-farm sectors.

The Government of India enacted the Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA, 1996) and it came into operation on 24 December 1996 to usher local self government in Scheduled areas. This created a lot of opportunities. JTDP used the provisions of PESA and made efforts to empower the local communities and design resource management strategies which met their perceptions and aspirations. The programme thus provide a platform for learning alternate implementation mechanisms for effective service delivery.

JTDP endeavoured to devolve the *power of planning, executing and monitoring village development programmes* through community based institutions by directly implementing the programme through the Gram Sabhas. The programme components included natural resources management and SHG based activities for which funds were directly transferred to the Programme Execution Committee (PEC) elected by the Gram Sabha. The programme supported activities which were identified, planned and implemented by the beneficiaries and provided the required resources and support. The resources were directly managed by the beneficiaries after appropriate capacity building. The programme hence pioneered in transferring resources directly to community based organizations, which was not the practice in any other state sponsored programme. The programme also involved the tribal development society, state programme management unit, district programme implementation unit, non-governmental organizations and relevant line agencies to capacitate and facilitate the Community Based Organizations to manage the resources transferred.

2.1. Goals and Objectives

JTDP aims to develop and implement a replicable model that ensures:

- Household food security
- Improvement of livelihood opportunities and overall quality of life of the tribal population based on sustainable and equitable use of natural resources.

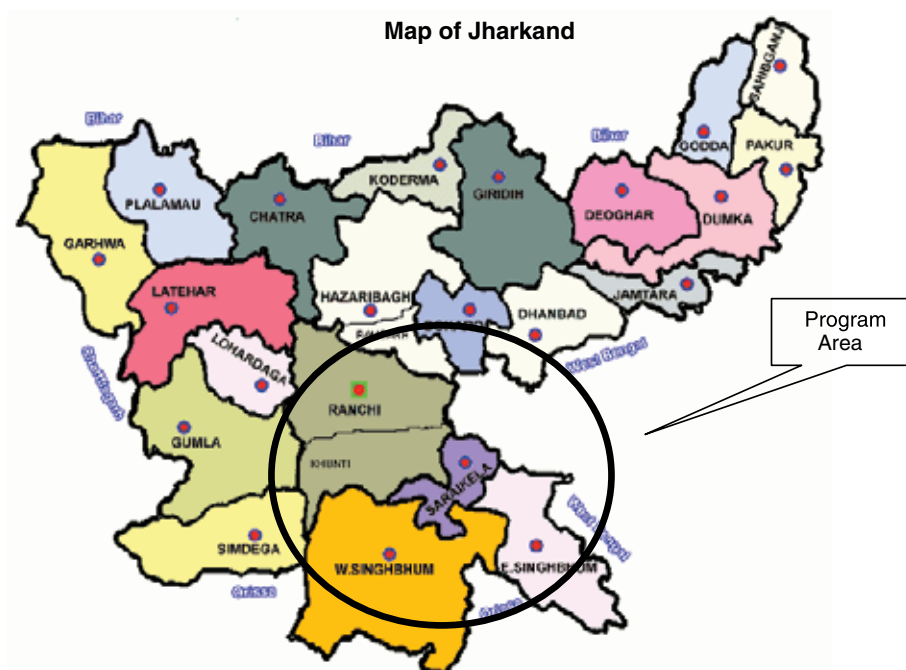
To achieve this programme there is need for intervention by:

- Empowering tribal grassroots associations and users' groups, including women and other marginal groups, so that they would become more capable to plan, implement and manage their own development.
- Promoting activities which generate sustainable increases in production and productivity of land and water resources
- Generating alternate sources of income outside of agriculture, particularly for the landless.

2.2. Programme Area

The programme covers five districts of Ranchi, East Singhbhum, West Singhbhum, (Chaibasa), Khunti, and Sarai Kela-Kharsawan of Jharkhand, reaching out to 35000 households located in 330 natural villages.

Figure 1: Map of Jharkhand showing Programme Areas



2.3. Programme Components

The programme is designed on the three main components: beneficiary empowerment and capacity building, livelihood systems enhancement and programme management and implementation. Sub-components within the overall project design are:

- planning and management.
- capacity strengthening of villagers.
- technical capacity building.
- land and water management.
- community based forest management.
- production system enhancement.
- health and nutrition services.
- tribal development societies.
- district project implementation units.
- NGO support.

A gradual and phased approach was adopted to allow for the satisfactory empowerment of Gram Sabhas and for building up grassroots institutions. Therefore, the programme was implemented in two phases:

- Pilot phase
- Scaling up phase

with a reassessment and evaluation at the end of the pilot phase and 3 years after commencement of the scaling up phase.

2.4. Programme Cost and Financing

The total programme was INR868 million (USD15.9 million) for a period of nine years. The respective sharing of the total programme cost was as follows:

	USD (%)
IFAD loan	8.74million (55%)
Government of Jharkhand	1.75 million (11%)
Beneficiary contribution	1.27 million (8%)
DFID, WFP and Govt of India	3.97 million (25%)

The WFP contribution was in the form of food assistance to the beneficiaries.

2.5. Institutional Arrangements for programme implementation

- **State Level:** A Project Management Unit (PMU) was established within Jharkhand Tribal Development Society and two district Programme Implementation Units were established, one at Ranchi and the other at Chaibasa. The PMU partnered with a host of Resource NGOs namely, MART, MYRADA, BAIF and AFC to provide sector-specific inputs to the programme and for capacity building of the FNGOs in specific areas.
- **District Level:** The programme partnered with 32 Facilitating NGOs (27 termed as FNGOs and 5 as HNGOs as they dealt with health issues) to provide techno-managerial support to the Gram Sabhas for planning, managing and executing the programme.
- **Village level:** The programme partnered with 330 Gram Sabhas for implementation.

3. Why the Programme Chose AIM as a Strategic Tool

3.1. Programme Conception

The Programme was conceptualized after thorough review and assessment of current government-run tribal development initiatives. It drew lessons from the implementation experience of other tribal development projects, examining the core issues of cooperation and partnership among the government, NGOs and communities and the participatory methods and experiences that were found to be effective. An intensive PRA exercise, a study on marketing

of non-timber forest produce (NTFP), a study of indebtedness in Bihar and a review of current legislations were undertaken. Two consultation workshops with NGOs were also conducted. All these exercises were part of the project design. Further, a reality check workshop with key opinion leaders on tribal development was organized, which highlighted the importance of the parliamentary decision on the legislation of the PESA Act 1996.

3.2. Drawing Lessons from Past Experiences

From the above exercises, the major constraints related to the current government programme were identified as:

- Interventions have been welfare-oriented, where tribal communities are treated as passive recipients. Most of the initiatives have been uniform, top-down and target oriented, failing to take into account the aspirations/needs of the tribals and location specific constraints. Activities are carried out in an uncoordinated manner, missing the opportunities to create synergy with investments
- Emphasis on rigorous adherence to standards and implementation norms are not always relevant to local situations
- Disregard for equity and gender situations, in spite of government guidelines.

Overall, there was little or no emphasis on the empowerment of the tribal populations on the changes that were required in attitude as well as economic relationship between mainstream and tribal communities.

Lessons learnt helped in formulating the programme:

- For sustainability to be achieved, an increased focus on empowerment, grassroots institution development and building local capacities in a range of technical skills are required. The JTDP incorporated beneficiary empowerment and capacity building as the main component of the programme.
- JTDP adopted the community demand driven approach as the communities response was encouraging when the changes proposed were relevant to their needs.
- JTDP vested the project designing and village planning responsibility to the locally constituted programme execution committee so that local knowledge was recognized and there was no longer a dependency on external agencies.
- JTDP introduced livelihood system enhancement as one of the main components of the programme, especially in the rainfed area where most poor tribals dwell.
- JTDP emphasized upon the SHG approach for reaching micro-finance services to the poor tribal since the lack of access to financial resources and high level of indebtedness to the informal sector often constituted

major obstacles to improving the standard of living of the tribal population.

- JTDP worked on simplification of processes and also made provisions that there would be only one turnover of state Project Director in the total project. .
- JTDP engaged a number of NGOs as facilitators and adopted the best practices of some for furthering the reach. NGOs could contribute significantly to the process of social mobilization and empowerment if they were given adequate autonomy.
- JTDP emphasized upon strengthening local institutions and their governance systems. JTDP made an attempt to promote legal literacy. Most of the tribal communities were unaware of their legal rights, particularly those bestowed upon them under the recent progressive legislation.

3.3. Important Features of the Programme

The programme was designed to meet the challenges faced by the earlier ones. The programme design phase was highly process-oriented, with strong emphasis on empowerment of beneficiary groups and their active participation in self development. Within such a framework, flexibility in terms of implementation scope, sequence, and arrangements was applied to meet the requirements and priorities of the target groups, which differed among communities. The design considerations under the programme were:

- Beneficiary demand driven
- Process-oriented and flexible approach
- Priority to target group of marginal smallholders, women, landless or semi-landless households
- Household food security and nutrition security considered as a mid-range objective towards the achievement of a sustainable livelihood system
- Beneficiaries needed to make contribution both in cash and kind
- All requests for programme financing were subject to mandatory environmental screening.

The programme was managed by involving community based organizations, tribal development society, programme management unit, district programme implementation unit, NGOs and relevant line agencies of the state government. At the village level, Gram Sabha was the basic unit for planning, coordinating and monitoring programme activities.

A gradual and phased approach was adopted to allow for the satisfactory empowerment of Gram Sabhas and for building grassroots institutions. The programme was executed in two phases: a pilot phase (3 years) and a scaling up phase (5 years) – with reassessment and evaluation at the end of pilot phase and 3 years after commencement of the scaling up phase.

The introduction of the concept of the establishment of autonomous tribal development society for the implementation of the programme brought flexibility and professionalism in terms of programme management. It was intended to develop a replicable model of development management structure. Here government agencies became facilitators and community based organizations took charge of implementation and thus planned to change the traditional direct programme implementation role of the line agencies to that of facilitation.

4. Key Take Aways from the Case

4.1. Gram Sabha at the Centre-stage

At the centre of the programme's strategy lies the Gram Sabha. From the conceptualization stage, the importance of capacitating the community based organizations and involving them in planning, executing and monitoring have been emphasized. Accordingly the programme was designed. Thus there has been a shift in role: earlier the government agencies undertook the core implementation; in JTDP the CBOs, i.e., Gram Sabha implemented while NGOs facilitated.

The programme followed a bottom up planning approach by entrusting the Gram Sabha Programme Execution Committee to develop the Gram Sabha Resource Management Plan. As part of this exercise the Gram Sabha prepared a technically viable and socially acceptable plan, taking the inputs of the facilitating NGOs.

Many of the procedural details were modified or developed keeping the Gram Sabha at the centre-stage; an e.g., is the simplified accounting system which is a major highlight of this programme.

4.2. Managing Partners

Involvement of partners in pre-design deliberation: Partnership requires the agencies to be on equal footing; they are generally converted into contractors or service providers because they have not been involved in the design phase of the programme. This was not the case with JTDP. Due care was taken to involve NGOs in the discussions when the project was being conceptualized. Although all the partners participated in the pre-design deliberations, there was a fair representation of partners (like NGOs). For establishing AIM this is an important learning.

Inbuilt strategy for convergence: Though the programme was implemented by an autonomous society (JTDS), the programme had an inbuilt design of involving the district administration and line departments of the government agencies in the state level and district review committee to facilitate better coordination and convergence with other schemes.

MoUs at different levels: JTDP entered into an MoU at several levels for effective service delivery. Interestingly, even at the village level the GSPECs entered into MoU with the Watershed Development Committees and other Committees established within the Gram Sabha. The MOU had clear specifications wherein the terms of reference were clearly stated and followed. The working committees also had to maintain records as prescribed. Accounts at every level was audited by an audit firm hired at PMU level. This not only ensured a clear agreement on deliverables and terms of payment, but also helped in proper record keeping and maintaining transparency at village level.

Special fund Provisions: As many NGOs did not have the financial strength for managing cash flow, a special fund was created through which advance release of funds was done.

4.3. Simplification of Procedures

The programme simplified the accounting processes and followed a uniform account keeping system at each PEC level. Nine books of records were specially designed and maintained.

The programme also adopted simplified and unified accounting systems for the SHGs, developed by PRADAN, an NGO operating in the area. The regular transaction sheet is so simple in design that a person with an educational qualification of sixth grade would be able to maintain the records after the four rounds of training. This reduced the dependency of SHGs on external bookkeepers as they could easily find a member with such competencies. This also reduced Human Resource (HR) costs of the programme as the SHG members decided and paid the service charge to the bookkeeper. Annual audit of accounts was conducted by an external auditor and this helped SHGS to track their performance and leverage loans.

The FNGO, PRADAN, from its experience of working on watershed management developed a manual for Integrated Natural Resource Management based Livelihood promotion for the practitioners. This manual details the methods and best practices in micro-planning, programme implementation, record maintenance and so on (Annex 1). The manual is used as standard operating procedures for all INRM initiatives undertaken by PRADAN.

4.4. Challenges in Programme Implementation

While the programme was well designed, there were many lacunae in delivering. At the programme level there were design-implementation gaps, centralization of authority, and slackness in cross-learning; at the NGO level there was a common strategy for capacity building though the NGOs required differential levels of capacity building interventions. At the operational level

there was a great deal of delay in approval procedures. The challenges faced in implementing the programme are elaborated as follows:

- **Design-Implementation Gaps:** Broadly speaking the programme could not act upon the initial design level insights. On one hand efforts were made to simplify procedures, on the other hand adequate emphasis was not put on curing the procedural delays inherent in the approval process. Similarly, there was no effort made to understand the variations in the capacity building needs of partners.
- **Centralization of Authority and Multiple Procedures:** The project had meticulously laid down procedures but the financial powers were highly centralized. Even as there was the clarity that the Gram Sabha was the centre stage of all plans and implementation, there were multiple procedural controls that not only delayed decisions, but also the progress of the project.
- **HR Management Programme:** Lack of competitive remuneration to the programme staff led to attrition, and the programme had difficulty retaining the quality professionals. The HR systems had no designed performance appraisal system for effective programme delivery.
- **Slackness in Cross-learning:** The programme took little initiative to create forums, organizing workshops and seminars on experience sharing and dialoguing with an aim to dovetail other government schemes in the GSRMP.
- **Common Strategy for Capacity Building:** The Programme involved a host of FNGOs with varied capacities but did not have a capacity building plan to upgrade the skills to attain uniformity in village level planning throughout the project. Though Resource NGOs were involved to capacitate the FNGOs in thematic areas, the role of RNGOs was not defined well.

The field level success of the programme largely depended on NGO facilitation. Most of the NGOs are locally based and accustomed with local languages and dialects. It is noticed that these NGOs have different capacities. However, there is a very high level of variation in capacities of NGOs, and such variations are noticeable when one compares their work across different village clusters. This is partly due to a common strategy for training for all NGOs. The current training does not build their capacities based on specific needs assessments.

- **Slow Approval Procedure:** The programme could not capitalize on the efforts made to prepare the GSRMP as the plan was not approved in totality and each component had to get a separate technical and administrative approval which resulted in delay in programme delivery. The GSRMP comprises of seven components, such as land and water management, community based forest management, livestock management and so on. The feasibility and viability of each component were assessed by the DPIU officials. Each specialized division assessed the technical and

administrative viability separately and made approvals and releases of funds at different points of time. Therefore, the sequencing of activities as per GSRMP got affected. (For e.g., a PEC had got a technical and administrative sanction for aquaculture in a recharge pit but had not received sanction for construction of the recharge pit). Such discrepancies were found because the demand for land and water management activities were much higher than any other component and the number of technical staff members at the PMU or DPIU was not enough to match the pace of work. Moreover, there were pressures of financial and physical target fulfillment. The essence of demand driven processes was overshadowed by stringent and lengthy assessment processes. In spite of provisions the plan could not be done effectively. It calls for adequate monitoring and ensuring that the same has been adhered to.

Part 2

**Institutional
Structure and
Governance**

5. Programme Coordination and Governance

5.1. State Programme Coordinating Committee

A State Programme Coordinating Committee was constituted. This is chaired by the Principal Secretary, Tribal Welfare Department with the Programme Director as Member Secretary. The other members include Secretary–Tribal Welfare, Secretary–Finance, Regional Development Commissioner, Chairman JTDS, Secretary JTDS, Heads of Departments of Forestry, Women's Development, Watershed Mission, Animal Husbandry, Fisheries, Public Health, General Manager, NABARD and Lead Bank Manager.

The Committee secures interdepartmental coordination and linkages for the programme while meeting quarterly.

The representation of the Gram Sabhas in the Board facilitated decision-making based on field realities regarding implementation on one hand and also provided a forum to voice the communities' issues and to influence decisions. This also demands on one hand, effective facilitation from the chairperson and on the other hand, effective capacity building of the Gram Sabha representative to put across his/her viewpoint before the Board.

5.2. District Programme Coordinating Committee

A District Programme Coordinating Committee was established at each DPIU level. The committee is chaired by the District Collector, with the District Programme Manager as the Member Secretary. The other members include Director, DRDA, District level Head of Departments of Agriculture, Forestry, Soil and Water Conservation, Animal Husbandry, Public Health, Fisheries, DDM, NABARD, District Lead bank officer, NGO representatives and the programme staff of DPIU.

Initially the committee used to meet monthly. However, later the frequency of meetings was changed to quarterly. The meetings primarily undertook the following:

- review district Annual work plan and budget
- review progress
- finalize line agency input
- resolve issues
- review monitoring reports.

The involvement of the stakeholders in the coordination committees at state and district levels facilitated the process of convergence, building ownership and acted as a forum for sharing and seeking support.

Points to Ponder

The representation of all partners at various levels not only helps in proper information flow, but also facilitates convergence and builds an enabling environment for the implementation of the programme.

6. Programme Management and Organizational Structure

The Tribal Welfare Department at the State level and the Ministry of Social Justice and Empowerment at the Central level are the nodal agencies for the programme. A Programme Monitoring Unit headed by the Joint Secretary was established within the Ministry at the central level to monitor the overall performance of the programme. Government of India, the borrower of the IFAD loan made proceeds of the loan to the Tribal Development Society through the state.

6.1. State Level Programme Organization

Jharkhand Tribal Development Society (JTDS), an autonomous agency registered under the Societies Registration Act, 1860 was specially created for implementation of the programme. The Society was registered with various categories of members: four representatives from the Government, three from NGOs/tribal community nominated by the Regional Development Commissioner, Government of Jharkhand.

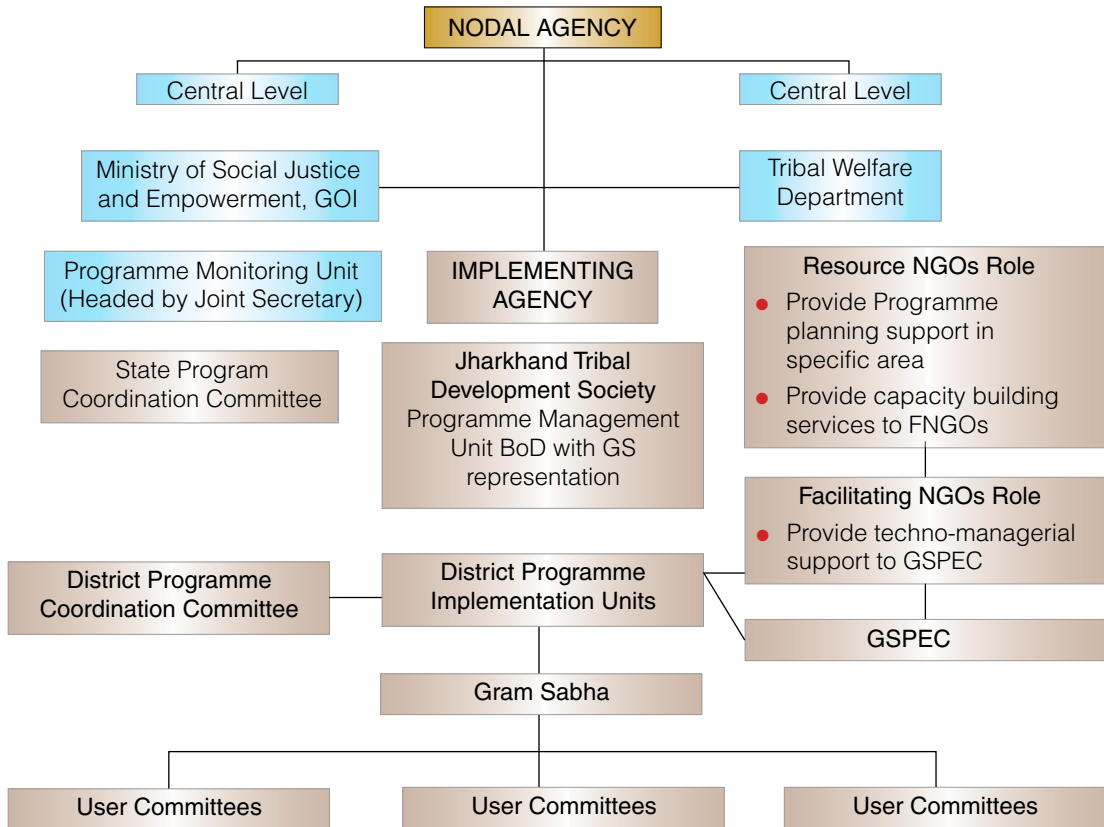
JTDS functions as an autonomous agency with its own financial rules, and service regulations. It has the authority to procure goods/services, enter into contracts with NGOs and provide grants and other financial aid from programme resources to the Gram Sabha Project Execution Committee with its own operating rules and regulations consistent with its duties and responsibilities under the programme. The activities and decisions taken by the society are governed by its Board of Directors.

The organization is governed by a Board of Directors initially constituted of five Directors from the Government, two from the NGOs and two from the tribal community. The representation of the participating Gram Sabhas in the board was ensured from the second year. The representation of the Gram Sabhas was increased to five in the fourth year, reducing the government and the NGO representation to three and one respectively. The Board of Directors is responsible for:

- providing direction and guidance for programme implementation
- facilitating coordination between partners
- approving the selection of NGOs as programme partners
- reviewing and approving the annual work plan and budget
- liaising with the Government agencies, especially with regard to policies and solutions to problems

- advise the State Government on tribal policies and issues related to programme area.

Figure 1: Organization structure of JTDP



The Responsibility for the execution of the programme lay on the Programme Management Unit (PMU) which was established within JTDS. The PMU is headed by the State Programme Director. It is responsible to monitor the performance of the NGOs involved in the programme, all activities relating to staff recruitment, procurement and release of programme resources, overseeing field operations implemented through the district level Programme Implementation Units, liaising with the district administration, line agencies, NABARD and the lead banks to ensure their coordination and cooperation for programme implementation, maintaining close contact with IFAD, state and DFID, review, consolidation and modification of annual work plans and budgets submitted by the DPIUs, all implementing agencies in the state and submission of the same to JTDS for approval. The PMU has three departments:

- Programme
- Finance and Administration
- Monitoring and Evaluation.

The key staff of PMU comprised:

- a Community Development Programme Officer
- an Agriculture Engineer/ Watershed Development Programme Officer
- a Fisheries Programme Officer
- a Finance and Administration Officer
- a Monitoring and Evaluation Officer.

Points to Ponder

AIM looks for changes cutting across structural and institutional aspects. Hence it is important that adequate representation of agencies/society operating at various levels should be made. This will help making the alternative model more acceptable to various stakeholders.

6.2. District Level Programme Organization

District Programme Implementation Units

Two, District Programme Implementation Units (DPIU) were set up one at Ranchi in the same premise of JTDS to implement the programme in selected blocks of Ranchi and Khunti and the other at Chaibasa for programmes in Saraikela Kharsawan, East and West Singhbhum as given in Table 1. Each DPIU is headed by a District Programme Manager.

Table 1: JTDP Programme Areas and DPIUs

DPIU	Districts
Ranchi	Ranchi Khunti East Singhbhum
Chaibasa	West Singhbhum Saraikela-Kharsawan

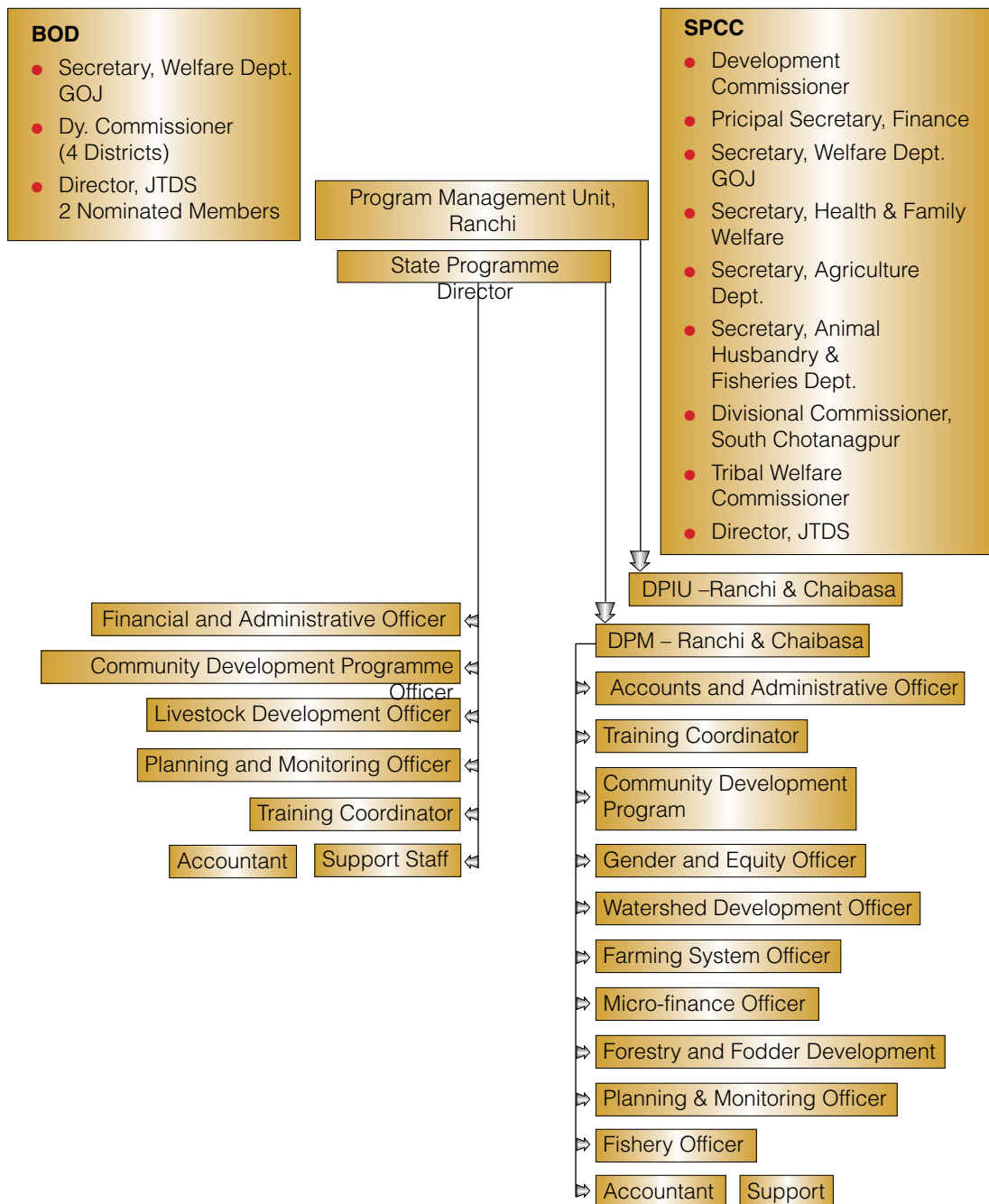
The programme covered 12 blocks namely Tonto, Khuntpani, Sonua, Goelkera (West Singhbhum), Rajnagar and Kuchai (Saraikela Kharsawan), Angara, Bundu and Tamar (Ranchi) Erki (Khunti) and Dumaria, Potka (East Singhbhum).

Major responsibilities of the DPIUs are to:

- undertake all programme activities related to watershed development, common forestry, fisheries, SHGs, micro- enterprises, including selection of villages
- identify appropriate NGO partners and send their details to JTDS for final selection
- initiate beneficiary empowerment and capacity building processes
- collaborate with other technical service providers

- prepare district plans based on Gram Sabha resource management plans
- monitoring and supervising programme implementation, including preparation of quarterly and annual progress reports
- releasing funds to Gram Sabha and NGOs and other service providers
- prepare and submit reimbursement claims to JTDS

Figure 2: Organogram of JTDS



- monitor and supervise activities of all partner agencies including various committees at the Gram Sabha level, NGOs, village animators, village health workers, village animal health workers and SHGs.

Each DPIU has three sections:

- Programme section
- Accounts and administration
- Planning, monitoring and evaluation.

The key staff in DPIU are: Community Development Officer, Watershed Development Officer, Micro Finance Officer, Forestry and Fodder Development Officer, Women Development Officer, Farming Systems Officer, Training Coordinator, Planning, Monitoring & Evaluation Officer, Accounts & Administrative Officer and Audit Assistant.

Non Governmental Organizations

The programme partnered with NGOs for assisting Gram Sabhas to implement their programmes. The Facilitating NGOs (FNGOs) were a vital link between the resource NGOs and the communities. The FNGOs were responsible for:

- establishing village based service providers, such as village health workers, village animal health workers
- selection and training village animators
- assisting DPIUs in performance review, monitoring and evaluation.

The FNGOs undertook the following specific activities

- community mobilization and awareness raising on legal issues
- assessing the strengths and weaknesses of existing community institutions and negotiating necessary modifications in their structure and functioning or establishment of new institutions within the tribal communities
- conducting Participatory Rural Appraisal (PRA) to systematically document the endowments, constraints, preferred intervention and priorities of the communities
- undertaking wealth ranking and identifying poorest households and the losers due to resource management intervention
- assisting the community to address equity issues to ensure orientation towards the poor and women
- ensuring participation of the marginalized groups in all programme activities
- raising awareness of the tribal community on resource management issues
- assisting the Gram Sabhas in physical demarcation of natural villages

- preparing the communities to participate in the interactive process of drawing up a comprehensive GSRMP for the village
- providing all required assistance to the specialized committees at the Gram Sabha level for undertaking activities, such as micro watershed, community forestry management, fish culture, micro enterprises and so on
- conducting training needs assessment, developing curriculum and training material and delivering technical and managerial training programmes – including SHGs and women committees
- promoting development of SHGs, beginning with formation of SHGs to development of clusters/association.

The facilitating NGOs were supported by the Resource NGOs or private sector based service providers for specific technical support. The resource NGOs were brought in as programme partners with an objective of obtaining technical and specialist services in the areas of watershed planning, livestock management and health and nutrition components. The RNGOs selected included MART (for marketing support), MYRADA (for SHG management related support), BAIF (for technical support) and AFCL (for monitoring and evaluation). They provided sector specific inputs to the programme and for capacity building of the FNGOs in specific areas. In practice, the RNGOs were engaged in conducting the following activities:

- training need assessment
- training staff of FNGOs , JTDS and DPIU
- primitive tribal group problem analysis and needs assessment
- process documentation

The role of RNGOs was not clearly specified in the organizational hierarchy. However, it could be defined as the roles that can be undertaken by agencies that do not come under the purview of an FNGO (i.e., supporting in implementation). RNGOs were not necessarily NGOs – rather they included research institutes like ICRISAT and the agriculture university like Birsa Agricultural University (BAU). The RNGOs sometimes were given specific tasks depending on the requirement of the project. For example, PRADAN was asked to prepare a manual for community based natural resource management. Thus, it could be observed that an FNGO could also take up the task of the RNGO as PRADAN did. The RNGOs list and the purpose for which they were hired are as follows:

- WOTR, Ahmednagar, Maharashtra: Watershed development (training & exposure)
- MYRADA, Bangalore: Microfinance, Watershed Development (training & exposure)
- ICRISAT, Hyderabad: Agriculture

- Birsa Agriculture University, Ranchi: Agriculture, Aquaculture, Forestry, Livestock Development
- HARP, ICAR, Palandu, Ranchi: Agriculture & Agroforestry
- CRUS, ICAR, Hazaribagh: Agriculture
- BAIF, Pune, New Delhi: Agriculture & Livestock Development
- PRDIS, Hyderabad: Agriculture Development
- MART, New Delhi: NTFP & Forestry and Fodder Development
- PRADAN: Land & Water Management/Micro Finance
- XISS, Ranchi: Project Management/Micro Finance
- IIM Kolkata: Project Management
- NIRD, Hyderabad: Community Development/Gender & Equity
- ASCI, Hyderabad: Financial Management.

The RNGOs had been selected through single source selection system because of their specialized skills.

District Administration and Line Departments

The District Programme Managers also reported to the District Commissioners about the implementation progress and issues and solicit assistance and guidance from the district administration.

6.3. Village Level Organization

At the village level, the Gram Sabha is the basic unit for planning, coordinating and monitoring programme activities. The Gram Sabha decides the priorities, specifies and approved the perspective and annual plans for the development of the village.

A Project Execution Committee (PEC) was established by the Gram Sabha responsible for:

- consolidating various schemes proposed
- scrutinizing them from social, technical and environmental standpoint
- working out financial plans and draft village wide plan for all the developmental activities.

The PEC was an elected body consisting of at least four members with at least one woman. The Gram Sabha was constituted of technical committees such as the Watershed Sub-Committee, a Community Forest Management Committee, and Women's Committee as the need arises. The Committees invited the animators, NGO field workers, specialists from resource NGOs/JTDS/DPIU/line departments as observers in the Gram Sabha Execution Committee meetings. The PEC signed an MoU with the committees. The Gram Sabhas did not have any role in the selection of FNGOs.

Self Help Groups are the vehicles for development of low cost, client oriented rural financial services in the natural villages. SHGs were strengthened to:

- undertake group efforts in savings mobilization
- develop linkages with banks to obtain credit
- improve profitability of the micro enterprise
- empower women and assist poorest households.

Each Gram Sabha had at least one village animator who was trained by the FNGO. The animator was paid an honorarium and he/she was the contact person in the village for the programme.

Points to Ponder

The roles and responsibilities of organizations involved in the programme must be clearly outlined and should be documented in the form of terms of reference or MoU.

7. Human Resource Management

All the PMU and DPIU functionaries (both line and staff members) except the State Programme Director were hired through open market.

7.1. Job Responsibilities

The Programme document clearly defines the job responsibilities of every position in the Programme. HR norms define job responsibilities of each position in the units but do not provide any lead towards the appraisal of the same. The programme however in due course had designed a system which is mainly based upon the assessment of the reporting officer. The Human Resources and job responsibilities of some in these bodies are detailed out in Annex 2.

Though there are provisions for exposure and on job training for the personnel no defined processes were followed. The programme did not provide for a position of an HR personnel and the task was entrusted to the finance and administrative officer.

Interactions with some of the personnel revealed that there was not much scope of learning and growth. The tasks were defined and needed to perform as slated.

One important feature of the HR system was that at the design level it was clear that leadership had to be consistent in the programme. The Programme Appraisal Report emphasized the appointment of a full-time State Programme Director with no more than two turnovers during the entire programme implementation period to ensure effective service delivery

7.2. Recruitment processes

The programme recruited personnel with commitment and domain expertise to deliver the desired results. Personnel for all the positions were hired from the open market following a selection process which included:

- formation of selection panel
- advertisement in media
- circulation to reputed NGOs and Government Departments
- short listing and interview
- approval of selected candidates for key positions.

The selection committee comprised a nominee from State Government (Tribal Welfare Department), a prominent state level person having rich experience and credentials, and one or more specialists.

7.3. Delegation of Powers

Delegation of power had been primarily defined at the top level, providing discretion to him/her for further delegations. The State Programme Director was vested with the following powers:

- execute MOU/contracts with programme partners and release funds
- release funds to programme partners
- invest the surplus funds in short-term deposits with the approval of the chairperson
- power to sign all deeds and documents on behalf of the society
- power to sign contracts with consultants relating to technical, scientific, financial, managerial and legal matters with approval of Chairperson
- make payments towards procurement of goods, works and services
- incur expenditure over staff salaries, Travel Allowance (TA), Daily Allowance (DA) and miscellaneous advances
- incur expenditure towards office and related expenses
- release payments to experts, consultants and resource persons of training programmes
- incur expenses in organizing workshop, seminars , symposia, training
- delegate part of financial powers to DPM, DPIU, Finance and Administration Officer, PMU. Accounts and administration officer, DPIU,

Thus it was clear that total power had been vested in the State Programme Director and it was within his discretion whether any particular power would be delegated to the next levels. It was learnt that the delegation had not been uniform across all the DPIUs. In terms of financial sanction, the DPIUs were allowed to sanction activities up to Rs1.5 lakhs (INR150,000) whereas the State Programme Director approved any amount higher than this. The practice resulted in delay in programme implementation as it slowed down the decision making process.

7.4. Leadership

In spite of the Programme Appraisal Report's emphasis and several mission review recommendations to appoint a full-time Programme Director, the position was held by a personnel with dual charge. This affected the fund utilization and delays service delivery.

7.5. Capacity Building

At State level

Training and workshops for JTDS Staff were organized on regular basis on various topics from agencies like WOTR, ENRAP, CIRDAP, NIRD, IIM, ICRISAT, XISS, JAGORI, MYRADA, PARIVARTAN, and SAMBODHI.

Gram Sabha level

Issue based capacity building programmes were organized for the members of Gram Sabha Programme Executive Committee (GSPEC) and other community representatives such as opinion leaders, village head, animators. Apart from formal trainings, in field trainings and exposure visits had been organized, especially for the villages in the scale up phase. Exposures to the pilot phase areas had enabled the community representatives to develop better understanding of the planning process and the concept of natural resource management through the Watershed approach. Trainings had been organized on the following topics:

- Concept seeding on JTDP
- Participatory planning process for GSRMP preparation (resource mapping, social mapping, transact, trend analysis) and concept of JTDP
- Participatory monitoring and self assessment
- Book keeping
- World Food Program food grain and godown management.
- Role and responsibility of PEC.

Several trainings for skill development and income generation had been organized for the SHG members under farming system, forestry and fodder cultivation etc. Exposure visits have been organised both for SHG members and government staff. Training programmes were organised for Animators too.

There were a few training programme organised for the FNGOs as the role of FNGOs was vital in building the skills of the Gram Sabhas.

Challenges

However, the capacities of the FNGOs themselves varied widely. The net result was the quality of capacity building of the Gram Sabha which differed directly in relation to the FNGOs capabilities. The Programme did try to address this issue by ensuring that all FNGOs, were given the same training input. However, since the training programmes did not track actual performance of the FNGOs, no training programme was conducted to address performance gaps.

Staff members of various technical and professional positions also required exposure and experience sharing/learning opportunities for human resource development. The programme did not have a plan developed for training and exposure of NGO and project staff.

7.6. Other Issues in HR Management

Staff attrition from the project as well as from NGOs was high due to lack of better remuneration and incentives as compared to other IFAD projects,

or similar projects of other development agencies in neighbouring states. There was no appraisal system developed to assess the performance of the personnel.

The personnel deputed by the Government had a greater influence on the government mechanisms to channelize fund flow for effective implementation than the personnel hired from the open market. However, JTDP had people mainly hired from the open market. Except the Director, all others were contract employees and had not served in the government earlier. The Programme faced fund flow issues after the change of the State Programme Director.

Points to Ponder

Consistence in leadership has to be maintained.

Staff retention is an important indicator of successful implementation process. Frequent change in human resources brings in a lot of difficulties.

Government functionaries by their position might have a strong control on financial aspects that can affect team relationships too.

In addition to facilitation guideline, capacity building guidelines also need to be designed based upon competence mapping of the FNGOs to achieve the desired results.

Part 3
**Planning,
Implementation
and Support
Systems**

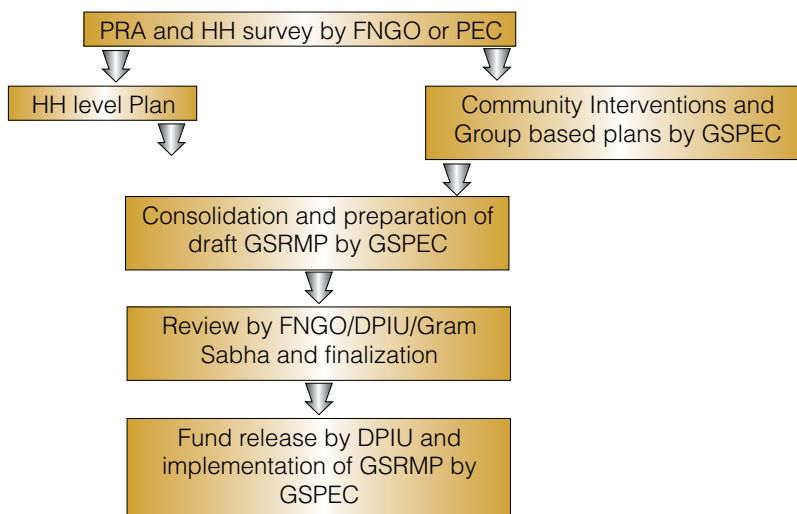
8. Planning Procedures

Physical planning of overall programme intervention is based on micro-watershed. In order to ensure participation of the marginalized, the plan is developed through Participatory Rural Appraisal (PRA), focusing on land and water conservation interventions and on equity and gender aspects.

A Gram Sabha Resource Management Plan (GSRMP) is drawn by the Programme Execution Committee (PEC) with technical assistance from the respective FNGO and submitted through the PEC to the DPIU concerned for final approval. The GSRMP comprises of a compendium of community level initiatives which includes groups and individual household plans. It includes in order of priority, the type, scale and timing of priority interventions, dealing with technical solutions preferred by the community groups, including a breakdown of labour and other inputs that could be provided by the community. The Gram Sabha, assisted by the NGO staff and village animators, is responsible for drawing up a preliminary budget with contribution from different partners for its implementation. The plan also identified the individual or groups within the community and external agencies that would be responsible for implementation or supporting the activities.

GSRMP is reviewed by the facilitating NGOs and DPIU. GS is consulted in case of any changes suggested before DPIU releases the required funds.

Figure 4: Planning process at Village level



To implement their programmes, NGOs were brought in as partners for assisting village institutions. One facilitating NGO was contracted by JTDS to work with communities in at least one micro watershed. The programme had allocated funds for the managerial and technical capability strengthening of staff of facilitating NGOs, through start up courses, refresher courses, workshops, trainings and study tours.

The programme adopted a demand driven process for service delivery and had undertaken holistic planning process in the villages at the level of the Gram Sabha based on PRA. The planning process led to the development of a resource management plan for the community. Women and marginalized households were closely involved in the development of these plans. Quality of these plans were however dependent on the facilitation skill levels of the NGOs in the participatory planning process.

Challenges

Although the plans were developed in a participatory manner and included various needs of the community, they lacked prioritization of needs. The village level work plan was seldom prepared keeping in view results/ outcomes corresponding to programme components in the log frame. This showed that there is a mismatch between the log frame and the actual plans, which generally occurred if the log frame was not developed in a participatory process.

The existing plans were attached with an estimated cost of activities, but they were planned for a period of one to three years without specifying monthly/ quarterly schedules and their respective budgets.

Moreover, village level annual work plans and budgets were not consolidated with the District AWPB for approval. The district level budgeting was based on the project budget which did not come up as a result of the bottom up planning.

Points to Ponder

It is important that the planning processes are meticulously documented and specified in the guidelines. Otherwise there is a possibility of dilution in the process.

Mere provisioning of the desired planning process may not automatically lead to effective planning in the desired manner. Adequate steps must be taken to monitor and ensure (through process monitoring) the same

9. Programme Components and Implementation

JTDP had four programme components:

- The Beneficiary Empowerment and Technical Capacity Building Component
- Livelihood Systems Enhancement
- Production Systems Enhancement
- Rural Micro-finance
- Health and Nutrition.

A Programme Implementation Chart was prepared which clearly demarcated activity wise responsibilities, involvement of various partners in the programme.

9.1. Beneficiary Empowerment and Technical Capacity Building Component

Programme Description

In the context of the Panchayat Raj initiative, the programme moved beyond its specific components and broad based the awareness generation to issues like tribal rights, as espoused by the recent legislation on gender and equity issues. Legal and managerial strengthening was provided to the villages in the selected micro-watersheds and to PTG villages outside of the micro-watershed areas. This was undertaken through orientation training in legal literacy, programme planning, implementation and management and through exchange visits and study tours.

Implementation

The RNGO developed the curriculum and prepared training material and delivered training programmes. The RNGO in charge of micro-watershed development conducted training needs assessment of the facilitating NGO staff and JTDS staff to incorporate a participatory process in watershed development apart from engineering aspects.

The Agriculture Finance Corporation collaborated in the programme and developed necessary tools for participatory monitoring and evaluation and trained the facilitating NGOs. As mentioned earlier, the FNGOs facilitated the process of planning and implementation of the programme through conducting meetings of the Gram Sabha, sensitizing and educating people and supported the village level animator.

The annual work plan of a Gram Sabha Programme Execution committee was implemented by several working committees constituted within the Gram Sabha:

- Finance Committee
- Programme Procurement/ Purchase Committee
- Watershed Development Committee
- Programme Health and Nutrition Committee
- Bio-diversity Conservation Committee.

The execution of the plan through the various sub-committees at Gram Sabha level required a high order of management, coordination and networking skills which develop over a period of time. It was ambitious to expect this level of skills from newly formed Gram Sabhas.

9.2. The Livelihood Systems Enhancement Component

Programme Description

Land and Water Management Sub-Component

The programme established a land and water management fund which financed components that the communities select. Activities that were financed under the land and water management fund included land and water conservation measures, irrigation technologies, rural potable water supply, access tracks and rural roads. The programme also supported formal research institutions of ICAR and state agricultural universities for adaptive research. The programme in this regard collaborated with ICRISAT for agri-research.

Implementation Process

Selection of Watersheds: The programme followed 7 Levels of selection criteria for watershed. A natural micro watershed was taken as the unit for planning of overall interventions with specific treatment measures being derived at village level, depending upon the perception of the villagers/experts and understanding of the problems. The programme also outlined an indicative village level programme methodology. The key features of implementation were as follows:

- A Watershed Sub Committee appointed by the Gram Sabha was responsible for implementation of the activities under this component, including mobilization of village labour and maintenance of records of labour.
- A Land and Water Management Fund was administered by the committee and was funded through the Programme Execution Committee (PEC) in accordance with the PEC MoU.
- The Resource NGOs acted as a resource base providing training and technical expertise which could be lacking within the watershed community.
- The programme had a provision of a minimum community contribution of 5% to 10% which was made for works on public lands. The contribution for works on private land was up to 60%.
- Ensure that the funds are available for operation and maintenance of assets created; a small proportion of wages paid to community labour was retained in a special account.

9.3. Production System Enhancement

Programme Description

Community Based Forest Management

Anticipating the fact that most of the forests to be managed by the communities did not coincide with watershed boundaries, a separate community forest management fund was established to finance these activities. This leveraged

skills and technologies developed by forest departments in the area of forest management. The programme also supported establishment of nurseries and on-site nursery research. The programme also financed group farm forest activities, including establishment of trees, bamboo, medicinal plants and sisal planting. The programme collaborated with MART for action research and studies on the value chain analysis on NTFP.

Livestock Production Improvement

The programme began with support to existing village livestock systems by systematically addressing and overcoming the most important factors which limit the contribution of livestock to livelihoods. The programme financed training to the village animators on animal husbandry, action research in fodder and breeding and a small fund to pay for vaccination of the animals.

Aquaculture

The programme financed production system enhancement through a process of participatory technology development. The process involved issue focused PRA amongst tribal communities regarding the context, needs and desires of groups interested in aquaculture, and technical and financial support for aquaculture activities.

Implementation

- The community based forestry management initiatives were implemented by user groups who constituted a Community Forest Management (CFM) Committee which administered a fund. The CFM Committee was funded through the PEC in accordance with the MoU.
- Villagers contributed up to 50% of the required labour; remainder of the labour and all other overhead costs were paid out of the funds allocated for implementing the GSRMP

9.4. Rural Micro-finance

Programme Description

In order to develop a viable financial system in the programme, SHGs were promoted. In addition to capacity building, SHG promotion involved mobilization of fund (mainly through savings of the members), complemented by seed capital assistance from the programme to the groups to increase their capital base. The programme facilitated the formation of clusters of SHGs, and provided assistance for development of appropriate institutional structures. The programme had a Revolving Village Credit Fund managed by a village credit committee to support productive activity.

Implementation

In the process of developing an alternate, community-based financial service mechanism, a Village Credit Fund (VCF) was established which was managed by the Women's Committee to support mainly productive activities.

The programme provided VCF as a grant to GSs. The Women's Committee, in turn passed on 50%–70% of the total investment as credit and the remaining 30%–50% as capital grant to the receiving households or to a group of households.

9.5. Health and Nutrition

Programme Description

The programme had provision of health and nutrition services to remote villages and financed recruitment and training of village health volunteers, training of traditional birth attendants, recruitment and training of health supervisors and establishment of mobile health clinic.

Implementation

This sub-component was implemented by specialized Resource NGOs and contracted by JTDS for this purpose.

9.6. Action Learning

JTDS, in consultation with FNGOs awards studies and action research contracts to suitable institutions/individuals. Knowledge Management and action learning systems are being done through IEC, beneficiary workshops, sharing and learning meetings, video documentation and website updation.

Innovation, best practices and success story of the society are shared among the beneficiaries through the in-house Magazine *JAN-BHAGIDARI*. Further, to learn from the practices and experiences of IFAD projects on Programme Management, M&E, MIS, LOGFRAME, M&E plan and RIMS, a seven-day-training Workshop was organized in Ranchi. The programme functionaries had the opportunity to learn through group work and Panel discussion. Case studies and other “good practices” compiled by the respective Country Programme proved to be worthy.

9.7. Programme Outcomes

Because of the programme interventions the following results were achieved:

- 711 SHGs had a savings of Rs53.66 lakh; Rs17 lakh of seed capital was disbursed.
- 148 SHGs were linked with banks for credit
- By March 2008 Rs551 lakh was disbursed to GSPECs and 6.03 lakh workdays were created
- Rs38.5 lakh of village development fund was created
- In aquaculture, 19.08 lakh fish fry and fingerlings were stocked in 602 ponds. The harvests were utilized and sold off in the market.
- In terms of promotion of Lac cultivation, 21.17 quintals of brood lac were provided to 532 farmers.

- In terms of livestock development, 97 animal health check up cum vaccination camps were organized and 66 poultry variety (Karak Nath and Red Divyayan) introduced for breed improvement
- 186 health camps, clinical and awareness generation programmes were organized.

10. Finance Management and Funds Flow

The financial management in the programme was executed mainly through two committees: Finance Committee and Programme Procurement/Purchase Committee at the state level.

The Board of Directors or the Chairman or the officer authorized by them appointed the two committees as it may deem fit to achieve the goals and objectives of the society. There were two committees relevant for financial management.

The approval of the Annual Work Plan and Budget (AWBP) was done by the Board of Directors of JTDS and the IFAD Fund.

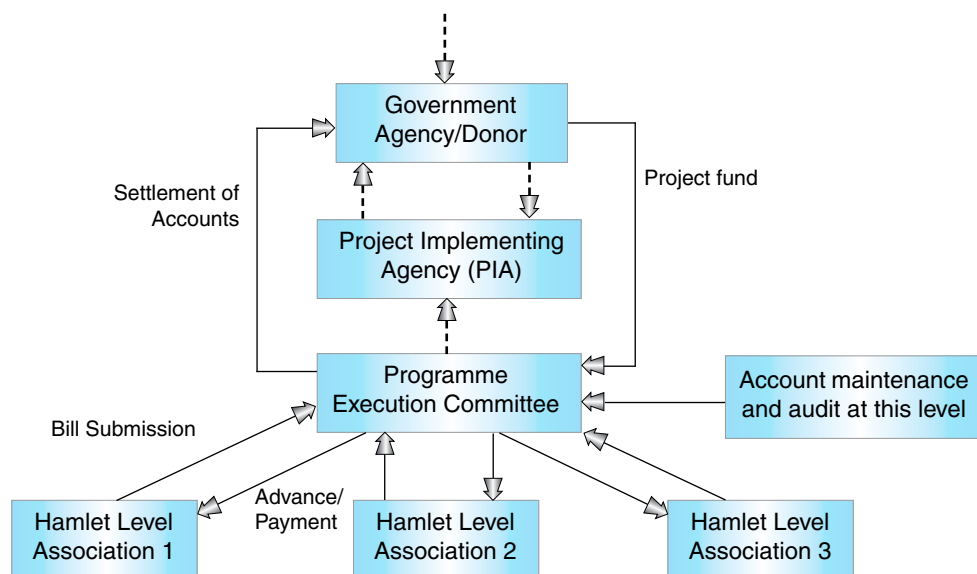
10.1. Funds Flow

The programme funds, forming part of IFAD's assistance, after having passed through the Gol was received by JTDS as a grant through the state Government. The state channelized its share in funds directly to JTDS. The State deposited the counterpart funds from its own resources to cover expenses of the first three months of programme implementation, no later than 90 days from date of effectiveness and replenished the accounts as required as advance in the AWPB on a quarterly basis. There is a provision that the State government could provide advance funds to JTDS on a quarterly basis to AWPB.

JTDS incurs the eligible expenditure under the programme and submits the statement of expenditure through the State Government, for submission to Gol for reimbursement. The amount reimbursed by Gol to State Government. would be passed on to JTDS as replenishment along with the State government share in SOE. JTDS would then release the funds to DPIU as per proposed AWPB. The DPIU would release funds to:

- Village Credit Committees (VCC) in accordance with VCC subsidiary agreements to carry out Revolving Credit Funds sub-component
- Programme Execution Committees, in accordance with PEC MoU of Land and Water Management Fund, Community based Forest Management Fund and expenditures related to Farmers' Field Schools and other activities spelt out in the PEC MoU.
- The DPIU would directly fund the NGO activities, including their capacity building and overhead costs, depending upon the contractual arrangements.

Figure 5: Funds Flow



Managing Programme at Community Level

There are three funds at community level:

The Land and Water Management Fund: This fund operated at a Watershed level and was accessed by the groups of the villages constituting a micro-watershed. The PEC opened two bank accounts: one for the receipt of funds from the programme and one for the community contributions.

Community based Forest Management Fund: The basis for the disbursement of the community based forest management fund was a micro planning process, which would produce a development plan for the community's forestlands to be approved by JTDS. The CBF-FC opened two accounts: one for receiving funds from the programme and the other for depositing sale proceeds of forest products.

Village Credit Fund: The programme provided this fund as a grant to the communities. The VCC passed on 50% of the total investment for fisheries activities, 70% for any other activity as credit and remaining 30% to 50% as capital grant to the group of households for all income generating activities.

10.2. Budgeting and Approval

The PMU prepared and drafted the budget (as part of the annual work plan) for each programme year for the activities in the State. This included a detailed description of planned programme activities and the sources and uses of fund thereof. DPIU prepared their AWPB in advance and sent it to the PMU.

The PMU, through the state, submitted the AWPB after approval by the Board to the Fund 60 days before the beginning of the relevant programme year. If the Board did not respond within 30 days of its receipt, the AWPB was deemed to be approved.

Once the AWPB was finalized, a copy of the same was sent to the GoI, State Government and to SPCC. The SPD ensured making of budgetary provision by the state government.

10.3. Accounts and Audit

- Nine books of records were specially designed and maintained at PEC level by community leaders:
 - Cash book
 - Pass book
 - Ledger book
 - Statement of expenditure
 - Web portal on food distribution (WFP)
 - Food distribution register
 - Muster roll
 - Stock register.
- Separate records and accounts related to programme expenditures were maintained by each concerned institution, like JTDS, PMU, DPIUs, NGOs, other service providers, and PECs. These accounts were consolidated by the DPIUs and forwarded to the PMU. The PMU submitted the six monthly and annual progress reports to IFAD no later than three months at the end of each six months and annual period.
- The accounts of TDS and DPIUs were audited every year by the Controller of Aid Account Audit
- A centrally appointed Audit firm audited the accounts of the FNGOs, PEC and SHGs
- Double entry system with computerized accounting system was followed on a decentralized basis at PMU and DPIU.

A simple book-keeping system was adopted. A sample of ledger maintained at PEC level is given in Table 2.

The audit of PECs was undertaken and the auditors submitted the audit report. The audit was timely as well as of quality but the Joint Review Mission (2009) pointed out that there was a lot of scope for improvement; it observed that there was no Management letter on adequacy of financial control mechanism. For 2007–08, the verification of books of accounts, reconciliation of advances from the DPIUs were not done. The mission suggested that the auditors should be given clear terms of reference for audit of PECs.

There was no formal arrangement for conducting social audit in this project.

Table 2: Sample of Simplified Ledger Format

Activity Head : Zilingburu Plantation					Page No. - 12
Total Sanctioned Amount: Rs1,85,500			Total Area: 5.3 Ha		
Date	Particulars	L/F No.	Dr/Cr	Amount (in Rs)	Remarks
22/03/08	Pit Digging in 1.2 ha area			1,116=00	Payment details/ bills received
29/03/08	Pit Digging in 4.1 ha area			3,813=00	Payment details/ bills received
16/05/08	Vermi compost procurement from Surajmukhi Federation of Dumka			31,800=00	
17/05/08	Fertilizer			3,250=00	
17/05/08	Pesticide			1,280=00	
29/06/08	Fencing			34,980=00	
07/07/08	Plant Saplings			13,250=00	Paid to Upalbaha SHG
14/07/08	Planting			5,300=00	
	Total			94,789=00	

10.4. Special Account and Reimbursement Procedures

Since most NGOs were not financially strong enough to incur expenditure in advance, the DPIU provided an advance equivalent to about six months of estimated costs to the FNGOs. The programme thus also operated an advance account. IFAD made an initial payment of USD1.00 million into the Special Account and from third year, IFAD, upon request of GOI, replenished the Special Account with amounts of USD 2.00 million from time to time upon reimbursement application submitted by the GOI.

The PEC and NGOs submitted the Statement of Expenditure (SOEs) to the DPIU which was compiled and sent to JTDS/PMU. JTDS forwarded the reimbursement claims to the Controller of Aid Accounts and Audit of the Department of Economic Affairs, Ministry of Finance, GOI. After verification, the claims were forwarded to IFAD. The SOEs were compiled as per the standard procedures used by GOI and were acceptable to IFAD.

10.5. Problems in Financial Management

Delay in fund utilization

It was observed that the utilization of programme funds had been far from satisfactory since the inception of programme implementation. With a total budgetary provision of Rs868 million over eight years, the project released only Rs225 million in the first six years. The following was the fund release pattern:

- Year 1 : INR10.0 million
- Year 2 : INR10.0 million

Year 3 :	INR10.0 million
Year 4 :	INR40.6 million
Year 5 :	INR54.7 million
Year 6 :	INR100.3 million (against budget provision of Rs19.59 crores (INR195.9 million)

There were four reasons for such low disbursement and utilization of funds:

- Slow release of funds from the Government to the Project prior to 2007 (Year 6)
- Poor utilization and subsequent carry over of funds
- Excessive time spent on sanctioning of individual activities instead of disbursement of funds from district office to the communities based on quarterly fund requirement of approved AWPB
- Low project implementation capacity at the village level – mainly the Gram Sabha, where most of the fund was utilized.

On the recommendations of the Joint Review Mission (of GOJ, GOI, and IFAD) in February 2007, the Government had decentralized the release of funds to the State Programme Director. He passed on the responsibility to respective Programme Managers of the District Programme Implementation Units (DPIU) so as to speeden up the flow of funds to the villages. The DPIUs were allowed to sanction activities up to Rs1.5 lakhs (INR150,000) whereas the State Programme Director approved amounts higher than this. The sub-projects/activities or ‘schemes’ were usually part of the three years Gram Sabha Resource Management Plans (GSRMP).

The village level AWPBs did not include both resource management plans as well as SHG livelihoods support plans. There were long delays in the approval of GSRMPs by the Board of Management. The major constraint observed in the villages was the lack of funds placed with the PECs. Delay was due to the following reasons:

- Approval of a few activities/‘schemes’ from time to time instead of disbursement based on quarterly requirement as part of an approved village Annual Work Plan and Budget
- Placement of a small percentage of funds for a specific activity
- Submission of the SOEs for release of subsequent installments
- Delay involved in the clearing of cheques.

As a result, sometimes funds remained parked in the PMU or in the DPIU since the PECs expect the release of funds on the basis of activities, or approval of their SOE placed before the DPIU and PMU.

Lack of transparency

The communities were not aware of the total project funds allocated to their village, and hence not in a position to prioritize what portion of planned activities could be implemented with project funds, and what could be implemented with financial support from Government agencies. This was because the programme funds were allocated based on the area to be treated in a micro watershed instead of the number of households and area to be treated in a village. Annual Work Plan and Budget could have been prepared with appropriate scheduling of activities and funds.

Points to Ponder

The special provisions for advance release of funds to NGOs has helped, as many of them are resource scarce.

Centralization of sanctioning power leads to delay in progress; therefore, it is desired that a decentralized mode should be followed.

Multiple sanctioning procedures (like sanctioning of Gram Sabha Plan as well as having a provision for sanction of individual activities or schemes) delay implementation.

While it is important to have a proper implementation system, equal emphasis should be given to make the process transparent at all level.

11. Procurement Management

Procurement was undertaken with respect to materials, civil works, personnel and organizations. While the recruitment processes had been described earlier, here the procurement processes of goods, civil works and organizations were given.

11.1. Procurement Processes for Goods and Civil Works

The procurement of goods, services and works were subject to the conditions of funding and decision of the Board of Directors. To the extent possible, the goods, civil works and services were bulked into sizeable packages in a manner to permit optimal use of competitive bidding. Before the commencement of procurement, JTDS through the state furnished the fund for approval, a list of goods and services to be procured, proposed grouping of these goods and services and number and scope of civil work contracts to be awarded. Different procurement procedures were required to be followed

Table 3: Procurement Methods followed by any funding organization or of the state

Amount in US\$	Procurement method
Up to 10,000	Direct contracting
10,000–25,000	Local Shopping
25,000–100,000	Local competitive bidding
Above 100,000	International competitive bidding

when the amount of procurement was in a certain range as given in Table 3:

Later these specifications were amended and it was provided that the thresholds mentioned in the loan agreements need not be followed; rather cost effective, efficient, and transparent methods of procurement should have been followed.

There is no system specified for procurement at the community level.

Purchase Committees

At the PMU level there was a purchase committee headed by the SPD, who was also the approving authority for transactions (as a matter of principle these two functions should be kept separate). The DPIUs should have had purchase committee duly approved by the Project Director. However such guidelines were not strictly followed.

Procurement guidelines, being different from what is generally followed in government circles, were neither clear to the project personnel nor to the government. As per the Joint Review Mission Report (March 2009) there was lot of confusion at the level of PMU and the DPIUs related to procurement guidelines. This resulted in keeping the proposals pending for almost one year, affecting the progress of implementation very adversely.

The main problem in this regard was that there were a few inconsistencies in the financial rules of the society, vis-à-vis the IFAD procurement guidelines. The Joint Review Mission had pointed this out but it had not been done till March 2009.

11.2. Procurement of Organisations

Two kinds of NGOs were procured for this programme – Resource NGOs and Field NGOs. The resource NGOs were procured on the basis of single source selection, while the FNGOs were selected based on a set of criteria.

The programme emphasized the need to evaluate not only the performance but also the outlook and attitudes of the NGOs. Negative factors were welfarist and paternalistic approaches to the beneficiaries which created dependency and not self reliance. The selection of NGOs was guided by the following criteria:

- As part of legal requirements – registered under the relevant state law – maintain accounting records and have audited statements of income and expenditure
- Orientation and philosophy of the NGO should confirm to the essential features of the programme design – like adherence to the participatory processes and believe in the objective of self reliance and empowerment of tribals, women and primitive tribal groups
- Possess experience in formation of affinity groups, preferable groups managing credit and involved in income generating activities and experience of capacity building of grassroots institutions, including the

basic system required – mainly records, accounts, formal meeting and feed back systems

- Open to learn and adopt new strategies and ideas
- Preferably based in programme areas with field experience in the area and having adequate number of field staff with clear understanding of socio-economic, cultural and political situation of the area
- NGOs should be able to interact smoothly with large number of government officials, private sector institutions and others
- Should have internal stability in its management to ensure long term support to the programme
- Should not be affiliated to any political organization
- Should be willing to sign a MOU with the government committing to:
 - pursue the objective of the programme
 - make changes within the strategy and system if there are obstacles in achieving the objectives of the programme
 - attend meetings and contribute to the feedback systems and procedure required by government, including regular reporting.

While the above criteria were followed for selection of FNGOs, for RNGOs there was not much of choice for JTDP. Agencies like AFCL, MART and PRADAN were selected because of their recognized expertise in the field and as they already had been engaged with other government funded projects. MART was recommended by World Bank for its successful engagement with the Chattisgarh tribal development programme.

In the procurement processes, there were a few anomalies as mentioned by the Joint Review Mission (2009). PRDIS was engaged without reporting requirements while MART was engaged without obtaining a no-objection certificate from IFAD.

11.3. Contractual Arrangement for the NGOs

The payment to the NGO was made on the basis of the annual fee per SHG and was disbursed in accordance with certain performance criteria. The basic fee was related to the input of the field workers and other staff required for fulfilling the task outlines. Cost provisions of training were funded in addition to the basic fee for assisting the formation and development of GS and SHG. For budgeting purpose, a fee of Rs1.04 million per watershed was used. This included the entire overhead cost of the NGO. In practice, the appropriate fee was determined in relation to specific circumstances of each NGO and the area in which it operated.

11.4. Mid-term Changes

Of the 27 FNGOs there has been no case where the contract with any particular agency was terminated. However, it was learnt that in the first phase FNGOs were given one watershed project each. Depending on their performance, their involvement in the subsequent phase was determined. Some FNGOs were not given any further projects while well performing agencies like PRADAN not only continued to be involved in more projects as FNGOs, but they were hired for services of an RNGO too.

12. Monitoring and Evaluation

Monitoring and Evaluation (M&E) was undertaken both through internal mechanism as well as by an external agency. Internally, there was a coordinator of M&E who regularly collected reports on progress, particularly with respect to plan and achievement. While the progress monitoring in financial terms was done effectively, other aspects of monitoring were not satisfactory. The PMU had circulated a few formats for periodic reporting too which was not adhered to by DPIUs. The Joint Review Mission carried out in March 2009 pointed out the following:

- There was no clear documentation/report on the impact of these measures in terms of enhancement of the basic livelihoods support system of the communities.
- The M&E formats developed by the PMU were not strictly adhered to by the DPIUs and the reports submitted by the DPIUs should be neither regular nor uniform.
- Regular submission of Monthly Progress Report was not ensured at any level from the PEC to the PMU.

The reporting system was weak at the DPIU/PEC level. Even at the PMU level things were not very smooth. The project in 2008–09 did not send the six monthly reports in time as pointed out by the Joint Review Mission.

The services of the Agricultural Finance Corporation Limited have been hired as the M&E Agency. The agency was selected for the purpose because it already had similar experience in a DFID funded project in the state and its credibility was already established. The total contracted amount was INR44.81 lakh. The Agency had conducted a baseline survey in January 2006 based on the log frame indicators; and two concurrent evaluations – one in October 2006 and the other in July 2007. The reports also showed gender disaggregated data collected which was the basis for mainstreaming gender equity in the project. An attempt had also been made to produce reports in the RIMS reporting forms introduced by IFAD.

As far as participatory community level M&E was concerned, the Gram Sabha members met once a month to discuss and review work done with respect to their GSRMP. The M&E Agency had developed data collection tools.

Learning System

The SHGs met on a weekly and fortnightly basis, and the Gram Sabhas met on a monthly basis. The DPIUs met every month and had their reviews with NGO partners. These initiatives in the project had actually set the base for developing a learning system. What was lacking however, was the flow of information from the SHG level to the PMU via DPIU, and in the reverse direction, and also sharing and cross learning across the project.

The programme thus provided suitable learning for AIM – what went right and what did not while implementing a programme of scale outside government mechanism but with support and resources flowing in from the Government sector. This also brought in insights related to simplification of procedures particularly in the context of Gram Sabha having been in the centre-stage of planning and implementation. It also brought out that the programme design was aware of many issues that could not be addressed during the implementation. When the community based institution was a partner, and there were several other supporting agencies, it needed a lot more diligence in implementation to make the programme.

Points to Ponder

Procurement procedure must be clear to all levels and should be consistent with other related systems.

Conflict of interest norms should be followed while undertaking procurements.

Monitoring and Reporting should be undertaken timely and should be adhered to with rigour.

Flow of information has to be proper across all levels if we want real time actions to be taken.

References and Supporting Documents

References

1. Document of IFAD, *Bihar-Madhya Pradesh Tribal Development Programme Appraisal Report, Volume 1: Main Report*, Asia and Pacific Division
2. Financial and Administrative Regulations, JTDS
3. Report on 'Community empowerment, in terms of institutional capacity building and access to and control over the natural resources for regeneration and management' by Datamation Consultations Pvt Ltd, New Delhi
4. Jharkhand Joint Review Mission Report, 2007 and 2009

List of Supporting Documents

1. Manual on Integrated Natural Resource Management developed by PRADAN
2. Gram Sabha Resource Management Plan
3. Programme Implementation Chart
4. Indicative Methodology of Programme Implementation
5. Copy of MoU between Jharkhand Tribal Development Society and Facilitating Non Government Organisation
6. Copy of MoU between of Jharkhand Tribal Development Society and Gram Sabha Programme Execution Committee
7. Format of Statement of Expenditure compiled at Programme Management Unit
8. Copy of Statement of Expenditure furnished by Facilitating Non Governmental Organization
9. Copy of Annual Work Plan and Budget compiled at the Programme Management Unit
10. The MIS for quarterly achievement report furnished by District Programme Implementation Unit to Programme Management Unit
11. Copy of the Monthly Beneficiary, Food Distribution and Utilization Report maintained at Gram Sabha Programme Execution Committee
12. Copy of Expenditure Details maintained at Gram Sabha Programme Execution Committee
13. Roles and selection criteria of Non Government Organizations.

Annexures

Annex 1: List of Officials / Experts / Persons Contacted

Sl.No	Name	Designation
1	Dr Prakash Oraon	State Program Director , JTDS
2	Ms Punam Tara Surin	Training Coordinator, JTDS
3	Ms Jyoti Verma	Community Development Program Officer, JTDS
4	Mr Vinay Kumar	Planning and Monitoring Officer, JTDS
5	Mr Ranjan Kr. Pathak	Finance & Administration Officer, JTDS
6	Mr Alakh Jana	Team Leader, PRADAN
7	Mr Prem Bhaskar	Team Leader, PRADAN
8	Ms Asrita Nag	PEC Member, Runchung village
9	Ms Koili Nag	PEC Member, Runchung village
10	Ms Martha Nag	Village Animator
11	Ms Dulari Nag	President, PEC, Runchung village
12	Mr Ludro Munda	Secretary, PEC, Runchung village
13	Mr Sandip Munda	PEC Member, Runchung village
14	Mr Abhijeet Maal	Social Scientist
15	Mr Giridhari Mahato	Social Scientist
16	Mr Shivsanhoo Paul	Project Coordinator
17	Mr Sanjib Satpaty	Technical Supervisor

Annex 2: Job Responsibilities at Various Levels

Programme Management Unit		
SI No.	Position	Job Responsibilities
1	Programme Director	<p>A full time Programme Director needed to be appointed as the head of the PMU and is responsible for,</p> <ul style="list-style-type: none"> ● maintaining a Secretariat for the Board of Directors of JTDS ● day-day operations of the programme ● staff recruitment, procurement and release of Programme resources ● overseeing field operations implemented through DPIU ● liaising with district administration, line agencies, NABARD and lead banks ● maintaining close contact with the fund, State and DFID ● preparation and submission of financial statements ● review ,consolidation of annual work plan ● facilitating the flow of funds to DPIUs and service providers ● finalizing and executing contracts with NGOs ● providing a forum for cross fertilization of ideas <p>Tenure</p> <ul style="list-style-type: none"> ● No more than two turnovers of the PD during the Programme implementation period was allowed
2.	Community Development Programme Officer	<ul style="list-style-type: none"> ● selection of facilitating NGOs and District level community development officer ● Selection of training Resource NGO ● Coordination and supervision of all activities related to training and development of GS level committees, SHGs, village health workers, village animal health workers, ● Capacity building of facilitating NGOs , ● Supervise activities related to health and nutrition ● Coordination with line agencies
3.	Watershed Development Officer	<ul style="list-style-type: none"> ● Supervising district level watershed development officer's activities ● Checking quality of watershed construction and release of funds ● Liaising with line agencies ● Making plans with NGOs and GS

4	Farming System Specialists	<ul style="list-style-type: none"> ● Liaising with various research institutions working on up/dryland farming systems ● Responsible for varietal selection and participatory breeding
5.	Fisheries Officer	<ul style="list-style-type: none"> ● Developing plans for a pilot effort to develop fish culture practice including breeding in the programme area ● Liaising with fishery department to hand over the water bodies to the GS ● Developing modalities of leasing water bodies to interested members of the community ● demonstrating profitability of fish culture, fish breeding and fingerling transportation operations
Human Resource a DPIU level		
SI No.	Position	Job Responsibilities
1	Micro Finance Officer	<ul style="list-style-type: none"> ● Forming and training SHGs ● Designing and implementing grassroots management training in association with Resource NGO ● Conducting district level workshops ● Assisting the facilitating NGOs in preparation of operating procedures for village credit fund
2.	Forestry and Fodder Development Officer	<ul style="list-style-type: none"> ● Liaising with forest department and community Forestry management programmes ● Developing fodder crops in common areas ● Developing market for NTFP ● Preparing plans for value addition of NTFP and establishing linkages between the GS and forest department
3.	Gender and Equity Specialist	<ul style="list-style-type: none"> ● Gender sensitizing the staff of DPIU , FNGOs and members of GS ● Developing and executing training programmes to empower tribal women, improve management skills ● Assisting in facilitating NGOs, Community Development officer and micro finance officer in identifying poorest household and their inclusion in the programme ● Assist the selected M&E agency to develop indicators , collect and analyse data related to the impact of the programme on capacity building, empowerment and psycho-social profile of tribal women
4.	Farming Systems Specialist	<ul style="list-style-type: none"> ● Developing cropping and farming systems in view of traditional farming practices ● Develop extension messages and demonstration plots ● Collaborating with Technical agencies and department of agriculture to start Farmer field schools
5.	Training Coordinator	<ul style="list-style-type: none"> ● Coordinating activities of RNGOs for undertaking training needs assessment

		<ul style="list-style-type: none"> ● Develop curriculum and ToTs for the FNGOs ● Assist the FNGO in planning training packages ● Assist the M&E agency to monitor quantitative and qualitative progress in implementing planned training programmes
6.	Planning, Monitoring and Evaluation Officer	<ul style="list-style-type: none"> ● Assist the Gram Sabhas to prepare the GSRMP with budgets ● Consolidate GSRMP and prepare annual plan of the DPIU ● Establishing a computerized programme monitoring system at DPIU ● Collating and analyzing data from field and preparing monthly progress reports
At Village Level		
SI No.	Position	Job Responsibilities
1.	Village Animator	<ul style="list-style-type: none"> ● Promotion of the programme at village level ● Motivation and awareness building amongst women ● All activities related to SHGs ● Maintaining accounting of GS and Village Credit Fund.

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.

Submitted by



Designed by



Prepared by

