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Kerala State Poverty Eradication Mission
Government of Kerala

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IMAGINING CONVERGENCE KERALA CONTEXT & AN IDEATION FRAMEWORK

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INTRODUCTION

This document is aimed at providing an overview to the Panchayat Raj and the CBO system in Kerala and the scope of activities of these institutions. It depicts the means and methods by which the three tiers of the institutions interface with each other. It further elaborates the ideas and strategies used to avail the entitlements and services for the poor through different central and state schemes. The role of Gram Sabha as the most important platform for the collectives for accessing rights and entitlements from the panchayats is explained based on the Kudumbashree experience. It also portrays how the panchayat's governance and service delivery capabilities are enhanced because of the participation of the CBOs in the Governance processes.

In the second part, the ideation framework provides diagrammatic representation of several ideas and possibilities related to bringing about convergence between PRI and CBO. These ideas, while based on the experiences in Kerala, are not specific to any particular context. They are general in nature, and can be used as first steps for developing specific interventions for each State.

Overall, the document should help us imagine the concepts and practice of convergence to enable poor communities to claim their rights and entitlements and improve quality of their lives.

ABBREVIATIONS

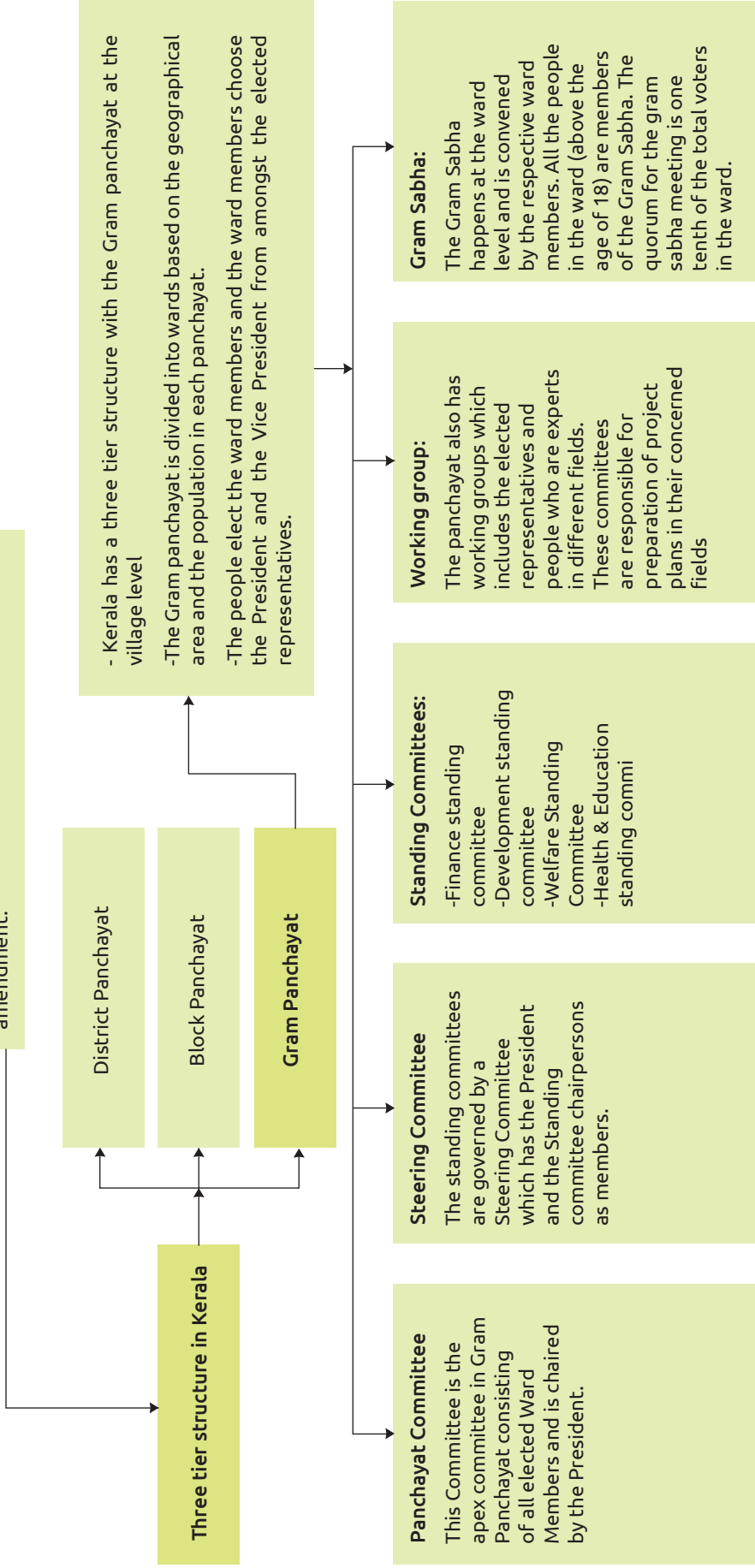
NHG	Neighbourhood Group
ADS	Area Development Society
CBO	Community Based Organisation
CDS	Community Development Society
IWDP	Integrated Watershed Development Project
KS	Kudumbashree
LSG	Local Self Governments
MoRD	Ministry of Rural Development
NBM	Nirmal Bharat Abhiyan
NHG	Neighbourhood Groups
NREGS	National Rural Employment Guarantee Sheme
NRHM	National Rural Health Mission
NRLM	National Rural Livelihood Mission
NSAP	National Social Assistance Programme
PRI	Panthayatiraj Institution
RSBY	Rashtriya Swasthya Bima Yojna
SHG	Self Help Groups
SPEM	State Poverty Eradication Mission
CSS/SSS	Centrally Sponsored Scheme/ State Sponsored Scheme
GSLP	Gender Self Learning Programme
ICDS	Integrated Child Development Service
JLG	Joint Liability Group
ME	Micro Enterprise
KAASS	Kudumbashree Accounting and Auditing Service Society
MEC	Micro Enterprise Consultant
MF	Micro Finance
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
NBA	Nirmal Bharat Abhiyan
NRO	National Resource Organization

Before independence there were three different regions in Kerala which had been under different administrative systems. The system of governance of panchayats was recommended by the Administrative Reforms Committee (ARC) in 1957 which was essentially a two-tier system with both directly elected village panchayats at village level and district councils at the district level.

1. PANCHAYATI RAJ IN KERALA

In 1994, Government of India enacted Constitutional amendments (73rd and 74th amendments) to bring uniform system of local governments in the constituent states of India with a uniform three tier system in rural areas and one tier system in urban areas. Kerala enacted concomitant legislations in 1994, in pursuance of the Constitutional amendment.

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2. Kudumbashree structure and function



Kudumbashree was launched by the Government of Kerala in 1998 for eradicating poverty from the state through concerted community action under the leadership of Local Self Governments. The Kudumbashree network has 41 lakh members and covers more than 50% of the households in Kerala. Literal meaning of Kudumbashree is prosperity (shree) of family (Kudumbam).



CBO Structure:

For effective convergence of the programme, a three tier Community Based Organization (CBO) is in action at local body (panchayat) level. These are Neighbourhood Group (NHG), Area Development Society (ADS) and Community Development Society (CDS). Salient features of each tier are as follows:

Neighbourhood Group (NHG)

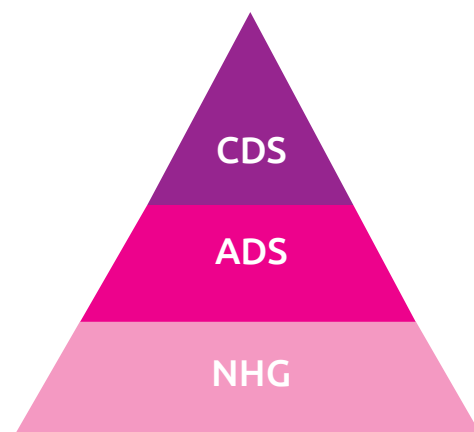
The lowest tier constitutes the Neighbourhood Group (NHG) consisting of 10-20 women members from economically backward families. Meetings are convened on a weekly basis in the house of NHG members or at any common place. There are 5 office bearers in an NHG – President, Secretary, Income volunteer, Basic infrastructure volunteer and Health & Education volunteer.

Area Development Society (ADS)

The second tier is the Area Development Society, which is formed at ward level by federating all the NHGs in the ward. The activities of the ADS are decided by the representatives of the women elected from various NHGs. The Area Development Society consists of:

General Body – It consists of all Presidents, Secretaries & 3 volunteers of the NHGs in the ward.

Executive Committee – It consists of 7 members elected by the ADS general body which include a Chairperson, Secretary and five sectorial volunteer for Micro Finance, Micro Enterprise, Social Development, Basic infrastructure and Joint Liability Group for Agriculture & MGNREGA.



Community Development Society (CDS)

CDS is a registered body which is formed by federating all ADSs in the Panchayat. The CDS is constituted by:

- General Body - It consists of executive committee members of all ADS in the Gram Panchayat.
- Executive Committee-It consist of one representatives of each ADS in the Gram panchayat, five women elected representatives nominated by the Gram panchayat, two former CDS chair persons and member Secretary deputed by the Gram panchayat.

There are five sub-committees at the CDS level namely Micro finance, Micro Enterprise, MGNREGS, Basic Infrastructure and Social Development. All the executive body members except the Chairperson will be a part of one sub-committee.

Elections:

The election should be conducted once in every three years , to the CDS governing body, the seven member ADS governing body, and the five member NHG governing body by convening special election at general body meetings. The office bearers cannot hold position for more than two consecutive terms.

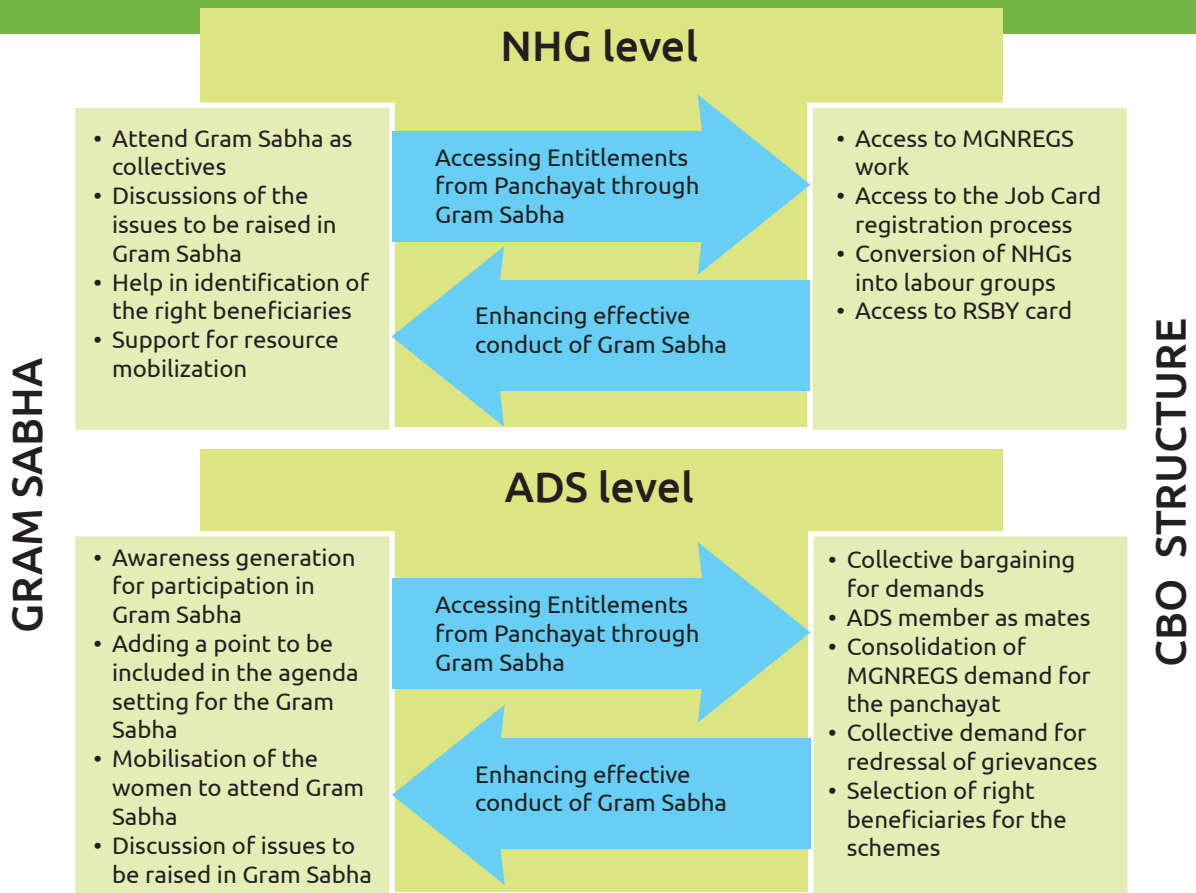
3. Interface of the three tiers of the CBO with the Gram Sabha and Panchayat

The CBO through its structured network has an interface with the panchayat, where NHG, ADS and CDS aggregate their needs, prepare demand plans and present it to the panchayat; and also support the panchayat in improving its governance mechanism and outreach. Gram Sabha provides a foundation to this interface, where both the

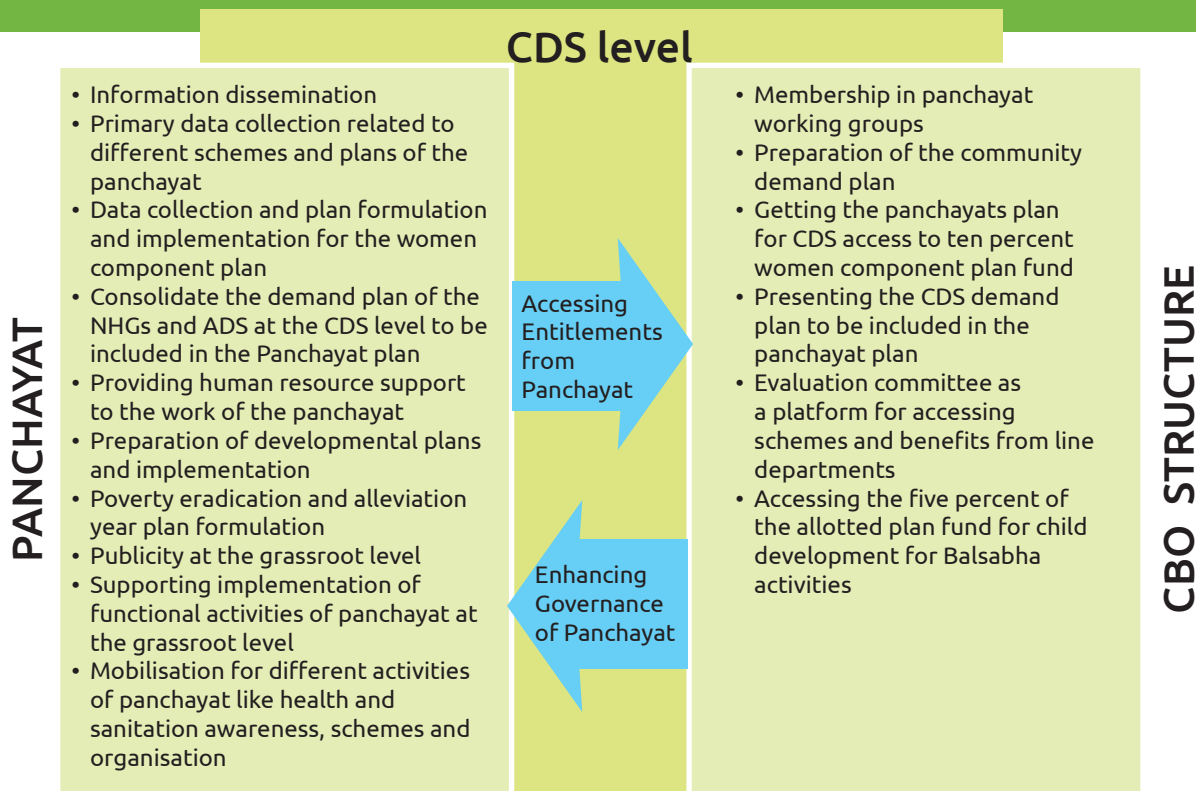


institutions meet each other. Gram Sabha is the constitutional democratic platform where people from the community and the panchayat make a direct and regular interface with each other. The community based organization through its structure at the NHG, ADS and CDS level help in the mobilization of the Gram Sabha. The CBO network acts as an effective tool for the efficient functioning and conduct of the Gram Sabha. Also, the Kudumbashree women through their effective participation in Gram Sabha, raise their various demands and needs in the Gram Sabha, and get to access various rights and entitlements.

Strengthening Gram Sabha at Household and Ward Level

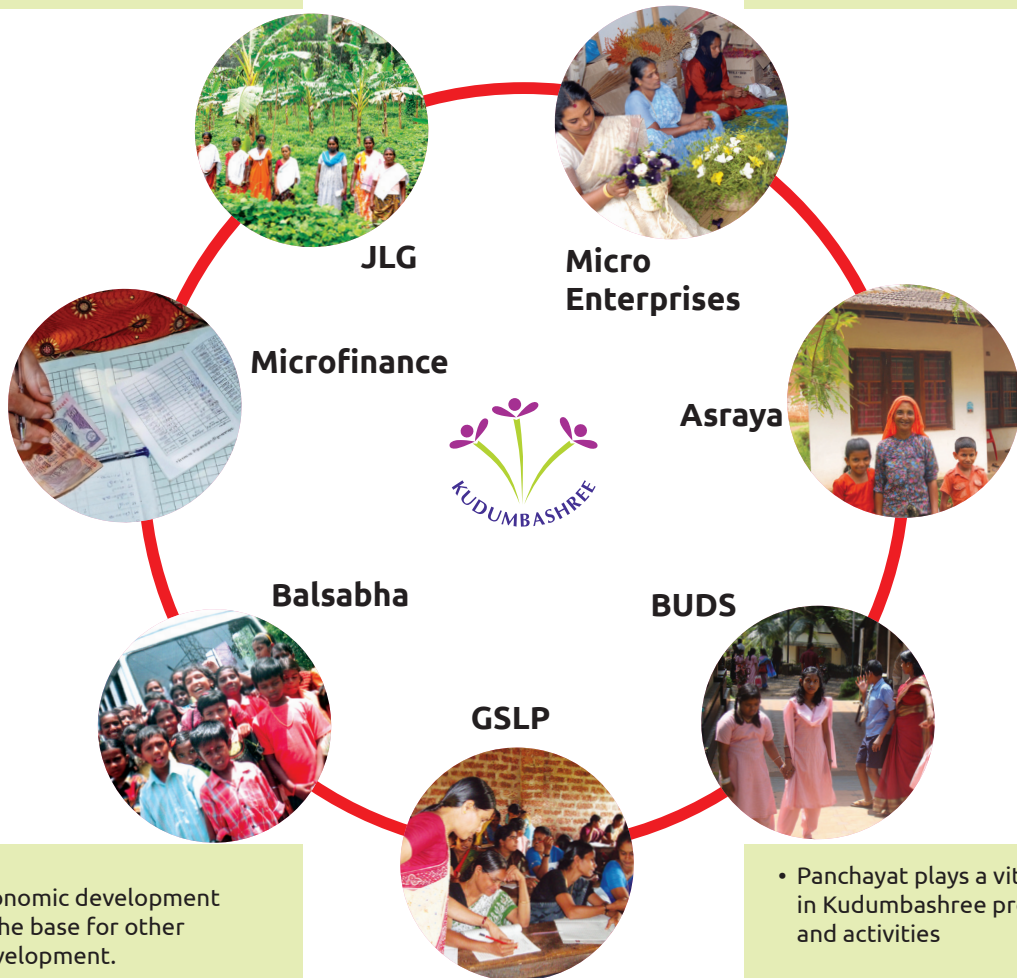


Working of federation with Gram Panchayat



It is the Mission Kudumbashree programme to strengthen both local governments and the women's community network to take on these challenges and develop their own unique, sustaining model of local economic development

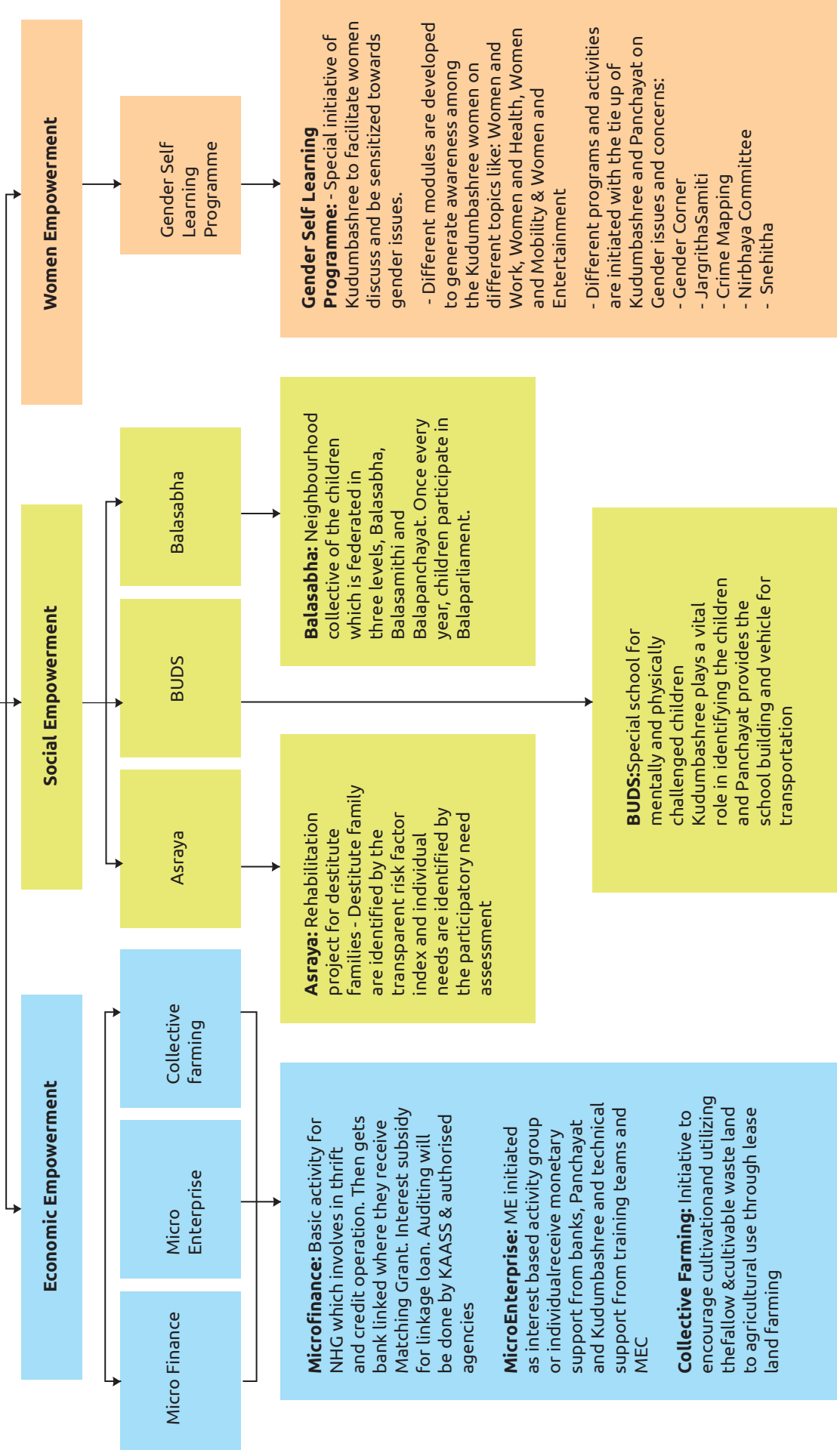
- Highlights of the program:
- Poverty Eradication
- Agricultural production
- Local economic development
- Social Equity



- Economic development is the base for other development.
- Women Collective has been recognized as tenets of women Empowerment.
- Women empowerment leads to Sustainable social development.

- Panchayat plays a vital role in Kudumbashree programs and activities
- Panchayat supports Kudumbashree in all aspects including financial support, providing infrastructure facilities, administrative work and capacitating the right holders of the programs

4. Kudumbashree Programmes



5. The implementation of CSS/SSS

The convergence between the democratic institutions and poor-led community based organizations is the innovative working model that evolved in the journey of Kudumbashree. Here CBO plays a vital role in planning, implementation and monitoring of the developmental programmes. This arrangement mutually contributes to actualize the envisaged vision of both the institutions. The channelization of various socio-welfare schemes through this convergence mechanism has enabled active participation of the people and ensured access of the targeted sections to the particular benefits. Bringing the marginalized sections of the society into main stream this way offers a legitimate & practical solution to address the increasing gap between the citizen and state. In the larger vision of this arrangement, the socio-welfare schemes function as the primary platform for institutions of the poor to establish and strengthen themselves as agencies of empowerment.

The following Table depicts the role of PRIs and Kudumbashree network in implementing various schemes.

Name of the Scheme	Role of PRI in the Scheme as per Centre Guidelines	Role of PRI in the Scheme as per State guidelines of Kerala	Role of CBO (Kudumbashree)
Integrated Child Development Scheme (ICDS)	<ul style="list-style-type: none"> • Endorse Village Child Development Plans • Review village-level child-related indicators and outcomes and recommend village specific interventions, including local solutions to reach the younger infant child • Monitor and supervise activities of the AWC and other projects / personnel involved with ICDS Mission • Appraise proposals and approve them based on the broad framework. • Provide guidance in preparing Annual Action Village/Urban Centre Plans based on the felt-needs of the children and women in the village/urban settlement. • Provide guidance for implementing the activities • Facilitate convergence with ASHAs, ANMs, and other relevant service providers at the village level 	<ul style="list-style-type: none"> • Collecting and updating essential statistics • Building awareness on civic duties • Overseeing the Anganwadis • Ensuring immunisation • Managing child welfare centre • Managing PHC, sub-centre and health dispensary • Constructing playgrounds • Assisting scheduled Caste/scheduled Tribe students • Managing pre-primary and primary schools 	<ul style="list-style-type: none"> • Collaborating with 'Social Welfare Standing Committee' of Gram Panchayat in preparing the project plan for all ICDS in a village • 'Social Welfare Sub Committee' of CDS liaisons with both targeted beneficiaries as well as the PRI • Identification of beneficiaries for each component of ICDS and enrolling them to Anganwadi • NHG members are active in 'Mathru Samithi' of each Anganwadi in their locality • CBO network engages with various functionaries of NRHM to collaborate with Anganwadis • NHG members are active participants of Managing Committees of Anganwadis • 'Health and Education Volunteer' of NHG ensures that each beneficiary from the CBO network accesses the benefits of ICDS • Creates positive environment for ICDS through CBO network providing local support • Conducts local festivals and celebrates special days in collaboration with Anganwadi

<p>National Social Assistance Programme(NSAP)</p>	<ul style="list-style-type: none"> Disseminating information about the NSAP and procedure for obtaining benefits under it. Panchayat encourages involvement/ cooperation of voluntary organisation. The gram panchayat also play an active role in the identification of beneficiaries under the scheme through gram sabha. The central assistance also is preferably disbursed in public meetings mainly in gram sabha. The panchayat are also involved in monitoring and in following up delays in sanctions and disbursement. 	<ul style="list-style-type: none"> The selection of beneficiaries is the duty of Gram Sabha, The beneficiaries have to submit the application for the pension to the Gram Panchayat. The application is verified by the Gram Panchayat authorities and eligible applications are recommended for releasing pension to the district authorities Application with enquiry is verified by the panchayat committee. The list of cases sanctioned are read out at the Grama Sabha and their views are given due consideration. In every case of rejections of application the applicant is informed of accordingly by the Secretary, Gram Panchayat. Annual verification of the beneficiaries is done by the gram panchayat and reporting of deaths if any. 	<ul style="list-style-type: none"> Identification of the eligible beneficiaries and the collection of applications through ADS level meeting CDS office supports the applicants for formalities and procedures CDS supports Panchayat in scrutinising and finalising the beneficiary list Ensuring the dispersion of the benefits to the beneficiaries and forwarding complaints if any, to Panchayat Secretary
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<p>Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)</p>	<ul style="list-style-type: none"> • Planning of works • Registering households • Issuing job cards • Allocating employment • Monitoring and implementation of the Scheme 	<ul style="list-style-type: none"> • Awareness building environment creation to spread the message of MGNREGS • Mobilizing and registering the job seekers • Making special efforts to include marginalised community like tribals, women, SC and ST community • Preparation of shelf of projects and their approval. • Ensuring worksite facilities for workers • State government had taken an initiative to train women mates (from the Kudumbashree network) 	<ul style="list-style-type: none"> • Conduct of awareness and publicity campaigns through ward (ADS) level conventions of the NHGs, house visits etc. • Special grama sabhas in all wards with the presence of Ward Member and ADS Secretary • Active involvement of Kudumbashree members under NREGS Sub Committee of CDS • Facilitation of registration of workers and distributing job cards • Demand for work is generated at the NHG level first and then taken to the gram sabha • ADS mate maps out demand for employment from each ward • Identification of works and sites for MGNREGS under supervision of Assistant Engineer • Mapping the possible integration of NREGS works identified with existing CDS action plan • ADS members coordinate Social Audit which is conducted by NREGS accountant • Assistant Engineer and VEO (Village extension Officer) who are responsible for field monitoring is accompanied by ADS mate • Labour Group functions as 'Labour Collective' ensuring the employment beyond the NREGS opportunity
<p>Nirmal Bharat Abhiyan (NBA)</p>	<ul style="list-style-type: none"> • Social mobilization for the construction of toilets. • Clean environment by way of safe disposal of wastes. • Promoting regular use of toilet • Maintenance and up gradation of toilets • Promote interpersonal communication for hygiene education. • A Village Water and Sanitation Committee are constituted for providing support in terms of motivation, mobilization, implementation and supervision of the programme. 	<ul style="list-style-type: none"> • Provision of Individual Household Latrine (IHL) and sanitation facilities in Government Schools and Anganwadis in Government buildings within the GPs • Panchayat carries out social mobilization for the construction of toilets and also maintains the clean environment by way of safe disposal of wastes. • They are responsible to look after and maintain community complexes, drainages, etc. which are constructed under this programme. • They could also contribute their available resources in the construction of school sanitation infrastructures. • In Kerala, the Suchitwa (Sanitation) Mission was established in 2003 for providing advisory support to the state government and handholding support to the local governments 	<ul style="list-style-type: none"> • Sensitisation against open defecation and related health issues • Survey and identification of households are done by NHGs • Ensured that each NHG family has IHHL • 'Health and Education Volunteer' was given training to be part of campaign • The beneficiaries of Panchayat housing scheme were mandated to have IHHL • Availability of toilets in School and Anganwadi were ensured through CDS and ADS • The Award Money (Nirmal Gram Puruskar) is shared with CBO and also used in follow up activities

IMAGINING CONVERGENCE

AN IDEATION FRAMEWORK

The 73rd Constitutional Amendment Act, 1992 marked a new era in the democratic set up of the country as it created Panchayati Raj Institutions (PRIs) as tiers of self-governance below the level of States in the federal set up. It is also a landmark in the decentralized development as it envisions people's participation in the process of decision-making, planning, implementation and delivery at local level.

1. Why PRI?

Constitutional Support – Decentralization (73rd and 74th Amendment)

State Finance support earmarking a percentage budget to local bodies

Community oriented centrally sponsored schemes.

Local Self Governments

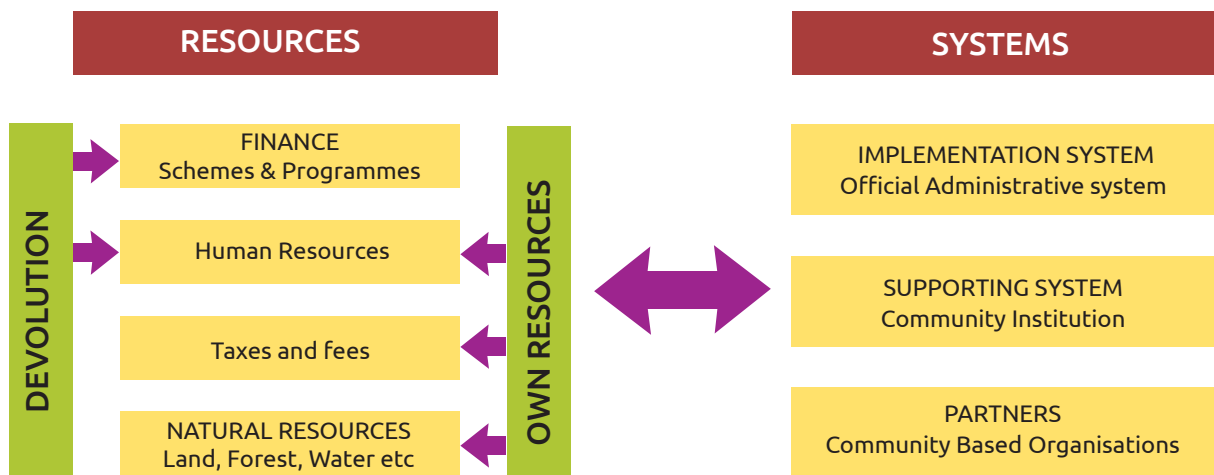
Local self-government is a form of public administration for a locality or small community such as village, town or a city. The administrative body is represented by the local inhabitants and enjoys a large amount of autonomy, raising its revenue through local taxation and spending the proceeds on public services.

2. Constitutional Responsibilities of a PRI

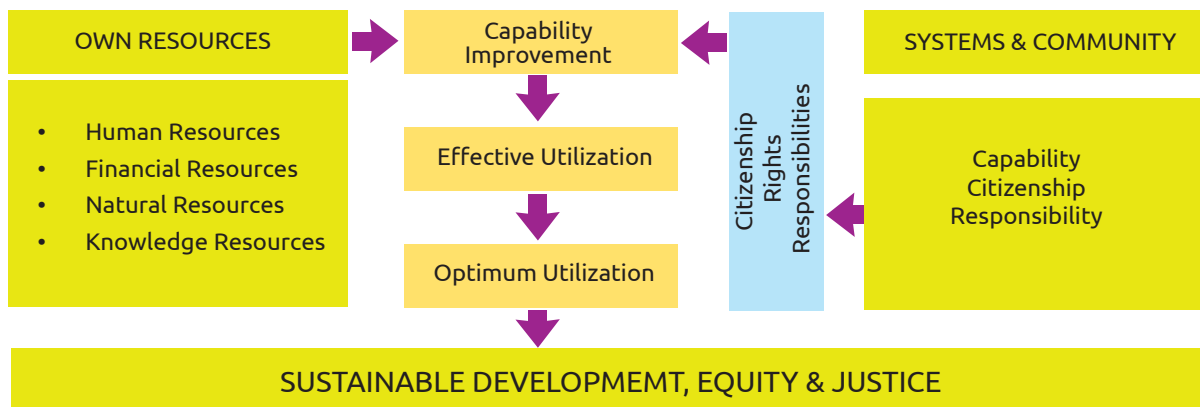
The Constitutional provisions provides devolution of powers and responsibilities to different tiers of PRIs with respect to preparation of plans and programmes for economic development and social justice and their implementation in relation to 29 Subjects listed in the Eleventh Schedule(Article 243G).

Managing Resource	Managing Basic Service	Local Economic Development
Land improvement, implementation of land reforms, land consolidation and soil conservation Minor irrigation, water management and watershed development Animal Husbandry, dairying and poultry Fisheries Social forestry and farm forestry Minor Forest Produce Fuel and Fodder	Rural Housing Drinking Water Transportation and Transport Networks Health and Sanitation Rural Electrification Non-conventional energy sources Education Maintenance of community assets Technical training & vocational education Audit and non-formal education Libraries Markets and fairs Public Distribution System	Poverty alleviation programmes Welfare of the weaker sections and in particular of the SCs and STs Women & Child Development Social Welfare Family Welfare Cultural Activities
		Programme Implementation
		Agriculture. Small Scale industries Khadi, Village & Cottage Industries

3. PRI Resources and Systems



4. PRI Resources and System interplay



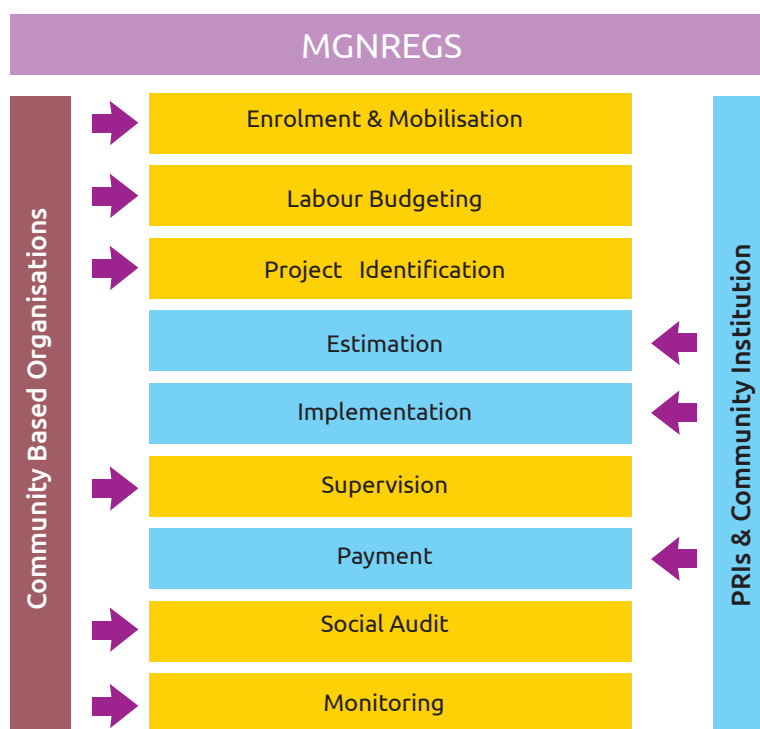
5. Possibilities of new Centrally Sponsored Schemes



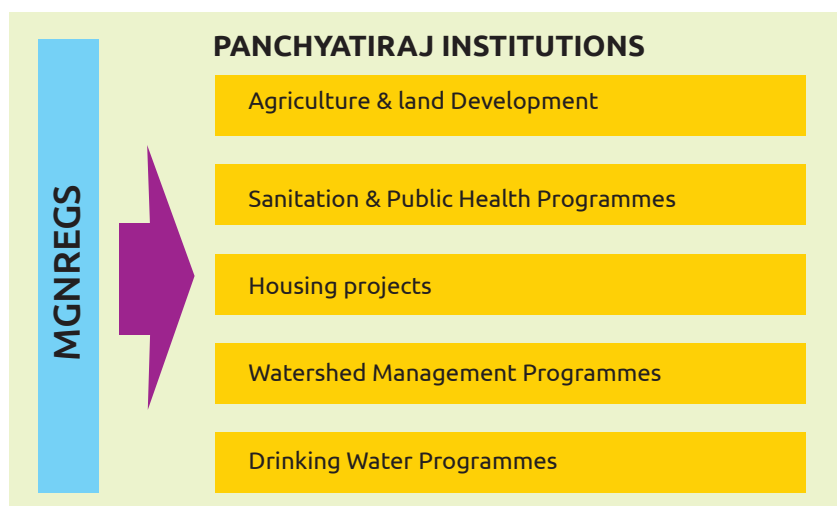
6. Convergence Opportunities in Local Economic Development



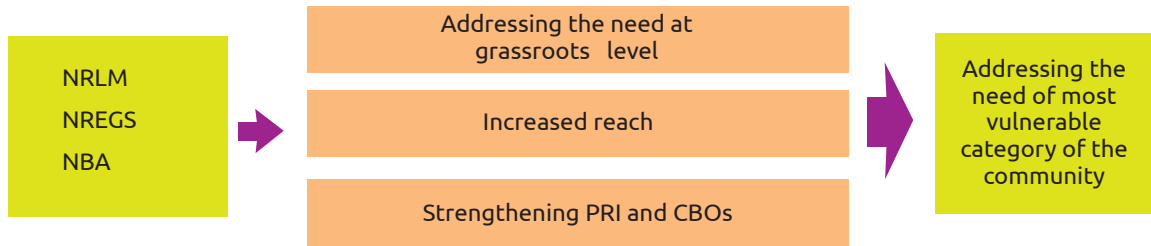
7. Convergence possibility in MGNREGS – Institutions



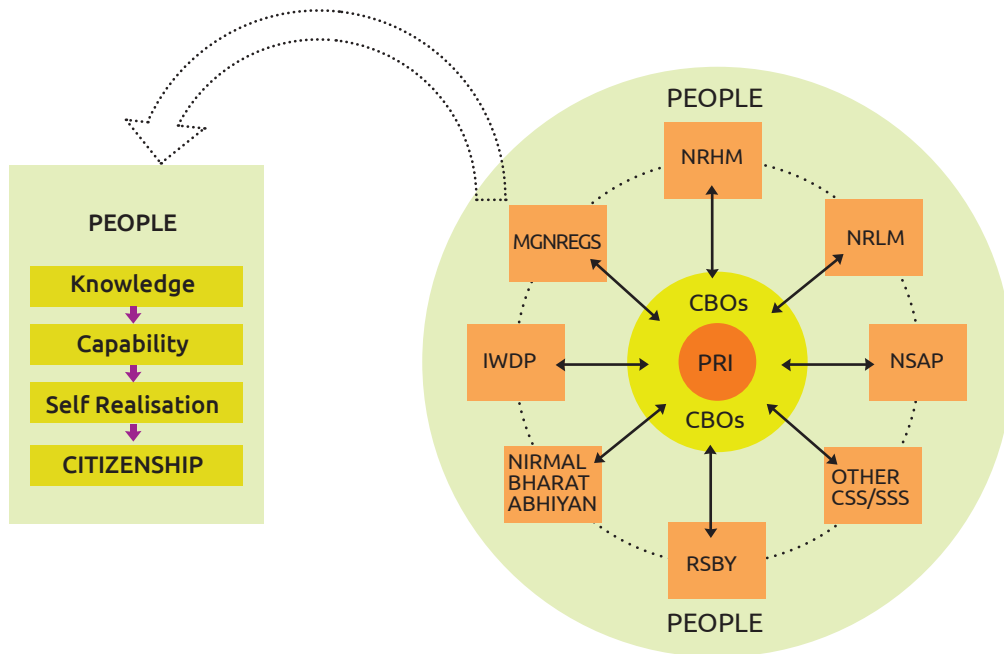
8. Convergence possibility in MGNREGS – Programmes



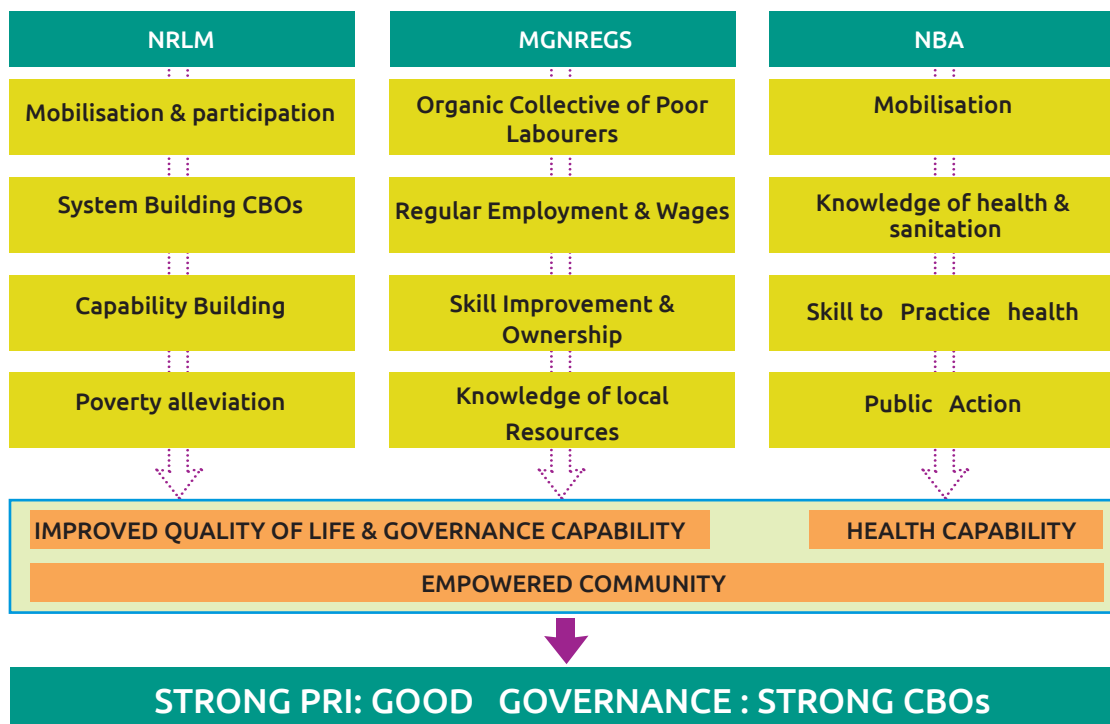
9. Opportunity for community empowerment & PRI strengthening in on- going CSS



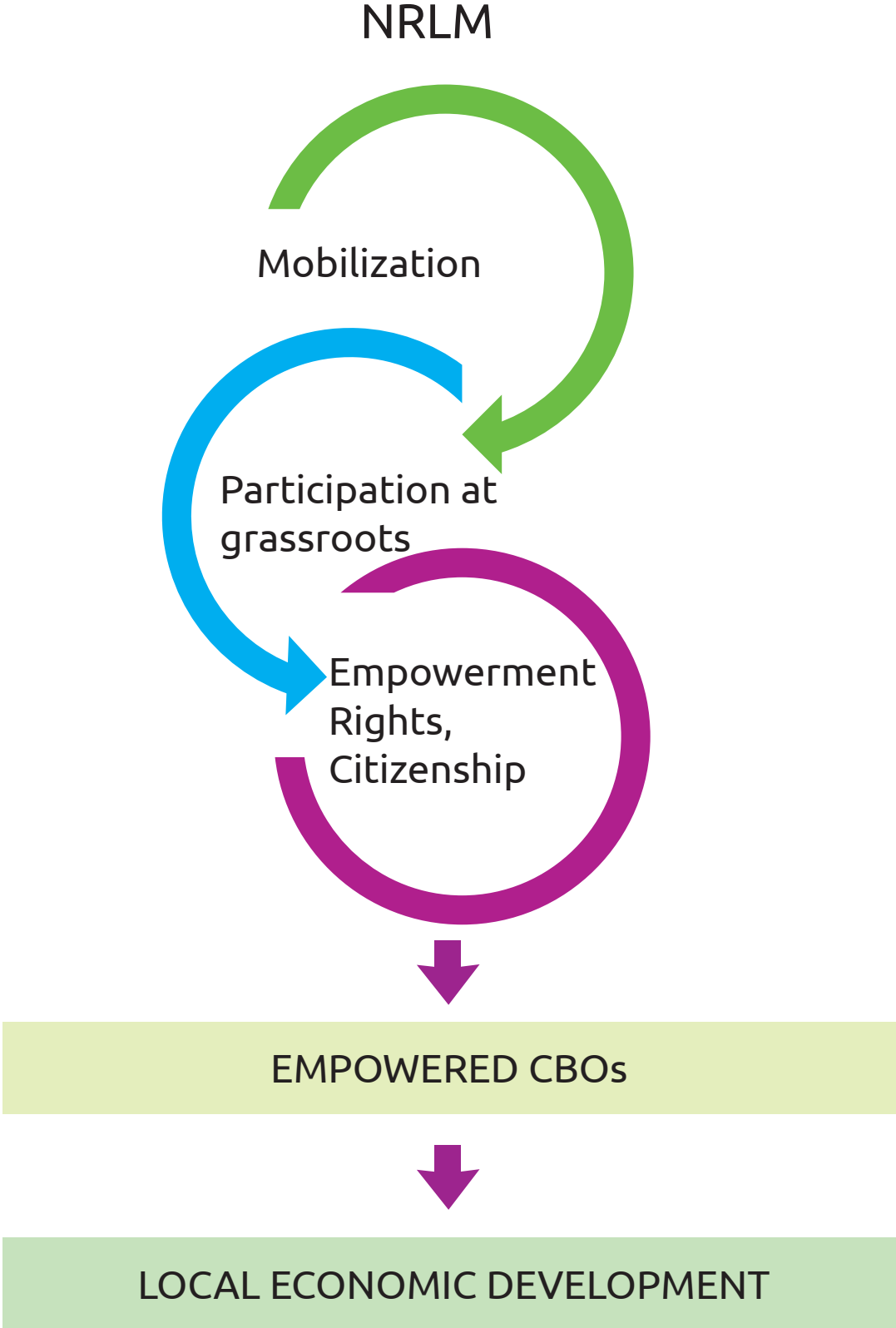
10. Community empowerment through CSS



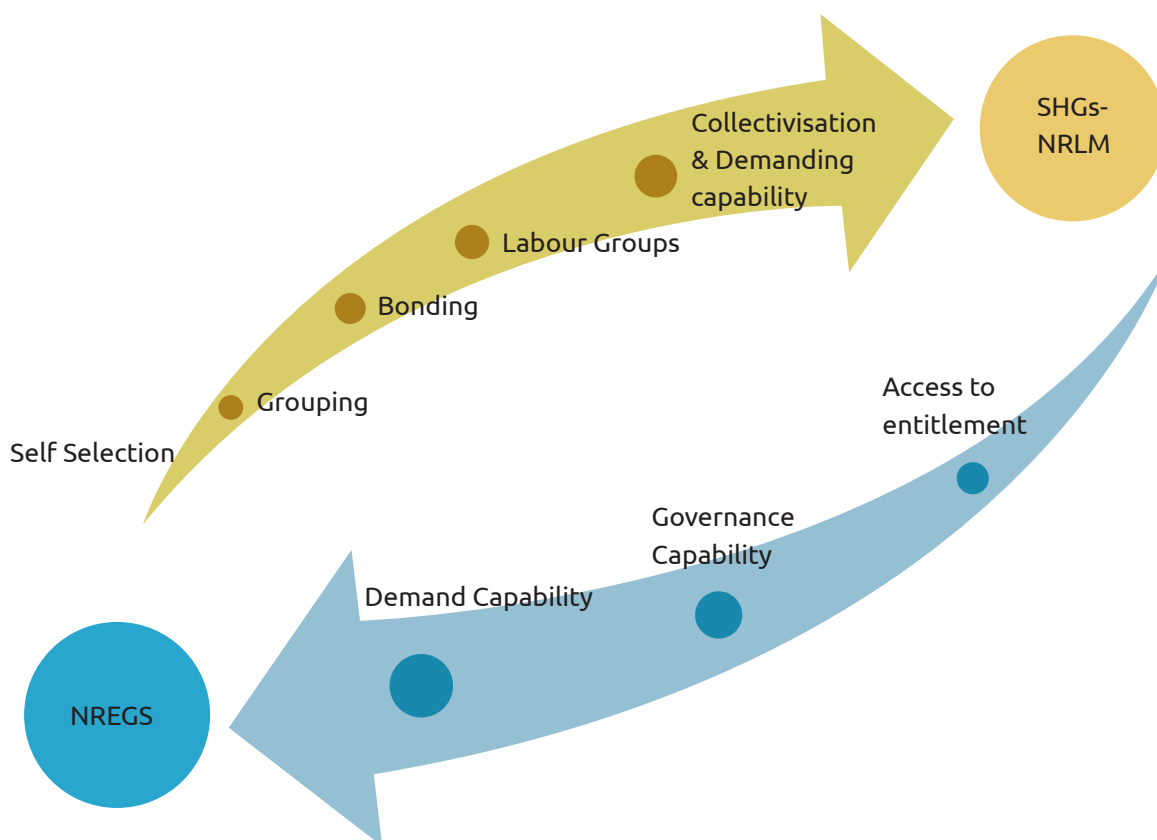
11. Opportunity for PRI and CBO synergy



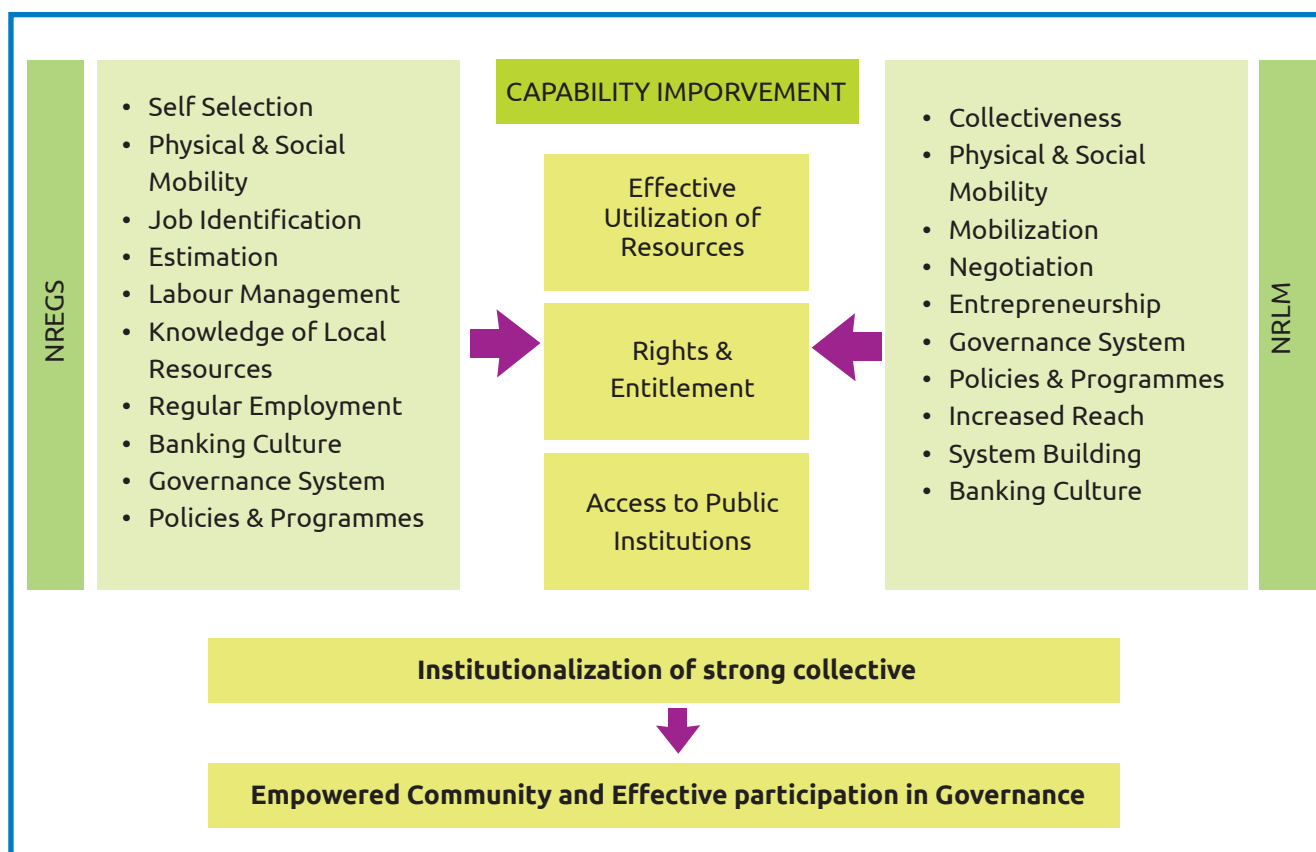
12. PRI and CBO strengthening through NRLM



13. Process oriented capability building scheme for collectivization



14. NREGS-NRLM Convergence



15. PRI-CBO CONVERGENCE

