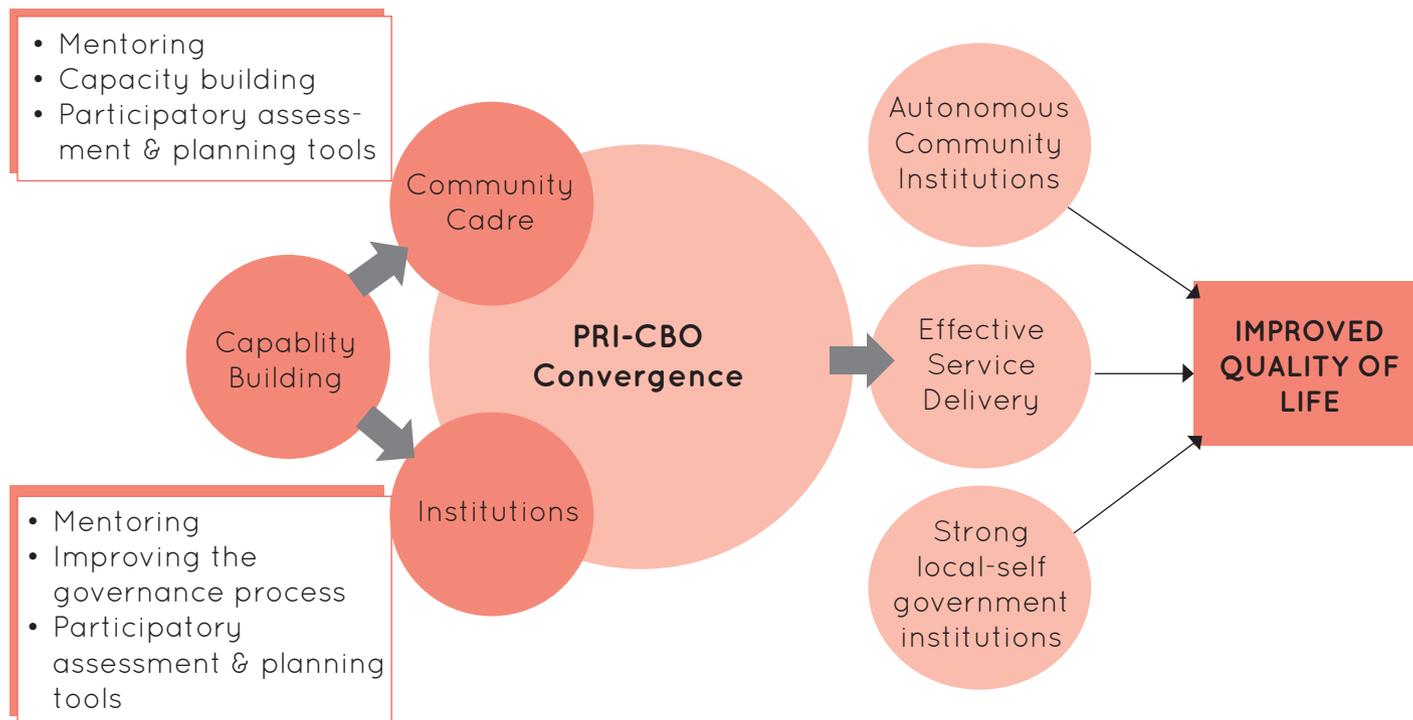


# Enabling Convergence for Poverty Reduction

## Tools for Participatory Assessment and Planning

Involvement of the local community in the development process is the most crucial aspect of the sustainable development agenda. Self Help Groups (SHG) as collectives of the poor can be the key drivers in any local development initiative. Qualitative changes can be achieved through effective engagement of such citizen collectives with the constitutionally mandated local governance system, referred to as the 'government of the poor'. The concept of Panchayati Raj Institutions - Community Based Organisations (PRI-CBO) Convergence envisions that increased articulation of the demand from the community through proper capacitation mechanism will improve service delivery systems. The continuous interaction of the CBO with the public system can be facilitated through participatory assessment and planning tools supported by a dedicated community cadre. In the long run, organic working together of CBO and PRI helps in developing a strong democratic citizenship at the grassroots level.

### The universal approach to PRI-CBO Convergence Project



***PRI-CBO Convergence Project is being piloted in 242 Gram Panchayats across 19 blocks in 17 districts of 6 States - Assam, Jharkhand, Karnataka, Maharashtra, Odisha and Rajasthan. The pilots have helped to develop a 'Proof of Concept' for universal implementation this programme under National Rural Livelihoods Mission (NRLM).***

## Community based participatory assessment and planning tools

PRI-CBO Convergence Project envisages developing a strong community cadre and local institutions to improve the reach and quality of public service delivery. To enable this, a set of participatory assessment and planning tools are developed. **Participatory Assessment of Entitlement (PAE), Entitlement Access Plan (EAP)** and **Gram Panchayat Poverty Reduction Plan (GP2RP)** are the tools used by the SHG households for understanding and documenting gaps in entitlement access, planning for its access entitlements and undertaking joint consultative activities with Gram Panchayats (GP) for eradicating poverty at the village level. These tools help in generating a collective energy and a conducive atmosphere for the PRI and CBO to work together for village development. At the same time the entire process capacitates the local institutions to meet the development needs of the village.

### Participatory Assessment of Entitlement (PAE)

PAE is a SHG level interaction based tool that helps in generating awareness on various entitlements and local-self governance systems. Using PAE, the community generates a database on its access to schemes and participation in governance process. This database is used for making demand plans by the CBO and is also treated as a baseline for measuring success in achieving entitlements by the community. The PAE exercise is facilitated by the designated community cadre called Local Resource Group formed in each pilot GP



*Ribbons of Awareness and Entitlement*

#### Voice from the field

*“Participatory Assessment of Entitlements created awareness among individuals on what each individual is entitled to. Earlier, people did not have clarity on what exactly they were they eligible for. People became informed with PAE.”*

#### **Smt Sadhane Nihare**

Sarpanch, Malkapur GP  
Wardha, Maharashtra

#### Components of PAE Module

- Access to local public institutions such as Gram Panchayat Office and Aanganwadi
- Engagement of SHG members in local self governance systems such as Gram Panchayat and Gram Sabha
- Household benefit schemes such as Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Swachh Bharat Mission (SBM), National Social Assistance Programme(NSAP), Rashtriya Swasthya Bima Yojana (RSBY), Integrated Child Development Scheme (ICDS) and other State-specific schemes
- Financial Inclusion

## The Ribbon Exercise

Every partner-State prepares its own context-specific PAE module. LRG members facilitate PAE in each SHG using this module. Discussions are held on each component of the module and SHG members respond to the each question by tying ribbon of different colours around their wrists.

Example:

- Attendance in Gram Sabha: Those who have attended previous Gram Sabha tie a blue ribbon
- Individual Household Latrine under SBM: Those who have toilets at home tie a green ribbon. Those who also use the toilet tie a white ribbon.

Use of ribbons avoids the monotonous question and answer format and makes the process interactive as well as visually appealing. At the

end of each section, the SHG member(s) having the maximum number of ribbons on her hand is asked to explain to the others about how she got access and took benefit of the particular entitlement. Her input is supplemented by the LRG. Simultaneously, during this process, the LRG member counts the ribbons, and records in the SHG-level PAE form. These are later consolidated at the Village Organisation (VO) level and GP level.

Having ribbon on one's wrist is seen as a symbol of accomplishment, knowledge and enhanced confidence. The discussion about individual entitlement status in the group helps a woman to share her access or lack thereof in front of a larger audience. This exercise has proved to be an effective tool to motivate SHG members to engage with local-self governments and access their entitlements.

## Process

### STEP 1

#### Capacitation of Local Resource Group (LRG)

- The community cadre in the PRI-CBO Convergence Project known as Local Resource Group (LRG) members are trained by Kudumbashree-NRO on PAE. As part of the training, detailed information is imparted about the local-self governance processes and the schemes covered in the PAE.
- LRG members are given handholding support by Mentors chosen from amongst Kudumbashree's experienced community leaders.



*LRG training for PAE in Mohol Block, Maharashtra*



*PAE in progress at a SHG meeting in Rajasthan*

### STEP 2

#### SHG Meetings for PAE

- During a regular or specially convened meeting of each SHG, PAE is facilitated by LRG members who moderate the discussion and record the response of participants. These responses form the database on the community's access to entitlements and schemes.

### STEP 3

#### Consolidation of PAE at VO Level

Once PAE is completed in all the SHGs, consolidation of the data generated and its presentation is done at a meeting at the VO level. Representatives from all SHGs and GP ward members attend this meeting which is facilitated by LRG members and VO leaders.

This data helps the VOs understand the current status of entitlements of their SHG households.



### STEP 4

#### Consolidation of PAE At GP Level

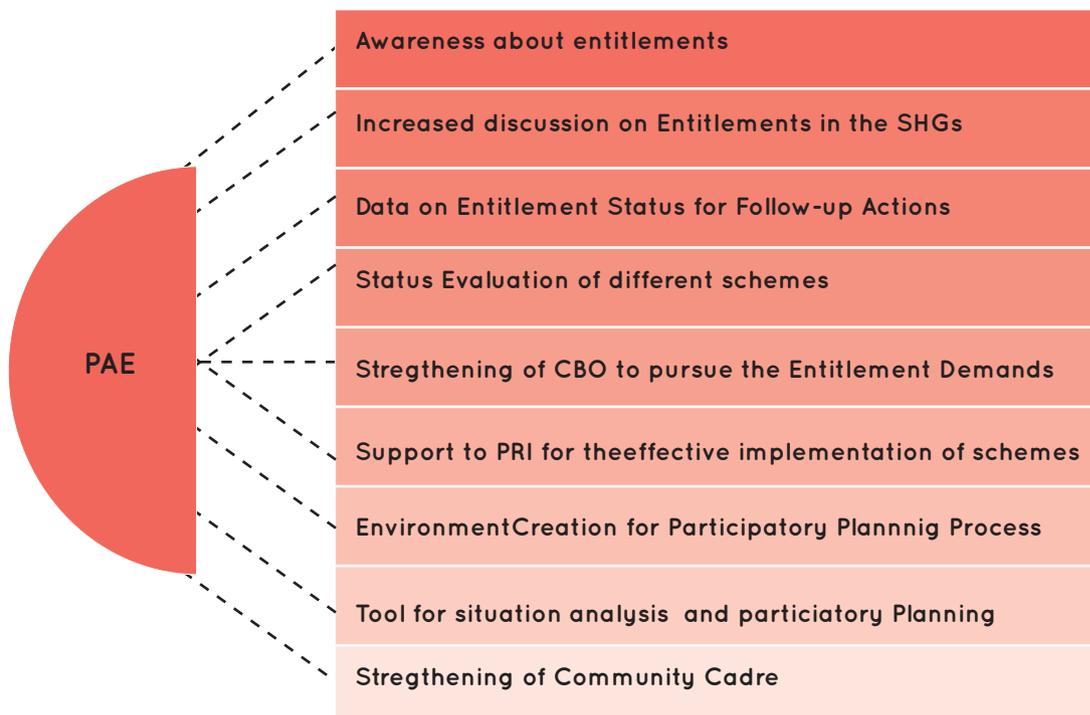
The PAE data is consolidated at the GP level by the VO representatives and LRG members. This data is presented to the elected representatives and officials of the Panchayat in the presence of all SHG members of the GP. The presentation of the PAE data gives an opportunity for the panchayat and CBO to come together on a common platform to address the entitlement gaps identified.

The compiled data is treated as baseline by the CBO to make target plans referred to as the 'Entitlement Access Plan.'



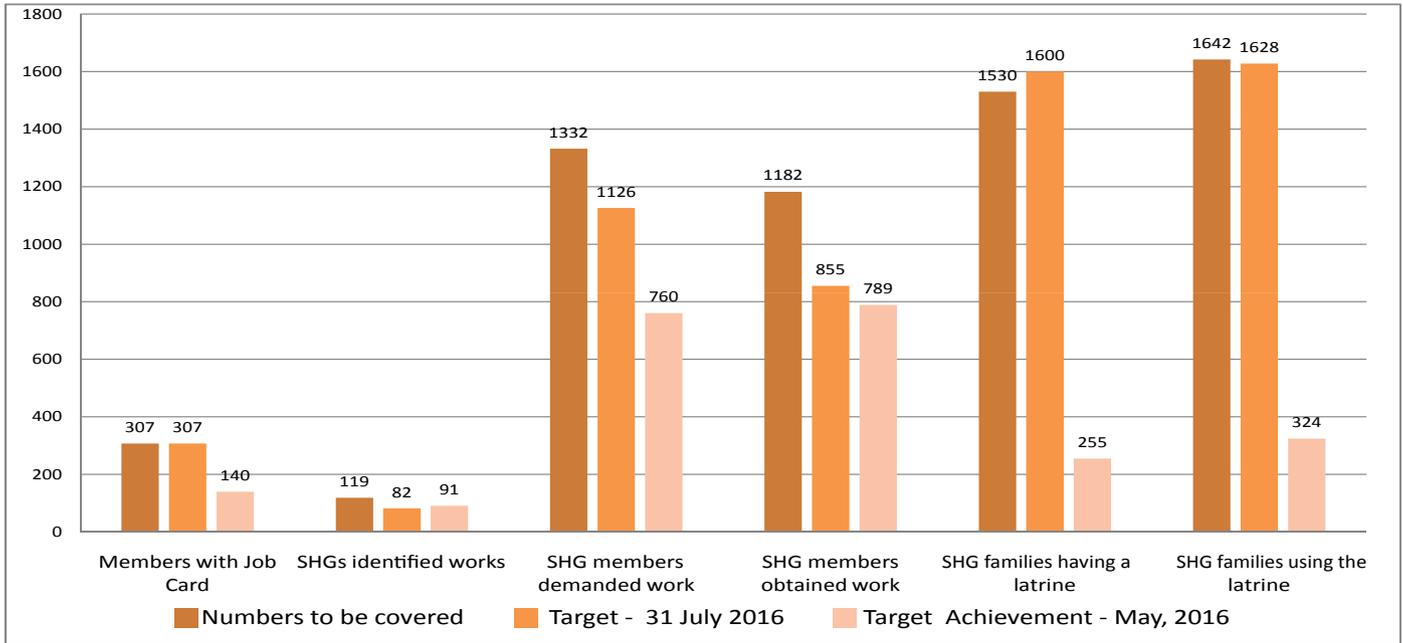
PAE consolidation and presentation at VO and GP level

## Impact of PAE



# Entitlement Access Plan (EAP)

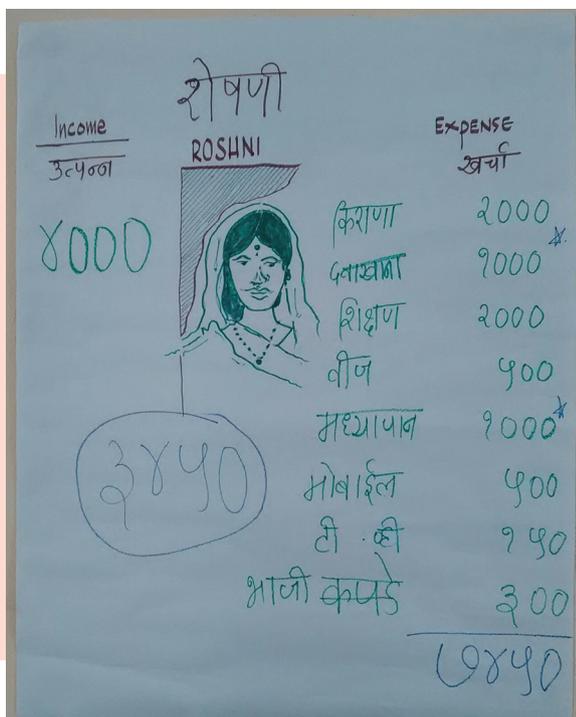
EAP is a target plan prepared by each Village Organisation (VO) to address the gaps in the access to entitlements identified during PAE. Using PAE data as the baseline, each VO sets quarterly targets for various schemes. These targets are regularly monitored and evaluated by the VO.



Quarterly EAP Target and Achievement- Sample data of Balisankara Block, Odisha

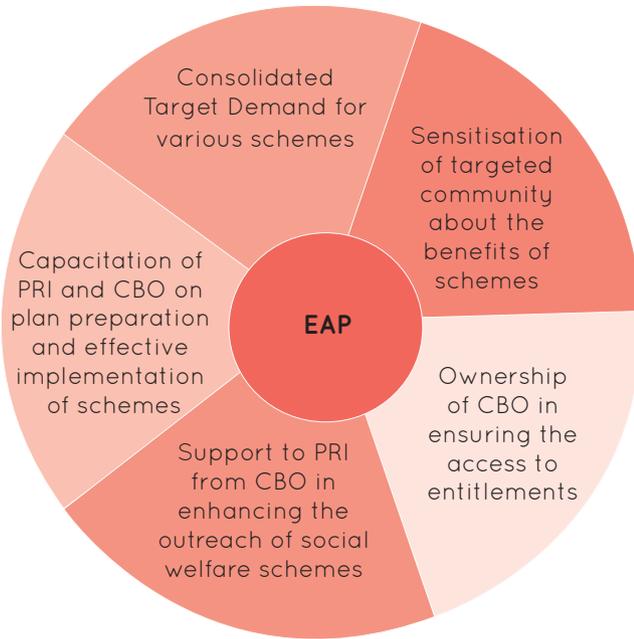
## Methodology of EAP

The story of 'Roshni' is used as a medium to prepare EAP. This methodology ensures that EAP is prepared through a qualitative discussion on how schemes can be used to improve the life of poor household.



"Roshni is a 31 year-old woman who lives with her family of five in a village. The primary occupation of her family is marginal farming. She has two children, a daughter who studies in class four in a village school and a two year old son who accompanies them to the field. Her mother-in-law is bedridden. Due to malnutrition and unhygienic conditions, her children often fall ill. There is difficulty in accessing drinking water, and no toilet. Despite difficult living conditions, they hope to lead a better life. The family income is Rs.4000 per month."

## Impact of EAP



PAE data presentation in Gram Sabha in Paika GP, Angada Block, Jharkhand

from Anganwadi	Target set for March 31,2015	0
	Target set for June 31,2016	0
Children of SHG members in age group 0-3 years receiving services from Anganwadi	Families with access as per PAE 2014-15	186
	Families without access as per PAE 2014-15	16
	Target set for March 31,2015	16
	Target set for June 31,2016	0
Children of SHG members in age Group 3-6 years enrolled in Anganwadi	Families with access as per PAE 2014-15	184
	Families without access as per PAE 2014-15	43
	Target set for March 31,2015	43
	Target set for June 31,2016	0
<b>Any other entitlement (Specify)</b>		
	Families with access as per PAE 2014-15	
	Families without access as per PAE 2014-15	
	Target set for March 31,2015	
	Target set for June 31,2016	
Name and Signature of GPLF President <i>Sarita Mandal</i>		
Name and Signature of Grama panchayat President <i>[Signature]</i>		
Name and Signature of VLV <i>[Signature]</i>		
No of attendance from CBO in the gram sabha <i>[Signature]</i>		
Padmagiri G.P. Grama sabha approved Date <i>26/01/2016</i>		
PRI-CBO Convergence Project		

EAP approved by Padmagiri GP in Malkangiri Block, Odisha

## Post- EAP follow-up

### ➤ Consultation of CBO with PRI and Line Departments:

- To present the entitlement access status of SHG households to the GP
- Opportunity for CBO to present the consolidated entitlement demands with the PRI
- To share the entitlement gap among the key stakeholders and draft a plan to address this

### ➤ Presentation of PAE and EAP in GS and approval:

- To formally present the entitlement demand in front of the larger public and get commitment from the PRI and Line departments

### ➤ CBO Governance and Institutional Mechanism:

- Organic formation of sub-committees based on schemes
- Strengthening of VO sub-committees
- Identification of scheme based volunteers in SHGs
- Institutionalisation of consultative platforms with GP

## Lessons Learnt

- Sensitisation of the CBO on entitlement and local governance helps in developing a community, conscious about their rights.
- Participatory assessment of planning tools provides an opportunity for the PRI and CBO to come together on a common platform and work towards the development of their community.
- Governance process of the CBO can be improved by its increased involvement in the service delivery initiatives.
- Effective engagement of the CBO with local self-government can improve public service delivery and governance system.

# GP level Poverty Reduction Plan (GP2RP)

The PAE and EAP method of participatory assessment and planning can be the foundation for developing a comprehensive GP level Poverty Reduction Plan (GP2RP) envisaged under NRLM. Using the Socio-Economic Caste Census - Temporary Identification Number (SECC - TIN) as the identifier, demand from every family with a membership in NRLM SHGs can be collected, prioritized, combined at the village and GP levels, to present a demand plan to the GP. The process will involve the following steps:

- Access of entitlements is mapped and consolidated at SHG level during PAE. This is merged with Social Inclusion Plan, Livelihoods Plan, and Credit Plan of the SHG to form the **'SHG Livelihoods and Entitlement Plan'**.
- SHG level plans consolidated at the VO level, merged with village level resource and infrastructure development plans to form the **'Village Livelihoods and Social Security Plan.'**
- Plans prepared by the VO or group of VOs to form the **'Gram Panchayat Poverty Reduction Plan'**. Scheme based demands are integrated to the allocation from GP, Line Departments and NRLM.



*From entitlement access towards a comprehensive poverty reduction plan*

## What is GP2RP?

The Gram Panchayat Poverty Reduction Plan (GP2RP) is a comprehensive demand plan prepared by the self-help groups and their federations in partnership with the gram panchayats for local development. It is an integral aspect of the convergence efforts of the National Rural Livelihoods Mission. The document will serve as the mission and plan document around which the Gram Panchayat and the CBO network works together to address the basic needs of the poor in the village.

## Features of GP2RP



## Objective of GP2RP

- To prepare a comprehensive and an inclusive demand plan for local development under the leadership of the community organisation network in consultation with the local government
- To strengthen the community organisations and their leadership for active participation in poverty reduction activities
- To facilitate organic interface between the SHG federation and panchayat raj institutions for the socio-economic development of the village through appropriate mechanisms.

## Components of GP2RP

GP2RP is the consolidation of the demands for livelihoods, health and sanitation, social security, natural resource development and basic infrastructure development prepared by the poor families who are members of the Self-Help Groups (SHG) formed as part of the National Rural Livelihoods Mission. It also includes the plan to bring the left out households into the SHG-fold for the larger integration into the activities taken up by the CBO.

Component	Description
Social Inclusion Plan	Plan for inclusion of vulnerable people/household into SHGs under NRLM
Entitlement Plan	Demand for various entitlements based on the entitlement gap identified through Participatory Assessment of Entitlements (PAE). Areas covered under PAE are employment (MGNREGS), health (SBM) and social security (Pensions, RSBY, ICDS)
Livelihoods Plan	Specific demand for enhancing livelihood through developing agriculture, animal husbandry, production and service enterprises and skilled training for placement etc.
Credit Plan	Demand for various financial support available from NRLM scheme and bank linkages
Infrastructure Development Plan	Demand for necessary basic infrastructure and for renovation of the existing infrastructure for better service delivery.
Resource Development Plan	Demand for protection and development of natural resources like land, water, forest and other locally available resources.

## Capacitation through GP2RP Process

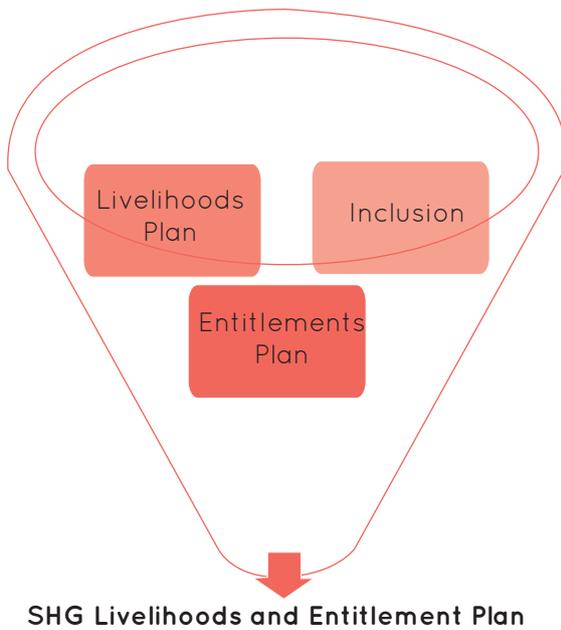
The GP2RP preparation process involves capacitation of community cadre, SHG members and leaders of the CBO on various aspects. The capacitation methodologies used at the level of SHG, VO and GP are illustrated here.

<b>C</b>	Mobilisation and Sensitisation
<b>A</b>	Identification of the poor
<b>P</b>	Need Mapping
<b>A</b>	Livelihoods Mapping
<b>C</b>	Household Budgeting
<b>I</b>	Credit Planning
<b>T</b>	Transact walk
<b>A</b>	Dream Mapping
<b>T</b>	Preparation of the Registers
<b>I</b>	Analysis of official records and data
<b>O</b>	Plan preparation
<b>N</b>	

## Process of GP2RP

The GP2RP is a consolidation of the plans prepared by the VO or group of VOs in the panchayat. The VO plan is prepared by the consolidation of the plans from its constituent SHGs. Similarly, a register is also maintained at the SHG, VO and GP level for providing necessary inputs for their plan and continuous monitoring. The entire process is completed through necessary capacitation of the LRG members, CBO leaders and SHG office bearers.

### SHG Plan Preparation Process



## STEP 2 Preparation of 'VO Livelihoods and Social Security Plan'

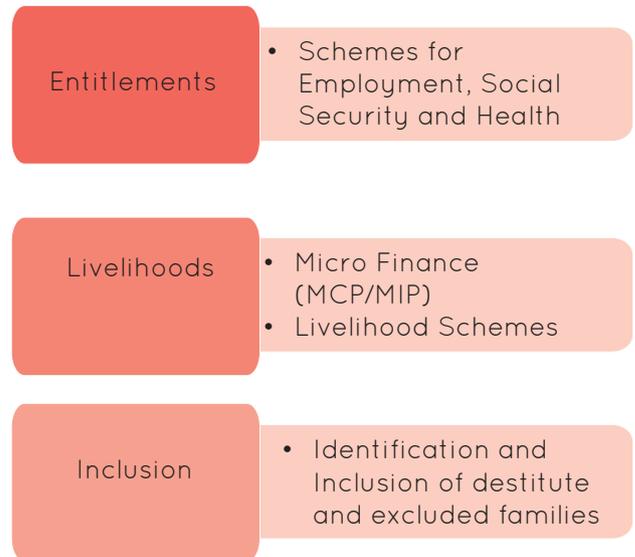


VO members and LRG preparing VO Plan in Kushtoli GP, Laharighat Block, Assam

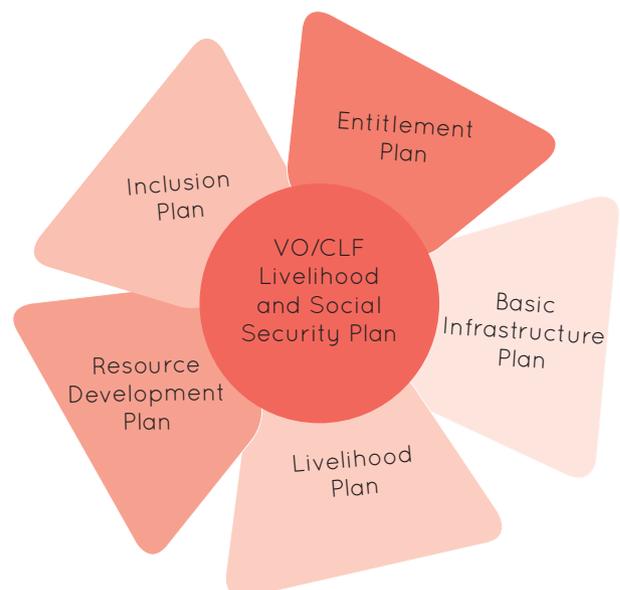
## STEP 1 Preparation of 'SHG Livelihoods and Entitlement Plan'



SHG members during the preparation of SHG Plan in Sundargarh Block, Odisha



### VO/CLF Plan Preparation Process



### STEP 3

### Preparation of 'Gram Panchayat Poverty Reduction Plan'

### Towards GP2RP



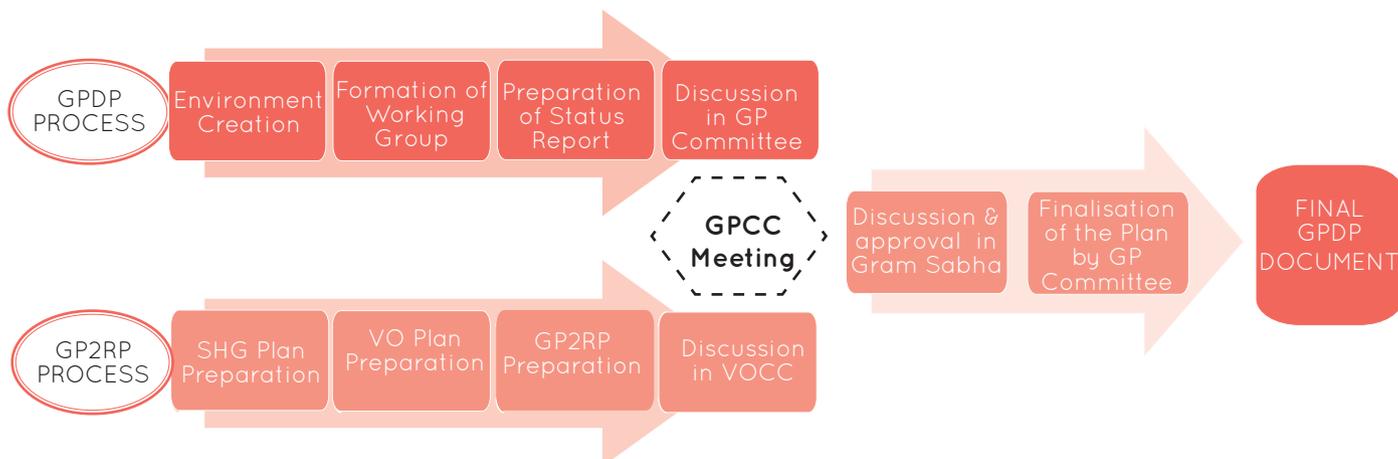
Dream map prepared at Komagarh GP, Odisha as part of GP2RP

## Taking the Plan forward

Engaging with various institutions and resources in the field, a continuous strategy is envisaged to take up the GP2RP document actualised. It includes the integration of this demand plan with the development plan of the GP and with the programmes and schemes implemented by departments and NRLM.

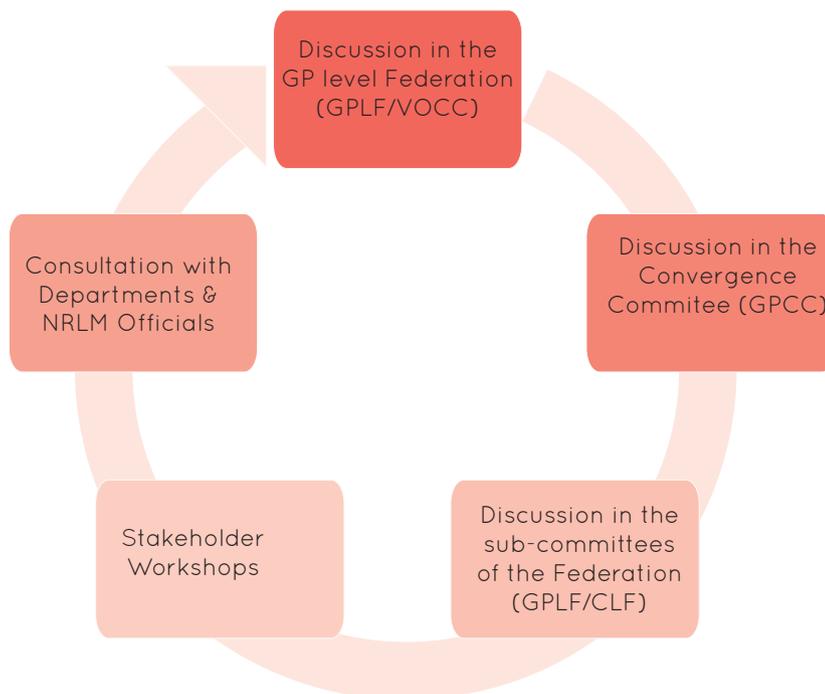
### a) Integration with Gram Panchayat Development Plan (GPDP)

Gram Panchayat has been given substantial powers and resources to address local developmental issues. In the context of Fourteenth Finance Commission awarding a huge grant to the local-self bodies, integration of the GP2RP document with Gram Panchayat Development Plan (GPDP) is crucial. It is also mandated that GPs adopt a participatory planning process to ensure fair, transparent and effective utilization of this grant and other resources over which they have command. Thus, GP2RP prepared by the CBO through a community-driven process adds value to the plan of a GP. To facilitate such integration following processes and institutional engagement are conceptualised:



## b) Converging with the programmes of departments and NRLM

Line departments and NRLM possess sufficient resources to respond to the demands of the CBO consolidated through GP2RP process. It includes scheme specific allocation and livelihoods support systems available from various departments and NRLM, especially credit support. Aligning these resources with the demands from the field is another route to take forward GP2RP. The GP level coordination committee (Village Organisation Coordination Committee - VOCC) / GP level federation (GPLF) of the CBO will be playing a leading role in initiating the necessary engagement with concerned stakeholders and monitoring the implementation process.



### Voice from the field

*“GP2RP preparation went really well in our panchayat. The SHG members were very happy that they got an opportunity to make a plan on their own for the first time.”*

**Md. Joinuddin**

LRG member, Bowalguri GP,  
Laharighat Block, Assam

## Conclusion

The involvement of the CBO network in the entire GP2RP process has been a revelation for the Panchayats as they witnessed the capability of CBO to identify and plan for the local economic development of the village. The consolidation of the demand for various livelihood, social security, resource development, basic infrastructural goods and services by the SHG network has boosted their confidence. It has also enhanced their leadership skills in matters of public affairs and development. As the plan was drafted through a participatory process led by CBO, it is more credible and will be owned up by the community. There will be participation of the community in the effective implementation of this plan. Building such an atmosphere where PRI and CBO develop an in-built convergence in their day-to-day functioning is the larger vision of these kinds of participatory planning and assessment tools.

# Coverage Status of PAE, EAP, GP2RP

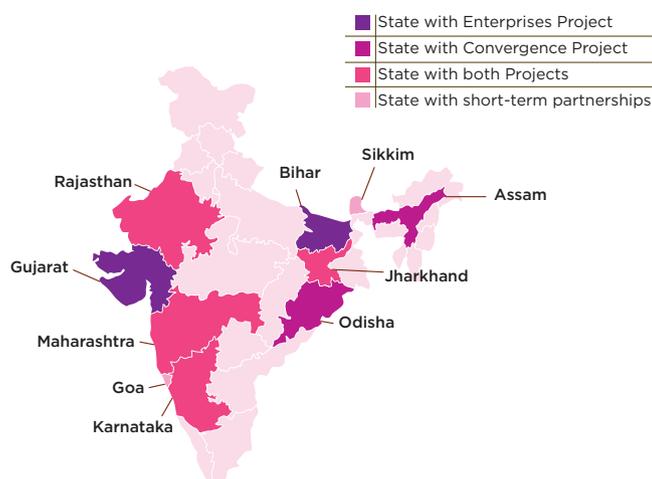
(as on July, 2016)

STATES	No. of SHG	No. of SHG completed PAE	% of SHG completed PAE	No. of VO/ CLF	No. of VO prepared EAP	% of VO prepared EAP	No. of GP	No. of GP prepared GP2RP	% of GP prepared GP2RP
Assam	2767	2767	100%	225	164	73%	36	14	38%
Jharkhand	1780	1780	100%	210	203	97%	29	23	79%
Karnataka	1587	1587	100%	235	235	100%	40	In Progress	-
Maharashtra	1220	1164	95%	91	91	100%	58	In Progress	-
Odisha	709	709	100%	77	77	100%	12	11	92%
Rajasthan	2336	1506	64%	153	98	64%	67	In Progress	-
<b>TOTAL</b>	<b>10399</b>	<b>9513</b>	<b>91%</b>	<b>991</b>	<b>868</b>	<b>88%</b>	<b>242</b>	<b>48</b>	<b>20%</b>

NOTE: 22 GPs in Assam have been taken up in Phase-II of the project

## Kudumbashree - National Resource Organisation

Kudumbashree was recognised as a National Resource Organization (NRO) by the Ministry of Rural Development (MoRD), Government of India, under the National Rural Livelihoods Missions (NRLM), to provide technical and implementation support to State Rural Livelihood Missions (SRLMs), based on mutual interest. NRO supports NRLM and state missions in two domains: PRI-CBO Convergence, and micro-enterprise development.



Aajeevika  
National Rural Livelihoods Mission



Kudumbashree  
Kerala State Poverty Eradication Mission

**Kudumbashree National Resource Organisation**

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