

# SHG – GP (PRI) PARTNERSHIP

## I ROLE OF MoRD

1. Re-issue the guidelines slightly modifying the methodology of preparation of VPRP and incorporating the following points:
  - VPRP should become the Anti Poverty Sub Plan of GPs with four components
    - i. What GPLF can do with its own resources like CIF, VRF, etc.
    - ii. What GPLF wants from MGNREGS specifically
      - In terms of person days of work and when this work is needed
      - In terms of community assets
      - In terms of individual assets
    - iii. What GPLF wants from GPDP
    - iv. What GPLF wants from Departments which are not under the GP
  - VPRP should be prepared after elaborate discussions and negotiation by the SHGs and their members and not mechanically through an App. Of course post planning it can be entered in the software prescribed. The VPRP should be submitted to the GP.
  - After a fortnight there should be direct interaction between the GPLF and the elected GPs in the presence of officials to discuss the VPRP, in detail, especially the second, third and fourth components.
  - The demands in respect of MGNREGS should become automatically a part of the Labour Budget.
  - The GP should confirm what it can accept in respect of GPDP and enter it into the minutes relating to GPDP preparation. This should be declared as a mandatory step in the preparation of GPDP by the MoPR and the State
  - Regarding the Fourth component, joint meeting with key officials of the Department/Agencies concerned should be facilitated by the Block or the District and this should be attended by GP and GPLF members. The decisions of the meeting should be minuted. The Departments/Agencies should submit quarterly progress reports on implementation of decisions taken in this meeting.
2. Issue directives that the specific request for person days of work coming through the SHGs as part of VPRP on MGNREGS should automatically become part of the

Labour Budget. Also the request for community assets and individual assets should be given the first priority in keeping with the spirit of the Act.

### 3. Capacity Building

- i. Along with MoPR on the analogy of National Capacity Building Framework (NCBF) developed by the MoPR have a specific Capacity Building Framework for SHG - GP Convergence as a subset of NCBF.
  - ii. Issue instructions to NIRDPR & SIRDPRs to give special priority for capacity building in respect of SHG – GP Convergence for the next two years.
  - iii. Launch an intensive training from Government of India (GoI) for senior officials of the NMMU, SMMUs and RDPR Department of the State. Special orientation may be given to the NRLM, MGNREGS senior management team at the national and state levels on the relevance and importance of the SHG – GP Convergence.
  - iv. NRLM should mentor SRLMs to prepare projects for SHG – GP Convergence. Before projects are brought to the Scheme Sanctioning Committee it will be useful to sit with the SRLMs to guide them on the capacity building proposals.
4. The State Chief Secretaries may be addressed to facilitate convergence of programmes of Departments which are not under the control of Panchayats by giving priority to the proposals coming from the VPRP. Ideally all relevant Departments should nominate specific officers to attend meetings called at the Gram Panchayat (GP) level to discuss convergence, and monitor convergence. In States where the GPs are very small, cluster level meetings could be held as decided by the State.
5. The NRLM should issue instructions to involve Panchayat partnership and access to MGNREGS as a specific ‘Sutra’ for the SHGs, meaning that this item should be discussed every week in their weekly meetings and suitably minuted. Also, there should be exclusive Community Resource Persons (CRPs) suitably trained and motivated to promote SHG – GP Partnership.
6. NRLM may pilot Communitizing of SDGs linked to Localizing of SDGs. This can be done in States which have strong SHGs.

7. Monitoring of SHG – GP Partnership should be a specific item in the work of the National Level Monitors (NLM) and the Area Officers of MoRD.

## **II      ROLE OF MoPR**

1. Suitable changes may be made in the methodology of preparation of GPDP to formally incorporate VPRP. It has been suggested that MoRD revise the process of preparation of VPRP so that it seamlessly feeds into the GPDP. This is repeated below:
  - VPRP should become the Anti Poverty Sub Plan of GPs with four components
    - i. What GPLF can do with its own resources like CIF, VRF, etc.
    - ii. What GPLF wants from MGNREGS specifically
      - In terms of person days of work and when this work is needed
      - In terms of community assets
      - In terms of individual assets
    - iii. What GPLF wants from GPDP
    - iv. What GPLF wants from Departments which are not under the GP
  - VPRP should be prepared after elaborate discussions and negotiation by the SHGs and their members and not mechanically through an App. Of course post planning it can be entered in the software prescribed. The VPRP should be submitted to the GP.
  - After a fortnight there should be direct interaction between the GPLF and the elected GPs in the presence of officials to discuss the VPRP, in detail, especially the second, third and fourth components.
  - The demands in respect of MGNREGS should become automatically a part of the Labour Budget.
  - The GP should confirm what it can accept in respect of GPDP and enter it into the minutes relating to GPDP preparation. This should be declared as a mandatory step in the preparation of GPDP by the MoPR and the State
  - Regarding the Fourth component, joint meeting with key officials of the Department/Agencies concerned should be facilitated by the Block or the District and this should be attended by GP and GPLF members. The decisions of the

meeting should be minuted. The Departments/Agencies should submit quarterly progress reports on implementation of decisions taken in this meeting.

2. For capacity building related to SHG - GP Convergence, a sub-set may be included in the operational guidelines of NCBF.
3. MoPR may arrange national level training for senior officers of the Ministry as well as Panchayati Raj Departments of the State.
4. One additional faculty may be provided in SIRDPR to exclusively focus on SHG - GP Convergence from RGSA.
5. Proper orientation may be given to RGSA Co-ordinators at the State level to ensure that the capacity building projects submitted under the scheme adequately take care of the SHG - GP Convergence. Ideally, the representatives of MoPR may sit with the State teams before finalization of the project to give suitable guidelines.
6. The guidelines on Localizing SDGs may be suitably expanded to specifically bring in the component of SHG – GP Partnership. Similarly Localizing SDGs should be organically linked with Communitization of SDGs.

### **III JOINT RESPONSIBILITY OF MoRD AND MoPR**

1. Have a High Level Co-ordination Group with the Additional Secretaries as Co-Chairperson and all senior officers as members to meet every week on a fixed day to discuss operational issues. The States may access this Group to get clarifications quickly. The Co-ordination Group should be empowered to issue such clarifications as and when required.
2. For the Vth and VIth Schedule areas and areas which are governed by the State Acts like Manipur, necessary modifications have to be made.
3. Involve the National Resource Organization (NRO) on SHG – GP Partnership in the training programmes right from the design stage.
4. Special arrangements may be made for States with separate institutions for Panchayati Raj training like Uttar Pradesh, Jharkhand, etc.
5. A Helpdesk may set up at the national level preferably in NIRDPR and details of the arrangement given to the SIRDPRs, SRLMs, State Panchayati Raj Departments for widespread dissemination.

6. The NRLM, MGNREGS and GPDP Teams in NIRDPR may be suitably oriented to support this initiative.
7. The Ministry should facilitate preparation of State guidelines for SHG - GP Convergence by issuing model guidelines jointly and also through active facilitation the States should be guided in the preparation of the guidelines.
8. Already there are different levels of experience in many States on SHG - GP Convergence. Four pronged action is suggested.
  - i) NRO should be asked to provide State case studies indicating the achievements and shortfalls highlighting the issues and ways of addressing them.
  - ii) NIRDPR in partnership with SIRDPRs should conduct a reconnaissance of such State experiences and prepare State Level Reports.
  - iii) The Ministry should jointly commission high quality study (studies) on the partnership as evidenced from the field. Institutions like IRMA; TISS; IIM, Bangalore; Azim Premji University could be utilized for this.
  - iv) A joint meeting of the Performance Review Committee of State Secretaries should be held with detailed agenda on this initiative to be followed by a meeting of State Ministers in charge of SRLMs and GPDP could be launched.
  - v) This initiative could have a high profile launch.
  - vi) Modus operandi need to be developed for converging the training funds under RGSA and MoRD as also the training funds of NRLM and MGNREGS. This should be intimated to the State for appropriate action.
  - vii) UNICEF and UNDP should be requested to actively support this initiative in the States where they have presence. They could also assist NIRDPR and SIRDPRs in developing the course material.
  - viii) UNICEF and UNDP could be involved actively in the piloting of Communitizing SDGs.

#### **IV ROLE OF STATE GOVERNMENTS**

1. State should develop a detailed Policy for partnership between GPs and SHGs as suited to the local systems. This can be done after studying best practices of other

States through the National Resource Organization. The First Principles of the policy should be

- Panchayats are local governments
- CBOs are community wings of the Panchayati raj system of local governance
- Autonomy of CBOs fully protected
- Right to know of Panchayats and elected members about SHG functioning facilitated
- Mandatory to work together
- A rule based system of working in partnership on the basis of transparent norms and criteria

The policy should broadly conform to the advisories issued by MoRD and MoPR. The approach should be “learning by doing” allowing natural evolution speeded by improved capacity, within a policy framework but with sufficient local freedoms and flexibilities.

2. The Policy should be followed up by an Action Plan detailing what GPs can do for SHGs and what SHGs can do for Panchayats.

The drafting of the policy and the Action Plan could be done in a “Write-shop” in which the key stakeholders and experts from outside are involved especially from the National Resource Organization.

3. While the Guidelines should be validated in intensive Resource Blocks duly mentored by the SRLMs with the active support of SIRDPR and the National Resource Organization.
4. While it may not be feasible to bring about a perfect geographic congruence between the SHG Federations and the Village Panchayats, it should be mandatory to have a GP level Federation of SHGs coterminous with the GP.
5. There should be a forum for regular interaction, at least quarterly between the GPLF and the GP with a structured agenda.
6. GPLF leaders should be made members of all Functional Committees of the GP including those related to water supply & sanitation, health & nutrition, education, natural resources management and so on, even if these functions have not been

transferred to the GPs. Wherever the State Act permits the GPLF members could be nominated to attend Standing Committees.

7. The GPLF leaders should be included in different management committees of institutions like Schools, Anganwadies, Wellness Centres and other hospitals at the local level.
8. The GPLF members who are nominated to different Committees should be given adequate training so that they can be effective in discharging their responsibilities.
9. The SHG members may be encouraged to attend GP meetings as visitors.
10. Before the Gram Sabha (GS) each SHG may discuss its priorities to be raised to the GS and to the extent possible they may all attend to the GS.
11. There should be a Community Resource Person at the GPLF solely for Panchayat partnership.
12. Panchayat partnership should be introduced as a mandatory 'Sutra' for all levels of SHGs.
13. There should be joint meetings of elected women representatives and the SHG leaders at least once in a quarter.
14. Mahila Sabhas and Bal Sabhas could be institutionalized to strengthen the partnership.
15. To ensure inclusion SHGs of Persons With Disabilities and SHGs of Elders may be piloted linked to the existing SHG network.
16. VPRP and GPDP should be the instruments to forge the relationship.
17. Guidelines on outsourcing of services to the SHGs and the norms for identification of such SHGs may be issued by the State Government.
18. Also the Panchayats should be mandated to allow the SHGs to use the Commons including water bodies, Panchayat lands, markets, etc., for their livelihood activities.
19. An exhaustive list of no-cost low-cost development activities which may be carried out jointly by SHGs and GPs may be listed after consultation with GPs and GPLF.
20. Services of NGOs supporting GPs and/or SHGs may be utilized to facilitate the partnership.
21. A structured capacity building programme to be jointly carried out by the SRLM and SIRDPRs/PRTI should be developed. NIRDPR and the National Resource Organization should assist in this.

22. A facilitation cum trouble-shooting arrangement may be put in place at the level of the Block and District to address issues which may arise in the initial days.
23. At the State level, an empowered Co-ordination Committee of SRLM, Panchayati Raj Department and SIRDPR/PRTI may be set up to facilitate the initiative.
24. An Award system may be introduced to recognize the best performing SHG - GP Federation.

## **V      ROLE OF NIRDPR**

1. NIRDPR should proactively assist MoRD and MoPR in carrying out the responsibility of operationalizing the suggestions mentioned above by the Ministries.
2. All the relevant faculty of NIRDPR should be given a orientation training on the new initiative.
3. A meeting of SIRDPRs and Panchayati Raj Training Institutions may be organized by NIRDPR to explain the initiative.
4. A National Training Plan should be developed by NIRDPR through a Write-shop. This should indicate the themes and outline of the content. There should be adequate focus on the philosophy and concepts underline the partnership as well as the means of realizing it.
5. NIRDPR may similarly assist the States to develop a State Level Training Plan as locally relevant for RGSA and NRLM.
6. A set of National Level Resource Persons (NLRP) having sufficient regional representation should be identified and trained. NIRDPR should also undertake ToT for groups of States.
7. NIRDPR should assist States to develop certified trainers in respect of SHG – GP Partnership.
8. NIRDPR should facilitate piloting of the convergence in selected GPDP clusters which also fall within the intensive Blocks under NRLM in co-ordination with SRLMs and NRO to achieve synergy.
9. The link officers of NIRDPR in SIRDPRs should be used to monitor the State situation and identify issues if any.



10. NIRDPR could enter into a formal MoU with the National Resource Organization for SHG – GP Partnership especially in matters related to capacity building.

## **VI ROLE OF SIRDPRs AND PANCHAYATI RAJ TRAINING INSTITUTIONS**

1. All of them should have a senior faculty responsible for this initiative.
2. They should work very closely with the SRLMs in developing the capacity building plan. Under the guidance of NIRDPR they may develop detailed plans and training modules. The NRO could be involved in this as also in conduct of training of trainers at the State, District and Sub-District Levels.
3. To the extent possible, joint trainings of SRLM and Panchayati Raj Department staff and elected representatives and leaders of SHGs should be organized.
4. Joint Workshops should be organized for elected women representatives and the Gram Panchayat Level Federation of SHGs in batches of 50 guided by master trainers to bring about a fraternity.
5. Mobile training teams may be set at the Block level with a fixed itinerary as also the flexibility to respond to specific requests.
6. Detailed Handbooks in simple language may be prepared for the use at the Gram Panchayat level both for elected bodies and the SHGs.
7. There should be State Level Help Desks anchored in the SIRDPR/PRTI to respond to queries.

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