Annexure I

Summary of Recommendations by Performance Based Payments Committee for better outcomes in Rural Development Programmes

1. Every GP should have a full time Secretary who is a regular employee. The roles and responsibilities of the Secretary may vary depending upon the size of population. For larger Panchayats having a population of 10,000 or more, a Panchayat Development Officer belonging to Group-B/C services is recommended. (Para 3.2.1).

2. Every GP should have a Technical Assistant. The existing GRS should be formally trained as Bare Foot Technicians to carry out essential engineering functions, including those related to water supply and sanitation. They should also support the Secretary in development administration and should be supervised by a qualified technical person. This arrangement is recommended for Panchayats with population less than 20,000 and for those more than 20,000 a qualified employee with Diploma or Degree may be required. (Para 3.2.2)

3. Regarding support staff for IT and accounting, for smaller panchayats (population less than 10,000), outsourcing to CSCs or trained CRPs from SHG networks is advocated. For larger Panchayats there may be regular staff or more formal outsourcing, giving preference to trained CRPs (Para 3.2.3)

4. All employees should mandatorily possess knowledge of using computers for their work and existing employees should be enabled to acquire the required proficiency within a fixed period with the help of support from the State. (Para 3.2.4)

5. Clustering of Panchayats is very critical in States having Panchayats of small size and population. In Panchayats having population of less than 10,000, positions may be created for permanent staff at a cluster level with adequate qualifications, particularly in respect of engineering, accounting and IT. If this is not feasible, these positions could be created at the IP exclusively for providing service to the GPs with clear norms relating to the kind of service, frequency of visits, certification of performance, accountability etc. In PESA and hill areas depending on the geographical size, lower population thresholds could be worked out by the States. (Para 3.2.5)

6. The minimum qualification for fresh recruitment of Secretaries should be graduation with proficiency in computers. The selected candidates should undergo an induction training of at least sixteen weeks including four weeks' field training. (Para 3.2.6)

7. MoRD and MoPR may facilitate States to develop a comprehensive competency framework for all existing staff at different positions. (Para 3.2.7)

8. The career path of the permanent recruits should be clearly defined with possibilities of them being absorbed in the appropriate State cadres. (Para 3.2.9)

9. Even for contract employees' minimum qualifications and rigorous selection procedures are recommended. There should be incentives for good performance by earmarking a certain percentage of permanent posts in Panchayats for such employees who complete a determined period of contractual service and possess minimum qualifications. (Para 3.2.10)

10. There should also be qualifications and experience criteria in the case of outsourcing. (Para 3.2.11)

11. There should be adequate supervisory posts in engineering and IT at the IP level. In the case of DPs, the Committee has recommended setting up of a quality monitoring mechanism. (Para 3.2.12)

12. The Committee recommends merger of DRDAs with the DPs in States where this has not yet been done. (Para 3.2.13)

13. The Committee recommends putting in place a functioning grievance redressal mechanism. (Para 3.2.14)

14. MoRD would issue enabling instructions to facilitate States to assign multiple tasks to the existing scheme specific staff, taking adequate precaution to ensure that the scheme implementation is not affected in any manner. (Para 3.2.15)

15. MoRD, MoPR and MDWS would jointly ensure that the funds earmarked for administrative costs are untied from the schemes and freedom given to the States to spend them for HR related costs at the GP and IP level. (Para 3.2.16).

16. Recommendations 1-15 above may be fast tracked in the Mission Antyodaya GPs/Clusters. (Para 3.2.17)

17. For viability, in terms of size and population, the Committee recommends that creation of new and small Panchayats may be avoided. (Para 3.2.18)

18. In case of shortage of funds to operationalize these recommendations, five years support to incentivize States to strengthen for a period of five years could be included in the revised RGSA. (Para 3.4)

19. In order to help States to strengthen their engineering staff at Block/Intermediate level MoPR may create a budget line of Rs. 1,000 crore annually for a period of five years. This assistance should be on a sharing basis with the States. (Para 3.5)

20. The existing HR support to Panchayats in PESA areas with one GS mobiliser in every GP, one PESA Coordinator at the Intermediate level, one PESA Coordinator in the District may be continued in the future. (Para 3.6)

21. Human resources of SHG network could be utilized by the GP in the form of activity groups trained to carry out particular tasks and in the form of trained CRPs from amongst the SHGs for performing specific functions and increasing participation during GSs. (Para 4.7).

22. The VOs can be used in supporting the GPs in conducting certain specific functions as mentioned in Para 4.16.

23. CRPs and activity groups may be trained to perform various tasks as mentioned in Paras 4.17 and 4.18.

24. For functional and effective partnership between the GP and the SHG network - VOs may formally be given the status of functional committees of the GP (Paras 4.19.1 to 4.19.8).

25. NGOs could support GPs - in the local planning process, in construction work, conduct of surveys and studies, improving social accountability, community mobilization for paying taxes and fees, claims and legal matters under FRA and PESA, conflict resolution, forging alliances between the GP and other institutions. (Para 4.20)

26. Functional committees can support the GP in – mobilization, identification of beneficiaries, professional support, monitoring and quality assurance – for which role clarity and need based training for the functional committees should be ensured. (Paras 4.23 and 4.24)

27. In order to improve social accountability in Panchayats, certain steps have been recommended which are mentioned in Paras 5.7 to 5.8.3.

28. Participatory planning and budgeting, pro-active disclosures, janta information system, public libraries, right to delivery of services, citizen's charter, grievance redressal, people's contact days, preparation of status studies for effective utilization of earmarked budget, participatory assessments, participatory expenditure tracking, community based monitoring, citizen's score card, citizen's juries/panels, social audit of Panchayats etc. need to be implemented. (Para 5.9 - 5.26)

29. A set of Governance and Accountability measures proposed by MoRD stands endorsed by this Committee for which capacity building of the community accompanied by internal audit and time bound implementation has been emphasized. (Paras 5.27 and 5.28).

30. **For immediate operationalization in Mission Antyodaya GPs,** participatory planning and budgeting, janta information system, citizens charter, disclosures, social audit and citizens score card may be considered. (Para 5.29).

31. On the IT front it is recommended that Panchayats be encouraged to use only transaction based software, adopt double entry system of accounting; universalize the SECURE software, upgrade the PES to support transaction at the GP level and keep provision for running the software without internet connectivity. NIRD&PR to function as a common platform for exchange of information about all ICT applications developed by the Central and State Government on various aspects. (Paras 6.19 – 6.27)

32. The Committee recommends strengthening of the monitoring mechanisms as described in Paras 7.4.1 to 7.4.15.

33. The committee recommends the adoption of quality monitoring mechanism as described in Paras 7.9.1 to 7.9.14.

34. Training of engineers involved in execution of various engineering works is recommended. (Para 7.10)

35. To ensure quality of assets at the village level, it is recommended that a system of quality be adopted that is similar to that under PMGSY. (Paras 7.11.1 to 7.11.7)

36. All existing GP Secretaries should be trained and new Secretaries should be put through rigorous induction training. The MoRD – ILO modules could form the core of the course material for imparting additional skills to GRSs, training on accounting and IT related applications for SHGs and CRPs in their areas of work. Special training on convergence approach to attain the SDGs for various functionaries and, training of quality monitors is recommended. (Paras 8.4.1 to 8.4.10).

37. The Committee recommends that training need assessments (TNAs) be conducted, formulate additional themes for training be formulated and partnerships with other institutions be encouraged to ensure high quality training for effective functioning of various functionaries under the overall ambit of the Panchayat system. (Para 8.4.12)

38. The leaders of Village Organizations of SHGs need to be specially trained on the roles and responsibilities of GPs and the elected representatives and officials of Panchayats sensitized to working with them as equal partners. The members of the Functional Committees and Standing Committees have to be equipped to play their expected roles. CRPs need training to raise citizen awareness to strengthen the demand side for good governance and social accountability. Convergence of services and programmes is particularly critical for addressing issues of poverty. The capacity building framework should include themes such as ethics and accountability, climate change, sustainability of development and possible local action. Social sensitivities need to be built into the elected representatives and officials with a focus on issues related to women, children,

aged, differently abled, transgender, etc. The Committee also recommends improving the quality of training, engaging Elected Representatives as well as functionaries in training and strengthening institutions. (Paras 8.4.13.1 to 8.4.13.6).

39. The Committee recommends that GPs could converge with the human resources of different departments. For diversifying works under MGNREGS, the human resources of various line departments could be formally used. In case of spare capacity in a Government Department the GP should be formally able to access that capacity. GPs should be the deciding authority on choice of works and payments for works. (Para 9.5.1)

40. Unnat Bharat Abhiyan (UBA) should provide formal support to the Panchayats in the conduct of surveys and studies, preparation of local plans, facilitating conduct of GS and so on. The framework for convergence with educational institutions may be laid down jointly by the State PR and RD Departments and Department of Higher Education. (Para 9.5.4)

41. All rural CSR projects should be encouraged to involve local panchayats in their implementation. This is essential for sustainability. Further, these companies could support professionals directly or through the accredited NGOs, to provide services to deserving GPs. Guidelines of the Department of Public Enterprises could appropriately include these suggestions for CSR initiatives of Central Public Sector Enterprises. (Para 9.5.6)

42. Institutions of excellence particularly those under the GoI, such as ICAR and CSIR may be mandated to provide technical support to GPs within the immediate hinterland of their field centres. These institutions may be encouraged to institutionalize such support in their regular outreach programmes. (Para 9.5.7)

43. Horizontal convergence among the Panchayats wherein they can group themselves into a cluster and pool resources to get professional support especially in areas such as development of water supply and solid waste management is recommended. (Para 9.5.8)

44. The terms and conditions of the convergence would have to be clearly laid down and issued in the form of Government Orders. Formal capacity building on the nature and mode of convergence while keeping intact the autonomy and decision making power of the GPs is recommended. (Paras 9.6.1 – 9.6.5)

ANNEXURE II

अमरजीत सिन्हा
AMARJEET SINHA

सत्यमेव जयते

सचिव
भारत सरकार
ग्रामीण विकास मंत्रालय
ग्रामीण विकास विभाग
कृषि भवन, नई दिल्ली–110001
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Ministry of Rural Development
Department of Rural Development
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DO # Secy(RD)/Misc/2018-GSA

May 22, 2018

Subject: **Panchayat Self Help Group Convergence at Gram Panchayat level**

Dear Chief Secretary,

This letter is on the very important subject of mobilizing communities and elected Members of Panchayati Raj Institutions (PRIs) for effective need based planning and implementation of public programmes that improve the quality of lives of poor households. While the Local Government Framework of Panchayati Raj Institutions as mandated by the Constitution of India is fully functional and operational at all levels, convergence with Women Self Help Groups (SHGs) at habitation/village and Gram Panchayat level significantly increases the Community ownership of public programmes.

2. It is for this reason that the Ministry of Panchayati Raj, in the newly launched Rashtriya Gram Swaraj Abhiyan (RGSA) Scheme for Governance improvement in Panchayats, will fully adopt the Framework for Convergence of Panchayati Raj Institutions and Self Help Groups that was issued by the Ministry of Panchayati Raj on February 4, 2016. A copy of the same is enclosed. A copy of the Guidelines on partnership between Gram Panchayats and Self Help Groups network of Deendayal Antyodaya Yojana-National Rural Livelihoods Mission (DAY-NRLM) is also enclosed along with a copy of the presentation on PRI-CBO Convergence in DAY-NRLM.

3. This is to urge you to hold a meeting at your level with the Secretaries of all the concerned Departments, to fully integrate this convergence in their planning and implementation of programmes listed in the Eleventh Schedule of the Constitution of India. This will greatly enhance transparency, accountability and community ownership of public programmes within the constitutionally mandated system of Panchayati Raj Institutions. The experience of all the States indicate that the effectiveness of Local Governments improves significantly if such partnerships with Community organizations is also harnessed to connect with the poorest households.

4. We look forward to your active support for Panchayati Raj Institutions, Women Self Help Groups convergence in participatory planning and programme implementation at the Gram Panchayat level.

With regards,

Yours sincerely,

[Amarjeet Sinha]

22 May 2018

encl: as above

Chief Secretaries of all States/UTs

ANNEXURE II

No. K-11022/31/2015-CB
Government of India
Ministry of Panchayati Raj

Sardar Patel Bhawan, Sansad Marg,
New Delhi, the February 4, 2016.

To

Principal Secretary/Secretary
Panchayati Raj Department of State/UTs
(As per list attached)

Subject: **Panchayat-SHG convergence for Participatory Planning at Gram Panchayat level - advisory regarding.**

Sir/Madam,

Gram Panchayats in the Country have been mandated to prepare and implement plans for economic development and social justice. The Guidelines for utilisation of Fourteenth Finance Commission (FFC) grant also require Gram Panchayats to prepare Gram Panchayat Development Plans (GPDP) which inter alia include component addressing vulnerabilities of poor and marginalised people and their livelihood opportunities through an integrated poverty reduction plan that also converges with the labour budgeting and projectisation exercises under MGNREGS. SHGs and their federations, as institutions of the poor have a key role in the planning for and implementation of interventions for economic development and social justice. The responsibilities of the SHG network listed in the NRLM framework include participating actively in Gram Sabhas and other forums of panchayats, providing feedback through community based monitoring, and supporting Gram Panchayats in their development initiatives and planning exercises. The NRLM framework delineates the role of Panchayats with reference to NRLM, which includes identifying and mobilising BPL households into SHGs, with priority for poorest and most vulnerable amongst them, facilitating SHG federations at various levels and providing accommodation and other basic facilities for their effective functioning, incorporating and making suitable financial allocations to the priority demands of SHGs and their federations in the annual plans/activities of the Gram Panchayat and coordinating with different departments and agencies on behalf of the network.

2. In the light of the crucial role to be played by SHGs and their federations in participatory planning at Gram Panchayat level, the Ministry of Rural Development (MoRD) and the Ministry of Panchayati Raj (MoPR), Government of India, jointly organised a national workshop on 'Panchayat -SHG Convergence for Participatory

Planning on 11, 12 and 13th December 2015 with objectives to (i) develop clarity on what panchayats can do for institutions of the poor and on how SHG federations can support development and welfare initiatives of panchayats; (ii) build general consensus among key stakeholders on the need and strategies for institutionalizing PRI - CBO convergence; (iii) develop State level capacity building plans for PRI convergence with SHG collectives, especially in the context of integration of GPDP with MGNREGS, Swachh Bharat and NRLM; and (iv) develop State specific road maps for forging sustainable relationships between panchayats and SHG collectives of NRLM.

3. Based on the deliberations and consensus arrived at during the Workshop, the following action points have emerged. State Governments are requested to issue appropriate instructions to ensure the following:

3.1. An independent space at the premises of GP office may be provided to house the office of SHG federations. This will not only increase the efficiency of SHGs and their federations but also improve quality of their interactions with Panchayats. Additional space, if required, can be constructed through using MGNREGA.

3.2. Gram Panchayats may be required to accord priority to SHGs in accessing common resources like common land, ponds, market places etc. for enhancing their livelihood opportunities. This will not only ensure better targeting but also enhance own source revenue of Gram Panchayats.

3.3. There are many local services in the delivery of which participation of SHGs would add value. SHGs can be involved in the delivery of services such as mid-day meal, house-to house collection of taxes, solid waste management, operation and maintenance of piped drinking water supply, e-services etc. State Governments may notify cost norms of SHG engagement in identified areas of service delivery on behalf of GPs. Such cost norms may take into account the opportunity cost and must be sustainable and attractive.

3.4. States may ensure that the autonomy of SHGs is protected while according priority in accessing common resources and involving them in delivery of services.

3.5. Integration in GPDP

3.5.1. Under NRLM, SHGs are required to prepare Micro credit plans covering all member families. In some States SHGs are tasked with participatory identification of the poor, or with participatory assessment of entitlements. These reports and plans, wherever available may be incorporated into the Gram Panchayat Development Reports prepared by Gram Panchayats.

3.5.2. The role of SHGs in the participatory processes of GPDP may be elaborated in the GPDP, or supplementary guidelines issued, which would cover SHG/SHG federation engagement in Gram Sabha processes right from publicity to facilitation of discussion to documentation. These roles may be institutionalised by formally assigning them role in facilitation of the Visioning/Planning Gram sabha and also facilitation of Mahila Sabha in States where these are envisaged.

3.5.3. An institutionalised framework for Gram Panchayat- SHGs interface may be developed and made operational. This could be through joint meetings on fixed dates, or by instituting convergence platforms like the Tamil Nadu Village Poverty Reduction Committees (VPRC) or the CDS Evaluation Committees of Kerala. The provision of representation in functional committees of the Gram Panchayats, in task forces/ working groups for GPDP and also in departmental committees such as Village Health Sanitation and Nutrition Committee (VHSNC), School Management Committee (SMC), Hospital Committee, etc. may be institutionalised as part of the GPDP process. Records of meetings and action taken reports of these committees may be shared with the SHGs/ federations.

3.5.4. Gram Panchayat is responsible to monitor functioning of institutions and services in the Gram Panchayat areas. Operational instructions on the inclusion of SHGs/ federations in community based monitoring of schemes and projects of Gram Panchayats may be issued. Such monitoring may involve monitoring of processes as well as outcomes, and could be factored into the low cost monitoring projects of the GP.

3.5.5. States may ensure that training module and material on PRI - SHG convergence as applicable to the State is prepared and disseminated, and that convergent transaction of training is undertaken.

3.5.6. State may identify and nurture beacon Gram Panchayats for convergence with SHGs under GPDP. These beacon Gram Panchayats may serve as peer learning centres where elected representatives and functionaries and also representatives of SHGs and their federations from other Gram Panchayats may come for exposure visits.

3.6. Monitoring

- State Government may develop online monitoring and reporting mechanisms for Gram Panchayat-SHG convergence.
- State may develop indicators for GP-SHG federation convergence. A suggestive list of indicators is given as Annex. State may modify and adopt these indicators as per their context.

3.7. Fifth Schedule Areas

In the Fifth Schedule areas, where Gram Sabha has been empowered with decision-making powers, SHGs may be involved in realizing the provisions of PESA Act, 1996. State may also make provisions for regular interaction of Gram Sabha Pradhan/ Chairperson and VO/CLFs of SHGs.

3.8. State level Steering Committee

The State Steering Committee for GPDP and FFC may be tasked with the responsibility of coordinating GP - SHG convergence as well.

4. You are requested to take necessary action as above suitable to the context of your State in the matter of convergence of Panchayats and SHGs and their federations in participatory planning at Gram Panchayat level.

Thanking you,

Yours faithfully

(C. Chinnappa)
Director
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4/4

ANNEXURE II

GUIDELINES ON PARTNERSHIP BETWEEN GRAM PANCHAYATS AND SHG NETWORKS OF NRLM

Background

Panchayati Raj was given a constitutional mandate in 1993. Around the same time SHGs of women started emerging, mostly supported by NABARD. But, over the years not much synergy has developed between the institutions of local government and the institutions of the poor. As panchayats have been assigned the twin functions of economic development and social justice, performing these functions, naturally requires a close partnership with community based organizations, particularly of the poor.

Recognizing that there is need for an effective and functional working relationship between Panchayats, especially Gram Panchayats and SHGs of women, in particular, the Village Organizations (VO), the NRLM framework was amended to incorporate provisions for bringing about a formal relationship between local governments and the organizations of the poor.

Since the nature, powers and authority of Panchayats vary vastly across the country a single set up prescriptions would not be valid to operationalize the partnership. Therefore, NRLM launched pilots in six States to work out the modalities based on field trials in different situations. The initial results of the pilots have shown that while the contours of the partnership would be context specific, it is mutually beneficial and results in positive outcomes.

Immediate Context

On realizing that, though MGNREGS has been beneficial to the poor, the involvement of the poor in deciding their priorities and demanding work and planning for assets directly enhancing their livelihoods was limited, the Intensive Participatory Planning Exercise (IPPE) was launched. This for the first time, gave the central role to SHGs and its federations in the preparation of the Labour Budget. Since bulk of the works under MGNREGS are being planned for and implemented by Gram Panchayats, this has brought about an operational linkage.

With the devolution of substantial funds to the Gram Panchayats by the Fourteenth Finance Commission (FFC), States have embarked on the preparation of Gram Panchayat Development Plan (GPDP), converging of the resources over which Gram Panchayats have command in different State situations. And MGNREGS provides substantial resources to Gram Panchayats. As the focus is on participatory planning, it is necessary to bring in the SHG networks so that the poor get their due in local development.

ANNEXURE II

Objectives

The objectives of the partnership between Gram Panchayats and the SHGs are:

1. To empower the poor to know, to demand and to access their rights and entitlements.
2. To include the poor and vulnerable sections of the community in the local development process and enable them to benefit from it.
3. To strengthen local democracy making the Gram Panchayats responsive and accountable.
4. To engender local level development and make it participatory and inclusive.
5. To strengthen Gram Panchayats through citizen engagement.

The rationale for the partnership

1. Strategically, the SHGs and their federations would learn the workings of democratic power and influence decisions through participatory planning. This would make them aware of their rights, entitlements and enable them to avail of opportunities. It would help them develop locally relevant norms for collective decision making, especially in the Gram Sabhas, which in turn could promote public action for common good.
2. Practically, it would help the SHGs get direct benefits from the local plan, particularly work and livelihoods from MGNREGS, basic services from the FFC grant, basic needs from Pradhan Mantri Awaas Yojana, Swachh Bharat Mission, National Social Assistance Programme and so on.
3. From the point of view of Panchayats, it will broaden and deepen democracy by enhancing participation and strengthen direct democracy. Engaging closely with the poor on equal terms will enhance the legitimacy and status of the Gram Panchayats.
4. Further, Gram Panchayats, can utilize the SHG networks to strengthen Gram Sabha, particularly to improve local level planning, use them for outreach, extension and service delivery as well as feed-back.

Thus, the partnership would be mutually beneficial and needs to be pro-actively facilitated.

ANNEXURE II

Principles underlying the partnership

The partnership between Panchayats and the SHGs should be on the basis of clear principles. They include:

- Acceptance of Panchayats as institutions of local self-government.
- Recognizing SHGs and their federations as autonomous institutions of the poor with clear rights and functions. Their autonomy should not be infringed in any manner by the Panchayats under any circumstance.
- Both Panchayats and the SHGs have a strong right to know the details of functions, responsibilities and activities of each other through sharing of information and holding consultations and dialogues.
- It is mandatory to work together but on a transparent and rule based system, on the basis of norms and criteria.
- To make the partnership functional and smooth, linkages need to be worked out -structural linkages, financial linkages, development linkages and so on.

Planning process to realize the partnership

SHGs may be formally involved in and integrated into the process of Gram Panchayat level planning as suggested below:

1. SHGs and their federations should discuss their poverty and livelihood status on the basis of SECC data and participatory assessments. They should develop a profile of poverty in the Gram Panchayat.
2. Thereafter they may develop a matrix indicating the main causes and solutions.
3. Based on this, in consultation with the Gram Panchayat a poverty reduction plan may be prepared as part of the GPDP, drawing resources from MGNREGS, FFC grants and other funds mobilized by the Gram Panchayat. This plan could also converge with other anti-poverty programmes being implemented within the Gram Panchayat area. This could be further strengthened by persuading the Gram Panchayat to locate basic services and infrastructure in the poorer areas.
4. In addition, SHGs and their federations should be pro-actively involved in the costless development components of GPDP, like access to nutrition, health and education, providing the last link in delivery of different pubic services and addressing social evils.

ANNEXURE II

Role of Gram Panchayats

1. Facilitate and support in the conduct the participatory identification of the poor, their social mobilization and then the institution building as SHGs and Village Organizations.
2. Use the SHGs and their federations consciously and formally to strengthen Gram Sabha through informed participation after prior discussions within SHGs on needs and priorities.
3. Use the SHGs and their federations actively in the local level planning process, specifically in matters related to poverty reduction. Their services may be utilized:
    - for social mobilization;
    - for dissemination of information;
    - as members of participatory planning teams;
    - for conduct of PRA exercises;
    - for consideration of the Participatory Assessment of Entitlements (PAE), Participatory Poverty Assessment (PPA) and Participatory Identification of Poor (PIP) as baseline information for planning;
    - for incorporation of the Micro Credit Plan (MCP) and vulnerability reduction plan in the Development Report presented to gram sabha;
    - for participation in the mahila sabhas and ward sabhas preceding gram sabha.
4. Gram Panchayats should be encouraged to prepare a poverty reduction plan as part of their development plan and in this, the demands of the SHGs need to get priority.
5. Assign specific roles to SHGs and their federations in MGNREGS – identification of workers, demanding work, preparing Labour Budget, etc.
6. Use the SHGs for out-reach, particularly in behavior change communication, dissemination of technologies for development, transmission of development messages and conveying information on developmental programmes and schemes to the target groups.
7. Utilize the SHGs for community based monitoring, especially of service delivery and performance of developmental interventions with specific reference to Sustainable Development Goals (SDGs).

ANNEXURE II

8. Entrust responsibilities for implementation of programmes to SHGs and their federations through community contract as locally appropriate.
9. Use SHGs, as agencies for operation and Maintenance (O&M) of utilities and assets with freedom to collect reasonable user charges.
10. Develop Community Resource Persons (CRPs) from among the SHGs to carry out different developmental tasks on proper remunerations.
11. Lease out ponds, common lands, etc. to the SHGs for livelihood activities.
12. Use SHGs participatory assessments and studies like gender status, status of children, poverty analysis, status of destitutes, etc.
13. Use SHGs for local campaigns for health, education, sanitation, etc.
14. Use the social capital of SHGs for launching drive against social evils like alcohol and substance abuse, manual scavenging, child marriage child labour, trafficking of women, etc.
15. Use the SHG to run Common Service Centers, especially to deliver IT based services and for financial inclusion.
16. Allow SHGs to conduct a social audit.
17. Facilitate SHGs work closely with elected women representatives.
18. Outsource tasks related to governance to SHGs on proper payments.
19. Build capacity of SHGs to perform the tasks assigned to them.
20. Provide space in the Panchayat Office to the Village Organization.
21. Provide funds to support SHG activities.
22. Take-up advocacy on behalf of SHGs with different developments.
23. Involve SHGs and their federations in Functional Committees and other Gram Panchayat level committees.
24. Prepare a partnership plan with SHGs and their federations.
25. Facilitate joint meetings of the Panchayat with SHG federation for discussing the demands of the SHGs, at least once in a quarter.

ANNEXURE II

Role of SHGs and their Federations

1. Access support from Gram Panchayat into the social mobilization of SHG formation and for identifying the left out and vulnerable sections of the community to bring them into SHGs.
2. Work with Gram Panchayats for conducting Participatory Identification of Poor (PIP) and get the process endorsed in gram sabha.
3. Participate actively in gram sabha with consolidated demands as agreed beforehand in SHGs and SHG federation especially in accessing work and assets under MGNREGS and benefits from GPDP.
4. Help Gram Panchayats to conduct the Gramsabha by helping them in publicity, facilitating discussions and documentation.
5. Perform the tasks suggested by Gram Panchayats, which are beneficial ad acceptable.
6. Participate in all Functional Committees of Gram Panchayats.
7. Take up the service delivery responsibilities entrusted by Gram Panchayats such as mid-day meals, house to house collection of taxes, solid waste management, operation and maintenance of piped drinking water supply, e-services, etc. by claiming appropriate fees.
8. Participate in community based monitoring mechanisms of Gram Panchayat project implementation.
9. Work with Gram Panchayat for accessing the common resources of Gram Panchayats (like fish ponds, vested land, common properties, market yards etc.) as livelihood base for SHGs.
10. Help GPs to conduct gender status study and ensure the gender needs of the community are reflected in the local plan.
11. Access information from Gram Panchayat and disseminate amongst SHG members on issues related to available government services and schemes.
12. Conduct Participatory Assessment of Entitlements (PAE) in each SHG and consolidate at VO and GP level and prepare the Entitlement Access Plan (EAP) at Gram Panchayat.
13. Actively involve in GPDP process to get the demands of SHGs included.
14. Take the lead for preparing Gram Panchayat Poverty Reduction Plan in association with Gram Panchayat and other stakeholders and ensure the adequate resources from Gram Panchayat and other line departments for implementing it.

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15. Prepare a plan of action to implement the partnership.
16. Coordinate the joint meeting with Gram Panchayats on fixed dates.
17. Enroll elected Women representatives as members of SHGs and groom them as Community Resource Persons.
18. Hold regular interaction with Panchayats on developmental issues.
19. Provide information on the functioning of SHGs in respect of joint projects.
20. Co-ordinate with Gram Panchayats while preparing micro plans and seek formal financial support.
21. Add Panchayat-SHG Partnership as a separate agenda in all regular meetings of SHGs and Federations to discuss, review and monitor participation in planning and implementation and obtaining of benefits by members. The agenda items may include - Gram Sabha, GPDP, Poverty free Gram Panchayat, MGNREGS, Swachh Bharat Mission, Work in Functional Committees of Gram Panchayats, Village Health Plan, ICDS, etc.

Facilitation of the partnership

Role of State Government:

State Governments have to actively facilitate the partnership as suggested below:

1. Bring about geographical congruence between VOs and Gram Panchayats i.e. a single Gram Panchayat should contain one or a whole number of VOs.
2. Instruct Gram Panchayats to provide office space for VO within the Panchayat Office. If existing space is not sufficient MGNREGS could be used to create the space.
3. Issue order enabling SHGs to benefit from common property under the control of Gram Panchayat like ponds grazing lands, etc.
4. Lay down procedure, as part of Gram Panchayats level planning, to get a poverty reduction plan prepared in which SHGs are given the central role.
5. Co-opt CRPs from the SHGs into planning teams for Gram Panchayat level development plan which would include MGNREGS.
6. Formally assign responsibilities to SHGs in assisting Gram Sabhas to identify beneficiaries of anti-poverty programme on the basis of clear norms.
7. Ensure that all eligible elected women representatives are made members of SHGs.

ANNEXURE II

8. Utilize elected women representatives especially, as internal CRPs, to focus on developing the partnership between the Gram Panchayat and the SHGs and their federations.
9. Conduct joint campaigns of Panchayats and SHGs for health, sanitation, etc.
10. Include functionaries of the SHGs and their federations in the Functional Committee of the Gram Panchayat dealing with poverty reduction and women issues.
11. Give formal membership in all the Village Level Committees to the VO.
12. Create a forum for regular interaction of the VO with the Gram Panchayats at least twice a year in which the VO would explain the needs and Gram Panchayat would formalize its developmental support. This should be before the finalization of the Gram Panchayat Development plan.
13. Set up Joint Committees consisting of the leaders of the VO and Gram Panchayat to oversee the partnership.
14. Conduct joint training of elected representatives and VO leaders to explain the need for partnership and the modalities.
15. In the Schedule V areas, SHGs may be specially involved in strengthening Gram Sabhas and their capacity suitably built up.
16. A Committee may be set up at the Block level for trouble shooting if required.

Role of SRLMs:

In addition to supporting the State Government in the roles indicated above, SRLMs needs to do following;

1. Task an Officer of the BMMU, DMMU and SRLM specifically to facilitate and oversee the partnership.
2. Develop capable Community Resource Persons or Local Resource Groups at Federation/Gram Panchayat level to provide necessary training to all stakeholders.
3. Develop Block level Master Trainers.
4. Put in place a common State Resource Team for GPDP and MGNREGS.
5. The consolidated Entitlement Plan at block level needs to be kept in MIS for its periodic verification and monitoring.
6. Conduct necessary training and capacity building to the SHG leaders and GP leaders with the help of well-developed IEC materials.

ANNEXURE II

7. Train all elected representatives (especially elected women representatives) on NRLM and its functioning and importance on working together with SHGs.
8. The BMMU may review and monitor the partnership activities and report to DMMU and SMMU periodically. The State Level Steering committee may examine the report and guide and advice the SRLMs and the Panchayat Raj department.

Follow up action by State Governments:

1. States may issue detailed guidelines to actualize the partnership. This may be operationalized immediately in all the Intensive/Resource Blocks. In the new Blocks which are brought under NRLM, this activity should start from the beginning. While the institution building of SHGs take place the relationship with the Gram Panchayats should be clearly explained to work out a meaningful and symbiotic relationship.
2. States are free to take technical support from the National Mission Unit of NRLM and/or the National Resource Organization, viz. Kudumbashree of Kerala.
3. States may develop Beacon Panchayats in Resource/Intensive Blocks where the partnership is actualized as envisaged. They could function as Schools of Practice for other Gram Panchayats and VOs to learn from.
4. The State level Steering Committee constituted for the GPDP may be tasked with the responsibility of coordinating this exercise as by suitably incorporating SRLM.

Expected outputs and outcomes:

1. **Expected Outputs:**

   Gram Panchayat-SHG Partnership initiatives taken up should lead to clear and measurable outputs. Following is an indicative list of outputs:

   i. Increased access of SHG families and communities to individual entitlements, community services, public goods and social security.

   For example: MGNREGS job card, MGNREGS work and assets, access to social security pensions, proper functioning of schools and anganwadis, mid-day meals, ensuring entitlements under Right to Education Act and Right to Food Act, increased immunization, reduced incidence of communicable diseases, etc.

   ii. Regular functioning of partnership platforms and active community cadres.

ANNEXURE II

For Example: Regular meeting of Functional Committees and the level of participation of SHG members in the committees, number of SHG members working as community cadre for Gram Panchayat, etc.

iii. Increased participation of women in Gram Sabha and various institutional and development committees like Anganwadi Mothers' Committee, School Management Committee, Village Health Committee, Water and Sanitation Committees, etc.

iv. Gram Panchayat Poverty Reduction Plan, jointly prepared by the Gram Panchayat with VO, in every Panchayat.

v. Services entrusted by the Gram Panchayat to the SHGs for delivery.

vi. Number of Elected Women Representatives as CRPs.

vii. Funds provided by the Gram Panchayat to SHGs and their federations.

2. Outcomes:

In the medium to long term, certain outcomes are expected. These include:

i. Increased contribution from Gram Panchayat to local economic development, reduction of poverty and antyodaya.

ii. Increased ability and sensitivity of elected representatives on issues of poverty and to work with community institutions.

iii. Sustainable functioning of joint institutional platforms to plan and monitor partnership activities.

iv. Enhanced ability and confidence of women to access public institutions and offices, including elected positions in the local governments.

PRI-CBO Convergence in NRLM

Panchayats working together with Community based organizations of women

Presentation at the meeting of

Pr. Secretaries/Secretaries of

Panchayati Raj Departments of States/UTs

08 May 2015; New Delhi

ANNEXURE II

Logic for PRI CBO Convergence

- Increasing the efficiency and reach of poor centric programmes
- Better participatory planning by the panchayat along with the community organization network
- Increased capability of the CBOs to demand for entitlements
- Democratically conscious community to help strengthen and sustain local government institutions

Based on experience of the Kudumbashree Mission in Kerala

ANNEXURE II

Goals

- Benefits under various entitlements and schemes accrue to the members of SHGs under NRLM
- Strengthening of women' participation in local self governance processes`
- A more responsive Panchayati Raj System towards the needs of the society, particularly women
- Help develop cadre of community professionals to work with community institutions and local governments to strengthen capabilities for convergence

ANNEXURE II

Results Framework for Convergence

Developed by NRLM for assessing results achieved by PRI CBO Convergence projects taken up by State Rural Livelihoods Missions with support of Kudumbashree

1. **Project Activity Results** — To measure the results in terms of outputs that the key activities seek to deliver
2. **Governance Process Improvement** — To measure improvements made in the quality of governance processes related to functioning of the PRI, Gram Sabha, and CBOs
3. **Household Benefit Results** — To measure results accruing due to actual implementation of schemes affecting livelihoods and social security of the poor families

ANNEXURE II

1. Project Activity Results

Based on the current scope of projects in various States

- Number and proportion of PRI representatives trained
- Number and proportion of elected women representatives trained
- Number and proportion of SHG members trained
- Number and proportion of VO leaders trained
- Number of LRG members trained
- Proportion of LRG members active at end of the pilot project
- Number of new SHGs formed
- Number of defunct SHGs revived
- Number of new VOs formed
- Number of GPs and blocks taken up by SRLM for replication of pilot

ANNEXURE II

2. Governance Process Improvement

Based on local governance structures for participatory planning

State Policy

State Government to come with policy guidelines and operational frame works for Convergence in tune with the NRLM Convergence framework

Gram Panchayat

Incorporation of CBO members into such sub committees and their attendance in regular meeting

Gram Sabha

- Proportion of women SHG members among Gram Sabha attendees (Mahila Sabha/ Palli Sabha/ Tola Sabha)
- Number of SHGs coming to Gram Sabha with prior preparation on agenda items
- Number of sub-committees of Gram Sabha meeting regularly and contributing to agenda discussions in the Gram Sabha

CBO Level Processes

- Number of SHGs incorporating the entitlement agenda (e.g. NREGA) into their regular meeting
- Number of GPs where co-terminus platforms for CBO – PRI linkage formed
- Number of GPs where co-terminus platforms for CBO – PRI linkage meeting regularly

ANNEXURE II

3. Household Benefit Results (1/3)

Indicative list, to be customized as per context of each State

NREGS

- Number of SHG families with Job cards
- Number of SHG families demanded works
- Number of SHG families obtained work
- Average number of work days obtained by SHG families
- Number of works implemented of the total demanded by SHGs
- Unemployment allowance demanded by SHG members
- Unemployment allowance paid to SHG members
- Proportion of women among MGNREGS workers
- Community assets demanded in plan, incorporated in plan and created through implementation under MGNREGS

ANNEXURE II

3. Household Benefit Results (2/3)

Indicative list, to be customized as per context of each State

NBA

- Number of SHG families having built IHHL
- Number of SHG families using IHHL built under NBA
- Number of anganwadis and school toilets built under NBA
- Community toilets – constructed, used and managed

Social Security

- Number of eligible SHG women / families obtaining benefit under various social security / pension schemes (NSAP, RSBY etc.)

ANNEXURE II

3. Household Benefit Results (3/3)

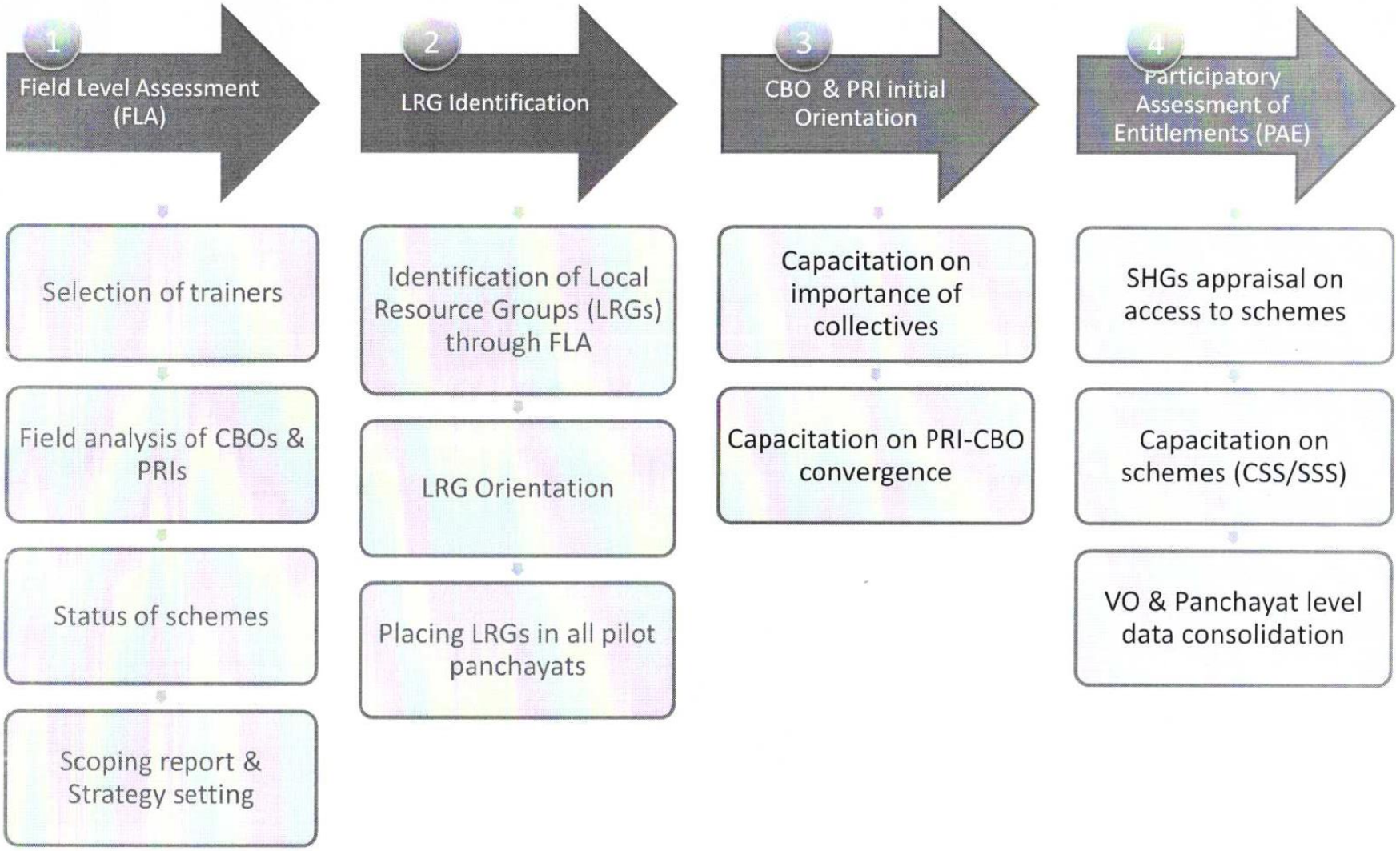
Indicative list, to be customized as per context of each State

ICDS

- Number of days anganwadi centre opened and food provided
- Enrolment of eligible infants / children in anganwadi centres and actual attendance
- Number of anganwadi where operations monitored by SHG
- Number of eligible SHG women / family members getting IFA tablets
- Number of eligible infants covered under immunization

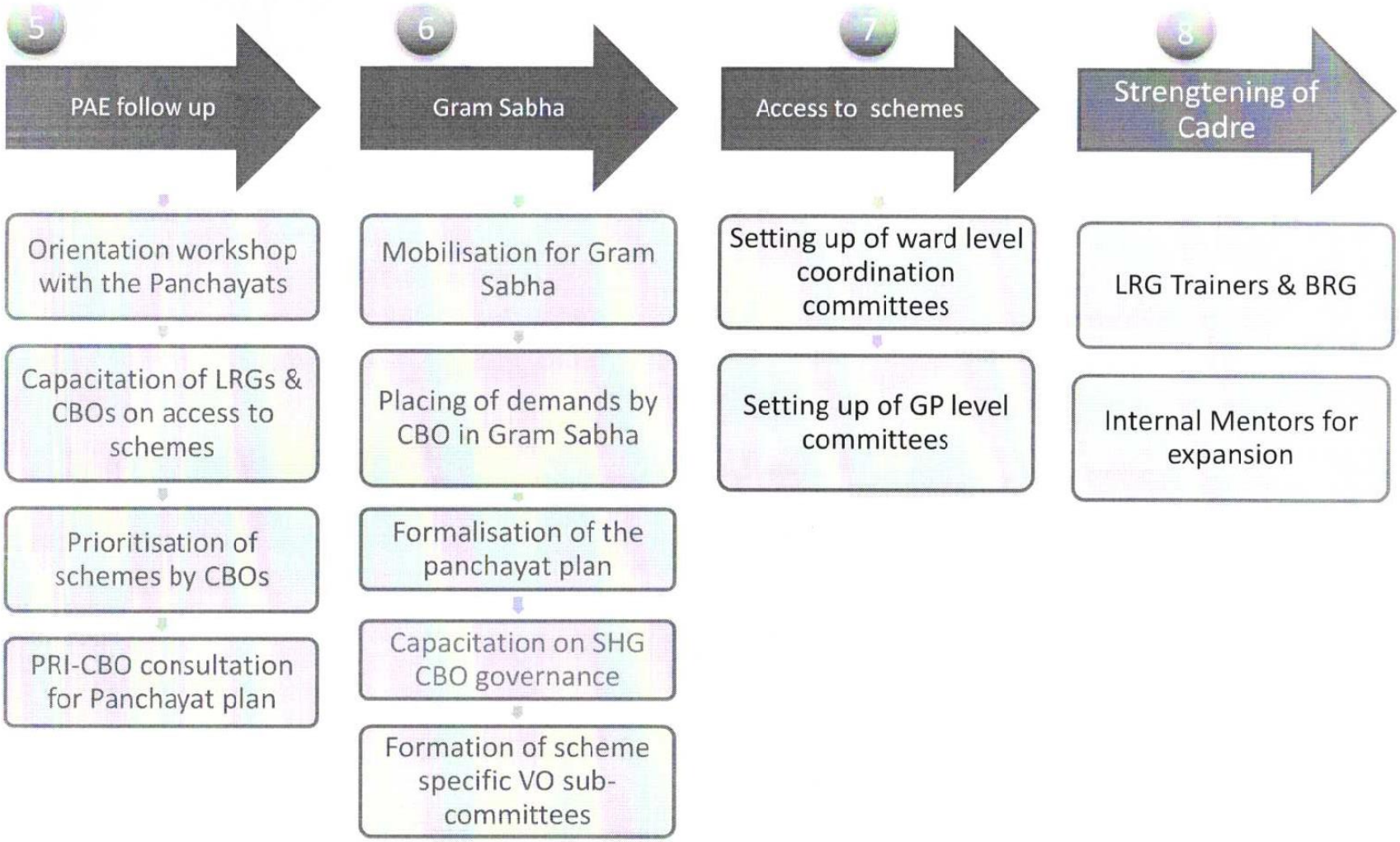
ANNEXURE II

Convergence Project Phases (1/2)



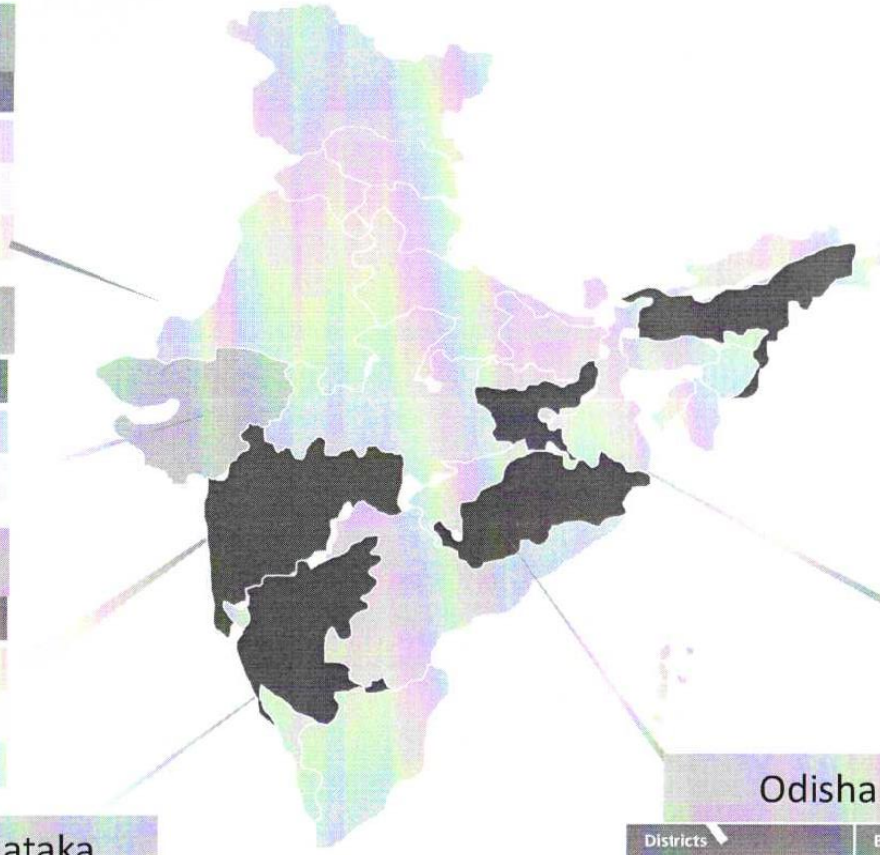
ANNEXURE II

Convergence Project Phases (1/2)



ANNEXURE II

Kudumbashree NRO support to States



Rajasthan

Districts	Blocks
Bhilwara	Asind
Kota	Sangod
Udaipur	Kherwara

Gujarat

Districts	Blocks
Patan	Sami
Narmada	Sagbara

Maharashtra

Districts	Blocks
Solapur	Mohol
Thane	Shahpur
Wardha	Deoli

Karnataka

Districts	Blocks
Koppal	Gangavathi and Koppal
Tumkur	Gubbi and Pavagada

Assam

Districts	Blocks
Morigaon	Lahorighat
Nagaon	Bajiagaon

Jharkhand

Districts	Blocks
East Singhbhum	Ghatshila
Ranchi	Bundu, Angara
West Singhbhum	Khuntpani, Manoharpur
Pakur	Pakuria

Odisha

Districts	Blocks
Gajpati	Gumma
Jajpur	Dharamshala
Malkangiri	Malkangiri
Sundargarh	Balisankara

ANNEXURE II

Support from State Departments

- Overall guidance and support for the project in pilot blocks
  - Issue of instructions for participation of blocks level functionaries
  - Issue of instructions to facilitate participation of SHGs and Federations in Gram Sabha
  - Constitution of sub-committees of GP, Gram Sabha for integration of planning and monitoring along with CBO structure
- Convergence with training plans of SIRD
  - Inclusion of PRI-CBO Convergence as a crucial topic of training of PRI representatives and functionaries
  - Use of trained cadre from the project as resource persons at appropriate levels

ANNEXURE II

Aajeevika
National Rural Livelihoods Mission

Kudumbashree
Kerala State Poverty Eradication Mission

Kudumbashree-NRO, III Floor, Carmel Towers, Cotton Hill, Vazhuthacaud PO
Thiruvananthapuram, Kerala, India 695014
keralanro@gmail.com

ANNEXURE II

Note on Mission Antyodaya

In India, 8.88 crore households are found to be deprived as per Socio Economic Caste Census (SECC) of 2011 from the perspective of multi-dimensional deprivations such as landlessness, households headed by single women, SC/ST household or disabled member in the family. These households require targeted interventions under government's various schemes and programmes in areas such as wage employment, skill development, social security, education, health, nutrition and livelihood creation. Already financial resources to the tune of about Rupees four lakh crore are allocated annually to impact the lives of rural poor by various government ministries/departments including Ministry of Rural Development in schemes spanning rural wages, rural roads, skill development, health, education, sanitation, drinking water, electricity, environment etc.

In this context, 'Mission Antyodaya' seeks to converge government interventions with Gram Panchayats as the basic unit for planning by following a saturation approach by pooling resources – human and financial - to ensure sustainable livelihoods. It is a State-led initiative for rural transformation to make a real difference based on measurable outcomes in the lives of 1,00,00,000 households in 5,000 rural clusters including 50,000 Gram Panchayats in 1,000 days.

'Mission Antyodaya' encourages partnerships with network of professionals, institutions and enterprises to further accelerate the transformation of rural livelihoods. Self-Help Groups (SHG) may be enablers to convergence approach due to their proven capacity for social mobilisation. The thrust is not only on physical infrastructure but also on social infrastructure with strengthening of agriculture, horticulture, animal husbandry activities with utmost priority given to SHG expansion in Antyodaya clusters. Capacity for financial and social audit would also be built at grassroot level. This would be accomplished by convergence of frontline worker teams, cluster resource persons (CRPs) and professionals at the Gram Panchayats / Cluster level. Cluster facilitation team would also be provided at the block level.

'Mission Antyodaya' is thus, based on convergence, accountability and measurable outcomes to ensure that resources are effectively managed in providing sustainable livelihoods for every deprived household based on SECC, 2011.

The framework makes use of information and communication technology to ensure the benefits reach those who are most deserving as per SECC Date. Backed by a robust MIS linked to schemes' date bases using a common Local Governance Directory (LGD) code, it would be possible to ensure end-to-end targeting against defined set of indicators to measure progress against the baseline. Periodic monitoring of such indicators and course correction is expected to lead the households to a threshold level of development trajectory. Over 25 departments and ministries of Central and State Governments will be participating in this mission through their specific programmes and

schemes. The data from different schemes will also share Application Programming Interfaces (APIs) which would be put in public domain for complete transparency.

Wide range of consultations were held on the framework for 'Mission Antyodaya' with Panchayat representatives, SHGs, NGOs, corporate, State Government representatives, NITI Aayog, start-ups and young CEOs apart from field visits. All these efforts culminated in a National-level Consultations on 10th October, 2017 in which thematic suggestions were made for 'Mission Antyodaya'. Based on these consultations, experiences, field visits and studies such as that by IRMA which shows that convergence reduces poverty and raises incomes of the households, the framework indicates the roadmap for implementing 'Mission Antyodaya'.

The states have selected Gram Panchayats / Clusters under 'Mission Antyodaya' which are either GPs with achievements like ODF, crime / dispute free GPs, Award Winning GPs or are covered under schemes such as DAY NRLM, Mission Water Conservation, SAGY/Rurban Cluster or specific purpose GPs. Most of these GPs are also in the backward districts of the country.

'Mission Antyodaya' is expected to unleash the latent potential of participating GPs through convergence and concerned actions of all the stakeholders and propel these GPs to a virtuous cycle of development.

Annexure IV

Guidelines for Organising Exposure Visits for Panchayati Raj Institutions (PRIs)

Exposure visits are recognised as one of the most effective and inspirational ways of learning for Panchayat representatives. During these visits they themselves get an opportunity to get first-hand experience of the good work done by other Panchayats, learn regarding the challenges faced by those Panchayats in the process and how those challenges were overcome. This process of learning through exchange of experiences creates an excellent practical peer learning opportunity for both the host and the visiting participants. Thus, visit to Panchayats with best practices within and outside the State provides hands on practical exposure and promotes experiential learning in a 'seeing is believing' mode.

The National Capacity Building Framework (NCBF) developed by Ministry of Panchayati Raj, has highlighted exposure visits as an important mode of capacity building of PRIs. The Committee constituted under the Chairmanship of Vice Chairman, NITI Aayog to restructure the existing scheme of the Ministry of Panchayati Raj as Rashtriya Gram Swaraj Abhiyan (RGSA) has also recommended exposure visits by PRI members to be radically scaled up.

Exposure visits are resource intensive. Hence, it is important to ensure that exposure visits are properly planned and executed to achieve the desired outcomes. A follow up mechanism is consequently important to ensure that learnings are assimilated during the visit, and utilised by the participants upon their return to address local problems in an innovative way. Accordingly, below is a framework for organising exposure visits for PRIs:

1. Preparatory Phase:

i. Identification of exposure visit sites or Panchayat Learning Centres (PLCs)

- In order to maximize the gains from exposure visits, it is important to identify well performing Panchayats or Panchayats with good practices on various thematic areas where visits would be organised. Panchayats both within and outside the States may be identified. The areas of work may cover:
  - **Core institutional functioning** like regular Panchayat meetings, functioning of Standing Committees, preparation of participatory Gram Panchayat Development Plan, effective Gram Sabha meetings, high percentage of revenue collection, up-dated accounts and maintenance of records, provision and maintenance of basic civic services such as drinking water, sanitation etc.
  - **Thematic excellence across sectors/programmes** linked with priority areas of the State/Panchayats and Sustainable Development Goals (SDGs) such as water conservation, sanitation & solid and liquid waste management, livelihood promotion, Panchayat-Self-Help group (SGH) convergence, poverty reduction, e-governance or smart Panchayats,

natural resource management, education, health, child development, inclusion of vulnerable groups, disaster management, community engagement etc. so as also to meet the Sustainable Development Goals (SDGs).

- ☛ While identifying Panchayats with good practices, following issues may be considered:
  - **Panchayat should have played a key role in implementing the initiative.**
  - Positive impact made in effective functioning or delivery of services (system, reach, quality, affordability etc.)
  - How the Panchayat mobilised/managed resources to finance the best practices/innovation.
  - Sustainability aspects.

- Existing awarded Panchayats may be identified as sites for exposure visit subject to verification on current status by the State. In addition, States may also identify other Panchayats that have done exemplary work under various development schemes of government and less cash/no cash initiatives. States may also develop relevant indicators/parameters for identifying such Panchayats. States may like to see short video clips on Panchayats with good practices from different states uploaded in MoPR's YouTube channel as tool to identify possible Panchayats for exposure visits.

- States should conduct field verification of the primarily shortlisted Panchayats to corroborate replicable good practices before finalising them as sites for exposure visit or immersion site.

- **Panchayat Learning Centres (PLCs)**: Inventory of such Panchayats with success stories/good practices spread across the State may be created. These Panchayats may be facilitated and developed further to function as Panchayat Learning Centres (PLCs) or immersion sites for learning in the district/block. Such exposure visit sites or PLCs should be developed in each district of the State so that intra-district exposure visits can also be arranged. Regular exposure visits for other Panchayats can be organised in these PLCs.

- Detailed documentation of the work done by these Panchayat Learning Centres (PLCs) (profile, report, short films etc.) should be made available online and shared with visiting Panchayats. Short films on these good practices should also be prepared and shown to other Panchayats of the States using small hand held projectors. These may also be shared with MoPR for uploading on MoPR's YouTube channel so that other States can opt for visiting these Panchayats.

- While selecting sites for exposure visits, similarities related to geographic location, size and population of Panchayats, status of devolution, focus on thematic area etc. may be considered which would result in better replicability

of learnings. For example, while selecting other States for exposure visits, hilly States should first consider Panchayats from States having similar challenges of hilly terrain, geographical and demographic conditions.

ii. Selection of Panchayats/participants for exposure visits:

Considering the large number of Elected Representatives (ERs) and functionaries of Panchayats, certain principles may be evolved to ensure maximum coverage and maximum impact of exposure visits. Hence, States may develop their criteria for selecting ERs, functionaries for exposure visits. For this purpose, following issues may be considered:

- Incentivizing well performing aspirational Panchayats through exposure visits within and outside their district/State.
- Motivating Panchayats with potential to perform well through exposure visits in well performing Panchayats within the State/district/Block.
- Selecting ERs and functionaries of Gram Panchayats identified under Mission Antyodaya.
- Selecting ERs and functionaries of Gram Panchayats from the 100 most backward districts of the country.
- Exposure visits within Panchayats that are doing excellent work (thematic champions) to promote cross learning.
- Panchayats doing excellent work may also be sent to not so well performing Panchayats within the district/State and outside the State to share their learning and mentoring.
- Demand lead exposure visits may be adopted as a means to incentivize aspirational and well performing Panchayats. These Panchayats may be asked to provide their choice of thematic areas and time periods in which they would like to do exposure visits. Accordingly, State may identify exposure visit sites on those thematic areas and organize exposure visits.
- GP President (Sarpanch), Vice-President (Up-Sarpanch), Chairman of the Standing/Sub-Committees, Women, SC, and ST members may be prioritized.
- Opportunity for exposure visits should be given to newly elected ERs within 6 months of their election.
- Selecting same set of people repeatedly for exposure visits should be avoided.
- Information regarding exposure visits should be circulated to PRIs and their willingness and time period opted may be considered for prioritizing PRIs. PRIs demonstrating enthusiasm may be accommodated in another schedule if they miss out for valid reasons.

iii. Duration of Exposure visits

Depending on the extent and location (within/outside the State/district), an exposure visit may be of:

- Three to five days 'standalone' exposure visit programme (outside the State/district)
- One to two day's field visit programme within the district/block
- One day-half day exposure visit as part of formal institutional training programme (during induction/orientation and follow-up refresher training)

iv. Preparation of Guidelines/dos and don'ts

State may prepare detailed guidelines on conduct of exposure visits including dos and don'ts for ERs and functionaries.

v. Calendar of planned exposure visits as part of PRI Training calendar

- The exposure visits planned should be an integral part of the State capacity building plan for PRIs under RGSA.
- The training calendars prepared for PRIs by the State (SIRDs) should also include tentative schedules for exposure visits. The timing of visits may be well spread out throughout the year and planned keeping in mind seasonal factors (monsoon, extreme weather conditions).

vi. Logistic arrangements, communication with visiting State/district/Panchayat etc.

- Organising an exposure visit for a team requires careful preparation. Logistics arrangement may include travel, boarding, lodging, communication with destination State/District/Panchayat nodal person. All these need to be planned in advance and responsibility may be given to a nodal official/officer of the Panchayati Raj Department/SIRD/Panchayat Training Institute (PTI)/Central Training Institute (CTI)/ State Panchayat Resource Centre (SPRC)/District Panchayat Resource Centre (DPRC) or any such institute identified by the State. Arrangements should be communicated well in advance to all the participants.
- A proper briefing may be organized for participants before initiation of the visit. Profiles of the Panchayats to be visited including details of good practices done by the Panchayat should be shared with the participants. Participants should be given orientation on the places to be visited, things/issues to be seen/observed etc. for a better learning outcome.
- Effort should be made to keep travel time as less as possible to increase time for learning. Selection of sites and travel plan should be made accordingly.

2. Activities during exposure visit

i. The exposure visit programme may include:

- Formal briefing/presentation on the status of Panchayats in the State profile of the Panchayat, work done by the Panchayat on institutional functioning/service delivery/specialised thematic area, innovations made etc.
- Interaction with PRI members, functionaries, beneficiaries, etc. who can share experiences, elaborate regarding changes that took place, and explain how they addressed challenges.
- Field/site visit
- Experience sharing by the visiting team so that the hosts can also benefit from peer learning.
- Structured lectures.

ii. Visiting team may be encouraged to observe following issues with respect to good practices/innovations during exposure visit for better learning outcomes:

- Improvements made in the delivery of services (system, reach, quality, affordability etc.).
- How the Panchayat pooled resources to operationalize the innovation.
- Sustainability aspects.
- Replicability with respect to their local context.
- Interaction with key player/s (ER, functionaries, CBOs etc.) who have played catalytic role in this initiative.

iii. It would not be possible for existing ERs and functionaries of the host sites or Panchayat Learning Centres (PLCs) to be available for trainees all the time on a regular basis. SIRDs or Panchayats/PLCs may nominate concerned functionary or GP ERs to coordinate the field visits. Each team for exposure visit must have a coordinator from the Government. The main role of these coordinators would be to:

- ☛ Coordinate the field visits, presentations, and provide inputs during discussions.
- ☛ Help the trainees with logistics.

3. Post exposure visit follow-up and monitoring measures

i. **Feedback:** Formal feedback should be taken from the visiting participants with focus on key takeaways and replicability of the learnings in their own areas. These feedbacks should be uploaded on the website of the State, SIRD&PR and MoPR.

ii. **Follow-up and monitoring:** Once the field visit programme is concluded, a de-briefing may be done by SIRD&PR/Panchayat Training Centre for critical assessment of learnings from the field visit. A preliminary action plan for applying the key learnings may be developed by the Panchayats that participated in the field visit. Panchayats that have undergone field visits should be further supported through training and handholding to develop their own models inspired by the good practices. Regular monitoring should also be done to track progress of work in these Panchayats.

iii. Exposure visit sites or PLCs are expected to maintain records of visits made by trainee Panchayats. Quality of PLCs or exposure visit sites need to be monitored from time to time.

iv. Details of the exposure visits should be uploaded on website of the States and MoPR. Pictures, videos and key learnings of exposure visits may also be shared on WhatsApp groups for wider dissemination. Videos of the exposure visit may be shown to other Panchayats using portable inexpensive hand held projectors.

4. Institutional Arrangements

i. Role of States/SIRD&PR/Panchayat Training Centres or concerned State training institute:

- Identification of exposure visit sites. States may mutually coordinate with MoPR and other States to identify PLCs for exposure visits in other states and share the list with the MoPR.
- Creation of inventory of good practices and exposure visit sites and detailed documentation of such sites. Handholding support for further development of exposure visit sites as Panchayat Learning Centres.
- Preparation of exposure visit calendar as part of State CB Plan for PRIs.
- Identification of Panchayats/participants for exposure visits.
- Preparation of guidelines/dos and don'ts.
- Developing field visit programmes, coordination and execution of field visits.
- Documentation and follow-up measures.

ii. Resources for exposure visit:

- The State may explore resources available from various centrally and State sponsored schemes to finance exposure visits.
- States should submit proposals for exposure visit as part of State CB Plan to MoPR following RGSA cost norms.

iii. Periodic review of performance of Panchayats and sharing of good practices at the District and Block level may be institutionalised for promoting horizontal learning.

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Annexure IV

Brief Framework for Organising Exposure Visits for PRIs

Preparatory phase	During exposure visits	Follow up measures
✢ Identification of exposure visit sites (For within and outside the State). ✢ Creation of inventory of good practices and exposure visit sites and share with MoPR. ✢ Identification of Panchayats/participants for exposure visits. ✢ Preparation of guidelines/dos and don'ts. ✢ Preparation of Calendars or schedule and mobilizing resources for exposure visit. ✢ Developing field visit programmes, coordination and execution of field visits. ✢ Development of exposure visit sites as Panchayat Learning Centres.	✢ **Formal briefing**/ presentation on institutional functioning/ service delivery/specialised thematic area, innovations made etc. ✢ **Interaction with PRI members**, functionaries, beneficiaries etc. who can share experiences ✢ **Field/site visit** ✢ **Experience sharing** by the visiting team so that the hosts can also benefit from peer learning. ✢ **Closing interactions.** ✢ Visiting team may be encouraged to observe: • Impact made on the delivery of services (system, reach, quality, affordability etc.). • How the Panchayat has managed resources to finance the innovation. • Sustainability aspects. • Replicability with respect to their local context.	✢ **Feedback** should be taken from the visiting participants with focus on key takeaways and replicability of the learnings in their own areas. ✢ **Follow-up and monitoring**: A de-briefing may be done by SIRD&PR for critical assessment of learning from the field visit. A preliminary action plan for applying the key learnings may be developed by the Panchayats that participated in the field visit. Panchayats that have undergone field visits should be further supported through training and handholding to develop their own models inspired by the good practices. Regular monitoring should also be done to track progress of work in these Panchayats. ✢ Exposure visit sites are expected to maintain records of visits made by trainee Panchayats. ✢ Quality of PLCs or exposure visit sites need to be monitored from time to time.

Annexure V

Brief Note on Panchayat Learning Centres (PLCs)

1. It has been observed that exposure visits to well performing Panchayats is one of the most effective ways of learning for Elected Representatives and functionaries of PRIs. During these visits they themselves get to see the good work done by other Panchayats, challenges faced by them and avenues explored to overcome those challenges. In order to scale up and streamline such exposure visits, MoPR developed guidelines for organising exposure visits for Panchayati Raj Institutions (PRIs) and shared it with the States in 2017.

   There is potential to maximize the gains from such exposure visits by systematically developing such well performing Panchayats (award winning and other beacon Panchayats) as Panchayat Learning Centres (PLCs), where exposure visits of elected representatives and Panchayat functionaries can be facilitated in a systematic manner. This can essentially become an integral part of capacity building strategy to develop functional demonstration/immersion sites for excellence in Panchayat functioning. PLCs can be sites where elected representatives can see best practices, interact with leaders who have facilitated them, understand the strategies and get inspired to do something in their area.

2. **Selection of PLCs:**

Identification of PLCs may be done from the pool of:

- Existing Panchayats that have been awarded **Deen Dayal Upadhyay Panchayat Sashaktikaran Puraskar** (DDUPSP) or **Nanaji Deshmukh Rashtriya Gaurav Gram Sabha Puraskar** (NDRGGSP) or **E-Panchayat Puraskar**
- In addition, States may also identify Panchayats that have done outstanding work but have been left out of the award process for some reason.

3. **Parameters for Selection:**

- Selection of PLCs will be done based on core institutional functioning like regular meetings, functioning of Standing Committees, Gram Sabha meetings, development plan preparation, high percentage of revenue collection, up-dated accounts and maintenance of records, voluntary disclosure as mandated, Provision of basic civic services such as drinking water, sanitation etc.

- In addition, thematic excellence across a gamut of sectors linked to SDGs such as natural resource management, education, health, child development, inclusion of vulnerable groups, disaster management, community engagement etc. may also be considered.

4. Institutional Arrangements

- Each PLC would be mentored/supported by the State Institute of Rural Development (SIRD) or other nodal training institute of the State in which it is located. Notably, the Ministry provides funds for the establishment of State Panchayat Resource Centres (SPRCs) within SIRDs. The SPRCs can actively manage the PLCs and their programmes. The SIRD/ SPRC will be responsible for:
  - ✓ Strengthening the identified model Panchayats to become an inspiring knowledge centre, i.e. a PLC.
  - ✓ Identifying champions (people who played key role in helping the Panchayat to do exemplary work) and utilise them in training of PRIs.
  - ✓ Developing appropriate field visit programmes/protocols.
  - ✓ Coordinating exposure visits for the visiting teams of trainees from within and outside the State.
- Further, as it may not be possible for existing elected representatives and employees of the PLCs to be available for trainees all the time, PLCs may be allowed to identify 'Field Visit Coordinators/volunteers', who would coordinate the field visits of trainees. Such Field Visit Coordinators may be retired officials, ex-Panchayat members or other resource persons.

  The main role of field visit coordinators would be to:
  - ✓ Coordinate the field visits, and provide inputs on various processes and projects taken up by the respective Panchayats
  - ✓ Help the trainees with logistics related to exposure visit to the PLC

In addition, selected Panchayats may be supported in developing their areas of strength further In fact, the selected Panchayats can be encouraged to continuously expand their areas of excellence and become richer learning sites. This would require special training programmes and hand-holding support to these Panchayats.

Monitoring and Supervision

A system for monitoring the PLCs may be put in place through SIRDs/SPRCs. PLCs will be expected to maintain records of visits made by trainees. To some extent, the quality of the PLCs will be evident from their popularity. The PLCs that offer rich insights will be in demand. MoPR may also send a team to assess such PLCs every year and provide inputs for improvement.

Funding:

PLCs will be supported as per RGSA cost norms to host such exposure visits.

xxx

NITI Aayog

Annexure VI

List of 115 Aspirational Districts

State	NITI Aayog'30 Districts	Ministries pool of 50 districts	MHA 35 LWE Districts	Total
Andhra Pradesh		1. Vizainagram	1. Visakhapatnam	3
Andhra Pradesh		2. Cuddapah		
Arunachal Pradesh		1. Namsai		1
Assam	1. Darrang	1. Udalgiri		7
Assam	2. Dhubri	2. Hailakandi		
Assam	3. Barpeta			
Assam	4. Goalpara			
Assam	5. Baksa			
Bihar	1. Katihar	1. Khagaria	1. Aurangabad	13
Bihar	2. Begusarai	2. Purnia	2. Banka	
Bihar	3. Sheikhpura		3. Gaya	
Bihar	4. Araria		4. Jamui	
Bihar	5. Sitamarhi		5. Muzaffarpur	
Bihar			6. Nawada	
Chhattisgarh		1. Korba	1. Bastar	10
Chhattisgarh		2. Mahasamund	2. Bijapur	
Chhattisgarh			3. Dantewada	
Chhattisgarh			4. Kanker	
Chhattisgarh			5. Kondagaon	
Chhattisgarh			6. Narayanpur	
Chhattisgarh			7. Rajnandgaon	
Chhattisgarh			8. Sukma	
Gujarat		1. Narmada		2
Gujarat		2. Dahod		
Haryana		1. Mewat		1
Himachal Pradesh		1. Chamba		1
Jammu and Kashmir		1. Kupwara		2
Jammu and Kashmir		2. Baramula		
Jharkhand	1. Sahebganj	1. Godda	1. Latehar	19
Jharkhand	2. Pakaur		2. Lohardaga	
Jharkhand			3. Palamu	
Jharkhand			4. PurbiSinghbhum	
Jharkhand			5. Ramgarh	
Jharkhand			6. Ranchi	
Jharkhand			7. Simdega	
Jharkhand			8. West Singhbhum	
Jharkhand			9. Bokaro	
Jharkhand			10. Chatra	
Jharkhand			11. Dumka	

Jharkhand			12. Garhwa	
Jharkhand			13. Girdih	
Jharkhand			14. Gumla	
Jharkhand			15. Hazaribagh	
Jharkhand			16. Khunti	
Karnataka		1. Yadgir		2
Karnataka		2. Raichur		
Kerala		1. Wayanad		1
Madhya Pradesh	1. Damoh	1. Chhatarpur		8
Madhya Pradesh	2. Singrauli	2. Rajgarh		
Madhya Pradesh	3. Barwani	3. Guna		
Madhya Pradesh	4. Vidisha			
Madhya Pradesh	5. Khandwa			
Maharashtra	1. Nandurbar	1. Washim	1. Gadchiroli	4
Maharashtra		2. Osmanabad		
Manipur		1. Chandel		1
Meghalaya		1. Ribhoi		1
Mizoram		1. Mamit		1
Nagaland		1. Kiphire		1
Odisha	1. Rayagada	1. Kandhamal	1. Koraput	8
Odisha	2. Kalahandi	2. Gajapati	2. Malkangiri	
Odisha		3. Dhenkanal		
Odisha		4. Balangir		
Punjab		1. Firozpur		2
Punjab		2. Moga		
Rajasthan	1. Baran	1. Dholpur		5
Rajasthan	2. Jaisalmer	2. Karauli		
Rajasthan		3. Sirohi		
Sikkim		1. West Sikkim		1
Tamil Nadu		1. Ramanathapuram		2
Tamil Nadu		2. Virudhunagar		
Telengana		1. Bhoopalpalli	1. Khammam	3
Telengana		2. Asifabad		
Tripura		1. Dhalai		1
Uttar Pradesh	1. Chitrakoot	1. Chandauli		8
Uttar Pradesh	2. Balrampur	2. Siddharthnagar		
Uttar Pradesh	3. Bahraich	3. Fatehpur		
Uttar Pradesh	4. Sonbhadra			
Uttar Pradesh	5. Shrawasti			
Uttarakhand		1. Haridwar		2
Uttarakhand		2. Udham Singh Nagar		
West Bengal	1. Murshidabad	1. Nadia		5
West Bengal	2. Maldah	2. Dakshin Dinajpur		
West Bengal	3. Birbhum			
Total	30	50	35	115

File No. I-12011/15/2016n-NRLM(RSETI)
Government of India
Ministry of Rural Development
(Rural Skills Division)

Annexure VII

124, Thapar House,
Western Wing,
1st t Floor, Janpath
New Delhi-110001
Date: 21st July, 2017

To,
Principal Secretary/Secretary
Department of Rural Development
All States/UTs (as per list)

Utilization of RSETI infrastructure for capacity building and training of Panchayati Raj Institutions-reg

Sir/Madam

I am directed to state that Ministry of Panchayati Raj has been providing support for strengthening the facilities for Capacity Building and Training of Panchayati Raj Institutions (PRIs). However, appropriate training infrastructure is a constraining factor in many States and therefore Ministry of Panchayati Raj has requested that the Rural Self Employment Training Institutes (RSETIs) infrastructure in the States may be allowed to be used for imparting the said training.

2. I am further directed to state that the request of Ministry of Panchayati Raj has been considered in the Ministry and it has been decided that RSETIs may be allowed to provide suitable space on cost basis to Ministry of Panchayati Raj subject to availability of such free space taking into account its approved MoRD training Plan for the year. The costing for the space so made available shall nominally include the cost of electricity, water, and other incidentals provided on pro-rata basis for the number of days such infrastructure is given to Ministry of Panchayati Raj.

3. In view of the above, it is requested to issue suitable instructions to all the RSETIs in your State accordingly. A copy of the instructions issued may be furnished to Ministry of Panchayati Raj with a copy to this Ministry.

Under Secretary to the Government of India
Tel: 011- 23743625

Copy to:-

1. Shri K.S. Sethi, Joint Secretary, Ministry of Panchayati Raj, New Delhi.
2. Shri K.N. Janardhan, National Director of RSETI, NACER, Bengaluru
3. Mission Directors of all SRLMs

Panchayati Raj