

Process Monitoring in District Poverty Initiative Project

I. Introduction

The DPIP initiated by the Government of Rajasthan in 7 districts has focussed on building networks and organisations of the poor at the community level to enable them to plan and implement activities according to their needs. The coming together of a group around common interest, community ownership and contributions have been seen as essential to the process of empowering the poor. The main objectives of the project are stated in Box 1.

Box 1: Objectives of DPIP

- Mobilise and empower the poor and help them to develop strong grassroots organisations that facilitate access to and participation in *democratic* and *development* processes;
- Expand the *involvement* of the poor in economic activities by improving their capacities, skills, access to social and economic infrastructure and services and employment opportunities;
- Improve the abilities of non-government, government and *panchayati raj* institutions to hear, reach and serve poor clients, i.e. to function in a more *inclusive* and participatory manner;
- Supporting small scale sub-projects that are priority chosen, planned and implemented by the poor;

Source: Project Appraisal Document, DPIP, Rajasthan, March 31,2000

Process Monitoring in DPIP was initiated in April 2002 in order to help programme functionaries at all levels to understand what is happening in the project and how various inputs- choices, information, decisions and action are facilitating the programme to move towards its stated objectives.

The IDSJ team in its report *IDS Process Monitoring Report 2*(October 2002) had presented a detailed analysis of the various processes involved in CF selection, CIG formation, Selection of SPAs, results of the quantitative participatory assessment and also some emerging areas of concern. These concerns were also shared and presented to the DPIP State and district level teams in a workshop in October 2002.

This report details out issues that have emerged during Process Monitoring exercises in 7 districts of DPIP from November 2002– February 2003.

Methodology

The IDSJ research team developed the basic design and tools for PM, which has been detailed in *IDS Process Monitoring Report No.1*. The basic tool for GSA has been Focus Group discussions (FGDs) around a number of open ended questions for critical review of processes in the project area which have been further refined in the present Report.

During the first field survey, the Team had visited 49 CIGs spread in 5 of the 7 DPIP districts. Based on this experience it was felt that for subsequent fieldwork, 4 villages be selected from each district covering all CIGs in the villages. In order to trace the

development of CIGs and their SPAs, one village in each district which had been visited during the first field survey was retained while three new villages were selected. A total of 34 villages and 68 CIGs have been covered in this report. Of these 9 villages and 12 CIGs in five districts were selected for tracing the development of activities in the village..

This Report

During the first round of fieldwork, Sub Project Activities (SPAs) were in the process of being identified and sanctioned within the project and only a few were in the implementation stage. In the second phase of fieldwork we found many SPAs nearing completion and several others in various stages of planning and implementation. This Report presents in greater detail the processes related to SPA. The QPA scores are presented in Annexure 1

Section II discusses the process of selection of Community Facilitators (CFs) as many new NGO have entered into partnerships in DPIP since our last report. Section III analyses the formation of CIGs. Section IV describes the processes related to Sub Project Activities and also discusses some of them in detail. Section V closes with a analysis of emerging issues and future directions.

II. Selection of Community Facilitators

The process of identification of suitable candidates continues to be varied. As seen in the last report, some organisations have made the selection process broad based involving a large number of stakeholders at the village level, while others have concentrated on contacting influential persons only. Village entry programmes have also helped in establishing contact with the community members. Some organisations in order to avoid political interference/pressures did not advertise the post of the CF in the newspapers. One NGO transferred its experienced workers from the neighbouring district to work as CF, taking advantage of their years of experience. In one district no CFs have been appointed by one NGO and the functionaries themselves are carrying out the work.

According to the PAD document the CF has to be selected by the NGO. However we find in some districts the DPMU has taken active interest in not only recommending suitable names but also participating in the interview processes (See Table1). While a sensitive DPMU could learn from an experienced NGO, it can also dominate the processes and influence the selection processes. In the case of the latter the participatory processes followed by the NGO often get subverted.

Table 1: Process of Identification and Selection of CFs by various NGOs

Organization	Processes of selection
Bhoruka Trust, Churu	NGO personnel met influential persons in the village, filled forms of selected candidates, held interviews before selection
URMUL, Churu	Village entry programmes, Ward meetings, Informed the Village panchayat about DPIP, Also consulted government functionaries such as ANM, Gram Sewak, Patwari. Identification of 6-7 qualified persons who were called to Churu for a written test and an interview before final selection
Matashri, Dausa	The DPC first informed the gram sewak, sarpanch, and school head master. NGO personnel moved from one village to the other contacting influential persons in the village. Selected individuals called for a written test and interview. The DPMU also recommended some CFs.

	Some political leaders also intervened.
Gram Vikas Navyuvak Mandal, Dausa	NGO personnel went to the villages and informed villagers present about the DPIP. Selected three persons against each post. Sent the list to the District Collector who interviewed the candidates and sent the selected list of candidates to the NGO.
BAIF, Dausa	NGO personnel went to the villages and informed villagers present about the DPIP. Selected three persons against each post. Sent the list to the District Collector who interviewed the candidates and sent the selected list of candidates to the NGO.
Lupin, Dholpur	The DPC went to the village without prior information, interacted with those present in the village, called for qualified persons and filled their application form. Called the candidates for interview on a select date. Written test held. ADM was also present.
IIRD, Jhalawar	During the village entry programme consulted those present in the Chaupal the elderly and influential persons, panch and sarpanch about qualified candidates who were then called for written test and interview.
ANNARDE, Jhalawar	In a meeting, the Collector informed the PRIs about the DPIP and the selection of CFs. He told them to identify suitable persons to work in the Project. Applications came in from all villages. The DPC also went to the village without prior information, interacted with those present in the village, called for qualified persons and filled their application form. Called the candidates for interview on a select date.
Vishwas, Rajasamand	Advertised for the position of CF and BC in the newspapers. First the BC was selected and subsequently the CF were selected.
SewaMandir, Rajasamand	Sewa Mandir transferred 12 of its experienced workers from Udaipur to Rajasamand. Only 8 CFs have been selected after written test and interview. This was after their communication team had built rapport with the villagers of the Programme villages
CECOEDEC ON, Tonk	The DPC and the BC contacted the villagers and put up a notice at the Panchayat office. Informal discussions held with the sarpanch. Subsequently, written tests and interviews
BAIF, Tonk	Village entry programme and contact with BPL households, influential persons and panchayat representatives. During the Programme, contact established with possible candidates for the position of CF. Special efforts made for contacting women candidates. Selected candidates called for interview at the district head quarter. Fearing political interference, the post not advertised in newspapers.
Kumarappa, Tonk	Identified possible candidates during Village Entry Programme and the PRA. Collected application forms during the process. Selected after an interview where the DPC and DPM also present.
Hadoti Shilpa Sansthan, Baran	During the Village Entry Programme an effort was made to identify men and women who could work as CFs. Written test was conducted. A conscious effort was made to select persons who were from marginalised groups.
ASEFA, Baran	Village level selection . Names invited in a meeting. Being a resident of the Panchayat was a criterion. Individuals selected by consensus.

Role of the Community Facilitator

The role of the CF in DPIIP is central to mobilisation and development of Common Interest Groups (CIG) at the village level. The CFs are found to have the “cultural and geographical familiarity”, a quality envisaged in the PAD. The CF becomes the pivot around whom processes of inclusion and exclusion happen. Some CFs are found to include the entire village in the project processes while others exclude the non-poor from the processes. Inclusion of the non-poor does not necessarily mean that they work in the interest of the poor. The CF has at times to perform a balancing act between the various groups in the village and the pressures on him/her to succumb to personal stakes in the village are enormous.

The PAD envisages that the CF “*will thus have to be given a position of importance and must feel it. He/she must internalise the project concepts and goals and all activities undertaken by the CF as part of DPIIP must reflect the goals of the project*”(pg.9).

It is evident that that this spirit of the PAD is being entirely disregarded. The CFs in almost all districts are unhappy about how they are dealt with. They are not paid salaries in time and so the incentive to work is zero. The enthusiasm that they create through various contact and communication programmes is neutralized by the various delays. During this period we find that the relationship of the DPMU staff towards the CF continues to be hierarchical in most districts.

The number of women CFs in the project is around 20 per cent. However some NGOs who have joined DPIIP in the second phase have consciously made an effort to identify more women CFs. Their qualifications range from upper primary to post graduates. Their age group ranges between 18 years–35 years. It is evident that women still face a number of obstacles in a conservative rural environment. The presence of women in non-traditional roles is particularly noted and commented upon. The women CF often face mobility problems and are often threatened by different factions/cliches in the village. The delayed payment of salary makes it difficult for them to justify movement outside their respective homes. There is a clear need for NGOs to accommodate the needs of women workers and build a supportive environment within the project.

Some of the issues indicated in the last report like procedural delays affecting continuity of groups, collection of documents from various offices, delay in payments of salaries and clearing of travel reimbursements and balancing between the tense relationship between DPMU and the NGO partners continue affect the CFs role. In addition to the above the following situations prevail in the various districts:

- In Dholpur district, discussions with DPC (Lupin) revealed that CFs had been removed in January 2003, as the NGO contract had not been extended. Some of the CFs had not received their salaries since the past six months.
- The salaries of CFs appointed by NGOs of the first phase has been released by SPMU uptill August, 2002. Most of these organisations have not received CF salaries after that month.
- Some CFs also complained about the dominating and hierarchical behaviour of the DPMU staff which treats them as one of their junior staff, which they feel they are not.

- In one district no CF has been appointed and the functionaries of the NGO itself are carrying out the work.

Training of CF

As discussed in the previous report, the CFs identified in the early phase of the project had articulated that the induction training organised by IGPRI had not prepared them for the field situations they had to face when they started working. More lately the training of CFs is being organised by the DPMU through the District training teams (DTT) which is headed by the Community Development and Training Manager, DPMU. In most districts the DPC and subject expert in the NGO is member of the DTT. A 14 days module prepared by the IGPRS is followed in the training of CFs. Discussions at the district level indicate that these trainings are mainly lectures by different government functionaries drawn from departments- agriculture, DRDA, animal husbandry, PRO, medical and health, Panchayati Raj and so on.

One NGO which had organised a 5 day training of CFs on its own initiative, had to face the displeasure of the DPM who questioned the group for organising a training on its own. A comparison of the module of the DPMU and the said NGO clearly shows a difference in approach to addressing issues of poverty.

We would like to reiterate once again that DPIP should re-examine the comparative advantage of a government institutions/functionaries and NGO themselves for training grassroots level development workers for community mobilization activities.

During the field work the research team also came across the circular from SPMU withdrawing the financial powers of CF and putting more confidence in the CIG. This issue will be taken up for detailed analysis in the next phase of field work.

III. Formation of Common Interest Groups

Field level interactions reveal that in general, the NGOs have carried out PRA exercises (*gram sahabhagi karyakram*) where participation of all community members is sought. However, the participation of women and BPL members has been minimal in these initial activities. The common issues discussed during this programme include village mapping, main problems in the village, needs of the village and those of the poor, agriculture production, livestock and other means of livelihood. Information regarding DPIP is also shared during this programme. In the process the CF contacts each BPL household and motivates them to form a CIG. The CF also shares a list of the various activities that could be taken up in the project.

In most cases the formation of CIG and identification of the sub-project activity is simultaneous, though the entire design of SPA is not undertaken at this stage. The names of members of CIG along with the identified SPA are sent to the DPMU for approval. Any objection raised by DPMU is clarified by the NGO.

The formation of CIG and identification of SPA is done hurriedly without members thinking through the design and processes involved in the SPA. Following approval of the DPMU the detailed design and plan of SPA is carried out.

Various factors explain formulation and sustenance of CIGs: being BPL, geographical location, caste and kinship relations, occupation, sex of the members, past experience and social relations.

Field level observations and discussions also point out that the one CIG may have several activities for its members. If these activities are not interrelated, synergy is not obtained. For example, in a dairy activity while most members may be rearing cattle others may engage themselves in transporting milk on their bicycles. However, if the activities are not related to each other, this may undo the very concept of the programme.

In a district we found the DPM prescribing a minimum number of 8 members for formation of a CIG. He described formation of a group with less than 8 members showing malafide intentions. To reach the magic number of 8, if BPL households are not available, the CF was expected to persuade the APL women to join the group and fill up the numbers. The existing social relations do not allow such jugglery in most parts of Rajasthan. Forcing entry of members in this manner can be counter-productive as the member may be non-cooperative or may be discriminated upon by other members of the group. It is also likely that these members may dominate the group.

The need to form larger groups and advantages therein may be many but at the same time these advantages are not universal. In certain circumstances, it may be prudent to have small group of three, as may be the case of having *harijan* women in the activity of *baans tokri* in Rajasanmd district.

IV. Processes related to Sub Project Activity

One of the objectives of the DPIP is for the CIG to undertake a Sub Project Activity (SPA) for generating a sustained income source for its members. The members have to collectively identify an economic activity that they would like to undertake, design it with the help of the CF and the NGOs and implement the same. In the Process monitoring Report No.2 we had identified the following characteristic processes, which remain more or less the same in the field. These are the following:

- In most districts a pre- determined list of economic activities prepared by the SPMU has guided the choice set for selecting the SPA. All stakeholders have limited their worldview and not thought in terms of widening options.
- Project preparation has not become a learning process for the members of the CIGs who are generally only informed about the Project. After the project is formed the Project Appraisal Officers (PAOs) often suggest changes on different aspects of the proposals but they do not reach out to the CIGs to explain them why the project design has been changed and loose the opportunity to make the process participatory.
- The process of project preparation requires collection of a range of documents and is one of the factors contributing to the procedural delays, as many of the government functionaries do not cooperate. In many of these tasks the DPMU can be an easy facilitator but these tasks are seen as the primary duty of the CFs/ NGOs.
- The technology used in most SPAs is simple and is already in practice. No new skills are being imparted nor products are being produced by the CIGs.

The Sub project activities in DPIP are categorised as Land based activities, Income generation activities (Micro-enterprises), Community Infrastructure Development projects and Social services activities. The land-based activities include vegetable production, irrigation wells/tube wells, vermi-compost, land improvement, horticulture, Med bandi, anicuts, social forestry, nursery, wasteland development and pasture development.

Community Infrastructure Development

A number of community infrastructure projects have been undertaken in the DPIP. We shall first describe the processes adopted in various districts and follow it up with our understanding of the processes.

Name of CIG- Jai Deo Narain Samooh, Village- Kutki, District- Jhalawar

The Jai Deo Narain CIG has 7 BPL male members, all belonging to the *Nayak* caste. All households own some cultivable land and also raise poultry, mainly for household consumption. The Community Facilitator¹ (CF) is a woman belonging to the Rajput community. The CIG identified a number of activities during the PRA including Poultry, Dairy, *talaab* construction, Agarbatti making, tailoring etc. During PRA it was found that the most felt need was for a irrigation well but was ruled out as the district fell under the black zone. (This was in spite of the fact that the Land Development Bank has been financing for the same). A series of meetings of the CIG were organised to identify and alternate activity. At first the CIG members insisted on the well. When the DPMU refused for the well, they chose goat rearing. This was also refused and it was suggested that the CIG opt for *talaab* construction. In Jhalawar district most works sanctioned so far have been for infrastructure development and these are invariably undertaken by the *panchayats*. It is found that the DPMU is comfortable dealing with bodies such as the *panchayats*. Even otherwise the *panchayat* plays a central role in any infrastructure development project from authorising the land to be used to maintaining the work after its completion.

The design for SPA, (*talaab* construction) was submitted by the CIG to the DPMU on May 11, 2001 and was approved on May 23, 2001. The administrative sanction came on June 7 and the financial sanction on June 9. The *pucca* wall is 70' / 5' by 3'. It is felt that the wells in its vicinity will benefit by increase in water level. The estimated cost of construction was Rs 140,649. A *talaab* has been constructed 100m South of the Village. According to the CIG the construction work was completed a year back. DPMU staff inspected it in October 28, 2002 and a minor fault in the spillway was pointed out.

As part of implementation strategy, the members of the CIG took two important decisions. Firstly, they decided that the contribution to be made to the SPA would be deducted from the wages to be received by the members of the CIG as well as other labourers. While BPL households contributed 10 per cent of the wage earnings, the APL households contributed 20 per cent. Secondly, it was decided that the work will be undertaken by the CIG and will not be handed over to the *panchayat*.

As stated earlier, most of the infrastructure development works in the district have been undertaken by the *panchayats*. In this case the DPMU also pressurized the Jai Deo Narain CIG to pass on the work to the *panchayat* and gave the following reasons. "*The Group is not capable of undertaking the job. It does not hold as much credit in the market as the*

¹ Ms Kalawati Bai (w/o Devi Singh) is 24 years old with 10 years of schooling. She has participated in the 13 day training programme held at IGPRS, Jaipur. She has to cover two villages, namely Kutki and Bilawali, where there are 7 and 17 BPL households respectively. She has helped undertake PRA in 55 villages of the district. She also underwent a brief accountancy course in Jhalawar. She has participated in a Women's empowerment course organised by IGNOU. She is part of the DTT that undertakes training of the Presidents and Treasurers of the CIGs. She is articulate and intelligent.

sarpanch. It will not be able to obtain material on credit and so on". Besides, the CF and the *sarpanch* belonged to the same caste and each wanted to take credit for completion of the task. The decision as to who should take up the job was taken in a *gram sabha* called for the purpose, which was also attended by the DPMU staff. They advocated for the *panchayat* to be awarded the task. The reason was that since the land has to be allocated by the *panchayat*, any conflict with the *panchayat* may lead to obstruction in work. They could also put pressure on the CIG members and reasoned that it will not be possible to work without taking the *sarpanch* into confidence, the CIG may break down, the work may not get approval from the *panchayat*. The CF was also under pressure of losing her job. While the CIG members and the CF yielded to such pressures, the *sarpanch* went about saying that works will be undertaken only if "I desired".

Subsequently when the CF and Treasurer of the CIG complained about the use of tractors for earth works the *sarpanch* was annoyed. She went to the extent of putting the Treasurer of the CIG behind bars on the pretext that he was obstructing work. The work was then stopped for one full month. The DPMU had to intervene to get the Treasurer freed from the police custody. In the process, reportedly, the Treasurer had to spend Rs 2000 to get himself released. As a result the terrorized CIG members kept away from the works and labourers were hired from outside the village to complete the task.

The CF was also terrorised by the Sarpanch's husband when one day he came out brandishing his sword, used abusive language and threatened that he would chop off her legs. Two things about the CF seem to have annoyed the sarpanch, her active interest in the work being done properly and the fact that she wanted to take up the responsibility herself.

At the time of the visit of the research team the CF was trying to get the last installment released from the DPMU. However the DPMU officials say that the Measurement Books and other documents are not in order. On the other hand the *panchayat* is demanding the last installment from the CIG for payment of material and other expenditures. It has even written to the CIG that they would take legal steps if the panchayat is not paid the full amount.

The CF has not received her salary for the last six months. The CIG members feel that they need to undertake another SPA that will directly benefit them. The CIGs feel that more than anything else it is the DPMU who decides which SPA needs to be taken up. The DPMU is also wary of criticism of the programme before the outsiders.

Name of CIG- Bajrang Samaan Ruchi Samuh, Village- Gajwari, District- Jhalawar

The CIGs most preferred SPA was a tube well for irrigating their lands. However, they were forced into a road construction activity which was considered essential for the village. The panchayat in the village refused to undertake the work as the sarpanch felt that there was a lot of *netagiri* (local level politics). An amount of Rs 352,406 was sanctioned for the road construction work. During the construction process it was found that a depression had to be filled in by sand and concrete so that during the rains water does not collect there. This was not taken into consideration in the initial proposals and estimates. The CIG took consulted the NGO and spent an extra Rs. 135,000. Most of this amount is of unpaid wages and the labourers are after the CIG demanding their payments. The DPMU has not replied satisfactorily to the CFs and the DPC. The delay in decision

making at the level of the DPMU has left the CIG and the NGO in a quandry. These instances have also left other BPL households wary of getting involved in the DPIP.

Name of CIG- Azaad Samuh, Village- Ghatia, District- Jhalawar

In Village Ghatia the *panchayat* undertook the construction of an Anicut. During the rains 4 feet of water was collected but it drained out in 12 hours due to faulty construction. The CIG members said that despite their intervention and also of village elders the foundation was filled with mud with a cover of cement plaster. This happened despite the CIGs vigilance but their objections were not taken into account.

Only part payment has been made and many laborers including members of the CIG are demanding their wages. In the drought relief works the anicut is being deepened and repaired. Here the labourers have received the wages in time and are of the opinion that the relief works are better than the DPIP as payments are not extremely delayed.

Name of CIG- Jai Jawan Jai Kisan Samuh and Mahila Lakshmi Samuh, Village- Hukumpura, District- Tonk

The village Hukumpura is part of a drainage system that feeds the 1.5 Km distant *Galwa* dam in Uniara village. The rain water erodes the fields in Hukumpura every season. In these circumstances both the Jai Jawan Jai Kisan Samuh and Mahila Lakshmi Samuh opted for building rain water-harvesting structures. The messages to do so came out loud and clear in all the PRAs. The former Samuh is thinking of a SPA, which also included construction of tube well, and a garden in 2 bigha of land. The Mahila Lakshmi Samuh has also opted for water harvesting structures with two check dams in their 0 bigha land. The CIGs said that they were presently involved in collecting the various documents required for designing the SPA.

Name of CIG- Jagdamba Samuh and Prajapati Samuh, Village Sureli, District Tonk

As the Sureli village expanded some 20 households came out of the main village and settled in the periphery. They have to go far to fetch drinking water. One Group has opted for a hand pump related activity and the other for construction of bathrooms/toilets to be used especially by women. The NGO is helping the CIG to obtain the drilling machine.

Name of CIG- Kataria Samuh, Village- Uthavta, District- Churu

A community well has been constructed in the Kataria dhani of the village by the CIG which has a membership of ten persons. The construction of the well seems satisfactory. A drinking water *kheli(tank)* for the animals has also been constructed. Water has been found at a level of 142 feet against an estimated 150 feet. If the well would have gone deeper, it is likely that brackish water would have been found. The estimated cost of construction of the well is Rs. 133,800 and the actual expenditure has been Rs. 130,000. Since water has been found at 8 feet less than the estimated depth, the final installment due will have to be adjusted taking into account the depth. The *dhani* has a piped water supply which is irregular and water had to be brought from a distance of 1 kilometre.

Name of CIG- Suraj Samuh, Village- Mahravanasar, District- Churu

The Suraj Samooh has 10 members, (8 men and 2 women) and was formed in May 21,2001. They group selected a school building as their SPA. The estimated cost was Rs. 2,06,000. The construction work has been completed under the supervision of the panchayat. The third installment is yet to be received. The work is reported to be satisfactory. The present DPMU was not in favour of giving the task to the PRI. The group is yet to take up some activity of direct benefit to them.

Name of CIG- Jai hind Samuh, Village- Mahravanasar, District- Churu

The Jai Hind Samooh has 15 members who are also members of Pooja & Suraj Samooh. Five members are beneficiaries of Indira Awas Yojana and were asked to leave the group. The group has opted for Sanitation work as the SPA. Each member will construct a latrine in his/her home. The activity has a unit cost of Rs. 7,000/-. The total amount for the activity is Rs. 105,000. The construction work has been completed satisfactorily.

Name of CIG- Vikas Saman Ruchi Samuh Village Shyampura, District Churu

There are 39 BPL households in the village of which 22 households are bank defaulters. Of these 11 BPL households have been formed into a CIG. It was felt that the income from the SPA would facilitate them to pay back their loans. According to NGO they cannot be engaged in a direct economic activity and therefore a SPA of constructing a water tank has been proposed by the group. The groups in the village have been trained in a two-day programme and have also started a SHG.

Name of CIG- Bharunath Samuh, Village Binadesar Siddhan, District Churu

There are 6 BPL women members in the group. They planned to undertake the construction of an anicut but the DPMU said that a survey report does not allow construction of an anicut in the village. He also suggested that the number of members in the group be increased to 10.

Name of CIG- Nehru Saman Ruchi Samuh, Village- Binadesar Siddhan, District- Churu

There are 10 BPL members, in the CIG. The CIG was approved in December 2002. The group decided to address the drinking water problem in the village and opted for water tank as their SPA. However, a water tank has already been constructed in drought relief work. They have now opted to build a community hall. The DPMU is reported to have told the group that the SPMU does not allow a third activity.

Name of CIG- Village- Kunda, District- Rajsamand

The village has a long association with Seva Mandir and has a *gram kosh* with Rs 40000. While the Mal Basti CIG has proposed for Community Hall, two other CIGs have opted for land reforms, land leveling and bounding works. A women's CIG is considering options for goat rearing, dairy and mushroom cultivation.

Name of CIG- Pratap Saman Ruchi Samooh, Village-Ulpura Nadi , District- Rajsamand

There are 12 male members in the Pratap Samooh-all are BPL. The SPA includes construction of a water tank and laying a pipeline. While the construction of the water-tank , tube well and causeway has been completed, pipe lines are in the process of being

laid. A village committee was formed soon after the tank and well was constructed for its maintenance. However only the president of the CIG has been made a member of this village committee. The likelihood of the richer groups within the community taking over the maintenance and reaping the gains of the SPA is quite high. They are more in number and also have more livestock. It remains to be seen whether the CIG can face the pressure from the powerful in the village.

Understanding processes: Community Infrastructure Development

1. The infrastructure being constructed through the DPIP is beneficial. Construction of water conservation structures will benefit the village community both in the present and in the long run. The distribution of gains from such infrastructure may be seen proportionately greater for those who own more natural capital but the marginal gains seem to be greater for the poor households. Thus community infrastructure projects need to be taken up in larger numbers in most villages, wherever there is a demand. In fact, there should be no restriction on the numbers of such projects in each village.
2. The infrastructure projects are being implemented by the panchayats in most districts. It is desirable for the panchayats to take up these works and implement them as it involves taking decision at the community level regarding community resources. In fact, in most places barring a few, the construction has been of a high quality. We recommend that panchayats alone be responsible for building community infrastructure.
3. The present practice of involving the CIGs in community infrastructure development seems counter-productive and in many cases disempowering, as the descriptions above indicate. Using the CIG as a conduit for money transfer is neither necessary nor desirable. CIGs must engage primarily in activities that are directly beneficial to them. However, infrastructure, which has obvious and direct benefit such as hand-pump in, their own *mohalla*, need to be given a preference.
4. One of the basic objectives of DPIP is to build capabilities of the poor and change the attitudes of government functionaries towards the poor. However process review has shown that the attitudes of government functionaries towards the CIGs as not being able to undertake SPA on their own, reflects their own biases and prejudices about the 'poor'.
5. The considerable delay in the release of the last installment of a completed activity puts CIG functionaries and CF in an disadvantaged position and weakens the process of empowerment.

Non-Farm Sector

A number of Non Farm activities have been undertaken by various CIG in the districts. We shall describe these and comment on the process at the end.

Name of CIG- Maharana Pratap Samuh, Village- Punwar Khedi, District- Jhalawar

This CIG has 9 members, all Rajputs. Five out of these nine members are husbands of 5 women members of another CIG the Rekha Samuh. It is evident that these members have not involved the men from the marginalised community in their group. Since the closest flour mill is 2 Km away, the CIG has opted for a Flour mill as their SPA. The activity would include 2 sets of flour mills, 2 masala mills and a workshop.

Name of CIG- Bajrang Bali Samaan Ruchi Samuh, Village- Ganeta, District- Tonk

Initially this group had 9 women members, at present there are 7 members in this group of which 4 are from BPL households. The group has opted for Amber Charkha with a raw material and product marketing tie up with the Khadi Gramodyog, in Tonk. The members are contributing Rs 20 per person per month to the self-help Group. This is a new activity for the members of this group. They selected this activity as they felt that it could be carried out from their respective homes.

Name of CIG- Jai Bajrang Samuh, Village- Sureli, District- Tonk

The CIG opted for a tent house as a SPA. The estimated cost is Rs 320,000. The tent house is already operational. During the festival season of Deepavali the group earnings were of Rs 12,100 which they distributed among members of the group. The estimated earnings per annum are Rs 50,000.

Name of CIG- Bhagya Shali Samuh, Village- Mandolai, District- Tonk

There are 63 BPL households in village Mandolai. Of these 55 households have been included in the 5 CIGs formed in the village. The 8 households who have not joined the CIG are casual labourers who migrate to Jaipur and Delhi for work. They are not inclined to join the CIGs as they would like to be benefited individually.

In the group of 10 women who had chosen a garnet unit as their SPA, 5 women members backed out due to lack of trust within the group. The delay in project implementation has also contributed to the disintegration of the group. The machine is lying idle in the house of the president of the group. The training will be held when the DPMU sanctions the funds for training.

Name of CIG- Ekta Samuh, Village- Papada, District- Dausa

The Ekta Samuh of 11 members has not sustained. Though all the members belonged to the same community and are engaged in playing the Band, the group developed internal differences. Several reasons have contributed to this group behavior. First, playing the band is a part time and seasonal occupation of all members who are otherwise engaged in different trades and professions. Second, there have been two groups doing this work in the village and the CIG members are divided in these groups. The SPA could not bring them together. The differences stem from the fact that the old CF had borrowed some money (Rs 7,000) on behalf of some members as part contribution to the SPA. The members failed to pay this amount to the CF even after they had received the musical instruments. The CF in turn took the instruments to his place and said that he would give the instruments in exchange for the contribution. He still retains one-third of the instruments. The Group headed by the President of CIG played the band on the Republic day. The Block Coordinator tried to resolve the issue and brought the affairs to the notice of the Collector. The Collector and the ex -DPMU in turn tried to bring the Group together but in vain. The members have yet to pay off the CF who still retains some instruments. The stalemate continues.

Name of CIG- Sahara Samuh, Village- Papada, District- Dausa

This Samuh is a group of traditional potters. They have received two installments for the SPA to buy machinery and equipment. They have advanced money to a firm in New Delhi. But the old CF has resigned without submitting the account /records of the Group to the new CF. The new CF is not signing a cheque for remaining amount to be paid for machines and equipment as he has not seen the old records. He says that he wants the old records in writing as he wants to avoid any controversy. Old records are reportedly not

available with the earlier CF. The group is caught between the two CFs and the impasse continues.

Name of CIG- Shakti Samuh : Galicha samuh, Village- Shivsinghpura, District- Dausa

A CIG of 8 Bairwa and Mahavar women in the village have chosen carpet weaving as an SPA as it was expected to yield long term returns. The women felt that they would learn the skill of carpet weaving along with their children. The SPA is yet to be submitted.

Name of CIG- Muskan Samuh, Village- Shivsinghpura, District- Dausa

This is a multi caste CIG of 9 women. They have chosen tailoring as an activity. Four members in this group already know tailoring and are involved in stitching clothes for the villagers. The bank account is yet to be operationalised and the SPA proposal is yet to be submitted.

Name of CIG- Ambedkar Samuh, Village Khanpura, District Dausa

This CIG consists of 10 persons belonging to the Mahavar community and their traditional occupation is weaving. All the members are landless. The group decided to opt for power loom weaving activity. They have enlarged their group by including 4 women from APL households and a differently abled male. The enlarged group has been recognised by the DPMU. The SPA proposal of powerloom is yet to be submitted.

Name of CIG- Ujala Samuh, Village- Thathawata Dhani, District- Churu

This CIG comprises 13 women members and the majority belong to the Meghwal caste. This group identified carpet weaving as its Sub project activity. Two looms have been purchased at a cost of Rs 23,000. A training programme has been organised in the village. The trainer hails from the Sikar district and is residing in the village for the training period. Only 4 women can be trained at a time.

Name of CIG- Pooja Samuh, Village- Mahravanasar, District-Churu

There are 9 men and 1 woman in the group. They have opted for carpet weaving as their SPA. The group was formed on Feb. 28, 2001. The estimated cost for purchasing 5 looms was calculated to be Rs. 62,500 on which 2 persons could work. The members were given a training for one and a half months but could not learn much as most of the members were in older age group. Instead they started sending their children who too learnt for about 15 days and then dispersed. The trainer also left within two months. Another factor explaining non -attendance in the training is the fact that they were receiving a stipend of only Rs 10 per day and they wanted to get involved in drought relief works where the payment was much higher.

The DPMU feels that the trainer identified by the NGO is not well-qualified. The NGO complained that that the DPMU was not releasing the funds for training in time. The NGO feels that the present training has failed due to drought related factors. They plan to organise a fresh training.

Name of CIG- Sumitra Samuh, Village- Mahravanasar, District-Churu

A group of 10 women opted for tailoring machines as their SPA at an estimated cost of Rs. 46,500. The group is yet to pool its contribution and operationalise the account. Due to severe drought conditions the women have not been able to raise their contribution. They are presently engaged in drought relief works.

Name of CIG- Nehru Saman Ruchi Samooh, Village- Shyampura, District- Churu

The CIG is a mixed caste group. It has 8 members, 6 BPL and 2 APL, and all are women. The group has chosen weaving designer Khadi as an SPA. URMUL, the NGO, has a

marketing network that extends till Delhi. The NGO will provide both design inputs and provide market linkages through its existing network.

Name of CIG- Jai Ambe Samuh, Village- Riched, District Churu

The group has 11 members belonging to different castes. This group first identified brick making as an SPA. However, this was dropped because there were already two brick kilns in the vicinity and they also felt the activity was environmentally hazardous. They are now planning to undertake a tent house activity as their SPA but are awaiting financial sanction for the same.

Name of CIG- Kheemaj Mata Samuh, Village- Reched, District Churu

The CIG comprises six women members from BPL households. The group first considered tailoring and embroidery activities but did not opt for them as already existing artisans of the village did not have enough work.

They then considered making 'Papad', Mangaudi. They found that *papad, mangaudi* and *namkeen* (savouries) were brought to the market place every 3 days in a Maruti Van by a private group. A Tate Sumo also brought branded Agrawal namkeen every 3 days. The group in its collective wisdom was of the opinion that they will not be able to match the quality of the produce. The DPMU, NGO and members think that they will not stand to compete because their quality would be necessarily be inferior to the products coming from outside the village.

This negative approach has affected the project and there is little attempt to work towards higher quality products, technology, innovations and productivity.

Name of CIG- Lakshmi Saman Ruchi Samuh, Village- Binadesar Diddhan, District- Churu

There are 10 women in the group 5 BPL and 5 APL. The chosen SPA is of carpet weaving. The group has been approved.

Name of CIG- Azad Samuh, Village- Oladar, District- Rajsamand

The group has opted for an oil mill costing Rs. 12.5 lakh. The project is pending with SMPU.

Understanding Processes: Non Farm Sector

1. As is evident from above a variety of non-farm activities are being undertaken by the CIGs and most of these require new skills. However, training in most places is either not taking place or is lackadaisical.
2. The DPIP provides an opportunity to develop SPAs that can be undertaken by a number of CIGs. These can then be integrated in to a large network by the NGOs.
3. In many activities such as carpet weaving, women have thought that they and their children, both can learn and do the weaving. In some villages children may actually be involved. If it is happening a safe guard needs to be put in place immediately and the community sensitized against child labour.
4. DPIP provides an opportunity to create networks of large-scale production and marketing. It is evident that all stakeholders are not thinking beyond the CIG frame. It is possible to have a design and quality cell within the NGO, the future of which can be determined by the market forces. Instead, there is an attempt to run-away from the market whereas there is a need to adopt to market needs and improve capabilities of the poor to participate and have a stake in the market.

Land Based Activities

Name of CIG- Bhagat Singh Samuh, Village- Sureli, District- Tonk

There are a total of 255 BPL households in Sureli Village. The CF² has formed 20 CIGs that include 155 BPL households, of which 11 CIGs are covering 90 households. In the remaining 100 households, 60 do not have land.

The Bhagat Singh Samuh is a group of farmers who chose the SPA of an irrigation dug well, motor engine and pipes to carry water. Insofar these farmers were buying water from a neighbour who was paid Rs 4800 for 10 hours of irrigation. After installation of their own well and engine set the estimated cost (including depreciation of engine) is Rs 1800, thus a saving of Rs 3000 per household. The estimated cost for the well, engine and pipes was Rs 547,198. The actual expenditure has been only Rs 340,000. The disbursed amount is Rs 326,000. The CIG members had to borrow Rs 20,000 to give their contribution.

As far as the final outcome of the SPA is concerned, the economic benefits have been substantial. Wheat and mustard crops have been sown in the fields of the CIG members and there is enough water in the well to meet full requirement of the CIG members. There have been several gains and losses in the process. The CIG chose the best site for well digging in one of the member's fields which is adjacent to the drainage of the Banas river. They face a shortage of pipes to carry water and have to hire a few. As an after thought the CIG feels that they should have opted for underground pipes as they are cheaper and also the objection raised by farmers from whose farms the pipes are laid would not be there. The CIG looks ahead for intensifying and diversifying its activities. They would now like to have a tractor and also possibly get a matador to transport vegetables grown in the area.

The process has also been eventful and the following description is based on what we learnt from the field. When the quotations were to be acquired for the purchase of diesel engine, the DPMU called on the CIG members and said that "since you are unaware of the market, the DPMU will arrange the quotations". So one day the CIG received 6 sealed envelopes of quotations. These were opened and the members found that the lowest price quoted was much higher than the market price. The Block Coordinator of the NGO did not know of these happenings. When he did come to know about the same, he got the quotations cancelled. This irked the DPMU who made the CIG write that it was at their initiation that quotations were obtained. The CF was sandwiched between the CIG members who felt that they should not annoy the DPMU, which has all the power and controls, and the NGO, which has employed her. The CF reports unpleasant behaviour of the DPMU thereafter. Consequently, the DPMU organised a gram sabha and asked people themselves to form groups and select SPAs as the NGO had curtailed its activities (The NGO did not get a formal extension of work till that time). The DPMU debunked the NGO and reportedly instigated people to shout slogans against the NGO. A video

² The CF is 23 year old Ms Sanju Jain. This year she will be writing her final BA examination. She has been instrumental in forming a good number of CIGs. For the last 4 months she has not been paid for her work. She along with the Block Coordinator Brijesh Rai has worked hard for the programme and even complains of deteriorating health. She is happy with what she has been able to achieve but would also expect adequate rewards including timely payment of salaries.

recording has also been done of the event, by the DPMU to prove its point. The DPMU when contacted said that it was at the instance of the CIG members that it intervened to obtain the quotations.

Name of CIG- Jai Bhawani Samuh, Village- Sureli, District- Tonk

The Jai Bhawani Samuh has a total of 7 women. It began with a group of 8 women who wanted to start a dairy activity. However this activity was not sanctioned and they were persuaded to take Vermi compost activity. Two members dropped out and one new member joined. One of the reasons of dropping out was delay in the initiation of the activity. All but one of the members are spouses of the members of Bhagat Singh Group of the village. The CIG has opened its account and each member is contributing Rs 50 to the account.

The Project has a common shed owned by one of the members where the Vermi compost will be prepared. The Group has also applied for a handpump to support the activity.

The president and the Treasurer of the CIG have learnt to write their signatures after joining the CIG. The women have realised that there is a need to have the abilities to read and write. This would have helped them to teach their own children, read relevant letters and documents and keep accounts of the CIG. They feel that the ability to write the signatures is a small achievement and if they did not have so much work at home, they would have learnt to read and write.

Name of CIG- Bhomyababa Samuh- Village- Dabar Kalan, District Dausa

Integrated Agriculture Development Programme

All members belong to the Meena community. The Group has bought a diesel pump set. They have discovered that they would need an additional pump set and are trying to apply afresh for the same. Each member has also received 20 pipes each for the sprinklers. In addition they have purchased two net frames and 3 sprayers. So far the Group has sown two vegetable crops of tomato and green chillies and each has made profits to the tune of Rs 10,000. The Group has also taken interest in vermi compost and have used the manure thus produced to successfully increase the *rabi* production.

Name of CIG- Balaji Samuh, Village- Dabar Kalan, District- Dausa

The CIG has 15 members, 8 belonging to the dominant Meena community and 7 members from kumhaar community. The Meenas forced entry of three women in the group. While the group had earlier opted for the IADP, with the entry of these women whose spouses are in the Bhomiyababa Samuh, the SPA has been changed to dairy. There is total confusion among the members who have already paid in their contributions but remain unclear about their SPA.

Name of CIG- Lakshmi Samooh, Village- Kheran, District- Rajsamand

The group had opted for *Safed Musli*. Since there were no rains, the *Safed Musli* could not be grown. The group has already spent Rs. 85,000.

Understanding Processes: Land Based Activities

1. The returns from various land based activities are substantial but many places the farmers need additional support for which either the DPIP should provide additional inputs or make the group avail credit from the formal sector. The NGO can help in providing the linkages.
2. In land based activities there are substantial risks. For example, the *Safed Musli* has not grown due to lack of rainfall. There is no guarantee that it will grow during the next rains. Risk management strategies are totally absent in the DPIP, far from

limiting risks with insurance markets. There is an opportunity to create insurance fund for such risk management.

Livestock

Name of CIG- Rekha Samuh, Village- Punwar Khedi, District -Jhalawar

There are 9 members in the CIG, all women. The SPA chosen is goat rearing. It is a mixed caste group. Most male members of the member households work as *hali*, a system of perpetual indebtedness in exchange of work in the fields of the landlords. The CIG considered various options before finalising goat rearing. It was found that it would be difficult to rear buffaloes due to lack of fodder and a place to put up a shed. They were already engaged in poultry, more for domestic consumption. Goat rearing was chosen as there are grazing lands in the village and there was no problem of sheds. More importantly it was thought that only one or two women could take the entire flock for grazing and members of the group could take turns. They displayed confidence about managing the SPA. The CIG also considered tailoring activity but did not perceive it to be a viable activity. The members have started collecting Rs 50 per month for their Self help Group but have so far not been able to open their bank account.

Name of CIG- Rajesh Pilot Samaan Ruchi Samuh, Village- Ganeta, District- Tonk

The members of both the Rajesh Pilot Samaan Ruchi Samuh are contributing Rs 20 per month to the Self Help Group. The group will buy livestock (sheep, goats or buffaloes).

Name of CIG- Gopalji Samuh, Village- Khanpura, District- Dausa

The Group consists of 4 Panchaal men, one Panchaal widow, one Harijan and three Balai women (2 of these women are APL). All members are landless. There is a large pasture land of 800 bigha and taking advantage of the given CPR, the group has chosen goat rearing as the SPA. The SPA proposal is yet to be submitted. They believe that goat rearing can also be handled by children. At present children look after the 2 or 3 goats owned by the households.

Name of CIG- Samaj Sudhar Samaan Ruchi Samuh, Village- Shyampura, District -Churu

The groups has nine members of mixed castes, 7 BPL and 2 APL households. One of them is a woman. They have chosen goat-rearing as their SPAs as they already rear goats and there is a 37 bigha pasture land adjacent their dhani. However the SPA is yet to be approved till date. Each household would have a unit of 15 goats and a he-goat. The unit cost would be Rs. 100 for a goat and he-goat for Rs 2,000 a total of Rs. 2,06,100 for members.

Understanding Processes: Livestock Activities

With the past experience of loaning for livestock in IRDP where only those households near the poverty line being able to benefit it would require detailed and close investigation of livestock activities being taken up by groups of common interest. It is recommended that the DPMUs also closely monitor these groups.

Tracer Villages

District/ Block/ Village, Name of CIG and SPA	1 st Visit	2 nd Visit	Comments
Dausa Dausa Papadda, Sahara Samooh Pottery	7.6.2002 A SHG had been formed and a sum of Rs. 8000 had	29.11.2002 The CIG members' alongwith the CF had ordered the	The role of the earlier CF was controversial and the new CF wants to avoid any trouble and is asking for the earlier records to be signed and given to him.

	<p>been collected by the members; bank account had been opened; CF had not deposited the CIG contribution in the bank and had used it for personal work</p>	<p>electric wheel and other materials and had paid an advance of Rs. 39, 200 to the suppliers. Meanwhile the earlier CF had resigned. The new CF was not willing to sign on the cheques towards full payment. The supplier was not willing to release the material without full payment.</p>	<p>The SPA is yet to begin.</p>
<p>Dausa Dausa Papadda, Ekta Samooh Band</p>	<p>7.6.2002 The CIG members had collected part contribution and the CF had arranged for the rest of the money from a moneylender and deposited the CIG contribution. The CIG had received the first installment and equipment worth Rs.70000 had been purchased.</p>	<p>29.11.2002 Most of the equipment is lying in the CFs house and he refuses to give it to the CIG members. He is demanding that the contribution he had arranged be given back by the CIG members and then can take the equipment.</p>	<p>The DPM has been trying to solve the issue but has not succeeded. There is no group cohesion.</p>
<p>Tonk, Todaraising, Mandolai Bhagyashali, Samooh, Garnet beading</p>	<p>7.7.2002 SHG formed. Bank account had been operationalised, First installment for purchase of beading machine had been received. CIG. Training had not taken place.</p>	<p>23.12.2002 Two machines have been purchased. Training had not taken place. Saving activity and meeting of the CIG members had been discontinued.</p>	<p>The NGO had the responsibility of training the CIG members. The NGO feels DPMU should advance 50 percent of training expenditure in order to organise the training.</p>
<p>Tonk/ Todaraising/ Mandolai Laxmi Samooh/ Construction of Well</p>	<p>7.7.2002 Bank account had been</p>	<p>23.12.2002 The plastering work had been</p>	<p>The initial depth of 80 feet was reduced to 70 ft. as there were rocks beneath.</p>

	operationalised, contribution deposited; first installment had been received; work had been initiated; 2 and 3 installment was awaited.	completed and there was 20 ft. water in the well; 2 installment had been received. Third installment and the diesel pump set had to be purchased.	
Churu/Ratangarh Thathavata ki Dhani Katariya Samooh Well(Drinking water) NGO: Bhoruka	13.8.2002 The first installment had been received; the CIG members put in the labour and had dug uptill 105 ft; awaiting the second installment.	1.2.2003 the digging of well completed in November 2002, cement lining and there was 6 ft. water in the well. The last installment is awaited..	
Churu/Churu/Meharawansar Puja Samooh Carpet weaving NGO: Bhoruka	15.8.2002 Training had begun in July, but there was high absenteeism. Few members were regular. First installment had been received and two looms had been purchased.	31.1.2003 The training was irregular and was finally discontinued as the CIG members started going to the FRW sites as they were getting better remuneration.	The CIG members were working in the FRW sites .The trainers are not locals and are not ready to stay in the village.
Churu/Churu/Meharawansar Sumitra Samooh Tailoring	15.8.2002 Women CIG. Bank account had not been opened; contribution had not been deposited ; first installment not received	31.1.2003 The financial sanction is yet to come through after which the training will be organised and the machines will be purchased.	
Churu/Churu/Meharawansar Suraj Samooh, School Room	15.8.2002 The school room construction had been completed. Third installment was awaited. The Panchayat had undertaken the work.	31.1.2003 The PS J.E.N had not given the U.C. for the second installment so the third insatlment had not been received. The DPM had also written to the Sarpanch.	There seems to be some misunderstanding between the Sarpanch and the JEN

<p>Rajasamand/Kumbalgarh Kheran Azad Samooh/ oil mill</p>	<p>4.9.2002 CIG was approved. The SPA sanction awaited. Savings had been discontinued; Bank account opened, contribution not deposited.</p>	<p>2.12.2002 The C.F had not visited the village for the last 3 months. CIG members were not aware of what had happened to their SPA.</p>	<p>Since the SPA budget was 12.5 lakhs the DPMU had sent it for clearance to the SPMU. The SPMU had not responded.</p>
<p>Rajasamand/Khamnor Ulpura Nadi, Pratap Samooh Drinking Water Tank and Pipeline</p>	<p>6.9.2002 Two installments had been received. The tank and tube well had been operationalised. The pipeline was being laid. Third installment awaited.</p>	<p>2.12.2002 The pipeline had been laid out. Taps are to be installed in the CIG households.</p>	<p>The panchayat has carried out the work. Drinking water problem has been addressed.</p>
<p>Dholpur/Chilakhur Basedi Siddh Smooh Tannery (Shoe making)</p>	<p>02.10.02 CIG had been approved and account had been opened. Rs. 235,000 had been sanctioned for the SPA. Rs. 40,000 had been set-aside for the training of CIG members but training did not take place due to rivalry among the group members. Decision to Change the SPA.</p>	<p>19.02.03 Change in SPA from Tannery to Band. Proposal had not been sent to DPMU Savings not initiated. No meeting had been conducted after the dismissal of C.F.</p>	<p>The group members had identified this activity as it was their traditional work. However some of the community members who could not become part of the CIG started creating problems and the earlier activity was disbanded and the group decided on taking up the Bandwork.</p>
<p>Dholpur/Kauripura Bari Shivaji Samooh, Construction of Well for irrigation</p>	<p>3.10.02 The CIG bank account has been started and first installment of Rs.1 33000 had been received. The well had been constructed</p>	<p>20.02.2003 The installments are still due. The group on their own resources purchased the engine. The CIG members have sown mustard, barley and wheat</p>	<p>The CIG members were satisfied with the activity that they had undertaken and were waiting for the second installment so that they can deepen the well.</p>

	with a total expenditure of Rs. 1,50,000. 20ft water available. The pipes and engines yet to be purchased. Second and third installments were due.	in 22 bighas of land. The members are expecting a considerable gain when the crop is ready. No meetings have been held after the dismissal of CF.	
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V. Emerging Issues

In the preceding sections we have drawn attention to the particular situations in the districts vis-à-vis the SPA, the relationship between different stakeholders and institutional dynamics. It is evident that for approaches involving diverse and multiple stakeholders to be effective there must be both enabling environments and enabling mechanisms. These are essential if the interests of the multiple actors are to become effectively shared, or coalesce, to the point of bringing about change.

However there are some critical issues which continue to influence project outcomes both positively and negatively.

Government- NGO partnerships

The partnership between the government and NGOs in DPIP was intended to strengthen local organisations of the poor and the NGOs have been seen as central in formation and sustaining the CIGs. The expectation that the government would be more participatory, and less rigid is yet to be seen in practice. There is no environment of supportive and mutual learning. As seen in the previous report project managers continue to work in a hierarchical manner. We feel that the role of DPMUs should be to approve a SPA, or help develop a SPA if the NGO falters and then to monitor the activity. This would not only speed up the process but allow NGOs flexibility to design and implement a sustainable SPA. However this is rarely found at the field level, **facilitation** more often than not takes the form of becomes **controlling**. Some of the responses of various NGO functionaries give an insight into their relationship with the DPMU.

- The expectation of the DPMU functionaries is that the NGO personnel should come to them and be obsequious/submissive. But when we go to their office *Pagalon ki terhe khade hokar aa jate hain*.
- The managers are “not from the field”, and are not oriented towards the needs of rural poor.
- The DPMU looks at us with “suspicion”. They feel that we do not work and are out there to make money. We are made responsible for all gaps. The line departments also do not take responsibility
- The task based contract is not facilitating work. We signed the contract in good faith. We were told to start work and if there is any problem we (SPMU) will sort it out.
- The process of SPA sanction and approval at the level of DPMU has been fairly discouraging. The DPMU expects us to put together all the various documents and keeps ordering us to get Photostat copies of various documents. E.g. when we have

submitted proposals for dug-wells or tube wells we are expected to give reports of the hydrologist, maps of the village, proof of electric connections, agreement of the owner of the land, *jamabandi* and *khasra* documents and so on. To get these reports the functionaries ask for a commission. Furthermore when we send them a document or present it in person no receipt is given.

- In practice the delays are often caused at the DPMU level since they keep finding fault with SPA proposals. There have been instances where SPA approvals have been held up for 6 months and more. If the cause of delay is at the DPMU there is no reason for the NGO to bear the costs of delay?
- If we take any initiative on our own, it is seen as an aberration to the rules and regulations of DPIP. We feel that rules and regulations do not help the poor. It further complicates the processes.
- The delay in extension of contracts of NGOs has affected project work and a few NGOs are planning to withdraw from the project.

On the other hand the DPMU functionaries had the following concerns about NGO participation:

- The NGOs like to do things in their own way and this is affecting project outcomes. They do not design projects according to the needs of the poor. They do not like to work with the government and elected representatives.
- The technical experts engaged by the NGOs engage are not qualified.
- The delays are often caused by the line departments. The DPMU should have functionaries who can deal with these issues rather than going to the line departments.
- The NGO is responsible for community mobilisation and empowerment of poor. They are not working in this direction.

The PAD describes the role of government in DPIP as a facilitator but the officials see themselves as controllers and seem to have solutions for all problems. Rather than eliciting responses of the NGO to a certain problem they like to provide prescriptions based on ad hoc decisions.

Social Mobilisation

The government and NGO perception of social mobilization are poles apart. In government being in a position to control the system is telling the NGOs to fall in their line. The increased focus on forming as many CIGs as possible has impacted to a great extent the social mobilization work the CFs may undertake.

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| <ul style="list-style-type: none">▪ The Sewa Mandir organised a kala jatha to initiate the DPIP process through a conscientisation process. They aimed at social evil <u>bhoot prait</u> education. The techniques used were diverse involving Bhavai Nritya puppetry's bhajans and songs. The kala jatha introduced the Sewa Mandir and the main messages sent was of social unity and the need for organisation. Sewa Mandir has a long experience of reaching out the people and developed an idiom that is a shared valuable feature. All CFs and other staff participated undoubtedly the kala jhatha were well received.▪ The government felt that it can also engage itself in a kala jhatha and a <i>sarkari kala</i> |
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jhatha was organised. A team came from the district and CFs were asked to organize the events in their respective villages. The target was to spread the message of DPIP- a programme with 90 per cent subsidy for which BPL households were to form groups, plan a SPA and implement it. The jhatha also talked about some social evils as an add on.

- A teacher would come on stage and asked the student actors to recite the English alphabet A,B,C. Then they would separate D,P,I,P and then say it together DPIP. This is how DPIP got introduced. If this programme is a partnership between the NGO and the Government, each should undertake activities in which there is a comparative advantage. The Government is not trained, no does it have past experience of kala jhatha, which may best be left to those who have acquired these skills over years of hard work.

The approach of experienced NGOs like Sewa Mandir, Urmul Trust (who have joined the project in the second phase) to social mobilisation differs, which in the given circumstances, they may not be able to pursue. Like envisaged in the PAD these groups wish to first address the community and some of its unmet common needs. This gives a sense of village unity and more over the surplus generated from the activity would become the contribution that the poor could make in their CIG, that has to be found later. The village community (VDA) would then help the CIG take an informed decision about a SPA. Only when there is collective thinking at the village level, that equations get established and common forums becomes a reality, that a sustainable project can be envisaged.

Meeting Targets

In a meeting with the CFs in a district, it was abundantly clear that the DPMU simply wanted as many CIGs to be formed and SPAs implemented. This narrow perspective leads to the following design of CFs work : go to the villages, address the BPL households, form their groups (with or without common interest) and design the SPA. Get the money, implant the project. Poverty is removed. This not a caricature but a simple model envisaged by DPMUs.

On the other hand, it is also evident that most NGOs are largely concentrating on forming maximum number of CIGs as their funding is fully dependent on the number of CIGs formed.

In the effort to achieve these 'targets' the qualitative aspects are being ignored. It is crucial that the project does not get entangled in the politics of 'numbers'.

Gender Concerns

It is important to understand within the DPIP the gender differentiated nature of the experience of poverty and the constraints women face in struggling out of poverty.

The connection between gender and development concerns and their project work continues to be unclear and it is assumed that gender equity is mostly about equal opportunities within organisations and hiring greater number of women.

Field interactions indicate that in the SPAs identified very little effort has gone into prioritising, selecting and designing interventions according to gender differentiated needs. It is also evident that there is a need to take steps to ensure that women's and men's voices are heard equally and incorporated in the various consultative processes of the project.

Several workshops have been organised by the IGPRS on Gender Planning Strategy for DPIP and checklists have been drawn to incorporate gender concerns. However the ultimate test of mainstreaming gender is when the mainstream agenda intrinsically adopts a worldview and processes where women's needs, interests and abilities matter, alongwith that of men. It however, precludes that women's concerns are shifted from their marginal location in both institutional and ideological terms to the centre of development agenda.

VI. Some Recommendations

1. There is a clear need for the project /NGOs to accommodate the needs of women workers and build a supportive environment within the project.
2. DPIP should re-examine the comparative advantage of a government institutions/functionaries and NGO themselves for training grassroots level development workers for community mobilization activities.
3. The need to form larger CIGs groups and advantages therein may be many but at the same time, groups with smaller numbers should also be encouraged. We recommend that fixing numbers for membership of CIGs might defeat the purpose of forming CIGs.
4. In some districts the infrastructure projects were restricted to one per village. It may be pointed out that the infrastructure being constructed through the DPIP is beneficial. Construction of water conservation structures will benefit the village community both in the present and in the long run. The distribution of gains from such infrastructure may be seen proportionately greater for those who own more natural capital but the marginal gains seem to be greater for the poor households. Thus community infrastructure projects need to be taken up in larger numbers in most villages, wherever there is a demand. In fact, there should be no restriction on the numbers of such projects in each village.
5. The infrastructure projects are being implemented by the panchayats in most districts. It is desirable for the panchayats to take up these works and implement them as it involves taking decision at the community level regarding community resources. In fact, in most places barring a few, the construction has been of a high quality. We recommend that panchayats alone be responsible for building community infrastructure.
6. The present practice of involving the CIGs in community infrastructure development seems counter-productive and in many cases disempowering, as the descriptions in the preceding sections indicate. Using the CIG as a conduit from money transfer is neither necessary nor desirable. CIGs must engage primarily in activities that are directly beneficial to them. However, infrastructure, which has obvious and direct benefit such as hand-pump in, their own *mohalla*, may be taken up by the CIGs themselves.
7. One of the basic objectives of DPIP is to build capabilities of the poor and change the attitudes of government functionaries towards the poor. However process review has

shown that the attitudes of government functionaries towards the CIGs as not being able to undertake SPA on their own, reflects their own biases and prejudices about the 'poor'. These attitudes need to be addressed through interactive sessions.

8. The considerable delay in the release of the last installment of a completed activity puts CIG functionaries and CF in a disadvantaged position and weakens the process of empowerment. There is a need expedite payments.
9. A variety of non-farm activities are being undertaken by the CIGs and most of these require new skills. However, training in most places is either not taking place or is lackadaisical.
10. The DPIP provides an opportunity to develop SPAs that can be undertaken by a group of CIGs. These can then be integrated into a large network by the NGOs. More activities in the non-farm sector need to be identified.
11. In many activities such as carpet weaving, women have thought that they and their children, both can learn and do the weaving. In some villages children may actually be involved. If it is happening a safe guard needs to be put in place immediately and the community sensitized against child labour.
12. DPIP provides an opportunity to create networks of large-scale production and marketing in the non-farm sector activities. It is evident that all stakeholders are not thinking beyond the CIG frame. It is possible to have a design and quality cell within the NGO, the future of which can be determined by the market forces. Instead, there is an attempt to run-away from the market whereas there is a need to adopt to market needs and improve capabilities of the poor to participate and have a stake in the market.
13. The returns from various land based activities are substantial but many places the farmers need additional support for which either the DPIP should provide additional inputs or make the group avail credit from the formal sector. The NGO can help in providing the linkages.
14. In land based activities there are substantial risks. For example, the Safed Musli has not grown due to lack of rainfall. There is no guarantee that it will grow during the next rains. Risk management strategies are totally absent in the DPIP, far from limiting risks with insurance markets. There is an opportunity to create insurance fund for such risk management.
15. With the past experience of loaning for livestock in IRDP where only those households near the poverty line being able to benefit it would require detailed and close investigation of livestock activities being taken up by groups of common interest. It is recommended that the DPMUs also closely monitor these groups.
16. The relationships between NGO-Government continues to be of mistrust, not recognising each other's capabilities and one of dominating the other which is detrimental to the project. Most of the NGOs involved with DPIP have demonstrated capabilities in their own domain. We understand that there have been various interactions/workshops in the past to sort out issues. Regular planning and review meetings could be organised in the light of recent changes in the rules and regulations.
17. Social Mobilisation continues to be a weak aspect of the project and has not been taken up in the true spirit. There is a need to concentrate on the empowerment aspects of the CIGS