Bihar Community Development Project, India

Evaluation Report

Report Submitted to
Swiss Red Cross
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Abbreviations and Acronyms

	ATMA	Agricultural Technology and Management Agency
	BCDP	Bihar Community Development Project
	BDO	Block Development Officer
	BPL	Below Poverty Line
	CBO	Community-based Organisation
	DASCOH	Development Association for Self-reliance, Communication and Health
	EPI	Expanded Program on Immunization
	FGD	Focus Group Discussion
	FP or fp	Family Planning
	GO	Government Organisation
	GoI	Government of India
	IG	Income Generation
	IIDS	Initiatives in Development Support
	MCH	Maternal and Child Health
	MFI	Micro-finance Institution
	PC	Project Coordinator
	PCU	Program Coaching Unit
	PME	Planning, monitoring and evaluation
	PNGO	Partner Non-governmental Organisation
	PRIs	Panchayat Raj Institutions
	RGVN	Rashtriya Grameen Vikas Nidhi, a financial institution
	SHG/SHO	Self-help Group/Organisation
	SRC	Swiss Red Cross
	TBA	Traditional Birth Attendant

Contents

Executive Summary

The evaluation of Bihar Community Development Project (BCDP) which is being implemented in Bihar and Jharkhanda state of India for more than a decade was conducted during July-August 2003 with the primary objective of assessing the strengths and weaknesses of the Programme, evaluating the progress made and results achieved and providing recommendations for follow up activities. The Programme is being implemented by six local NGOs with the support of Swiss RC (SRC) and one intermediary organisation IIDS is providing technical assistance as a programme coaching unit of SRC. The current 3 ½ years phase of the project started in 2000 with the objective of achieving four major programme results, viz. enhancing self-reliance of the communities regarding their skills base, enable CBOs to plan, monitor and evaluate activities, promoting organisational sustainability of the CBOs and their Federations, and finally enable CBOs to assert the rights and access of their community members to public services.

Input to the NGOs and their management systems:
The planning for the third phase of the project passed through a series of consultation process with different stakeholders, keeping the community in the heart of the planning approach, a major departure to the planning approach of the earlier phases. Indicators have been set and activities identified for all expected results. This approach has created common understanding about the project's expected results in the one hand and in the other developed the planning capacity of the NGOs, a valuable knowledge and experience cherished by the NGOs. The NGOs consider this input from the IIDS as the most valuable. Other input to NGOs include assistance to develop their profile, linkage building with the external development agencies and financial institutions, proposal development etc. which are all considered relevant by the NGOs, except that the timing of workshop was delayed. However, IIDS staffed by only two professionals is not well equipped to provide all the services the NGOs expect- they expect IIDS to be a resource centre capable of meeting all their needs. IIDS possess good skills in short-term and medium term planning, programme monitoring, linkage building and developing collaborative relationship, community management and concept of self-reliance but need to strengthen skills on long term planning, policy dialogue and advocacy for policy influence, financial monitoring, operationalisation of self-reliance, documentation of community empowerment and drawing lessons for modifications of the strategies, networking among the NGO and development of effective management systems. Obviously the NGOs are managed, except Badalo, as pure social movement organisations rather than a social organisations managed in business manner. Governance and executive functions awfully overlap, organisational rules and regulations do not exist and performance monitoring and reward and punishment systems are not in place. Despite these limitations, overwhelming majority of staffs are highly motivated to the job and satisfied with the organisational climate and work culture. Participatory discussion on leadership qualities with two levels of staff-leaders and other staffs reveals that they assess themselves as the visionary leaders

(scoring 5 out of 5 mostly) though rate low on management skills. In terms of staffing patterns, the NGOs have varied composition particularly the front line staff. Two systems are in place in the NGOs, namely the concept of multi-purpose worker and sectoral experts, but the pros and cons of deploying such kind of workers are not evaluated.

SHO/CBOs and their structure:
The NGOs have common as well as uncommon strategies of targeting the beneficiaries. Whilst the common element is targeting the economically downtrodden, socially oppressed and vulnerable women, the NGOs have varied approach of enlisting the membership of the SHOs. Sakhi and BMVS get so called lower caste women united in the Groups, GVP and Badlao form groups with 'poor' women irrespective of their castes. While PNDSS forms groups with the membership of any woman or man (separate male and female groups exist) who is interested to join, SSVK forms groups with all the village poor people together. Each of these NGOs has or plans to form Federation at next level, panchayat (except BMVS), block and district level. While two members represent at each upper level in all NGOs, BMVS has larger group membership. The NGOs however have not explored and experimented, despite their working experience of more than a decade, whether it is effective to get all men and women together in the group, poor and 'poor friendly rich' people together, lower caste and 'lower caste friendly upper caste' people together etc. for raising the self-esteem, social dignity and overall economic development of the poor and marginalised people, particularly women.

Input to the SHOs/CBOs and their effectiveness

Input to the NGOs have been directed towards two aspects, i) developing skills to address health, education and livelihood needs, and ii) community management and their empowerment of the SHOs, SHO members and SHO Federations. Three types of inputs were found, namely, training, technical assistance and capacity building through the support of particularly frontline workers and financial incentive. Training areas included, development of skill base on health and education and developing leadership skills and collaborative partnership and linkage building with PRIs etc. The frontline workers provide facilitation support to organise SHO meetings, set agendas, write minute book, mobilise saving and credit and their book keeping, dissemination of information on government schemes and linkage building for furthering the activities of the SHOs so and so forth. SHO byelaws have been prepared in all NGOs; Badlao has developed training modules that could be used for the SHOs. Direct financial input included the incentive to the SHO leaders and health workers, which has been withdrawn by some NGOs based on the experience of weakened volunteerism, creation of conflict among the members of self-help groups and unwillingness to divulge leadership to other members. However, some NGOs are still pay incentive, a great challenge to continuity of the functional SHOs in the event of withdrawal of

support from the NGOs. The inputs are not fully geared towards the self-reliance elements. NGOs have not been able to provide facilitation support on PME, resource development and mobilisation, systematic approach to collaborative partnership with the stakeholders and linkage building.

Preparation for phase-out

Achievements of expected results would mean self-reliance of the communities making it possible for phase out. Preparation for phase out therefore was critically important, the success of which is mainly dependent on the role of IIDS and NGOs. Preparation for phase out required a common understanding of the concept of self-reliance at all levels-IIDS, NGOs and CBOs and how to operationalise the concept in practice and developing effective monitoring system to ensure that all the inputs from one level to another (SHIs to SHOs) are directed towards the achievements of self-reliance. However, though very relevant and appropriate objectives were chosen in the current phase and indictors set to monitor the expected results, the inputs provided are not fully geared towards the holistic approach of self-reliance due to lack of common understanding on the elements of self-reliance of the CBOs and inadequate knowledge and skills for operationlisation. Needless to say, no monitoring system was designed to assess the progress made by CBOs against each elements of self-reliance. Another important vision of the NGOs though not articulated in any of the plan documents was developing them as the resource centre, which however due to lack of clarity of what is required to be resource organisation and in what area remained an unfulfilled dream. However, some of the PNGOs have been able to mainstream the sectoral education and health programme with the government programme, a laudable achievement paving the way for discontinuation of direct health and education services.

Project Results Vs expected results

The project sought to achieve four results, namely strengthening skill base of community members to look after peoples health, education and livelihood needs, CBOs capable to plan, implement and monitor activities, functional CBO Federation and securing rights and entitlements of the community members.

Result # 1

Reduction in resource inputs every year in this phase out period made many community workers unemployed. However, skills of community workers are now being utilised within as well as outside the program. Almost one third of the NFE centres were closed and integrated with the government systems and one third of them are financed almost 50 to 60 % by SHO members, which is laudable achievement of the project. Several instances are noted where Government health workers and teachers are forced by the SHOs to report to on time and provide services the community members are entitled to. In the similar proportion, numbers of Health posts were reduced but SHOs are either continued or integrated with government service. Though most of the NGOs have been able to

mainstream their health and education activities with the government program, effective strategy for availing sustainable benefit is yet to evolve.

Result # 2

The SHOs do not want to confine themselves to the promotion of a particular program or interest of their group members but visualise their role in a broader perspective. Hundreds of real events were noted by the evaluation team where the socially oppressed or marginalized women have forced so called upper caste people to provide respect, fought against social injustice and made social changes. Several true stories are mentioned in this report. The project, which started from providing health and education services to the marginalised women of Bihar, has expanded as a social movement over the years. The unprecedented scale of 'silent revolution' is moving towards establishing social justice by promoting self-esteem and dignity of downtrodden community in Bihar. The SHOs potentialities to bring about social revolution have not been fully utilised by the NGOs. SHOs actions are sporadic, unplanned and dictated by the needs rather than a part of systematic plan. All the SHOs we met, without exception, could not articulate their long-term vision, though the reasons for formation of the groups are logically deeply rooted in their mind. The SHOs are not treated as separate planning unit, and therefore long-term plans do not exist. A well-thought out and systematic input would therefore be necessary in the future.

Result # 3

Over the years, in all NGOs, an overwhelming majority of the SHOs can organise regular meeting themselves without NGO support. Minutes of SHG group's meetings suggest their involvement mostly around collecting savings, loan and interest amounts and scrutinising applications for loan. Next come the issues that SHG members bring to the meeting. Its range varies from family/community disputes to various aspects of village development. Action taken between two meeting periods and their results are discussed in these meetings and future strategies and action plans are drawn to address such issues. Information regarding government programs are disseminated and needs of the community are discussed. The SHOs and their Federations are fast moving towards autonomy, but there are some critical supports such as, writing minute book of the meeting, maintaining books of account of the saving and credit operations and linking with the local government, are mostly provided by the NGOs, thus still dependent even after a decade of their promotion.

Result # 4

Women's mobilisation as well as negotiation skills, coupled with self-confidence, have enabled them to contest and win elections in the local bodies and their representation in these bodies have served the biggest purpose of the community so far (please see the details in the report). Entitlements worth millions of rupees have been leveraged, government officials who denied right of poor people were

brought to public hearing and forced to honour their rights. There are several examples where the SHOs have identified BPL people and got their rights from the government. Cement intended for public schools has been stopped from leakage, upper caste people misbehaving so called untouchables have been forced to apologise publicly and penalised, government offices have been forced to provide services. Federation's women took up extremely sensitive issues of women's oppressions and exploitations- such as the case of a tribal women being forced to plough field without putting any piece of cloth (Badlao), burning a young women (GVP), merciless beating of a women by the upper caste (BMVS) etc, and they got the justice through group action. The same skill sets have enabled to develop other kinds of institutional linkages. What further they require is to practice the system of long-term planning systematically assessing and prioritising community needs, mapping the available resources, identifying constraints and develop action plan to deal with such constraints.

Unexpected/unintended results:
Besides the expected results, several unintended results were noted. Fiery spirit and forthrightness coupled with skill to strategise collective action were observed to have been significantly effective in the federations of BMVS, Badlao and GVP in changing the society norms and deep rooted traditions and values. Different linkage systems described in chapter 4 have put pressure on the local governance systems resulting in improved delivery of services that have benefited the society at large. Due to their influence in some areas (esp. GVP and Badlao), many welfare schemes pertaining to old age population, women and children (nutritional food, school dress and scholarship) are being accessed by non-target population as well. As reported by many NGOs, social ill of child marriage is becoming a rarity. Similarly, drinking habits of men and their consequent misbehaviour have reduced drastically through social action undertaken by federation women of BMVS and Badlao. PNGOs have also contributed to macro issues such as better flood management in the north Bihar, fisher women's equal rights on resources, right to information and tribal women's right in the land and property, which has been a national issue. The SHOs have been learning centre for many external development partners, and government and banks were found utilising SHOs, such as in GVP and Badlao, as a practical training centre.

Comparative Cost-benefit and effective analysis

Analysis of cost from different dimensions, such as direct program cost and administration cost of the project suggest that the cost composition has been reasonable with more than two thirds of the cost directly spent on providing services to the people or empowering them. Comparison of NGO staff deployment per SHO, SHO member, and member of the community, cost invested on each of the SHO and their members, personnel cost invested on each SHO and investment etc. has provided valuable insights on the comparative effectiveness of the NGOs. Though there is no significant variation on average

number staff deployed for SHOs in the NGOs, personnel cost per SHO is lowest in BMVS during 2000-03, GVP has invested lowest cost on each SHO. From all counts, BMVS, GVP and Badlao seem to be more cost efficient and effective, though PNDSS is also fast moving towards this direction. SSVK is however needs to be more cost efficient. Please refer to Chapter VII for detailed cost-benefit analysis.

Recommendations

The evaluation team strongly feels that the future SRC support would be required to finish the unfinished work, which are in short-fully mainstreaming the current health and education services with the government programme, ensuring the self-reliance of SHOs, developing and implementing systems for partnering with the local government, documenting the lessons learnt to explore what strategy works and what does not, and finally developing potential NGOs as resource centre for community management, social justice and women empowerment. However, unlike in the earlier phases, no uniform support to all NGOs is suggested, but contingent upon the submission of innovative proposals. Given the wide SRC mandate and PNGOs expectations, there is a need not only to delineate the functional responsibilities between the current resource persons/staffs of IIDS, but also to further develop in-house capacity. There is a further need to deploy at least one additional staff with skills on documentation of project outcomes and lessons learnt, financial monitoring and strengthening of institutional capacity of the NGOs. For detailed recommendations, please refer to Chapter IX.

Chapter I

Introduction and Methodology

1.1   Background

The Swiss Red Cross (SRC) is supporting the Community Development Programme (CDP) in Bihar/India since 1990 in the wake of earthquake that hit Bihar in 1988. The Programme is being implemented by six local NGOs, with technical and consultative support from the Patna-based Swiss Red Cross Programme Coaching Unit (SRC-PCU), which got registered as a partnership firm under the name Initiatives in Development Support (IIDS) in 2002.

The Programme aimed to further social and economic development among the most vulnerable people of more than 150 villages in four districts of Bihar state of India. The activities are in the fields of primary health care, non formal education, promotion of income generating activities and community capacity building for the rural population. The strategies pursued are on the one hand the delivery of services through NGOs, and on the other hand the organisational development of community-based organisations (CBOs), the support of self-help initiatives and linkage building between CBOs and government agencies. The present phase of the Project, which started in April 2000 and is ending in September 2003, is based on a phasing-out strategy with the broad objective to enhance the process ownership and the management capacity of CBOs and their federative bodies.

1.2   Objectives and Scope of the Evaluation

The main objective of this evaluation is to provide an analytical assessment of the strengths and weaknesses of the Programme, evaluate the progress made and the results achieved and give recommendations for follow-up activities.

The evaluation has two specific objectives: First, to evaluate the appropriateness and effectiveness of the enabler criteria, namely leadership, human resources, policy, strategy and processes and partnerships and resources. Second, to evaluate the achievements related to the Programme objectives, broader effect at the society level and key performance results using key cost benefit analysis indicators. For detailed TOR, please see Annex 1.

1.3   Evaluation Team and Timeframe

The evaluation was conducted by a two-member team, one nominated by Swiss Red Cross and the other one nominated by PNGOs and PCU. The fieldwork of the evaluation took place during July 16-August 5. Data and Information was analysed thereafter and draft report produced within a week.

1.4   Methodologies and Instruments

Before the actual field work started, the team leader of the evalution and SRC Programme Coordinator held detailed discussion on the TOR and methodologies of the evaluation. The team leader developed methodlogies and tools to gather the data and information required in accordance with the outline of the TOR of the evaluation, which were pre-tested in one PNGO before fully applying them in all six NGOs.

The evaluation is based on secondary as well as primary data and information, mostly primary data. The secondary data and information is collected from project documents, annual or periodic reports, and other documents available in the project (for the detailed list of documents consulted, please refer to Annex 4). The primary data collection instruments consisted of combination of many methods listed below:

a)   Focus group discussion with IIDS staff
b)   Pariciptory discussion with the NGO leaders
c)   Focus group discussion with all NGOs staff in diferent groups
d)   Focus group discussion with at least four SHOs and their Federations in each NGO
e)   Focus group discussion with   local government officials and elected representatives in few NGOs
f)   Actual observations of meeting proceedings of SHOs and their Federation bodies in the NGOs and actual activities of SHOs in few NGOs
g)   self-assessment of leadership and management capacities by all NGOs staff
h)   participatory assessment of knowledge and skills capacities of the SHOs and their Federations by NGOs staff

After the field work, the findings of the evaluation were presented in a workshop attended by IIDS and NGO Leaders and Project Coordinators and their comments and suggestions incorporated while preparing the draft report.

1.5   Organisation of the Report

The evaluation report is presented in nine chapters. The first chapter begins with the introduction of the evaluation and its methodology; second chapter describes the role of IIDS and NGOs in developing plans, strategies and policies during the current project period of three and half years beginning April 2000. The third chapter analyses the appropriateness and effectiveness of the organization structures of the IIDS and NGOs and their human resources management systems. Chapter IV provides a brief account of the partnership structures and systems of the IIDS and NGOs, and NGOs capacity to mobilise and utilise resources. Chapter V describes the structure of the SHOs, and input provided to them by the NGOs. While Chapter VI analyses in detail the project results vis-à-vis expected results, Chapter VII attempts to assess the effect of the project at the society level. Chapter VIII provides a bird's eye view of the performance results of the project using cost benefit analysis tools. Chapter IX draws the lessons learnt and summarises recommendations of the evaluation team. The report also contains 5 annexes.

Chapter II

Role of IIDS and NGOs in developing Plans and Strategies

2.1   Strategic Directions, their shifts and current Project Objectives

BCDP has undergone three external evaluations at the end of each phase. After each evaluation, the strategic focus of the project has shifted, significantly in some areas, and to a lesser degree in some other areas. During the 1993-95 phase, three programme sectors; health, non-formal education and income generation were identified for the poor people. Considering the need of long-term plans, the project while continuing to provide services in the three specific sectors, focussed its attention towards developing perspective plan by each NGO with the support of PSU. In order to provide health and non-formal education services, the Project formed functional groups, and training was provided to them to develop their skill. The third phase of the project, despite the existence of the functional groups, found shortcomings in their ability to plan and implement the programme of their needs, and accordingly focus shifted to   formation of self-help groups to implement various sector activities and their capacity building to achieve self-reliance. Thus, community management and institutional development of the CBOs became overriding focus of the project in the three and half-year's third phase which began in April 2000.

The overall goal of the current and third phase of the project is the establishment of self-reliant CBOs capable of efficiently and effectively ensuring people's livelihood needs. The project, after a series of consultative planning processes, has set four objectives to achieve this goal. These objectives are:

Objective 1	To enhance self-reliance of the communities regarding their skill base
Objective 2	To enable the CBOs to plan, monitor and evaluate their activities
Objective 3	To promote organisational sustainability of the CBOs and their Federations
Objective 4	To enable the CBOs to assert the rights and access of their community members to public services

2.2   Planning for the third phase: a fully participatory approach

The planning for the third phase of the project passed through a series of consultation process with different stakeholders, keeping the community in the heart of the planning approach. IIDS organised a workshop in the first place, with the participation of NGO heads and sectors coordinators with the objective of promoting participatory planning approach and creating common understanding about the project's expected results. The workshop identified four objectives of the project, which most importantly included, creation of self-reliant CBO model. One of the most important outcomes of the workshop was development of indicators to measure the performance of each of the strategic objectives, done for the first time in the life of the project-a significant departure from the past.   There was a shared understanding amongst the NGOs that they will be developed as a 'resource organisations' a critical and most relevant strategic direction. Indicators of self-reliance were developed and all the NGOs assessed the capacity of the SHOs against these indicators.   The PRA and other participatory tools applied by the PCU in

developing participatory planning is still cherished by the NGOs, and value the importance in learning skills in planning of a community-centred project.

2.2   Strategic Directions-not operationalised

Resource Organisations: Despite very important strategic decision, the PCU was not able to develop a common definition of what resource organisation means and what are the requirements to be a resource organisation, and accordingly develop necessary systems, guidelines, manuals and other resources that could be used by likeminded organisations. Since systems and operational modalities that are required to develop NGOs as resource organisation were not identified and developed, this strategic direction remained a dream even towards the end of this project period.   It, however, need not be overemphasised that NGO provide a learning ground on different components of community management, but not all ingredients of resource organisation exist in a single NGO though it could have been developed over the years. During the evaluation process, this strategic focus was not indicated by any of the NGOs except is GVP, and therefore it is evident that this issue has not surfaced in the discussion or in the subsequent annual or periodic planning of the NGOs. Though GVP envisions to be a resource organisation in the future, none of the CEC member/staffs could articulate what this means, and what is required to be a resource organisation and whether GVP possesses all or few of these elements.

Elements of self-reliance: The PCU facilitated the formulation of self-reliance indicators that could be applied by the NGOs called 'organisational assessment of CBOs against self-reliance indicators'. It is noteworthy that none of the NGOs remembered of developing these indicators during our discussion with neither them nor any one of them were able to articulate in a comprehensive manner the elements of self-reliance. Our in-depth participatory discussion with the NGOs staffs-at different levels, confirms that though there is very high degree of commitment at all levels across the NGOs to achieve self-reliance, the level of understanding on the elements of self-reliance and strategies and approaches leading to that situation is far from satisfactory. Further, not all ten elements of self-reliance (Annex---5) developed on February 27, 2000 as a part of approach setting workshop are appropriate and in true sense can't be fully measured or implemented.

Notwithstanding the inappropriateness of the indicators, it is evident that due to lack of monitoring from PCU during the entire project period, none of the NGOs monitored the progress made in moving towards self-reliance. Needless to say, no systematic input-materials, training or other forms of technical assistance was provided against the elements of self-reliance. Input to the SHOs have been largely unplanned and ad-hoc. Though the objective of the project was to achieve self-reliance of the CBOs, some of the critical elements most importantly capacities to develop plans, monitor and evaluate their activities are still lacking in all NGOs though some NGOs have made good progress on other elements.

2.3   Preparation for phase-out

2.3.1   Development of Systems, Parameters and Core Skill Base

Preparation of phase-out means achieving self-reliance of the CBOs; in other words, attend self-reliance or develop the CBOs to such stage that they are capable of planning, implementing, monitoring and evaluating their activities, and then phase out the support. Phase out however is widely understood by the NGOs as simply 'withdrawal of support'.

We are of the opinion that there are three dimensions for preparation for phase out at the project level, which are:

a)   Development of parameters at NGO and CBO/SHO level for phase out, and common understanding at all levels across IIDS, NGOs and SHOs
b)   Realignment of nature, type and degree of support from IIDS/PCU to NGOs for the enhancement of skills at the NGO level,
c)   Realignment of nature, type and degree of support from NGOs to CBOs/SHOs for the enhancement of skills at the CBO/SHO level

Self-reliance is directly correlated with the organisational sustainability of the NGOs, which implies that the PNGOs should develop systems and practices that ensures the sustainability of the organisation. Though the PNGOs were very small when the project started in 1993, they developed over the years managing projects supported by many other agencies besides SRC, requiring to develop some management systems and practices on the basis of generally accepted principles of well-functioning organisations. Except in one NGO, which generally complies with these organisational principles, no proper systems were developed in other PNGOs. Further, gradual reduction of support from IIDS to NGOs would require development of some core organisational skills in the NGOs, which however were not identified as a strategy for preparation of phase-out.

Other important aspect of preparation of phase out is the development of parameters at SHO level and continuous monitoring of the progress in transferring skills on these parameters/elements of self-reliance from the NGOs. No satisfactory preparations were made for developing these elements and providing needed input in a systematic manner as elaborated in the paragraph 2.2. Consequently while the CBOs/SHOs have developed fair amount of skills on certain aspects, such as securing entitlements from the government and high level of skills in resolution of social conflict, most of the SHOs lack skills in developing plans and resource development and management.

2.3.2   Resource allocation and resource provision

Another most important aspect of phase out is continuity of the services received by the people even on the event of withdrawal of support from the Project. Education and health are the core service activities of the project, particularly in the second phase, and most of the NGOs except SSVK in particular and Badlao to a lesser extent, have developed systems in partnerships with the CBOs, to integrate the project services into government functionaries by promotion of right based-approach. Several instances of CBOs/SHOs negotiating with the government health and education workers to continue the services

and actually forcing them to provide services were noted, which are elaborated in other chapters. This means that the *traditional education and health programme* components may be discontinued.

The most discernible innovative strategy of the project is its ability to enhance the size and magnitude of the programme even in the circumstances of reduced funding in the current phase. The SRC support continued to decrease over three years of the current project cycle with the resultant effect of reduced number of staff, but except SSVK, the programme villages have increased, new self-help groups continued to be formed and their capacity continues to be developed.

Chapter III

Organisation Structure, Leadership and Human Resources Development

3.1   Organisation Structure of IIDS and its Skills

Initiatives in Development Support (IIDS) were founded in 2002 as a legal partnership firm to continue the role of Programme Coaching Unit (PCU) of Swiss RC in Bihar. Before IIDS was registered as partnership firm, several other options were also considered and evaluated. These options included, establishment of an organisation akin to or branch of DASCOH Bangladesh, INGO, NGO or a private limited company. It is a profit making entity liable for paying tax as per Income Tax Act, and therefore there may be a need to understand the nature of its tax liabilities, particularly on the balance left after disbursements or expenses commonly applied to profit making ventures in India.

IIDS is staffed by two partners who provide about 80% of their time in the Bihar Community Development Programme (BCDP) activities. The staffs are also responsible to oversee the Gujrat and Rajasthan relief operations. These two partners/staff discharge almost similar roles and responsibilities in relation to coaching or technical assistance to the NGOs. Given the nature of their current job profile and SRC mandate, which includes broad spectrum of activities, ranging from accompaniment and counselling to PNGOs in situation analysis and project PME, assisting the establishment of project monitoring systems, facilitate linkage building of the PNGOs with external organisations, to recommendation on desirable   intervention to PNGOs   so on and so forth. The mandate provides for procurement of services from an external resource organisation which are not available in-house. Accordingly the services of external agencies have been procured at different occasions.

Partner NGOs expect IIDS to be a resource centre capable of providing any information any time and other supports more in the nature of troubleshooter. It is imperative that all the requirements can't be outsourced particularly those relating to on-going monitoring and on the spot coaching, which are of routine nature. If the qualifications and expertise is to be assessed in the context of projects expected results for the current phase 2000-2003, it appears that IIDS does not have all the qualifications, experiences and skills to discharge the mandate effectively. Our participatory discussion with the IIDS team and our own observation finds the following skills profile to manage the Programme effectively, and mismatch between current skills and required skills and experiences.

The following table provides a birds eye view of required skills and available skills:

Table 1

Major Required Skills	Major Available Skills
Long-term, medium term and short-term planning	Adequate skills on medium term and short-term planning, but not on long-term strategic planning
Proposal Development and writing	Good skills
Monitoring and Evaluation of PNGO's on-going operations	Adequate skills on Programme monitoring, but lack required monitoring and evaluation skills on community participation and different aspects of financial management
Technical sectoral knowledge and skills particularly on primary health care and education	Outsourced to external resource organisations, which is appropriate
Technical assistance on action research on different models of community management and its effectiveness	Not adequate, and need to be enhanced
Linkage building with GO, NGOs, donors	Adequate knowledge and experience
Resource Development, resource mobilisation and income generation activities	Adequate skills to link the NGOs with the external financial institutions, but lack skills to provide technical assistance to the NGOs to help SHO/CBOs to identify, mobilise and utilise local resources
Advocacy skills to enhance overall benefits of the project	Inadequate skills on developing advocacy systems and mechanisms for different aspects of the Programme or organisation as a whole.
Institutional development and effective management systems of the PNGOs	Lack required skills to counsel, develop and implement effective management systems for improving NGOs organisational performance and sustainability
Phase out Plan	Conceptual and pragmatic deficiencies to prepare phase-out plan at different levels-IIDS, NGOs and CBOs, and monitoring of the achievements towards preparations and readiness for phase out.
Self-reliance of the CBOs/SHO	Good understanding of the concepts of self-reliance, lack adequate skills to develop and implement comprehensive indicators of self-reliance

Given the wide SRC mandate and PNGOs expectations, *there is a need not only to delineate the functional responsibilities between the current resource persons/staffs, but also to further develop in-house capacity of IIDS. There is a further need to deploy at least one additional staff with skills on documentation of project outcomes and lessons learnt, financial monitoring and strengthening of institutional capacity of the NGOs.*

3.2   Organisation Structure of IIDS and its appropriateness and effectiveness

There are many common areas on the organisation structure of PNGOs, but they vary from one another in some other areas. Depending on the legal status and the agency with whom the PNGOs are registered, the Acts, rules and regulations governing them vary. For instance, Badlao Foundation and Bhusra Mahila Vikash Samiti (BMV) are registered as Trust, GVP, Sakhi and SSVK are registered as NGOs and PNDSS as charitable educational organisation. Whatever may the legal framework they are registered with,

which affects the governance structure, the project operational structures are mostly common, except in few areas, particularly at the front line staff level. The following table provides a summary picture on all PNGOs:

PNGOs: Project organisation framework   **Table 2**

Name of NGOs	Structures
BMVS	Coordination level: Project Coordinator-1
	Supervision/facilitation level: Supervisors-2
	Frontline level: Health Workers- 2, IGP workers-2, Social Workers-2
SAKHI	Coordination level: Project Coordinator-2 (health/NFE-1, fisheries-1), Health PC is also Secretary of the NGO
	Supervision/facilitation/admn level: SHG Supervisor-1, office in-charge-1
	Frontline level: Health Worker- 1, SHG Organisers-4 Social Animator (SA)-1 and multi-purpose worker (MPW)-1. SA and MPW on the fisheries Programme
SSVK	Coordination level: Secretary/Project Coordinator-1
	Supervision/facilitation level: Coordinators (Education, Health, social sector & IGP)-1 each
	Frontline level: Education sector: Superviser-1, NFE Instructors-10, Health sector: Health Workers- 2, Health promoters- 20, IGP sector:IGP supervisors-2, Social Workers-2
GVP	Coordination level: Secretary/Project Coordinator-1
	Supervision/facilitation/admn level: Office in-charge-1 Coordinators (Health, NFE and IGP/CD)-one each
	Frontline level: supervisors Health - 3, IGP/CD-4, NFE-1
Badlao Foundation	Coordination level: Project Coordinator-1
	Supervision/facilitation/admn. level: Programme Incharges-2, Training In-charge-1 Coordinators (Health, NFE and IGP/CD)-one each
	Frontline level: Multi-purpose workers-3, Teachers-10
PNDSS	Coordination level: Project Coordinator-1
	Supervision/facilitation/admn. level: Programme Officer-1 Assistant-1
	Frontline level: Social Animators-4

Diversity in the structure is clearly visible in the above organisational framework. The common features are:

a)   the Secretary, who is de-facto head of the NGO is also assuming the role of project coordinator in three NGOs, except in Badlao and BMVS, a salaried post under SRC supported project.

b)   there are three tiers of the hierarchical structures, conventionally described as top, middle and bottom level management in all NGOs, called coordination, supervision/facilitation and front line respectively in this report.

The uncommon features, despite similar Programme components, are:

a)   there are different structures at the facilitation/supervision level, two NGOs have supervisors, three NGOs have sectoral coordinators, and one NGO has two Programme in charges and the another partner has Programme officer. These mid-level positions have different roles and job profile,

b)   no commonalities are found at the front-line level in none of the partner NGOs. While PNDSS and Badlao foundation though called differently as social animator and multi-purpose worker respectively, the front-line staff are required to be knowledgeable and skilled in all areas-education, health, community organisation and IG, where input to community is provided, GVP deploys supervisors at the front who work under different sectoral coordinators, and therefore a sectoral specialisation is expected from the front-line workers akin to BMVS which deploys two sectoral experts in each of the project sectoral functions. Badlao and PNDSS expect their front-line workers as jack of all trades, and they get sectoral input from respective supervisors, called Programme in charges in Badlao. PNDSS/ SRC project coordination staffs being doctor and qualified nurse have distinct advantage over other NGO to provide more technical assistance to the front line staff and input to the community in the health sector.

3.3 Conclusion

The common and uncommon features on the organisation structures and job profiles of the NGO staffs at different levels described above suggest following conclusions:

a)   no counselling was provided by PCU/IIDS on the organisation structure, job load assessment and job division and other human resources utilisation aspects, which has critical bearing on the overall performance of the organisation,

b)   despite that all NGOs work within the overall umbrella of SRC funding and technical assistance, no cross-fertilisation of ideas or cross-learning was observed regarding the appropriateness and effectiveness of a particular organisation structure and division of work,

c)   none of the NGOs have fully effective organisation structure; the degree of effectiveness varies from one to another. Though unity of command exists in

most of the NGO, this is blurred in SAKHI as there are two functional Programme coordinators, one of them being secretary as well,

d)   the pros and cons of employing multi-purpose workers vis-à-vis sectoral frontline staff, which we consider critically important, was not evaluated and implemented on the basis of analysis of deployment options of human resources of different skills at various levels,

3.3   PNGO-governance vs. executive functions

Blurred role of governance and executive positions is observed in all NGOs (PNDSS has different structure) except in Badlao, which has recently undergone an organisation review process with the assistance of ICCO Netherlands. The governing body in all NGOs is 'provided for' just to comply with legal requirements and therefore it is ornamental, mostly dormant and non-functional. Though meetings are reported to be held on quarterly basis no systematic minute book is written and maintained. The chairpersons or office bearers of the governing board/executive committee/board of trustees whatever it is called, are 'selected' from beneficiary population in two NGOs, namely SAKHI and SSVK, who also get some monetary incentive as staff member, and are neither able to appreciate the role of governing body nor are oriented on the expected role. Therefore secretaries who are mostly the project coordinators of the project, such as SAKHI, GVP and SSVK de facto control the whole affairs of the NGOs, and there seem to be no plan to develop second line leadership. Salaried staffs are also the members of the Executive Committee in all NGOs, and therefore complete overlap between governance and executive functions exist. Though this type of structure may reduce the chances of conflict in the organisation, however the impartiality of the actions, transparency of the organisational resources and accountability of the actions is critical areas which can't be compromised.

3.4   Organisational Rules and Practices

Save Badlao, no organisational bye-laws and rules, such as Personnel (service condition) rules, financial rules etc. are developed and implemented. The financial management and human resources deployments and remuneration packages are dependent on the budgetary provisions of the project, and mostly administered and overseen by the Secretaries/Project Coordinators. In none of the partner NGOs, except Badlao, a formal performance evaluation system of the staff exist. Badlao has developed very good staff performance evaluation system in a participatory manner with the full concurrence of the staff members. The grading of performance of the MPWs and other staffs are done every month against the set indicators, and unsatisfactory performance is liable to withhold the salary or other sticks are employed, which is very much appreciated by the staff members though at times they find it extremely difficult to comply.

'Very stringent performance monitoring system discourages us at times, but are reluctant to complain as it is good for the organisation' –One of the Badlao staffs.

Not all the NGOs recognise the need to develop formal byelaws of the organisation. When questioned that you advise the SHOs/CBOs the need to developing bye-laws, and

you have developed or plan to develop the bye-laws for them, but not for the organisation as a whole gets no answer from the NGO leaders.

Most of the NGOs (except GVP and Badlao) have staff selection procedures-covering minimum academic attainments, experience, and skill requirements. While SSVK considers commitment of the staff as the sole criteria, PNDSS considers matriculation as minimum academic requirements. However, there are no written rules on the academic, experience and skill requirements. Transfer of one to another person is based on combination of several factors; more importantly need for adjustment to personal needs of a particular staff, rather than skill matching.

Most of the NGOs do not appreciate that a well-functioning organisation has standard rules, regulations and practices to manage the organisational resources and systems. Lack of appreciation at PCU/IIDS level on the organisational development needs, though is stressed in para 4.1 of the mandate, is also liable for such situation.

3.5   Motivation and Job satisfaction of Staffs

It is gratifying to note that the staffs of all NGO partners are highly motivated to perform the job they are responsible for. The staff turnover has been almost non-existent in the last 10 years, except that few staffs have left the organisation for family reasons or to pursue different economic activities, such as the case of PNDSS. The staffs have not left the organisation in spite of reduced salaries, such as in BMVS and SSVK in 2000 due to reduced budget and inability of the NGOs to compensate for shortfall from other sources.

Table 3

Reasons for job satisfaction & motivation
• No hierarchical approach between the leader and staff
• Social recognition of the work they do and individual social identity
• Opportunities for training
• Can see the changes in the life of the people they are working with for several years
• Team Spirit and mutual respect

Other factors which make them motivated with the work and are satisfied with the job they are doing, include no reduction of salary in 2000 despite the reduction of budget (GVP), perceived better professional approach   and skills compared to other NGO partners (one NGO), opportunities for upward movement up to Core Team (Badlao), increased self-confidence (PNDSS), gained the knowledge through training that no results can be achieved without long-term vision (PNDSS), we are the part of a large social movement (SSVK), and last but not the least employment in their own locality. The reasons for dissatisfaction mainly relate to heavy workload (particularly in two NGOs), low salary scale, lack of organisational rules and regulations, lack of reward and punishment system and feeling of job insecurity in the context of projects current agreement terminating in September 2003. Other very important reasons include, as put very strongly by two NGOs staffs, during our discussion with them, lack of knowledge on and confidence of the required skills to perform some jobs, such as advocacy. Though three NGOs claimed to have installed the reward system-both monetary and public

appreciation- this did not work as a motivating factor as it was mainly ad-hoc provision and not linked with annual or periodic performance of the staff.

Despite these limitations, all the NGO staffs were, by and large, found highly motivated and satisfied with their job.

3.6   Human Resources Development

Considering that motivation, commitment and skills of the NGOs human resources are the most important factors for empowering the community, the evaluation team also reviewed and assessed the human resources development strategy of IIDS and the NGOs. IIDS is of the opinion that human resources development needs in the current project cycle (2000-03) were mainly addressed through provision of training budget in the NGOs and IIDS for arranging to provide technical assistance in the areas requested by the NGOs. Accordingly, among other things, a workshop was organised with key NGOs staffs to build their advocacy skills and develop a framework for advocacy campaign. This workshop was found very relevant by the NGOs although they commonly complained about delayed response to advocacy skills needs by IIDS. Our discussion with the IIDS and NGOs and our own assessment confirms that no systematic assessment of the required skills to achieve the expected results as elaborated in the BCDP Programme document and their matching with the available skills was done. Therefore, there exist a mismatch between required skills and available skills within the context of skills required to achieve the expected results, such as, to name a few, skills to develop phase-out plan, indicators of self-reliance, and most importantly provide technical assistance on these elements in order to speed up the process. There was no systematic human resources development plan within the NGOs too. Several instances of mismatch between aptitude of the trainee and type of training provided to him/her and job requirements and nature of training provided was found, which thus undermined the usefulness and effectiveness of training at the implementation level. There are several other gaps which are elaborated in the relevant paragraphs of this report.

3.7   Leadership Capabilities-a participatory assessment

More often than not, it is leader's vision of programme that sets the agenda for its organisation and staff. An objective assessment of this vision, therefore, becomes an important area of investigation. Search for leadership qualities involved participatory discussions with PNGO leaders and staff on the leadership qualities which included, visionary, coordination, team building, ability to take right decision at the right time, system and process of mutual learning and so on and so forth. This led to participatory exercises to a) analyse programme vision, as understood by leaders of PNGOs individually as well as collectively, and b) assess self-perception of their leadership qualities (table 1&2 below). Similarly, observations on pattern of in-group interactions among NGO leaders, the long-term vision of the organisation and its operationalisation and their behaviour with staff also formed basis for evaluating leadership qualities.

The inner conviction and drive of PNGO leaders are found being rooted in individual potential, their socio-political exposure and circumstances of their personal existence. Leaders of PNGO have come from diverse backgrounds and ideological moorings.

Consequently, they together represent a spectrum ranging from pure charity and philanthropy to radical social movement. Leaders of BMVS, GVP and SSVK are found to have had modest beginning, Sakhi is a programmatic extension of a reputed NGO Adithi working on gender development. In contrast, Badlao is a bye product of a citizen's movement against corruption, caste-ridden politics of Bihar and marginalisation of traditionally oppressed castes. Similarly, PNDSS is a structured charitable religious organization with expertise in the field of community outreach programme in health.

The NGO leaders together have little in common in terms of approach. However, they present a curious mixture of experiences and exposures. Barring the leader of PNDSS, majority of PNGOs have had avowed commitment to the development of down trodden communities, especially women and children of 'lower' castes. PNDSS imbibed the people-centred approach only through the current phase of programme.

3.7.1 Leader's Understanding of Programmatic Vision

A participatory exercise brought out elements of divergence and convergence in leader's understandings of the programme vision. (Two persons represented each organisation and each participant was asked to write programme vision *that guided the design and implementation* of the programme). If GVP's vision was found confined to its own organization's future, others identified an empowered community capable of realising its rights and entitlements especially pertaining to health, education and employment as their programme vision. Many of them mixed up goal and strategies with vision statements and some of them confined to sector development (health, education and employment) only. Most leaders, however, were very clear, though not so articulate, about strategic objectives and required inputs of the programme as evident from the following:

Programme Vision Statements of Participants six NGOs and IIDS

Table 4

Name of the organisation	Vision Statement
IIDS, Patna (vision for the entire programme)	CBOs adequately institutionalised and capable to access and establish control over their entitlements
	Organised and informed institutionalised initiatives by CBOs for their well being
SSVK, Jhanjharpur	Health, education, economic development and organised community among the exploited and socially, educationally and politically backward community (Dalit), especially among women and children.
	Make attempts to build awareness among the target groups and sustain the programme for realizing one's rights on one's own
BMVS	Social and economic development along with the development in the field of education and health (Making women and children self reliant).
	Social, economic, mental and physical development of women and children
GVP, Madhubani	Federating community organisations and develop resource centre
	Self reliant women organisation managing resource centre
Badlao	Reduce maternal and infant mortality rate, improve economic status, build awareness in the field of education, improve nutritional status, management and monitoring of services by CBOs and their federal structure, develop linkages with the government programme

Sakhi	Formation and seek government's recognition for the Federation of Women Cooperative Societies and claim entitlements such as ponds and other facilities (as in case of male cooperatives) Strengthen savings and credit programme through CBOs to improve their income and enable them to raise demands from the governments
	Establish identity and enable the Fisher Women Cooperative Society to become self reliant for realizing their Rights. Make the programme sustainable by enhancing the community participation in development programmes of the government
PNDSS	Build up Human Communities where people are able to get their rights
	Empowering communities to meet their health needs, literacy and other social economic needs through skill development and networking

3.7.2 Self-assessment about the Leadership Qualities

A participatory assessment on the required qualifications of the leadership, and their existence in the organisation reveals the following self-assessment score.

Table 5

Table-2.Self perception about leadership qualities on 1 to 5 scale (1 min. and 5 max.)

Leadership qualities	BMVS	Sakhi	GVP	SVSK	Badlao	PNDSS
Vision	4.5	5	5	5	5	5
Commitment	5	5	5	5	5	5
Knowledge	3	4	3	4	4	3
Management Skills*	4	4	4	4	4	4

*Different areas of management skills as such as –decision making capacities, team building, coordination, tolerance, good moral character, financial management skills, team, skills to develop systems and monitoring performance etc, were identified in participatory manner were rated and the average score was put here.

3.7.3 Match and Mismatch: Leader's Self perceptions and Organisation's Policies and Systems and actual Leadership Qualities

In the course of self-assessment all leaders of PNGO rated themselves very high on vision and commitment (5/5) and little low on knowledge and management. Excepting Badlao, none have had any organizational system of revisiting their long term vision, mission and goal; nor did they have any long term perspective plan (5years to 10 years duration) for their respective organizations. Most of PNGOs did not have policies on human resource development including recruitment and promotional avenue, financial guidelines, system for performance review. It seems, however, that Badlao has consciously taken initiatives to set up a system for ensuring organizational accountability and reflective learning.

Even as many organisations aspire for their organisations to evolve into Resource Centre, their corresponding plans, capacities and systems are yet to be in sync. In most cases the size of organisation, lack of exposure and their dependence on just or at most two funding sources were found to be constraining factors. Lack of sustained financial support, limited capacity to mobilize required resources and missing action plan for improved organisational capability in the future make them dependent on IIDS.

The organisations having formal (such as Badlao) or informal way (such as GVP, PNDSS and BMVS) of developing second line leadership or giving space to programme functionaries in organisational matters have performed better in the current programme phase. In the case of other two organizations (SSVK and Sakhi), lack of adequate support and time to programme staff by leaders in terms of developing required capacity, providing direction, monitoring programme and staff performance and creating effective communication system has left much void in the programme performance. Separate discussions with staff and leaders of Sakhi and SSVK brought out significant discrepancies in their perceptions on strategic shift of the programme. Diversity of approaches and experiences of leaders have strengthened the programme to a great extent, but much is desired in terms of developing collective ownership over the programme. This alone can ensure that they will be able to ensure optimal utilization of opportunities being provided by SRC. A synergy amongst them will go a long way in making this programme a great laboratory for learning.

3.7.4 Conclusion

Most of the NGOs are more person driven, rather than system driven. No matter what the formal position and 'assumed' job description may specify, leaders of NGOs are seen as being harbinger of resources who give instructions on most crucial matters. Compared to the status when the SRC began to provide support, the NGOs have become matured and therefore leadership/management have to be shaped differently in terms of leaders capacities and organisational systems and practices. Given the projected demands on NGOs and the dilemmas that they face, it has become a strategic necessity to invest on leadership development.

Needless to say, such an investment will ensure continuity and organic growth of leadership in PNGO. Considering the fact that PNGOs have emerged from diverse social background and ideological moorings, it is imperative to initiate a comprehensive process of human resource development based on principles of experiential learning interspersed with structured reflection. Exposure to best organizational practices and their advantages is most desirable. But it must be done with utter clarity as to what the organization leaders want to change and by when and how.

Chapter IV

Partnerships and Resources

Strengthening community organisations and facilitating their linkages with the resources of government institutions, banks and other resource base for securing rights and entitlements of community members formed two key strategies of the current programme phase.

4.1 IIDS: System for Linkages and Collaboration

IIDS facilitated the conceptualisation of linkages and made it a part of the programme planning. Two output indicators namely i) increased coverage rate of community members through government services, and ii) participation and role of community representatives in local government bodies, and eight activities/ inputs have been envisaged in the plan. Partnerships and linkage building, being a new strategic direction of the current programme phase, PNGOs could not envisage any role for IIDS in developing linkages at local level. At best, PNGO could envisage only advisory and counselling roles for IIDS.

The planning document does not reflect any activity for putting a system in place for institutional linkages at IIDS level, nor did it realize the rationale for its role in developing practical comprehensive linkages with state and private institutions, local government bodies, media, resource organisations and other key stakeholders. Efforts in this direction are sporadic, ad-hoc and fragmented. Some collaborative relationship with the potential donors and financial institutions is established not within the planned overall collaborative partnership framework but mostly based on the need perceived by the PNGOs. Despite having wide contacts, adequate capacity and rich information base, IIDS is yet to fully comprehend the usefulness of a system for linkage and collaboration for increased resource mobilisation and sustainability. PNGO's have also not realized the significance of such collaborations and linkages.

Most PNGOs counted skills set for facilitating collaboration with funding agencies as one of the key strengths of IIDS, though this is not a role that SRC mandate envisages for IIDS. None other than GVP realized the need for developing system for facilitating NGO's collaboration with funding agencies at IIDS level. IIDS too needed strategic thinking, if it intended to provide such service to partner NGOs. It needed to work out a system to facilitate NGO's collaboration with donor agencies. So far, it has been more a demand driven process rather than a system and strategy driven. SRC mandate in future may help IIDS to take over this role more systematically and in strategically planned manner if deemed appropriate.

4.2 System for Linkages and collaborations at NGO level

Linkage and collaboration system at NGO level has been assessed in terms of -i) linkage systems at CBO/federation level mainly facilitated by NGO ii) at NGO level

4.2.1   Institutional Linkage of CBO/Federation/SHG

Programme planning did envisage securing place for community leaders in PRI, Federation/SHG linkages with bank/ financial institutions and government programmes (even those that are not routed through PRI), linkages of health and education programme with the government services, linking health programme with traditional health practitioners etc. It, of course, did not visualize the structure and functioning of the systems for SHG federations, PRI and government institutions- linkage with the third tier of governance structure as well as with institutions of local executive body.

The formal/ institutionalised, semi-formal/semi- institutionalised and informal systems have evolved and been shaped in the course of programme implementation. In the cases of some NGOs (Badlao and GVP) there has been a range of linkage systems, both at the level of NGO-GO as well as Federation/SHG-GO. They have surely proved effective and appropriate too. In other cases BMVS and PNDSS, the range of linkages has been moderate. And so has been its effectiveness (see the list of entitlements leveraged). In the case of Sakhi the range has been limited. In contrast, SSVK's federations through PRI alone leveraged huge amount of government welfare and development schemes for population BPL.

4.2.2.   Systems for Community based Institutional Linkages: A Systemic Community Participation in their own development through active role in the Local Governance processes

In the short period of two and half years, formal/institutionalised systems, semi-formal or informally institutionalised and one informal system of linkage have been established at federation level as elaborated in the following paragraphs. Direct linkage of SHG Federations with PRI on the one hand, and with banks and government programmes on the other largely functions with some, little or no support of PNGO's.

Formal Federation/SHG Linkage with PRI and Government schemes and services: There have been instances where PRI members proactively, independently and systematically assess needs of families and communities as part of the agenda of their respective Gram Sabhas (Village Councils). Not only that, they also see to it that Gram Sabhas pass resolutions on issues of such assessed needs. However, involvement of PRI members differs in terms of intensity from one Gram Sabha to another depending upon the quality and nature of community mobilisation by PNGO. They also mobilise federation/SHG members to complete the quorum of gram sabha and inform community members about government schemes and services, their criteria and method to access. Besides they put pressure on, lobby and negotiate with Mukhia (Head of Panchayat), other elected members, BDO and other concerned government officials. Most of these events and negotiations are recorded in minutes of federation meetings.

Community representation in PRI has made it possible for the project participants to leverage resources worth millions of rupees for genuinely and democratically identified families and community needs. Extent of representation, coverage and effectiveness vary from one to other PNGOs. (see separate chart)

Federation/SHG linkages with Banks and Government Income Generation Programme- In most cases the linkage has been facilitated by NGOs, but systems evolved in relation to federation's strengths and wisdom. In the case of Badlao and GVP, monthly meetings on a fixed day between federation/SHG and bank's employees simplify the process of transaction. There has been significantly reduced dependence now on NGO's staff, but the record keeping still remains the exclusive responsibility of PNGO. This, in turn, is likely to perpetuate the dependence of SHGs on PNGO.

As a result of this linkage system, out of 217 SHGs of GVP, 172 are linked with banks and many of them are on the verge of accessing second round of loan. Similarly, Badlao has also been able to link 28 SHGs, (out of 100) with NABARD benefiting 405 members. Moderate gains have also been possible in the case of PNDSS and little gain in the case of Sakhi and SSVK.

Formal Linkages between federation and government's primary health and education services- In the case of Badlao 42 Gram Sabhas are linked with Integrated Children Development Scheme (ICDS). They mobilize needy families for services and monitor the effectiveness of the programme. Forty one federation members of GVP are part of Panchayat Sikhsa (Education) Committee with responsibility to oversee effectiveness of education services under Sarva Sikhas Abhiyan and ensuring nutrition meals and scholarship to all deserving children. In the case of Badlao and PNDSS federation members regularly access essential medicines from block PHC. Gram Sabha Federation of Badlao also occupies Panchayat Bhawan and looks after it.

Semi-formal/semi structured linkages

Block level federation's linkage with Block officials: It is formalised through regular weekly meeting (on Prakhand Diwas) in the case of Badlao federation and monthly in the case of GVP. In the absence of PRI, for Badlao it is more routine and organized affair for which Prakhand Mahila Sabha (Blocak level federation of women groups) collects information about needy people and community needs, gather complaints about unfinished or delayed works and seek information about status of different schemes and programmes. They further educate other SHG women about entitlements and rights and their status.

GVP federation too regularly follows up with the status of different complaints and government programmes and informs back to SHG members.

Federation Linkage with Government's health and education services: Informal linkage with government services in health and education to monitor its regularity is also established. BMVS has done it most systematically with state PHC and strengthened the referral system and immunization camps. So has been done by PNDSS, GVP and Badlao, but community monitoring is not as systematic as in BMVS and to an extent at GVP. Similarly, federations at BMVS and GVP also monitors the regularity of primary education services but BMVS also tracks attendance of teachers and students (especially whom they have mainstreamed through NFE centers). Drop out rate has been checked through effective monitoring, unlike at GVP.

Semi formal linkages of federation in health services- with quacks (Badlao trained them), ANM and Ayurveda practitioners (GVP; Badlao and BMVS) *in education* - with National open school and government's programme (Sarva Sikhsa Abhiyan) (Badlao and GVP), in *credit service-* SHG' linkage with Federation's corpus fund (Badlao, Sakhi and GVP) and in technical support- Badlao's federation's linkage with a technical resource organization ATMA for improved agricultural technologies- are some key examples, that have benefited the community.

Informal Systems

Federation's pressure on government institutions, organizing protest march/ dharna to force the government to dialogue (SSVK), platforms facilitated by NGOs to establish dialogue between federation and government bank officials, as it is found in PNDSS, Badlao and GVP, amore regular than in others.

4.3.   Systems to monitor and disseminate the effectiveness, appropriateness and significance of the linkage systems

Even as gains from linkages seem to be in plenty, monitoring indicators and monitoring system for linkages seem to be weak both at levels of IIDS and PNGO. The effectiveness and appropriateness of the system is yet to be monitored systematically, hence effectiveness lack in the documents of NGOs and IIDS. Nevertheless, *appropriateness and effectiveness of the linkage systems can be gazed not only from the resources worth many millions of rupees the federations leveraged through government welfare and development schemes for the population BPL, but also from the un-measurable confidence that the linkage systems have infused in the most depressed and exploited castes of the worse governed state like Bihar.* Until missing, the documentation and dissemination skills of PNGOs and IIDS need to be systematically strengthened*.*

4.4   Systems of Linkages at NGO Level

Again Badlao and GVP and their high credibility in the area helped them get place in many district and block level government bodies. Badlao is more strategically placed in the District and Block Task Force, District Purchasing Committee, as a sole representative of NGOs; similarly GVP in District and Block Education Committee and PNDSS in the district committee of SGSY (Swarnajayanti Grameen Swarojgar Yojana-a government's income generation programme). Badlao, GVP and PNDSS are invitees in district level administration. Sakhi and SSVK are also invitees in the district administration on flood relief issues.

Another important facet of formal linkage system manifests in utilisation of organisational skills for developing the capacity of the governance institutions and financial institutions. Programme functionaries of SRC project in Badlao and GVP imparts training to financial institutions in SHG formation and management and Badlao also training in health services. In the field of disaster management and SHG/entrepreneurship promotion, GVP enjoys special status among civil society actors in the district administration as well as among local NGOs. Badlao works very closely with government administration as they find the government 'pro NGO'. "Government

and Banks", according to a key Badlao functionary, "also find readymade field with Badlao for launching their programmes effectively".

Sakhi leveraged MP fund through informal linkage to set up infrastructure and equipment for one main community health center, 10 community health centers and 10 community health sub-centers. The responsibility of running these centres have been given to Sakhi, who has been trying mobilise resources for personnel and other running costs. Informal linkage of PNDSS with the district administration has created environment in the favour of SHG promotion. District Magistrate declared SHG Divas (Day) to be celebrated every year in a consultation meeting with federation/SHG, banker and financial institutions and senior district administration functionaries.

Sakhi has informal linkages with district and block level officials, its Fisher Women's Cooperatives have also got recognition in the block offices, but formal systems institutional linkages either between CBO/ federation/ cooperative and other institutions or between NGOs is exclusively lacking.

4.5   Capacity of IIDS and NGOs in Linkage building

4.5.1   Competencies required for Linkage building

Linkage in this context primarily refers to linkage between civil society/NGOs /CBOs and key primary and secondary stakeholders of development. Government, donor agencies and resource organisations providing technical support at one end and civil society/NGOs/CBOs, at the other end, despite having many common developmental goals, they together have failed to have synergistic impact on the development of Bihar. Having active engagement for the last thirteen years with all such players, except the government on any moderate scale, can IIDS be a candidate for bringing synergy for deeper impact of the SRC programme?

In our opinion, key Competencies required for developing linkage system are:

Ability to identify:
a)   key development issues along the line the focus area of SRC programme and strengths of the PNGOs
b)   key information needs of different stakeholders and appropriate methods of dissemination
c)   relevant information on institutions, policies, budget and development status against different indicatorsAbility to:
a)   design and undertake action research to facilitate linkages
b)   document approaches, best practice elements of SRC programme and disseminate
d)   bring together key stakeholders for dialogue
e)   develop capacity building programmes, modules for partner NGOs/CBOs and government officials for facilitating institutional linkages and collaborations at different levels (such as micro-planning, PRI and policy/budget analysis)

4.5.2 IIDS Capacity for Developing System for Linkage Building: Dialogue on Development

IIDS has rich information or data-base on government programmes, policies, development trends and development status of Bihar and India against key indicators. Its familiarity and keen interest to follow up with development issues in Bihar keep them updated. Having facilitated collaboration between PNGOs and various donor agencies they have refined their skills to address the gaps between requirements of donor agencies and NGO's capacities. Being trained in social science and operational research, monitoring and analysing data and data management comes handy for team members of IIDS and also they have wide contacts and respectability due to SRC programme among key stakeholders of the development- senior bureaucrats, media, academic, resource institutions, national and international NGOs.

Identification of information needs of different stakeholders and packaging them for dissemination is one area where IIDS is required to develop its experience and capacities. Having experience in developing training module and conducting various training programmes and orientation, they need to develop capacities to develop training courses in the areas that will facilitate the linkages.

Though elements of required key competencies for institutional linkages, seemingly, do lie within IIDS, what is urgently needed is a structured synergy with clear action plan for putting them into a system. Such system of linkages will also benefit larger purpose of the civil society actors, government, and media and will provide platform for them to dialogue on the straight data and analysis from the diverse fields of Bihar. The constraining factors blocking IIDS to emerge in that role is lack of human resources and time, besides a focussed thought in that direction. In the role of strengthening civil society institutions in Bihar, IIDS may also expand its capacity development or support role from immediate partners to the networks with whom partner NGOs have been working.

Their partners can play key role in this endeavour through a process of district to state level networking and linkages with state institutions. In fact, Badlao and SSVK have been in leadership role of large NGO networks. Sakhi and GVP too are parts of state and district level networks respectively. As these networks are focussed on different issues- such as rights of fisher women, PRI, Disaster Management, land rights of the tribal women- most of them are burning issues in Bihar. They too need larger platform to advocate on what many NGOs have relentless been working in 'isolation' for long. With the, so far, unutilised capacities of IIDS and NGO networks, a beginning towards system building for institutional linkages can effectively break the ' isolation' to create a multi stakeholder 'dialogue in action'.

4.5.3 Assessment of NGO's Capacity for Developing Linkage Systems

A successful beginning towards developing linkage system is being given a right shape. So far no much of strategic thinking and planning has gone into it. NGOs, although, have capacities in collecting and disseminating information, a systematic dissemination has yet to start. Capacity for identifying policy issues and gaps, conducting research to analyse norms and gaps is found in most PNGOs, but that has yet to utilised effectively and systematically for influencing the policy environment. Most PNGOs have established their credibility for developing linkages and SRC programme has played key role in it, but there lacks strategy to leverage it for long term and effective linkages based on well-researched data. Monitoring, analysis of data and documentation are the areas where PNGOs need to develop the required capacities. There also needs attitudinal orientation for working together systematically with common goal and purpose with other NGOs and networks.

In most meetings with federation members, women felt that they lack information about entitlements (government schemes, programmes and services) and their norms. They are not aware that how much have been allocated to Panchayat and Block and how to access them. Which officials to meet and how to present oneself, is one common refrain of most federation leaders. *'Sapna hai shakti nahin'* (we have dream but lack matching strengths), quips a women and others follow in chorus at a meeting in BMVS village. This is where PNGOs needs to develop capacity for enabling them in institutionalising linkages through which federation can jointly plan and monitor development status of the village and panchayat, jointly with different stakeholders.

CHAPTER V

SHOs/CBOs-Structure, Functioning and NGO's Inputs

5.1   The structures and Profile of the SHG/CBOs- A comparison

The target groups for PNGO's development intervention consisting of most marginalised and landless castes and tribes are either not listed in BPL or if listed, the representation is less than adequate in the government records. Sakhi, GVP, Badlao and BMVS work exclusively with women members of the household, while PNDSS and SSVK target both men and women with special focus on women. Of late, youth volunteers are becoming strategic targeting choice for PNDSS and Badlao.

Three of them-GVP, BMVS and PNDSS work exclusively in SHG mode (here SHG means in the current phase savings and credit group). The organisational strategy of the other two-SSVK and Badlao, fuses SHG with its primary group-village committee. Sakhi applies different strategies with two different target groups- fisher women and non-fisher women groups. It started with fusing SHG concept with the fisher women cooperative but later it also formed SHGs (savings and credit groups) among other schedules caste groups as well. All PNGOs, excepting SSVK, federate SHGs at village level. Similarly, all form or wish to form federations at village, panchayat, block and district levels, with BMVS being an exception on this count.

SSVK, Badlao and Sakhi: A comparison with Difference

Unlike GVP, PNDSS and BMVS, three PNGOs-SSVK, Badlao and Sakhi started their community mobilisation in non-SHG mode. The organisational strategies of the first two (SSVK and Badlao) recognized Village as a primary unit for group formation or community management structure and local development. Badlao forms exclusively women groups-Gram Mahila Sabha (Village Women Committee) from any caste, economic status or social background, while both men and women form Gram (Village) Committee in the case of SSVK. All savings and credit activities are carried out through these primary units that handle *'Gram Kosh'*(Village Fund/*Mahila Kosh*)- an essential condition to form village group. In the case of SSVK, all members of the village associated with savings programme are part of the Village *Mahila Kosh.*

Both organisations have uniform byelaws at their level; Badlao has four-tiered community structure-village, panchayat, block and district, while SSVK has *Lok Shakti* (literally translated, people's power) as its federation/CBO-a grand conglomerate of representatives drawn from 550 village committees. With the support of SRC, both encapsulated SHG concept into their primary community group at village level.

Having started its work primarily with the marginalised and largely displaced tribal population especially women, Badlao has ventured into the problems of scheduled castes as well. *Mushahar* (rat hunters)- originally a forest tribe which has been turned into a landless 'untouchable' caste- has been the primary target for SSVK. In the recent past they have also diversified their intervention to address problems of other marginalised scheduled castes having no land to plough.

Sakhi started its work among fisher women for their rights over resources and products. The cooperative of fisher women forms the primary unit of the community/group management structure. In the recent past, Sakhi federated these cooperatives into a Fisher Women Cooperative Society in one of its target blocks with 86 representatives. This initiative has had a ripple/cascading effect in other 9 blocks where cooperatives themselves federated at the block levels. Further, an effective district level federation is desired to be formed in days to come.

With the SRC support, SHGs were formed among the fisher women, and they were possibly organically linked with the cooperative structure. In the current phase, Sakhi focussed on federating the cooperatives, on the one hand, and forming new SHGs (of fifteen to twenty members) among scheduled caste groups, on the other. These SHGs groups have been federated at the village level with three representatives from each SHGs. Similar representational principle will also apply at panchayat and block level federation. Sakhi, by implications, envisages two different kinds of federations of community groups-one of fisher women cooperatives and another of SHGs formed among other scheduled castes in the area.

Unlike other partner organizations, Sakhi functions like a people's bank or MFI (Micro Financial Institutions) and all SHG members pay 50/- towards corpus fund of the 'Sakhi Bank'. Annual fee for renewing membership is Rs. 25/-. Sakhi has formed Mahila Shakti Sangathan Committee of seven women to scrutinize loan applications based on criteria and needs. Five committee members are CBO/cooperative/SHG representatives.

GVP, BBMVS and PNDSS: A comparable SHG strategy

Each one of these three organizations form SHGs (of ten to twenty members) in different hamlets of the poorest people in a village which are then are federated at a village level. GVP and PNDSS further federate SHGs at panchayat and block level in the like manner Sakhi plans to do with its non-fisher women groups. Federation strategy of BMVS differ from those of others due to uniqueness in the settlement pattern of its target population. All seven villages in the operational area of BMVS are geographically very big with each consisting of many hamlets These seven villages form parts of seven different panchayats. Hence village level federations are further federated at cluster level with three representatives of each village level federations forming the cluster level women committee.

Financial Base of SHGs and Federation

Apart from the development issues, it is individual and group savings that keep the SHGs/federations together. Developmental issues further strengthen these groups as they provide rationale for their interventions to address community needs. Self help group members collect Rs.20 to Rs.50 every month on weekly or fortnightly basis and in some cases through monthly meetings. New groups, especially among tribals and the poorest castes like Mushhar also start with Rs. Five per month and as their income goes up or they start realizing its rationale the amount goes up.

In the operational areas of GVP and BMVS, part of saving is kept as administrative or management cost of the group or for the village development fund. 10 to 15% of the savings goes towards the management cost of federation. In the case of GVP, part of the money goes towards paying core group members, who are responsible for forming, informing and strengthening SHGs. Badlao supported Mahila Sabha meets this cost from membership fee, which is accounted separately from savings. Only 60% of the amount coming from membership fee stays with the village unit; 15% goes for the management cost of the panchyat and the same percentage to block level federation. 10 % of that goes to District level federation. This is a key to institutional and financial sustainability of the CBOs and SHGs.

However Sakhi and PNDSS is yet to institutionalise this strategy of sustainability of the CBOs. Federations of Badlao and GVP have raised so much of corpus fund that they also give credit to SHG members. Sakhi does it with the corpus fund of the Sakhi's savings and credit programme. The interest accruing against loans further swells income base of federations/groups.

Table 6

SHG/Federation Profile At a Glance

PNGOs	No. of villages covered	Popn coverage	Total SHGs/ No. of Members	Village, panchayat/bloc k/ cluster level federation	Savings (inRs.)
GVP	30+15	28,844	215/2942	1 Block 7 Panchayat 45 village	4,005,610
BMVS	7 (50 hamlets)	18,867	121/2010	7 village 1 cluster	267,203
BADLAO	100	17,500	100/1780	100 Village 8 Panchayat 1Block/Dist.*	114,040 +42,720 (membership fee
PNDSS	20	20,000	85/1275	20 village 3 Panchayat	411,576
SAKHI	21	17,000	115/1457***	21 village 9 Block federations of fisherwomen cooperatives	179,457
SSVK	20	18,467	20/18467	20 Village	190,792

* The headquarter of Jamtara has become district headquarter

5.2 SHG/ Federation Structure: Rationale and NGO's perceptions on appropriateness and effectiveness

Except Badlao and PNDSS, most other NGOs perceive that health, as an entry point, has not been as much effective to mobilize community as savings and credit and micro-enterprise. Most of them believe federation structure as an effective method to put pressure on governance institutions and influence delivery of services and schemes, even if this leads to creating a parallel structure.

SSVK justifies the organisational strategy of the existing community structures and CBO as effective means for large- scale mass mobilisation. Sakhi finds lot of sense in developing Sakhi as community, especially women, friendly MFI. Most partner NGOs have had little reflection on the effectiveness for such structure and over the pros and cons of multi-layered federation's structure. Sakhi is required to review its strategy to have two types of federation structures- one for fisher women and one for others. How is it going to help it achieve its organisational goal of equal right for fisher women over resources? On the other hand, why has there been such a low representation in PRI if Sakhi has been working with cooperative society for so long? Sakhi's idea of creating women friendly MFI, its structure and functioning and justification for having multiple structures need serious scrutiny. Except for a token representation of the CBO leader in the Executive Board, there has been insufficient mechanism to develop community's ownership over such financial institution.

Similarly SSVK also requires serious introspection on the non-incremental growth in the strength of the community structure under the SRC programme. Given its background and organisational vision and confrontational strategy with the government how will its federation strategise the linkages in the future?

Purpose for multi-layered federations is uniformly to create a pressure group, however, in the light of Panchayati Raj Institutions its role may be strategised for its relevance and effectiveness. Currently, all SHG members and federation leaders at every level have more or less same roles and responsibilities, irrespective of individual orientation and strengths. Different sectoral development needs- such as health, education, income generation, public infrastructures and the strengths of different federation members may be matched in future. Other issue-based responsibilities may also be considered at different levels of federations for effective use of human resources.

It is also equally important to assess how the economically downtrodden, socially marginalised and politically underrepresented and deprived community empowered. Whether, to do so, only the poor and vulnerable women should be brought together in SHG, or it is men and women's mixed group of the homogeneous community or it is more appropriate to form mixed group of different caste, ethnic group, and social and economic strata of the village for creating better impact within the short period on the life of deprived communities. SSVK though has united entire 'deprived' population of the village, it has not evaluated the comparative benefit of such SHG structure over other women SHG structure of other NGOs. PNDSS is the only NGO which has also recently formed male groups. Though the PNGO have reached to a maturity stage in terms of

experimenting different models, none of the NGOs have ever thought or attempted to develop different model and document the pros and cons.

5.3   NGO's inputs to CBO/SHG: Relevance and Effectiveness

The inputs from PNGOs to SHOs/CBO can be broadly categorised under three headings,

a)   Training, orientation and workshops organised by PNGOs
b)   Participatory need identification and continue technical assistance through visits of, particularly, NGO front-line workers
c)   Development of resource materials, guidelines, training modules etc. in the areas of SHOs requirement

5.3.1   Capacity Building/ Training Inputs

The table below indicates the intended areas of capacity building and intensity of inputs. With an objective to make ongoing interventions in health, education and IGP sustainable, strengthening federation or community management structure and linkages were envisaged to be the core strategic direction of the current phase of the programme. The capacity building plan, if there was any, seemed to be missing this perspective. Looking at NGOs inputs from this perspective there has been least emphasis on building SHOs and CBOs capacity on planning, implementing, monitoring and evaluation and for developing linkages and a little more emphasis on strengthening federation structure, not on the management structure.

Areas of capacity Development
Considering the sustainability of the health and education programme, the emphasis has uniformly been on reinforcing the skills of health workers/ promoters and NFE instructors. The purpose of such training was not strategically linked with the idea of sustainability of the ongoing health and education initiatives. PNDSS, Badlao and GVP planned intensive training on leadership development and strengthening federation structure, but none on system and process for linkage development. To develop federation's linkage with PRI, except Sakhi, all PNGOs organised training on PRI, mostly from non-SRC resources. PNDSS used SRC resources for organizing training on PRI and legal issues and Badlao for its staff members.

Comparisons of NGO's Inputs and their Effectiveness

The list of PNDSS inputs to CBO/SHG leader and grass root workers seems impressive. It also indicates an equal emphasis on key programme components, such as strengthening community organization structure, health, education and micro-enterprise.

To work in the empowerment mode or with enabling approach, PNDSS needed such capacity building approach the most, as other NGOs have developed some internal capacity. Nevertheless, efforts of PNDSS have been strategic as well as effective. Training in PRI, legal awareness coupled with leadership development proved to be a right combination. Their strategy to have exclusive and intensive training for the selected technical staff/community worker (such as health promoter, NFE instructor) as well as

orientations given both- technical staff and community leaders together have been appropriate as well as effective.

Efforts of PNDSS, GVP and Badlao to enhance capacity of health workers and community leaders in traditional medicinal system have been in the right direction to explore alternative methods of addressing health issues. Their impacts on community leaders and health workers have been most encouraging at PNDSS programme areas and among the staff of GVP and Badlao. Conducting training for quack and health workers together on the first aid and minor health ailment has been an innovative idea, however, follow up plan to develop systemic linkage with quacks is yet to be on place. Similarly, involvement of youth and their orientation by Badlao and PNDSS seems to be potential strategy for programme sustainability, but not without any systematic plan to sustain their interest and effective utilisation of their resources.

However, as elaborated in Chapter II, none of the PNGOs have systematically assessed the skills available and skills required to achieve the expected results, and accordingly develop capacity building programmes. TOT on PRI by BMVS through Hunger project has been a good move. In the case of Sakhi, all workshops were conducted internally, but not any that contributes to linkage building or on community management structure.

Table 7

NGO's Inputs to CBOs/SHGs at a Glance (2000-03)

PNGOs	Strengthening Federation /SHG	IGP	Health	Education	Total no. of training days and no. of external agencies
PNDSS	Training on leadership development for 272 CBO members and leaders (4 days training) in 9 batches 9 days seminar on PRI for 70 men and 60 women 1 four days WS on legal aid for 18 women and 46 men	1 training in vocational skill for 6CBO members (ITI Hyderabad)	One 6 days seminar and one 8days WS on community health to animators and leaders One on effective supervision to animators Once a week regional health WS for health promoters One TBA training for 26 women Training in traditional	Literacy skill for 6 women leaders (45 days course) Literacy course for 10 women for five days Literacy programme for 9 women leaders for 45 days course	Approx. 80 days + weekly workshop+ 45 days course on NFE+23 days course on supervision of health prog./10 external agencies/ resource persons

			medicine for 40 health workers and leaders		
Badlao	2 Trainings on leadership for 80 MS (Mahila Sabha) leaders 1 Training for 40 MS treasurers 1 training each for panchayat, block and district federation leaders (50) on leadership	None	2 trainings each for 40 health promoters 2 trainings for 42 TBAs 1 for 25 quacks and 42 health promoters on first aid and minor elements	2 trainings for 20 education members (12 days) 2 trainings for 20 NFE instructors	45 days/9
GVP	2 Trainings of federation reps. and core team 1 for federation members and core group on advocacy skill 1 for accounts and book keeping to SHG treasurers and NFE instructors	1 training for setting up micro-enterprise for SHG leaders 1 to SHG leaders for mgt. Support to SHG	1 training for health workers and promoters on RCH	None	22/4
SSVK	None	None	1 for health workers and promoters on RCH	None	3/1
BMVS	1 internal WS on strengthening gram committee for group leaders*	None	2 trainings by staff on health post mgt. and record keeping	1 training to instructors	?/2
SAKHI	2 internal WS on strengthening cooperative federation 1 internal WS on State cooperative ac and policy	1 internal training on managing hatchery		3 trainings on community management, leadership development and regular attendance and enrolment for education committee members	20 days+ regular refresher course on cooperative act and policy every three months/nil

*staff training on PRI took place in BMVS, GVP and Badlao

Technical assistance has mainly been provided to create a cadre of Health Workers, TBA, NFE instructor, community leader and account/ record keeper for managing community

groups and federation. In very few cases these community volunteers or service providers have been able to further train others. A rare example was reported from GVP, where health volunteers and TBAs from twenty other villages (other than SRC ones) with no additional resources from SRC.

Most health workers and community leaders appreciated technical assistance in RCH, TBA, sanitation and health post management. Reflect method of literacy proved useful in the case of BMVS. While training in SHG management and micro enterprise has been most useful in the case of GVP, Badlao and to some extent in PNDSS, where many women have returned the first round of loan and are queuing for the next round.

5.3.2 Technical Assistance to the SHOs/CBOs

Besides direct training and orientation programmes, all the PNGOs have deployed front line workers to develop the capacity of the SHOs/CBOs. Specific number of SHOs/CBOs are allotted to these front-line staff whose main role and responsibility is to provide continued technical assistance to SHOs in the areas of their need and promote them to the level they can assume the responsibilities. Common input in all PNGOs have been:

a) Group formation and developing systems for making the groups functional, which includes division of roles and responsibilities, organisation of the meetings and setting agenda and writing minute book,
b) Developing systems to work together for fulfilling common interest
c) Seeking health and education services
d) Developing saving and credit systems and linking with the bank for raising resources for income generation activities
e) Assistance to secure entitlements from the government, so on and so forth

Exploratory discussion on the most relevant and effective input from PNGOs to SHOs/CBOs reveals a common result. The SHOs/CBOs consider 'budhhi' meaning knowledge and intelligence received from the PNGOs as the most valuable input and appreciate the contribution of the NGOs to develop their self-confidence to fight against the social injustice and deal with so called 'upper caste and rich people' with equality. It is interesting to note that the SHOs particularly those operating for last few years and thus matured do not expect any monetary support from the PNGOs but perceive the need for continuous assistance to upgrade their *budhhi* (wisdom) as they are not knowledgeable and intelligent enough.

Most PNGOs, GVP, BMVS, SSVK, Badlao and Sakhi have bye laws for SHG and some of them for federations as well. In some cases, like BMVS and GVP, formulation of byelaws has been community driven long consultation process. In the case of Sakhi, it was the organisation's executive committee that drafted the byelaws. Sakhi has yet to have byelaws for the fisher women federations. PNDSS is yet to have byelaws for the SHOs and CBOs.

Badlao has developed training module for gender sensitisation and leadership development, SSVK has successfully institutionalised training programme on leadership

and social animation. Similarly, PNDSS has well formulated training programmes on community health, TBA and RCH.

What was missing?

Community's financial support for health and education support particularly in Sakhi, GVP and BMVS has been commendable. Though most of the NGOs have been able to mainstream their health and education activities with the government programme, effective strategy for developing sustainable benefit seems to be not in place. Putting pressure on government agencies to regularise services and enrolling NFE children into government school, without monitoring their progress and school management, have not worked in making SRC supported services sustainable. Enrolling the children or handing over the health services to the government facilities is not enough but, for instance, monitoring whether the children continue to go to school is a most. This is particularly important, as the SHOs have reported continuous drop out of school children. Many of the children have reportedly enrolled to avail nutrition and other support from the government, which the children of the poor families are entitled to.

The other missing element across all the NGOs is over dependence of the SHOs on the NGOs on writing minute book and maintaining books of account of their saving and credit programme. This is due to, mainly illiteracy and to some extent, in case of groups with some literate members, lacks of systematic capacity development initiatives. SHOs skills to plan, implement and monitor the activities are another grey area causing threat to sustainability.

PNGOs as well as IIDS are required to develop tool for capacity assessment and requirements with respect to programme objectives and sustainability/exit plan for effective human resource development and utilisation. This must be followed by developing simple monitoring tools to track the role transfer in pursuance of programme objectives with a time line. Effective capacity building is also required to lobby with government for mainstreaming successful components of SRC supported health and education services.

5.3.3 Financial resources and Other Support

The PNGOs do not provide any direct financial support or grant to the SHOs/CBOs, which is a commendable approach. Though the PNGOs provided some monetary incentive to the SHG leaders in the past to compensate for their time and work for making the groups functional, they have been withdrawn over the years as this system has not only undermined community participation, but also hindered the process of developing second line leadership. However, SSVK continues to pay for the health workers most of whom are SHO leaders providing technical support who also indirect responsibility for organising meeting, maintaining minute book and other activities of the SHO. Withdrawal of incentive by the PNGOs would invariably endanger the collapse of the SHO if alternative arrangements were not made as experienced by Badlao in 1999.

Other forms of indirect but most visible financial assistance comes in the form of credit through linkages with banks and financial institutions/organisation, credit lending NGO

(RGVN or government sponsored self-employment programmes. Improved confidence and skill to deal with financial institutions have been an important outcome SRC intervention.

All organizations together have leveraged more than Rs 2.5 million from financial institutions, self- employment programmes of the government and revolving funds of other institutions. Badlao, GVP and SSVK supported SHGs have leveraged more than Rs 800,000 and other three organisations enabled their groups to access more than Rs 200,000.

Result and effectiveness of NGO's inputs can be found in the following chapter.

CHAPTER-VI

Project Results vis-à-vis Expected Results

Bihar Community Development Project has expected the achievement of following four results at the end of current project phase:

a)   Community level skill base is adequately strengthened to look after people's health, education and livelihood needs,
b)   CBOs are capable to plan, monitor and evaluate on-going interventions adequately,
c)   Self-reliant CBOs and their Federations are functioning, and finally
d)   Rights and entitlements of community members are secured

In the following paragraphs, an attempt to critically assess the achievement of each of these results is made.

6.1   Community skills for serving community to meet health, education and livelihoods needs

Immense resources have been invested in developing the community skills in the last 10 years in looking after particularly health and education needs of the community. All the PNGOs have deployed at least one TBA in each village for promoting safe delivery and referring complicated pregnancies to the government facilities, and there are several health workers in each village who are trained to provide primary health care services that includes vaccines too. Skills of community workers are now being utilised within as well as outside the programme. Reduction in resource inputs every year in this phase out period made many community workers unemployed. *The discontinuation of support for the health and education programme by the NGOs was the result of availability of less resources rather than a planned strategy in all PNGOs. Thus, reduced budget has in true sense contributed to develop innovative strategies for mainstreaming education and health programme.* Almost one third of the NFE centers were closed and one third of them are financed almost 50 to 60 % by SHG members. In the similar proportion, numbers of Health posts were reduced and so were health workers.

A few of these health workers were absorbed in government programmes, but many of them are earning through the skill they acquired from this programme and continue to serve the community. Outcomes of this programme are the best indicators-the number of safe deliveries have been phenomenally high, putting almost complete break on the number of deaths of mother and children in all PNGO project area. Instances of malnutrition have drastically reduced and vaccination coverage has been very high. The following incidence provides an example, of how the people are empowered to take care of their health needs.

Government's Institutions Can't have their way any way how accountability for All

BMVS supported federation members once put up a protest at the Gaighat Public Health Centre to protest against the humiliation inflicted by the doctor to a member patient of Tuberculosis. Following the incident, the group held an emergency meeting to decide upon the future course of action. A three-point charter of demands was presented before the authority and the lifting of gherao was made subject to compliance with all of them. The demands were as follows:

- Sustained treatment and eventual cure of all TB patients in the area
- Regular service delivery by ANMs and doctors of PHC.
- Family Planning camps to be held at additional sub-centre

All these demands were accepted and eventually fulfilled. The impact of group's collective initiatives was something-unthinkable even till the recent past. It can be said that gradual consolidation of organised groups is slowly but surely bringing about discernible changes in the overall quality of life of its members.

Technical inputs developed skills of NFE instructors and field workers who have been providing their services to community and earn 50 to 60 percent of their wages, compared to what they used to get from SRC programme. Most of the SHGs are able to manage the health and education programme themselves with little assistance of NGO workers. In the case of PNDSS and Sakhi the percentage will be on the lower side, as most of the groups are three months to three years old. Technical inputs have also resulted in providing confidence, entrepreneurship and ability to deal with banking or other financial institutions, that too among the women of the 'lowest caste' of Bihar.

Community Financing of the health and education services-a most laudable achievement of the project- a few instances

BMVS SHOs members contribute Rs 2 per month towards the salary of health workers and other logistics. GVP community education centres teachers salary and other materials are contributed by the community.

PNDSS: the students pay Rs 10 per person for the literacy programme, which goes to the salary of the teacher.

However, despite more than ten years of operations, some of the PNGOs such as SSVK are yet to fully mainstream the health and education (Badlao) component with the government facilities. Instead of implementing the health and education programme vertically, the single focus in the future of all NGOs should be mainstreaming with the

government facilities, and the role of PNGOs (SHOs strengthened to take up the role) should be the 'watchdog' to ensure that people are getting the services.

6.2   CBO capacity to plan, monitor and evaluate (PME) their activities

Considering the importance of the core programme strategy- strengthening federations of community groups, developing skill and system of planning, monitoring and evaluation of community led interventions assume a great importance.   As has been elaborated in other chapters, CBOs are involved in overall development of the villages rather than on the interest of the group members alone particularly the 'old' groups. The following reasons cited by the SHOs for formation of groups are very interesting:

Table 8

- To unitedly fight against the social injustice   - Conflict resolution in the village   - To stand on own fight and grab the rights we are entitled for   - Helping the poor to raise their economic standard   - To create employment opportunities through income generation   - To secure rights through group action   - To learn new things   - Solve any problem of the village through group action as the individual can't make any change in the village   - To reduce dependency on the *Mahjans* (village money lenders) who charge exorbitant interest charges

As the statements speak for themselves, the SHOs do not want to confine themselves to the promotion of a particular programme or interest of their group members but visualise their role in a broader perspective. The following event, of the hundreds taking place, provides an example of the role of women SHOs.

Women Accessing Social Justice   **We Are Alert! No More Cruelty on Poor Women**   This message comes from women groups of a Village in Muzaffarpur district of Bihar, where many upper caste male believe that cruelty on the 'low caste women' is their birth right. In Ramnagar village Ms. Soni Devi, a scheduled caste woman experienced the wrath of people belonging to the dominant caste of the village. The atrocity unleashed by the upper caste men is very often serve the larger purpose of re-assertion of their authority and power over the traditionally subservient castes. The incident confronted by Soni Devi has got more symbolic than real value in the struggle for identities.   Ms Soni Devi with an ill husband and four children for, one day ventured into the orchard of Mr. Girwal Singh to collect fuel wood. Ever waiting for such an occasion, Mr. Girwal Singh along with his son did not lose time to get hold of and pounce on the

poor lady. Choicest of abuses were followed by incessant thrashing which almost killed the woman. This act of brazen atrocity was meant to teach a lesson or two to the poor communities who have started defying the traditional authority of the dominant upper caste through their collective action.

The news spread like a wildfire. On hearing the news, a woman belonging to BMVS supported federations and self help groups noticed the incident and promptly reported it back to Prema Devi, the group leader. In no time, she along with other group members rushed to the spot. After sending the victim to Gaighat hospital for treatment, the group contacted the village committee and the village Mukhiya to chalk out strategy for further action. As usual, the group had to fight even with the attending doctors of the hospital who had refused to take up the case on priority basis. Consequently, the group pressurized the attending medical personnel to pay prompt attention to the victim

On the other hand, the group swung immediately into action and called for an emergency meeting of the village level federation. Ward Members and cluster committee representatives also participated in the meeting and collectively decided that apart from public apology, the culprit would have to pay Rs. 3500/- as penalty to the victim to compensate for the loss of her wages on account of injury sustained by her. the decision of the group was duly approved in another meeting consisting of Panchayat Samiti members as well as ward members of Baghakhal Panchayat,. The decision taken by the Gram Committee was acceptable to all. The culprit was forced to tender apology and take pledge not to repeat similar behaviour in future.

However SHOs actions are sporadic, unplanned and dictated by the needs rather than a part of systematic plan. All the SHOs we met, without exception, could not articulate the long-term vision of the SHO, though the reasons for formation of the groups are logically deeply rooted as evident from the above statements, in their mind. The SHOs though have tremendous potentialities to engage in any area which concerns overall development of the society, their potentialities are not fully exploited by the NGOs. The main reason for such situation can be invariably attributed to PNGOs inability to infuse long-term vision for the very sustenance of the SHOs and develop long-term plans to translate the vision into reality. None of the SHOs have any long-term or annual plan, but their plans, if any, are limited to monthly plans only.

Despite these limitations, however, CBOs have significant degree of autonomy. The most important factor being regularity of the meeting initiated by the SHOs members in almost all cases, except few exceptions. However, selection of agenda, writing minute book, maintaining books of account are still facilitated by the PNGOs in most of the cases. Meetings are held, discussion topics and resolutions are memorised and writing them in the book is postponed until the PNGO worker have time to write. One PNGO worker writes minutes book of all SHOs, which come under 'his/her purview'. A few of the SHOs have developed mechanism to get the minutes written by the literate children of the SHO members or a community member on voluntary basis, which is really commendable. Most of the agenda items and discussion issues have been revolved around, except in BMVS, saving and credit schemes rather than overall development activities. Saving and credit has been the primary force and thus a common agenda to

hold the SHOs together in many cases rather than overall development agenda, which need to be broadened in the future.

IIDS reports mention about the participation of community leaders in activity planning and monthly review but this has been used for mainly PNGOs planning only. The SHOs have never been considered as a self-help independent entity for planning purpose. Lack of literacy is perceived as a barrier for effective planning, which is not true as the plan does not mean sophisticated long term plan of academic nature, but some practical vision for the village guiding long term action plans for each of the SHOs.

6.3   Functioning of SHGs and Federation

Minutes of SHG group's meetings suggest their involvement mostly around collecting savings, loan and interest amounts and scrutinising applications for loan and loan amount. Next come the issues that SHG members bring to the meeting. Its range varies from family/community disputes to various aspects of village development. Action taken between two meeting periods and their results are discussed in these meetings and future strategies and action plans are drawn to address such issues. Information regarding government programmes are disseminated and needs of the community are discussed.

Issues and needs of identified household or community are segregated that should be taken to the Gram Sabha (a village level body of PRI), which one the government officials/workers and which one be taken to panchayat or village level federations. The responsibilities of implementing the action plans are largely of the group leaders or of those who take up leadership roles on specific issues. Besides, they also mobilize and inform villagers about SRC health and education programmes and monitor them informally through heir meetings.

SHG leaders make note of the issues that are to be taken to village or panchayat level federations, which mainly dwell upon the issues coming from SHGs for strategizing the action plan. They do take up some issues of their panchayats that may not be coming very strongly from many SHG groups or the issues that may not have been discussed in the SHG meetings. But when the leaders go back to SHG meetings they do share the decisions taken in federation meetings and whatever to be done at SHG level- such as more meetings with other villagers or mobilizing villagers for action. PRI election and federation's active participation in PRI through community mobilization have brought a significant change in the 'job profile'/ activity list as well as the intensity of the activity, especially among the GVP, BMVS and PNDSS supported federations.

Please refer to Chapter IV for functioning of the SHG/Federation on federations in building linkages with PRI, Banks Government's institutions and other local resource base.

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DM Proposes Women Disposes
District Magistrate's Message Makes SHG Women Ride Tractor

It was a new experience for members of Self Help Groups who till now worked in isolation from one another. The celebration of *Self Help Group Day* provided, for the first time, an opportunity to them for realizing the power of collective action and group solidarity.

On 15th March 2003, eight hundred members of SHGs of Munger District gathered in the auditorium of Notre Dame, Jamalpur, in a function was organised by the National Bank of Agriculture and rural Development. All SHG members looked thrilled in sharing their experiences. Interactions with a number of District Officers and Bank Managers about the benefits of SHGs brought a new confidence and, indeed, a memorable experience for them. The District Development Commissioner dwelt upon the opportunities that may come their way in the forms of different development programmes.

Overwhelmed by the confidence of the SHGs members, the District Magistrate wished that a day will come when a bus owned by these women will be on the road transporting people from Jamalpur to Bengalwa." Self-help Group members of PNDSS took this message to their heart. They went back to their villages and mobilised others to discuss this matter. When the SHG Federation of Bengalwa Panchayat gathered for its routine meeting, the issue came in for sharp scrutiny.

During the meeting the members identified the need for a tractor as being the most urgent. They reasoned out that the possession of a tractor by the SHG would enhance the efficiency of sharecroppers who tilled the lands of others for their livelihoods. So they took the decision to pool all their savings and negotiate with bank officials for the loan. ***On the 1st of July 22 SHGs of Bengalwa Panchayat Federation bought their own Tractor worth Rs.300,000.*** They formed a ten member committee to look after the management of the Tractor. This year, for the first time, they had their fields tilled on time and they are very happy.

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6.4   Entitlement and Rights

Shifting Paradigm

As repeatedly indicated earlier, the current programme phase witnessed major shift in the programme approach- from service delivery to enabler and linkage approach. It is more a process driven, still result oriented. This is not to say that it was a sudden change; rather this phase tried building upon the self- help elements of the past. Strengthening federation was part of the strategy in previous phase as well, but the key focus was health, education and income generation related services.

The new approach in its spirit, as well as through design, emphasizes on bringing community into the center of their own development for their entitlements and rights. In this context it focuses more on the socio, economic and cultural rights. If not explicitly, the current programme phase articulates implicit right based approach to seek accountability of and force transparency in state institutions for ensuring the realization of rights of all, irrespective of caste, status, sex, age, and race. It is not an explicit right based approach for it does not directly and consciously use the legal/constitutional instruments or provisions of human right conventions or covenants for mobilizing community or for negotiating with 'duty bearers'/state institutions. The programme design also lacks strategy to set measurable standards of different human rights and monitoring of their realization and violation. Nevertheless, the programme has definitely

gained a lot from his approach and has navigated the programme in a 'right' direction. (Please refer to the Chapter IV for detailed discussion on linkages and entitlements).

The project has achieved unexpected results in terms of politically and socially empowering the deprived community members and also securing entitlements from the government schemes.

> "We have been under tremendous pressure to withdraw the candidacy of all the SHO members en masse or individual too, for Panchayat election by the established political power group. The pressure included, offer of big amount of money, threaten of life and several other persuasive and coercive measures. But we did not succumb to pressure and remained united, and therefore are able to get many seats in the local government bodies" says an NGO leader with whom both the elected or loosing candidates agreed.

The following table indicates the effectiveness of this approach and the degree to which different NGOs strengthened this approach and the resources that community leveraged as entailments.

Effectiveness of Linkages with PRI and Governance Institutions

Table 9

PNGOs	No. of villages covered	Population coverage	Total SHGs/ No. of Members	Total representation in PRI	Avg. representation on population base	Indicative estimate of the cost of entitlements leveraged*
GVP	30	28,844	215/2942	70 women	412	More than Rs.10 million
SSVK	20	18,467	20/18467	34 (21 F+13 M)	543	More than Rs.10 million
BMVS	7 (50 hamlets)	18,867	121/2010	24 women	786	Approx.Rs. 4.4 million
PNDSS	20	20,000	85	13	1538	Approx.Rs. 1.4 million
SAKHI	21	17,000	115/1457 ***	4/8**	4250/ 2125	More than Rs. 5 million
BADLAO***	100	17,500	100/1780	x	x	More than Rs 10 million

*These figures do not come from any authentic monitoring data of NGOs, nor does it distinguish whether all such entitlements were leveraged through PRI representative's efforts from what came through normal channels. Given the variance of data provided by some NGOs during evaluation and the data that was sent by them after evaluator's field visit, further dilutes its authenticity.
** Data vary from the one supplied by IIDS and the Sakhi staff during evaluation (4) and the data sent by Sakhi.
*** Though election for PRI has not taken place the federation leveraged from block/dist. administration

Effectiveness and Gaps: A comparative Assessment

In the changing programme context, community organisation's linkage with PRI, government and non-government institutions became the core focus of the programme to

access entitlements. Realizing the effectiveness of community participation in PRI. Most of the NGOs (except Sakhi) focussed on enabled and informed participation of the community leaders. They organised training programme for staff as well as community leaders on PRI and legal education (only in the case of PNDSS) and extended varied support to the federation's candidates who contested election.

The above table reveals that more the community representation in PRI or in institutional linkages, more it benefits the community. What this table does not indicate is the value that 'informed participation' and systemic linkages add to the process of accessing entitlements and realising rights, which however are not, documented anywhere, one of the main weaknesses of the project.

Women's mobilization as well as negotiation skills, coupled with self-confidence, have enabled them to contest and win elections in the local bodies and their representation in these bodies have served the biggest purpose of the community so far (preceding paragraphs of this chapter). The same skill sets have enabled to develop other kinds of institutional linkages. What further they require is to practice the system of long-term planning systematically assessing and prioritising community needs, mapping the available resources, identifying constraints and develop action plan to deal with such constraints. In fact many active federation members do the same in non-systematic manners and mostly on passionate issues, though very important ones, but not so much for addressing the long term underlying causes.

To undertake such exercise they do need skills to access authentic information and disseminate them effectively and systematically, besides learning ways to use the information effectively for accessing resources and monitoring the outcomes.

6.5   Status of SHOs regarding self-reliance

The major thrust of the project in the current phase was to achieve the functioning of self-reliant SHOs/CBOs. As has been elaborated in Para 2.2 and 2.3 of Chapter III, no systematic preparation for self-reliance and then phase out were made. In the absence of identification of key elements of self-reliance and consolidating all the inputs towards these elements, many of the SHOs though have achived great degree of autonomy in their functioning but do not provide sufficient evidence that they will be able to manage all the activities on their own without external support, and continue to effectively operate in the event of withdrawal of support from the NGOs.

In the course of evaluation, we spent considerable time in discussing with PNGO staffs on the elements of self-reliance or indicators for phase-out. Our participatory discussion on the elements and the current status of SHOs in terms of these elements appears as follows:

Table 10

BMVS

Participatory self-assessment of the status of SHOs/CBOs

SN	Criteria	Fully capable No.	Partially capable No.	Not capable No.	Total No.
1	Management Skills-ability to organise community members, motivation, divisions of roles and responsibilities, accountability, existence of bye-laws and its compliance, conflict resolutions systems and practices etc.	70	51	-	121
2	Planning, implementation, monitoring and evaluation of their activities	60	61	-	121
3	Conduct meeting, selection of agenda, write minute book by the members or a village volunteer	70	51	-	-
4	Resource Mobilisation, resource development, and write books of account of the borrowings, saving and credit transactions	70	51	-	121
5	Collaboration and linkage building with GO/NGOs for the development of the SHOs/CBOs	67	54	-	-

Table 11

SSVK

Participatory self-assessment of the status of SHOs/CBOs

SN	Criteria	Fully capable No.	Partially capable No.	Not capable No.	Total No.
1	Management Skills-ability to organise community members, motivation, divisions of roles and responsibilities, accountability, existence of bye-laws and its compliance, conflict resolutions systems and practices etc.		20		20
2	Planning, implementation, monitoring and evaluation of their activities		20		20
3	Conduct meeting, selection of agenda, write minute book by the members or a village volunteer		20		20
4	Resource Mobilisation, resource development, and write books of account of the borrowings, saving and credit transactions		20		20
5	Collaboration and linkage building with GO/NGOs for the development of the SHOs/CBOs		20		20

Table 12

SAKHI

Participatory self-assessment of the status of SHOs/CBOs

SN	Criteria	Fully capable No.	Partially capable No.	Not capable No.	Total No.
1	Management Skills-ability to organise community members, motivation, divisions of roles and responsibilities, accountability, existence of bye-laws and its compliance, conflict resolutions systems and practices etc.	39	42	32	113
2	Planning, implementation, monitoring and evaluation of their activities	39	42	32	113
3	Conduct meeting, selection of agenda, write minute book by the members or a village volunteer	113	-	-	113
4	Resource Mobilisation, resource development, and write books of account of the borrowings, saving and credit transactions	39	42	32	113
5	Collaboration and linkage building with GO/NGOs for the development of the SHOs/CBOs				

Table 13

PNDSS

Participatory self-assessment of the status of SHOs/CBOs

SN	Criteria	Fully capable No.	Partially capable No.	Not capable No.	Total No.
1	Management Skills-ability to organise community members, motivation, divisions of roles and responsibilities, accountability, existence of bye-laws and its compliance, conflict resolutions systems and practices etc.	60	20	5	85
2	Planning, implementation, monitoring and evaluation of their activities	15	20	50	85
3	Conduct meeting, selection of agenda, write minute book by the members or a village volunteer	30	30	25	85
4	Resource Mobilisation, resource development, and write books of account of the borrowings, saving and credit transactions	75	10	-	85
5	Collaboration and linkage building with GO/NGOs for the development of the SHOs/CBOs	21	19	45	85

Table 14

GRAM VIKAS PARISHAD

Participatory self-assessment of the status of SHOs/CBOs

SN	Criteria	Fully capable No.	Partially capable No.	Not capable No.	Total No.
1	Management Skills-ability to organise community members, motivation, divisions of roles and responsibilities, accountability, existence of bye-laws and its compliance, conflict resolutions systems and practices etc.	105	75	35	215
2	Planning, implementation, monitoring and evaluation of their activities	-	165	50	215
3	Conduct meeting, selection of agenda, write minute book by the members or a village volunteer	105	75	35	215
4	Resource Mobilisation, resource development, and write books of account of the borrowings, saving and credit transactions	173	25	17	215
5	Collaboration and linkage building with GO/NGOs for the development of the SHOs/CBOs	-	180	35	215

Table 15

BADLAO FOUNDATION
Participatory self-assessment of the status of SHOs/CBOs

SN	Criteria	Fully capable No.	Partially capable No.	Not capable No.	Total No.
1	Management Skills-ability to organise community members, motivation, divisions of roles and responsibilities, accountability, existence of bye-laws and its compliance, conflict resolutions systems and practices etc.	21	29	50	100
2	Planning, implementation, monitoring and evaluation of their activities	21	29	50	100
3	Conduct meeting, selection of agenda, write minute book by the members or a village volunteer	21	29	50	100
4	Resource Mobilisation, resource development, and write books of account of the borrowings, saving and credit transactions	21	29	50	100
5	Collaboration and linkage building with GO/NGOs for the development of the SHOs/CBOs	21	29	50	100

From the above analysis, it is evident however, that the Project is still required to provide several inputs to make the SHOs fully self-reliant, the degree and scale of input would depend on the status of SHOs in the individual NGOs.

It is noteworthy that the above elements are just major elements, and detailed elements and sub-elements need to be developed together with NGOs. NGOs need to explore with the SHOs/CBOs, in a participatory manner, and integrate these inputs in developing comprehensive self-reliance indicators.

CHAPTER VII

Project Effect on Civil Society and the Society at large

Chapter 4 sufficiently covers SHG/CBO participation in various activities of local governance and execution processes as a result of changed direction of the programme focus. Documentation and monitoring of such impact is, however, singularly missing. The presentation in this chapter is mainly based on innumerable instances of programme impact that we had come across during the evaluation process. Furthermore, these impacts are just impressionistic as they are based on impression of the community leaders and programme functionaries. The first section of this chapter mainly describes impact of the federation/CBO action while the second part captures the contribution of PNGOs in activating civil society.

7.1. Impact of Federation's Action in the Local Governance and Social Action

> *Restoring dignity of the poorest women: Deterring upper caste oppressions*
>
> 'Ab bare jaat ki apni manmani nahi chalti, wo bhi darte hain humse' (Now upper caste people can't have their ways, they are also scared of us), says a cluster level federation member in BMVS village, to which all women agree in chorus.

This sentiment echoed in the most meetings that evaluators had with community leaders, often followed by innumerable instances of how they resolved problems of destitute and helplessness. (see case studies) Federation meetings and their informal systems of conflict resolutions have visibly created much larger and long term impact on the caste-ridden society of Bihar. Fiery spirit and forthrightness coupled with skill to strategize collective action were observed to have been significantly effective in the federations of BMVS, Badlao and GVP in changing the society norms and deep rooted traditions and values. Stories of collective action of federations associated with SSVK, PNDSS and Sakhi were also found making some impact at the society level.

As reported by many NGOs, social ill of child marriage is becoming a rarity. Similarly, drinking habits of men and their consequent misbehaviour have reduced drastically through social action undertaken by federation women of BMVS and Badlao.

7.1.1 Conflict Resolution: Resolving sensitive cases, seeking social justice

Federation's women took up extremely sensitive issues of women's oppressions and exploitations- such as the case of a tribal women being forced to plough field without putting any piece of cloth (Badlao), burning a young women (GVP), merciless beating of a women by the upper caste (BMVS).

Rising From Pyre
Home Turned Into Crematorium
30th July' 01.

Chandrakanta Thakur-a widow aged 35-38, was burnt alive in a remote village Karahia in Madhubani district of Bihar by her own relatives. Coming from a goldsmith family, she inherited a small plot of land from her late husband's ancestral property. A widow with a girl child to support, little did she ever realize that her small plot of land would become an eyesore for her relatives and kinsmen.

But the destiny had it otherwise for her. Her husband's elder brother along with his wife and younger brother conspired to deprive her of any right/share in the ancestral property. He did everything he could have done to realize his dream-from subtle manipulation to open threat. But she didn't budge even for a while. Realizing that nothing would work against the stony determination of Chandrakanta, he decided to do away with her. A murderous plot was in place, but Chandra didn't know what destiny had in store for her. Sadly enough, ignorance didn't turn out to be bliss for her.

The very same people she shared her kinship affinity with poured kerosene oil on her body and set her ablaze. Everyone knew what and how it all had happened, but nobody came forward to identify the culprit. The local police with hands in glove with the culprit tried to wish away the case as a routine matter. However, desperation loomed large on the faces of culprits who wanted to remove any proof of their heinous crime by cremating the dead body at the earliest.

Meanwhile, Pawan Devi-a health worker of GVP arrived at the scene. The first thing she did was that she mobilised host of other SHG members and prevented the police to take out the dead body for cremation. Mr. S.N. Jha-the head of GVP-was in Ranchi at that time. Pawan contacted him on phone and told the tales of Chandra's fatal end. Mr. Jha immediately contacted the District Magistrate who assured of justice to the victim's daughter. The victim's daughter insisted for something very unusual. With fire in her eyes and grief in her heart, she insisted that her mother must be cremated in the joint courtyard of the family. No amount of persuasion could make her change the stand. She remained adamant like a rock. Everybody had to heed to her wish. That's how Chandra was cremated in her own family's courtyard. In a way, this cremation symbolized Chandra's assertion of identity and entitlement. Moved by the courage victim's daughter and the collective power of women in SHG, the police administration came into action. The culprit was arrested, lost his government. job and got booked under Criminal Penal Code (CrPC) for murder.

What Chandra could not do in her life, she could do with clinical precision through her death. Not only the death liberated her from woes of a lonely widow, but also found a host of discerning friends for her daughter. Her land has been restored to her rightful heir. The saga of her death had had such a catalytic impact on women of the area that not a single incident of widow suppression was reported since then.

In fact, during the field visit of BMVS the evaluation team has had opportunity to witness a few such cases where women's federation effectively addressed the problems of victims. By all means it was an impressive show of poor women's power. All such cases were resolved in the favour of the victim women. Such collective action has helped to create an atmosphere where women's demand and rights can no more be easily dismissed by the society or government authorities.

Reports about federation's informal system of conflict resolution with instances of a number of resolved conflicts especially pertaining to women's oppressions, are available from the field of all NGOs which however are not documented. Participation of federation's members in PRI helps needy women seek justice and access entitlements. Attempts by influential members to corner government resources have been thwarted in

many cases, but ***asli larai to ab suru hui hai*** (however, the real struggle has begun just now), says Panchayat Samiti member of GVP.

7.1.2 Accessing Quality Primary Health Care and Primary Education of SRC and Other Development Programmes of the Government

Sustained and drastic reduction in the death rate of infants and children (0 to 5 yrs.) and improved nutritional status of infants and children among the population targeted by the project can rightly be regarded as a societal effect. It's been impressive, to say the least. Community members are also benefiting from government's development programmes such as construction of road, culvert and ponds, electrification of a large number of villages (Badlao) as well as from installation of hand pumps and digging of wells. Needless to say, these government programmes have also benefited the society at large. It has also empowered others (other than direct target groups) to access such programmes.

Different linkage systems described in chapter 4 have put pressure on the local governance systems resulting in improved delivery of services that have benefited the society at large. Due to their influence in some areas (esp. GVP and Badlao), many welfare schemes pertaining to old age population, women and children (nutritional food, school dress and scholarship) are being accessed by non-target population as well.

Such developments have resulted into taking out the beneficiaries from below the poverty line to above the poverty line, revealed by a survey done by GVP focussing on economic status of women before and after being a member of SHO. In the absence of documentation of such achievements, the project has not been able to assess the overall impact on the life of people and changing social evils.

Though there is no quantitative data available against gender indicators; nor is there documentation to capture the qualitative elements of social change, visibility of federations' collective action coupled with their proactive role in local development is a indisputable fact in most areas project intervention. To top it all, self-initiative of women in protecting women's dignity has sufficiently discouraged the upper caste. After 54 years of independence, women from the poorest community of traditionally untouchable and depressed castes are directly sharing power for the first time in local governance. One needs to remember that this is the first generation of literate or at best functionally literate who got elected to PRIs.

7.2 PNGO's Contributions to Civil Society and its Impact

SRC programme in the last many years, and most importantly in the last three years, has activated the 'islands of civil society', created active citizenship among the poorest of the poor and helped strengthen many elements of social movement. Put together, they have exerted enormous pressure on the governance to ensure equity and justice in its delivery patter. Though the gains are just moderate, they have shown ways and paths for better tomorrow.

As discussed in chap 4.2, the linkages and influence that PNGOs have established with institutions of local governance have already started benefiting much larger constituency

of the civil society. Together, they constitute a new development approach. Initiatives of Badlao, GVP and PNDSS have drawn together many government officials (minister the case of Badlao and MP in the case of Sakhi), financial institutions, NGOs and other resource organizations in the interest of the poor communities.

Apart from shaping a cadre of professional staff, PNGOs have been able to create a pool of community leaders, skilled staff for health, education and income generation under the mandate of the SRC programme. " Other (local) NGOs give employment to job seekers easily if they come know that he or she has come from Badlao" says an important functionary of Badlao.

Volunteerism, as a value as well as a virtue, was manifest in various sporadic instances the evaluator team had come across in the fields of Badlao, GVP and BMVS. Federation women of GVP cremated a dead beggar with their own resources, built a village school through voluntary labour, provided clothes and other relief for the Gujrat earthquake victims. Similarly Badlao's women's federation volunteered its services when Malaria broke out and government health workers went on strike. Volunteer youths are also contributing in the case of PNDSS and Badlao to spread awareness.

Badlao's Efforts in social Transformation

Sajoni Kisku wife of Avilas ploughed her land on the 22nd July 1998 because her husband neglected the job. Santhal custom does not allow women ploughing . The Pradhan and villagers punished Sajoni in the most inhuman way. She was tied to the plough in stead of oxen and compelled to plough the land. She was beaten like cattle and forced to eat grain straw and stale rice in the pot meant for cattle and was kept tied to the post in the scorching sun. A fine of Rs. 1001.00 was also levied. Besides the ill effects of the inhuman torture inflicted upon her, one of her eyes got badly affected too. Badlao Foundation (B.F.) worker met the family under severe threats from the villagers. On the 15th August Bitiya Murmu and other social workers mot the family of Sajoni. The family asked them to come after a week. On the 22nd August a journalist and B.F. workers went to meet the family. They were threatened and kept captive in the village. Police force rescued them.Badlao Foundation and Mahila Sabha approached Human Rights Commission (Mahila Ayog), President & P.M. of India, Chief Minister, Civil & Police authorities against the atrocities inflicted upon Sajoni, Through Badlao's efforts

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PNGOs have also contributed to macro issues such as better flood management in the north Bihar, fisher women's equal rights on resources, right to information and tribal women's right in the land and property (it has been made national issue).

Tractors That Unsettles Livelihoods

Rajasthan's Tractors Doom Livelihoods of Farm workers in Bihar

In a scenario where employment opportunities are non-existent, Bihar state Government's decision to deploy Rajasthani tractors for earth work in reinforcing embankments proved onslaught on the livelihood opportunities of the poor. Since the 50s, embankment related earth work has been a major source of employment, particularly for the landless agricultural laborers of the flood ravaged Madhubani region. Like innumerable such decisions the issue of involving Rajasthani tractors would have gone unnoticed but for the existence of **Lok Shakti Sangathan (LSS),** a vibrant network of community based organizations spread across 550 villages in the 4 districts.

As floods affect even agricultural work, the vulnerable sections are left with little else than earn livelihood through engagement in seasonal embankment or such construction projects. In monsoon it becomes their main source of livelihood. The plight of the *Musahar* caste is particularly miserable given the fact that their continued involvement in maintenance of such infrastructure has helped them specialize in earth work.

According to a rough estimate 180 Rajasthani tractors, which do not require any manual help except that of the driver, have reduced the laborers to starvation like situation. It also deprived the local tractor owners and small contractors from income earning opportunities. Lok Shakti Sangathan, a people's organisation primarily involved in advocacy and struggle for the marginalised sections of the region, launched an agitation in cooperation with the local Gram Panchayats against the introduction of these tractors. Landless peasants including America Devi, Tiliya, Surya Narain Sadai & Anandi Devi, under the banner of LSS have brought out a leaflet to protest against the government decision of utilizing the services of these tractors.

Besides holding regular meetings to discuss and chalk out an appropriate strategy for persuading the government to reconsider its decision, the affected members held repeated demonstrations to press their point. The LSS activists also disrupted the operation of Rajasthani tractors at some sites leading to tension between contractors and locals.

LSS under the leadership of Deepak Bharti, founder convener of Lok Shakti Sangathan, has been able to align the interests of the affected sections in a way largely unprecedented for the region. The active support from panchayat level representatives, local tractor owner associations and small contractors lent dynamism to the struggle. The issue was brought to the notice of various political parties.

Finally, the local assertion yielded results at several sites spread leading to re-deployment of local tractors in embankment related work. This, in turn, has created employment opportunities for the local laborers. In specific terms its impact was acutely discernible in the instance of Bhaduar (Andhra Thari Block), Daiyakharwar & Adalpur (In Lakhnaur Block), Phatki (in Madhepur Block) & Devna in Darbhanga district. Meanwhile, LSS would persist in its endeavour to take its struggle to scale and enable optimum engagement of local laborers and resources at all such sites in times to come.

As a result they are important invitees in government offices whenever these issues crop up and decisions are made. Lack of resources and planned efforts, limited advocacy skill and initiatives of the networks have hindered such powerful issues to have deeper impact on Bihar's development. ***Programme's future lies there. Policy advocacy*** *will be the logical extension of community empowerment and linkages.*

Chapter VIII

Value Addition and Key Performance Results

This chapter mainly deals with key performance results of the project around three areas, mainly:

a)   What NGO partners learnt from each other and whether mutual learning was able to bring synergic project effect,

b)   Input by IIDS to NGOs and their relevance, and its utilisation

c)   Cost-benefit Analysis using some parameters

8.1   Learning by NGOs from each other

Bihar CDP is a single project from Swiss RC perspective though there are six implementing partner NGOs with diversified strategies and implementation approach working in different districts and blocks of Bihar and Jharkhanda state of India. Swiss RC would obviously expect the NGOs to learn from each other's strength and weaknesses to collectively improve their performance, which also enhances the overall effect of the Project. Our in-depth discussion with the NGO leaders focussing on 'what you learned from other NGOs and what knowledge/experience/learning you transferred to other NGOs' brings out the fact that though the NGOs have learned from each other, there is poor degree of eagerness and willingness to learn. Though a few instances of exchange visit intended for learning were noted, such as between GVP and Badlao, and BMVS to GVP etc, the learning is far less than what occurs in 'partnership model'. Some of the learning's from each other include, PRA techniques, integration of education and health programme with income generation activities of the groups, fisheries programmes etc.

> " Learning from each other is very poor-almost non-existent amongst us. We meet once in six months, but the meeting is more of a routine nature. We do not respect each others strengths; we have personal ego problem, and in true sense our NGOs are not fully developed as learning organisation" –leader of one of the PNGOs.

While agreeing with the above statement, we find several other reasons for such a situation, main of these being:

a)   The joint programme review meeting are mainly focussed on presenting the progress reports by the NGOs rather than picking up some strategic/programme issues, which could be mutually learning to each other. The PNGOs perceive that sharing the weakness would be considered 'non-performance' by other NGOs and therefore not worth sharing publicly. In essence, there is competition to show achievements, rather than solicit other partners' opinion to improve on the weaknesses.

b)   The PNGOs do not have full knowledge on each others programme-both due to lack of interest/willingness and opportunity, and are therefore are not fully aware of the areas of learning.

c)   Lack of appreciation of each others' strengths is another barrier for promoting mutual learning. Interestingly, all these NGOs have distinct strengths, and can be easily identified with one single strength if needed.

Our participatory discussion with all the PNGOs on single most strength they want to be proud of and can share with each other interestingly brings out common strength-community trust and credibility. Beyond this, the PNGOs are unable to identify their strengths, which indicate lack of appreciation of their organisational capabilities. Our observation and assessment reveals that in spite of many weaknesses, the PNGOs can be identified with the following best strength.

Table 16

Best Strength of the NGO

BMVS	Very active, committed and empowered women SHOs of the economically, socially and politically deprived communities
SSVK	Movement based approach-provides some learning ground on expansion of 'few issues' in a wider scale, particularly on political empowerment
SAKHI	Fisheries as income generation activities
GVP	Community leadership and integration of IG activities with other programme needs of the communities
BADLAO	Effective organisational and management systems and linkage building with the government at different level
PNDSS	Integration of health programme, particularly local medicine with other group activities

Together, they offer a very good learning ground on self-help approach of community management, but there are lacking at individual level, which could be easily overcome if mutual learning and action is promoted which was not very effective in this phase. For instance, while Badlao Foundation dropped incentive system to the community leaders based on the conclusion that incentive system is detrimental to community participation and promotion of community leadership, PNDSS has just introduced the system of payment of incentive to the SHO/CBO members who are also staff members of the PNDSS. There is no mutual learning amongst the NGOs from the strengths identified above. Appreciation of the importance of mutual learning at PCU level was not realised to the desired level.

8.2   Input of IIDS to NGOs and their relevance

Individual discussion with the NGO leaders, and all staff as well as participatory joint discussion with all PNGOs suggest that the PNGOs have greatly benefited from the technical and other supports provided by the IIDS. In-depth discussion around the input and their appropriateness, relevancy and effectiveness also indicated some input which were though appropriate, but their effectiveness suffered due to delayed response to their

needs. Some of the perceived needs of the PNGOs for technical assistance remained unmet in the project period due to various reasons as indicated below.

8.2.1 Relevancy and Effectiveness of the Input

All the PNGOs when asked to share with us 'the most valuable input' from IIDS commonly consider planning support for the current phase (2000-2003) as the most enriching experience and effective assistance. The PNGOs learned tremendously the concept of and approaches to bottom up planning and how to operationalise it in practice. Though the final outcome of six-months planning efforts which took the IIDS and NGO team to the communities was not encouraging due to lack of matching funding for the needs identified through PRA and other methods , the process itself is considered to have made far-reaching impact on the capability build-up of the NGOs in formulation of plans. The other most valuable inputs in terms of their relevance to the NGOs include, linkage building with RGVN-a financial institution and other donors such as UNDP, Oxfam, PCT, TDH, DfID, GTZ; guidelines for froming SHO Federations and advocacy training. All the PNGOs feel that though advocacy training was necessary and relevant, it was organised at the third year of the project which should have been organised well before. Other training/input considered relevant include, disaster management and assistance in developing reporting systems. A few PNGOs also opined that orientation on conflict resolution provided them new insights on the conflict resolution approaches.

> The best learning from conflict resolution orientation was "let the people speak and fight, until they are tired, when they are they will approach you. You should get involved only when you are approached for effective mediation" Project Coordinator of an NGO on the learning from conflict resolution orientation

Some of other training/input, such as monitoring and evaluation, data collection techniques, were very appropriate and relevant, but they were not considered effective by the PNGOs.

8.2.2 Perceived role of IIDS

The PNGOs expect comprehensive support from the IIDS and expect it to solve all kinds of needs. The expectations can be summarised into four major categories, i) Dissemination of information relevant to the NGOs, ii) Linkage building with the donors, resource organisations and financial institutions, iii) Technical assistance in all areas required either by themselves or through the services of external resource organisations, and finally iv) monitoring of the programme, and guidelines for improvements and changes at all levels-management, programme, financial and other operational issues.

The matrix below summarises the input provided by IIDS to the NGOs during the project period, besides organisation of training or workshops including those facilitated by external resource organisations:

Table 17
Input of IIDS to NGOs

• Assisting to develop brochures • Assisting to develop project proposals, including those for submission to non-SRC organisations • Background information on the donors and interface with donors • Interface with media (a recent development) • Interface with external HRD institutions	• Assisted in developing monitoring format for tracking changes in the education and social changes of the SHO members • Framework for consolidation of information on various kinds of land to SSVK • Marketing of NGO Programme to potential donors • Some other institution building advises

IIDS staffs also visit the PNGOs, which is expected to be bi-annual though in reality it varies depending on other commitments. During the visit to PNGOs, which lasts for about 2-4 days, IIDS staff discusses on the achievements and constraints with NGO staff, observe and visit to some SHOs and provide on the spot advice. All the PNGOs appreciate this approach, and feel the need of increasing these visits, which has been reduced from a quarterly visit earlier. However, there is no system of providing written feedback on the findings, and developing benchmarks for the implementation of the decisions of the monitoring technical assistance visits. Agreements reached between IIDS and PNGOs are reportedly not implemented, but there is no follow up mechanism to monitor the progress.

The discussion with the PNGOs clearly suggests that they have developed dependency on IIDS even on the issues they can effectively manage. The phase-out being the major focus of the current plan cycle, there was a need to reduce both 'mental and physical dependency'. There was also a need to develop a phase out plan on ' what skills are required to be systematically transferred from IIDS to NGOs in order to help them provide assistance to the SHOs for achieving self-reliance, which did not happen to the desired level.

8.2.3 Unmet Expectations

The PNGOs feel that IIDS lack some important skills required to provide support to them particularly on providing guidelines on different approaches of formation of self-help groups and most effective approach, their governance system and how their Federation should be formed and made most functional and effective. Other important lacking include, monitoring and evaluation techniques, and developing resource development, resource mobilisation and income generation activities for the SHOs. The PNGOs perceive that IIDS has not been able to fulfil their expectations, main of them are:

a) Inability to link with other donors except SRC
b) Lack of exposure visits or sharing on each others work-to learn new things from different organisations
c) Lack of support for implementation of advocacy plans at, particularly district or state level through workshops
d) Lack of required monitoring visits and support for moving into right direction
e) Training to core group members, SHO office bearers and Federation members
f) Revolving Fund

The PNGOs also wanted to see IIDS as a full resource centre able to respond to all PNGO needs, which however did not materialise. Anther important expectation, which did not materialise is 'SRC Partners networking for mutual learning and also for widely propagating the health and education as a development issue'.

8.3 Financial Analysis   **Table 16**

Year	Capital cost	%	Direct Programme cost	%	Programme support	%	Administrative & General services Rs	%	Total	%
	Rs		Rs		Cost Rs				Rs	
1994-95	527,265.00	8.45	4,077,689.00	65.37	629,789.00	10.10	1,003,575.00	16.09	6,238,318.0	100.00
1995-2000	328,630.00	1.03	21,529,225.00	67.49	3,440,174.20	10.78	6,603,806.00	20.70	31,901,835.2	100.00
2000-2003	12,490.00	0.12	6,087,936.00	58.81	1,494,575.70	14.44	2,756,425.70	26.63	10,351,427.4	100.00
Grand Total	868,385.00	1.79	31,694,850.00	65.36	5,564,538.90	11.48	10,363,806.7	21.37	48,491,580.6	100.00

NB: IIDS Cost includes the centralised training expenses incurred towards training NGO staff during the three phases.

We have analysed the cost composition of the project over three project cycles as per international accepted standards applicable to the project of the BCDP's nature. The analysis of cost in four major categories, namely capital cost, direct programme cost, project support cost, and administration and general services cost provides valuable insights on the cost effectiveness of the project. Higher direct programme cost associated with lower administration cost is desirable. Though the project has not allocated and accounted for project costs on the basis of these categories, we have spent considerable time to analyse the costs of all phases beginning 1994.

The capital cost consisted of about 8.5% of the total project cost in the first phase, which reduced to 0.12% in the current phase. This is naturally high in the first and second phase, as the SRC provided support for construction of office building, vehicle and furniture and fixtures. Direct programme cost, which includes the salary and benefits of front line staff who are directly working with the community, literacy programme related instructors salary and other materials, medicine so on and so forth, has been maintained at two third of project cost in first two phases though it has reduced to about 59% in the current phase; the reduction taken over by proportionate increment in project support cost. Though project support cost has been maintained at very reasonable level, the administration cost has been continuously rising in all three phases being more than one fourth of the project cost in the current phase. The main reason for increment is that PNGOs did not reduce the number of administration and support staff, such as accountant, office incharge, driver, messengers etc. though the programme staff such as multi-purpose workers, animators etc reduced with the sliding budget scale over the years. *The cost structure of the project is considered very effective except that the ratio of administration cost in the last phase.*

8.4 Cost-benefit-effect Analysis

BCDP owes its origin to 1998 earthquake which hit north and central Bihar. From a relief and rehabilitation programme until 1993, SRC decided to continue the programme focussing on the sustainable development of the poorest people of Bihar. On the recommendation of project

identification mission, SRC identified seven local NGOs in July 1990 to partner with it for programme implementation, of which six NGOs continue to collaborate with SRC for improving the living conditions and strengthening the self-esteem of the poorest and marginalised people until the date. The NGOs have varying degree of performance records, and in the paragraphs below, an attempt is made to assess the comparative cost effectiveness of the NGOs over different programme phases using different simple indicators, which mainly include:

a) Staff productivity analysis using quantitative techniques,
b) Training and other capacity building cost invested on the NGO staff and number of community members trained by them,
c) NGOs direct cost that could be directly attributable to the capacity building of the SHGs and also provision of services to the community members.
d) NGO total cost and beneficiaries registered and maintained by the programme-both primary and secondary

Besides assessing the comparative effectiveness of the PNGOs, the effect of monetary investments by SRC in Bihar for the project is also analysed using different techniques, which are elaborated in the following paragraphs. These cost-benefit results have to be assessed together with the performance of NGOs in general as elaborated in the foregoing chapters and the 'quality of SHOs' of the NGOs in terms of progress achieved in achieving self-reliance. Table 16-to 29 provide a general understanding of the capacity of the SHOs with regards to different elements of self-reliance, which has to be comparatively assessed with the unit cost-such as staff deployment per SHO, personnel cost per SHO, direct cost per SHO etc. of various NGOs. Lower unit cost coupled with the higher capacity of the SHOs is considered effective and vice versa.

8.5. Staff Productivity Analysis

As the project is a software project transferring skills at different levels, it is necessary to compare the number of staff with the number of SHOs and population served by them.

The quantitative analysis of staff productivity of each of the NGOs is done for all the three project cycles using three pronged approach as follows:

i) Comparative assessment of number of staff with number of SHOs
ii) Comparative assessment of number of staff with number of SHO members
iii) Comparative assessment of number of staff with the total target beneficiary population

This assessment reveals the following results:

Table 17

Name of Partner NGOs	No of Staff			No of SHG/CBO Group (B)	Staff Deployment Per Group (A/B)	No of SHG/ CBO Members (C)	Staff Coverage of Group Members (C/A)	Population Coverage (D)	Population Coverage per Staff (D/A)
	Full time	Part Time	Total (A)						
Adithi/SAKHI	15	31	46	19	2	197	4	3,663	80
Badlao	33	40	73	20	4	402	6	10,307	141
GVP	15	50	65	47	1	783	12	21,318	328
BMVS	7	22	29	29	1	402	14	8931	308
SSVK	22	46	68	20	3	5,621	83	5,621	83
PNDSS	11	29	40	NA		NA		8,525	213

Phase 1993-95: If the full time as well as part time staff is to be added, Badlao Foundation has deployed highest number of staff per group; four staff persons were assigned in average to strengthen the capacity of one group, which is three staffs in case of SSVK. GVP and BMVS (formerly BMVS) were most effective-one staff serving one group in average. However, if the number of group members served by one paid staff is to be considered, it is highest in SSVK, one staff serving 83 members, which is 4, the lowest in case of Adithi (currently Sakhi). SSVK is exceptional due to its different programme strategy of covering the entire population of a village in a group in contrast to other NGOs which form several groups in a village, which remains unchanged until the current phase of the project. Therefore population coverage per staff remains the same as group member coverage per staff in SSVK which is 328 the highest in GVP followed by BMVS at 308; other NGOs remaining far behind, the lowest being 80 in case of Adithi. GVP and BMVS remain most efficient from all the three angles of staff productivity.

Phase 1995-2000: In the second phase, BMVS turned out to be the most effective of all the NGOs deploying 0.7 staff per group, which is 3.6 in case of SSVK-the highest of all followed by Adithi (currently Sakhi) at 3.3. GVP demonstrated improvement deploying 0.9 staff per group. If SSVK is to be excluded due to its different programme strategy compared to all other NGOs, GVP and BMVS continued to be better in terms of proportion of population coverage and staff utilisation. Badlao registered distinct improvement in this phase compared to previous phase.

Table 18

Name of Partner NGOs	No of Staff			No of SHG/CBO Group (B)	Staff Deployment Per Group (A/B)	No of SHG/ CBO Members (C)	Staff Coverage of Group Members (C/A)	Population Coverage (D)	Population Coverage per Staff (D/A)
	Full Time	Part Time	Total (A)						
Adithi/SAKHI	17	46	63	19	3.3	215	3.4	14,700	233.3
Badlao	14	77	91	62	1.5	1,440	15.8	14,340	157.6
GVP	19	52	71	80	0.9	1,225	17.3	24,561	345.9
BMVS	11	28	39	55	0.7	841	21.6	14,995	384.5
SSVK	19	52	71	20	3.6	7,034	99.1	7,034	99.1
PNDSS	10	29	39	20	2.0	340	8.7	20,000	512.8

Phase 2000-03: With the changes in the strategies of the project forming self-help groups and providing systematic input during 2000-03 period, the picture emerged as follows:

Table 19

Name of Partner NGOs	No of Staff			No of SHG/CBO Group (B)	Staff Deployment Per Group (A/B)	No of SHG/ CBO Members (C)	Staff Coverage of Group Members (C/A)	Population Coverage (D)	Population Coverage per Staff (D/A)
	Full Time	Part Time	Total (A)						
Adithi/SAKHI	14	13	27	105	0.3	1457	13.9	17000	630
Badlao	10	1	11	100	0.1	1780	17.8	17500	1591
GVP	16	24	40	215	0.2	2942	13.7	28844	721
BMVS	12	17	29	121	0.2	2010	16.6	18867	651
SSVK	19	40	59	20	3.0	18467	923.4	18467	313
PNDSS	8	18	26	85	0.3	1275	15.0	20000	769

In the current phase, the formation of self-help groups got momentum-registering increase in the formation of groups every year and expanding population coverage. All the NGOs improved their efficiency in the current project cycle except SSVK which remained the same compared to the previous period in all aspects. While Badlao remained the most efficient in utilising its human resources, GVP and BMVS also continued to be equally efficient followed by Sakhi and PNDSS. It is noteworthy that while SSVK considers all the population of the catchments village as the beneficiary, other NGOs have more focussed approach of working with the beneficiaries by forming their group. This is the reason why SSVK has less number of groups compared to others though population served is almost similar to other NGOs but less than GVP.

In order to get complete picture of staff productivity, the above analysis has to be linked with personnel cost as not all the NGOs have part time staff in same proportion and also the salary scale of the staff is different.

8.6   NGO Personnel Cost and SHOs

Comparative analysis of personnel cost and number of SHOs formed and empowered as well as population coverage provides useful insights on the cost-effectiveness of different NGOs. This is important as all the staff whatever level they are in work towards developing the capacity of the SHOs to achieve self-reliance.

Phase 1993-95: GVP offers the lowest personnel cost per SHO during this project phase, which is Rs 9,605 per group followed by BBMVS which is Rs 10,156. While Adithi incurs double cost per group, SSVK cost is threefold more compared to former two NGOs. SSVK registers the lowest cost per group member, obviously because entire population of the village is considered beneficiary unlike other NGOs whose primary beneficiaries consist of only group members. If SSVK is to be excluded, GVP provides lowest cost per SHO member followed by BMVS, which is true in case of personnel cost per person of the entire village. Thus GVP and BMVS offer most effective utilisation of personnel cost.

Table 20

Name of Partner	Total Personnel Cost (A)	No of SHG/CBO Group (B)	Total Personnel Cost per SHG/CBO Group (A/B) Rs	No of SHG/CBO Members (C)	Total Personnel Cost per SHG/CBO group member (A/C) Rs	Population Coverage (D)	Total Personnel Cost per target group member (A/D) Rs
Adithi	393141	19	20691.6	197	1995.6	3663	107
Badlao	582749	20	29137.5	402	1449.6	10307	57
GVP	451440	47	9605.1	783	576.6	21318	21
BMVS	294540	29	10156.6	402	732.7	8931	33
SSVK	679800	20	33900.0	5621	120.9	5621	121
PNDSS	257501	NA				8525	

Phase 1995-00: During this phase, BMVS left all NGOs behind in terms of effectiveness of personnel cost per SHO, group members and entire population coverage. While distinct improvements are noted in Badlao foundation compared to previous phase, PNDSS also started group formation approach in an effective manner in 1995.

Table 21

Name of Partner	Total Personnel Cost (A) Rs	No of SHG/CBO Group (B)	Total Personnel Cost per SHG/CBO Group (A/B) Rs	No of SHG/CBO Members (C)	Total Personnel Cost per SHG/CBO group member (A/C) Rs	Population Coverage (D)	Total Personnel Cost per target group member (A/D) Rs
Adithi	3,645,250	19	191,855	215	16,955	14,700	248
Badlao	2,480,412	62	40,007	1,440	1,723	14,340	173
GVP	3,318,576	80	41,482	1,225	2,709	24,561	135
BMVS	1,666,760	55	30,305	841	1,982	14,995	111
SSVK	2,524,792	20	126,240	7,034	359	7,034	359
PNDSS	6,13,478	20	30,674	340	1,804	20,000	31

Phase 2000-03: PNDSS emerged as the most effective in terms of personnel cost per SHO and per person of the entire catchments area followed by BMVS. While GVP maintained fairly well, BMVS continued to take the lead if SSVK is to be excluded. Badlao Foundation also did well in terms of personnel cost per SHO member.

Table 22

Name of Partner	Total Personnel Cost (A) Rs	No of SHG/CBO Group (B)	Total Personnel Cost per SHG/CBO Group (A/B) Rs	No of SHG/CBO Members (C)	Total Personnel Cost per SHG/CBO group member (A/C) Rs	Population Coverage (D)	Total Personnel Cost per target group member (A/D) Rs
SAKHI	1,865,255	105	17,764	14,557	1,280	17,000	110
Badlao	1,243,680	100	12,437	1,780	699	17,500	71
GVP	2,085,514	215	9,700	2,942	709	28,844	72
BMVS	1,164,751	121	9,626	2,010	579	18,867	62
SSVK	2,113,969	20	105,698	18,467	114	18,467	114
PNDSS	823,200	85	9,685	1,275	646	20,000	41

Thus from the above analysis, PNDSS appears to be putting fair amount of efforts to be effective, BMVS, GVP and Badlao demonstrated continuous improvements.

8.7   Capacity Building Cost of PNGOs

8.7.1   Capacity Building Cost of PNGOs

BCDP has invested significant amount of resources in building the overall capacity of the NGO staffs. SHO members who are the most marginalized, vulnerable and poorest people are the primary beneficiaries of the Project, and NGO staffs are responsible to work with them to develop their capacity in achieving self-reliance. Therefore the cost incurred by the project in developing the skills of NGO staffs, who are intermediaries between the project and the primary beneficiaries, is to be directly linked   with the

number of SHOs, their members and entire population of the catchments area who are considered secondary beneficiaries. Higher unit cost should result into better groups, but lower investment may also produce better results if the NGO strategies are effective. The results of the analysis below has to be considered with the capacity development of the SHOs towards various elements of self-reliance as summarised in Table 8 to13. Let us see below how NGOs compare to each other.

Table 23

Capacity Building Cost of the PNGO Staff

Name of Partner NGO's	1994-95						
	Capacity Building Cost-Staff (A)	No. Of SHG/CBO Group (B)	Staff Capacity Building /cost Per SHG/CBO (A/B)	No. Of SGG/CBO member	Staff Capacity Building Cost per SHG/CBO member (A/C)	Population Coverage - (D)	Staff Capacity Building Cost Per target group member (A/D) Rs
Sakhi	287,537	19	15,133.5	197	1,459.6	3,663	78
Badlao	189,821	20	94,91.1	402	472.2	10,307	18
GVP	116,976	47	2,488.9	783	149.4	21,318	5
BMVS	124,770	29	4,302.4	402	310.4	8,931	14
SSVK	128,079	20	6,404.0	5621	22.8	5,621	23
PNDSS	88,060	NA		NA		8,525	10

Table 24

Name of Partner NGO's	1995-2000						
	Capacity Building Cost-Staff (A)	No. Of SHG/CBO Group (B)	Staff Capacity Building /cost Per SHG/CBO (A/B)	No. Of SGG/CBO member	Staff Capacity Building Cost per SHG/CBO member (A/C)	Population Coverage - (D)	Staff Capacity Building Cost Per target group member (A/D) Rs
Sakhi	627,892	19	33,047	215	2920	14,700	43
Badlao	759,584	62	12,251	1,440	527	14,340	53
GVP	640,665	80	8,008	1,225	523	24,561	26
BMVS	459,771	55	8,359	841	547	14,995	31
SSVK	463,831	20	23,192	7,034	66	7,034	66
PNDSS	281,253	20	14,063	340	827	20,000	14

Table 25

Name of Partner Organizations	2000-2003						
	Capacity Building Cost-Staff (A)	No. Of SHG/CBO Group (B)	Staff Capacity Building /cost Per SHG/CBO (A/B)	No. Of SGG/CBO member	Staff Capacity Building Cost per SHG/CBO member (A/C)	Population Coverage - (D)	Staff Capacity Building Cost Per target group member (A/D) Rs
SAKHI	115,817	115	1,007	1,457	79	17,000	7
Badlao	175,467	100	1,755	1,780	99	17,500	10
Foundation	117,867	215	548	2,942	40	28,844	4
GVP	118,578	121	980	2,010	59	18,867	6
BMVS	107,067	21	5,098	18,467	6	18,467	6
SSVK	167,067	85	1,965	1,275	131	20,000	8
PNDSS							

** Capacity Building Cost of Ngo Staff includes the centralised training provision for the NGO staff at the level of IIDS in all the 3 phases. In the first & the second phase the total training provision with IIDS has been spread on an average against the 7 PNGOs at that time. This average amount subsequently has been added to the individual NGO staff capacity building costs available with each of the respective NGO. Similarly, the centralised training provision for the phase 2000-2003 has been evenly spread among the 6 PNGOs and added to their respective capacity

In the first phase of the project 1993-95, GVP spent the lowest amount in developing the capacity of the SHO at Rs 2,488 per group and Rs 150 per group member against Rs 15,133/ group and Rs 1,460 per group member by Sakhi. During the second phase, GVP, Badlao and BMVS incurred almost the same amount on each member, though Badlao doubled its investment on each SHO member at Rs 99 against GVP's Rs 40. These results suggests that Sakhi's and Badlao's SHOs should be better than the groups of other NGOs.

8.7.2 Capacity Building Cost of the Project

In calculating the capacity building cost of the NGO staff, the cost of IIDS should also be added as IIDS's main role is to provide technical assistance to NGO staff to help SHOs make self-reliant. The project provides following results.

Table 26

Capacity Building Cost on the Staff inclusive of Total IIDS Cost

Phases	Capacity Building Cost on the Staff (capacity building cost inclusive of IIDS total cost + PNGO) Rs			Total No of SHG/CBO Group (B)	A/B	Total No of SHG/CBO Members (C)	(A/C)	Total Population Coverage (D)	Amt. per unit RS A/D
	IIDS	**PNGO**	**Total (A)**						
1994-1995	1,195,332	9,35,243	2,130,575	135	15,782	7,405	288	58,365	37
1995-2000	6,026,122	3,232,996	9,259,118	256	36,168	11,095	835	95,630	97
2000-2003	5,286,773	801,863	6,088,636	657	9,267	27,931	218	120,678	50
Total Cost	**12,508,227**	**4,970,102**	**17,478,329**	**1048**	**61218**	**46431**	**1340**	**274,673**	**184**

**IIDS Cost includes the centralised training expenses incurred towards training NGO staff during the three phases

With the increase in the number of SHOs over three phases of the project, the capacity development cost per group and group member has increased, though it has reduced in 2000-03 in spite of the fact that group formation on self-help basis got momentum in the current phase. If the total investment in the skill development of the group and their members is to be assessed, SRC has invested Rs 26,603 on each group, Rs 638 on each member and Rs 145 on each person of the Project area in the last 10 years, which has to be considered quite significant.

8.8   Direct Programme Cost and SHOs and their members

Comparison of direct programme expenses for development of the capacity of the groups as well as service to them, particularly health and education is to be made of all NGOs, BMVS provides the lowest cost of Rs 1,353 per group member in 2000-03, which is down from Rs 2,228 in the earlier phase. This is true in all PNGOs due to obvious reason-reduced budget during 2000-03. The table below analyses the cost directly invested on them, and how the cost per unit of the NGOs compares with each other since the inception of the project. This is important as the experience, skills and capacities of the SHOs which is today was developed over the years, not the results of the efforts of a particular phase though significant efforts are put in the current phase. It is also important to note that PNDSS started its operations from 1995 only.

Table 27

Direct Programme Cost and Benefit

Name of Partner NGOs	Direct Programme Cost	No. of SHG/CBO Group	Direct Programme Cost Per SHG	NO. of SHG/CBO Members	Direct Programme Cost Per SHG/CBO Members	Population Coverage	Direct Programme Cost per target Group Member Rs
	(A)	(B)	(A/B)	(C)		(D)	(A/D)
Adithi/SAKHI	6,461,784	115	56,189	1,457	4,435	17,000	380
Badlao Foundation	6,037,136	100	60,371	1,780	3,392	17,500	345
GVP	7,799,053	215	36,275	2,942	2,651	28,844	270
BMVS	2,719,701	121	22,477	2,010	1,353	18,867	144
SSVK	5,485,057	21	261,193	18,467	297	18,467	297
PNDSS	3,192,120	85	37,554	1,275	2,504	20,000	160
Total	**31,694,851**	**657**	**474,060**	**27,931**	**14,631**	**120,678**	**1,596**

BMVS leaves all PNGOs behind in terms of overall effectiveness, as it offers the lowest cost at Rs 22,477 per SHG, lowest cost per group member and also lowest cost per secondary beneficiary population. PNDSS ranks second closely followed by GVP. However, in terms of direct programme cost per secondary beneficiary population Adithi/Sakhi ranks at the top and therefore least effective followed by Badlao. Thus, BBMVS provides the better value of money compared to all other PNGOs.

8.9   NGO project cost and benefit-effect

8.9.1   Comparative assessment of PNGOs

While para 8.8 analysed the effectiveness of the NGOs in terms of direct programme cost- being the cost that could be directly attributed to the capacity development of the SHOs and the services to the beneficiaries, the other useful approach to assess the overall effectiveness of the NGOs is to analyse the total monetary investment made by the NGOs over the years. Comparison of the NGOs on the basis of this parameter also provides useful insights on the comparative cost effectiveness of the NGOs.

Table 28

Partner NGO Project Cost & Benefit

Name of Partner NGOs	NGO Project Cost Rs	No. of SHG/CBO Group	NGO Project Cost Per Group	NO. of SHG/CBO Members	NGO Project Cost Per Group Members Rs	Population Coverage	NGO Project Cost per target Group Member
	(A)	(B)	(A/B)	(C)	(A/C)	(D)	(A/D)
Adithi/sakhi	11,591,170	115				17,000	
			100,793	1,457	7,956		682
Badlao	10,802,757	100				17,500	
			108,028	1,780	6,069		617
GVP	11,622,337	215				28,844	
			54,057	2,942	3,950		403
BMVS	4,981,477	121				18,867	
			41,169	2,010	2,478		264
SSVK	9,475,549	21				18,467	
			111,477	18,467	513		513
PNDSS	5,216,129	85				20,,000	
			61,366	1,944	2,683		261
Total	**53,689,419**	**657**	**476,890**	**28,600**	**23,650**	**120,678**	**2,740**

If the total investment made by SRC on each of the NGOs is to be analysed, BMVS offers overall lowest cost per SHG, per SHG member, and also target population. In terms of cost per target member of the population, PNDSS has also emerged at par with BMVS over the years which is quite a significant achievement. However, care should be taken before drawing conclusion, as the comparative capacity of the NGOs SHOs has to be assessed with the comparative cost and also the duration of SRC support. For instance, if the 'quality' of PNDSS group members is to be compared with the BMVS, the later's quality is much better for the reasons *inter alia* time duration invested in building their capacity. Due to SSVK's different approach, it has to be excluded for comparison against all other elements except unit cost per secondary beneficiaries.

8.9.2 BCDP Cost and effect

The project covers a population of 120,678 of Bihar and Jharkhanda state of which 27,391 women (to a limited extent men too) marginalised and poor members of the community are united into 657 self-help groups as of July 2003. SRC has invested about Rs 68 million in BCDP during the last 10 years which calculates to Rs 102,684 in each group and Rs 27,391 on each group member as evident from the following table:

Table 29

Bihar Community Development Project Cost (BCDP) & Benefit Analysis

Phases	Bihar Community Development Project Cost (BCDP) Rs			Total No of SHG/CBO		Total No of SHG/CBO Members	Rs	Total Population Coverage	Unit cost Rs
	IIDS	PNGO	Total (A)	Group (B)	A/B	(C)	(A/C)	(D)	A/D
1994-1995	1,937,162	5,999,013	7,936,175	135	58,786	7405	1,071.7	58,365	136
1995-2000	6,026,122	31,356,716	37,382,838	256	146,027	11,095	3,369.3	95,630	391
2000-2003	5,929,174	16,333,690	22,262,864	657	33,886	27,931	797.1	120,678	184
Total Cost	**13,892,458**	**53689,419**	**67581,877**	**1,048**	**238,699**	**46,431**	**5,238.1**	**274,673**	**711**

IIDS Cost includes the centralised training expenses incurred towards training NGO staff during the three phases

Until the second phase of the project ending March 2000, the focus of the project was on services, particularly health and education, to the entire population though the primary beneficiaries were considered mother and children. If these costs are to be considered, the project has invested Rs 560 (about US $ 13) on each person in average.

CHAPTER IX

Lessons Learnt and Recommendations

The following lessons have been learnt from the current phase of project implementation.

1. There is a need to develop a long-term vision before initiating any development programme. Due to lack of coherent and common long term vision and developing programme of different phases within the framework of the vision, it took more than ten years for the overall Programme and as well as for the NGOs to achieve the current results which could have been achieved in much lesser time. The current phase of the project has been much more effective in terms of visible results compared to all previous phases due to participatory formulation of the plans and the expected results and also effective strategies to move towards self-reliance.

2. It is wise to invest more resources in improving government programmes through direct partnership with relevant departments, instead of creating parallel programmes without any convergence. More often than not, such experimental programmes fail to sustain, even if they benefit only smaller sections of people. Government rarely buys such models of community based services as they lack convergence. It will not be an easy option, though, in a state like Bihar.

3. Given the context of available government resources, establishing institutional linkages and building capacity of the community will be a much cheaper and sustainable programmatic option.

4. Separation of governance function from the executive function is necessary for effective functioning of the organisation. No Executive member should be engaged as staff or vice versa. No community leaders or SHO office bearers should be engaged as full time or part time staff member of the organisation or remunerated equivalent to staff. Their services however, should the need arises, could be procured as a consultant by the community in the terms and conditions of getting reimbursement of the expenses or any other incentive the SHOs deem appropriate.

5. No monetary incentive should be provided to the community leaders. The degree of volunteerism and community participation gets gradually weakened due to provision of monetary incentive though it appears very effective at the beginning. Withdrawal of incentive of the community members due to reduced funding has resulted into break down of many SHOs and many others were rescued from falling apart in all NGOs across the Programme.

6. Provision of monetary incentive to the community members also works as a deterrent factor for leadership development. Tendency to stick to the SHO/CBO position which commands monetary incentive has been witnessed in all NGOs not only discouraging effective participation of the members not getting incentive but also inviting conflict at times.

7. CBOs should be gradually developed as a common forum for all development activities instead of limiting to health and education activities. The CBOs which initially managed health and education are now capable of addressing broader range of development issues by networking with the outside world.

8. Community resource persons are key for sustainable benefit of the project initiatives. Efforts therefore should be directed towards developing their skills rather than investing resources in the capacity building of the NGOs.

9. The income generation and economic development activities are key for inculcating participation of poor and economically downtrodden people in other development activities. From the project implementation experience of selecting different 'entry point approaches', lessons have been learnt that only economically empowered community members or groups can take health, education and other development agenda with full commitment.

10. The NGOs need to be sensitive to community needs for the acceptance of their services. There is a need to win community confidence on sensitive issues gradually instead of taking up all the issues at the same time.

The following major **recommendations** are suggested:

Consolidation of current Programme:

The following initiatives will be required to consolidate the programme before eventual phase out.

1. No investment in the sectoral health and education programme whether in the form of literacy class, medicine or incentives to the education or health workers should be done but investment in developing capacity of the SHOs to ensure mainstreaming health and education programmes with the government services will bring sustainable benefit to the people. This also includes documenting and packaging health and education programmes for mainstreaming their best practice elements into government's primary health and education services through advocacy.

2. Develop comprehensive self-reliance plans of SHOs/CBOs based on the indicators elaborated in Chapter VI in consultation with CBOs/SHO, and explore the skills within IIDS to i) develop effective self-reliance plans and ii) provide technical assistance to the NGOs to operationalise these plans into practical action plans. If not available internally, SRC should avail the service of external resource person or organisation not only to develop plans but also ways of putting these plans into practice and monitoring the progress made in attaining these indicators.

3. Develop a 'systematic technical transfer programme' from each level of self-help facilitating institution based on the self-reliance plans. IIDS is a self-help facilitating institution for the PNGOs, and PNGOs in turn to the SHOs/CBOs.

4. Develop and implement comprehensive capacity building plans in each NGOs based on the self-reliance elements. NGOs should provide need based input to the SHOs/CBOs equating them as separate planning unit. As elaborated in Chapter VI and VII, the CBOs role has phenomenally expanded to include entire gamut of social development, not only income generation, education and health, and therefore care should be taken to integrate this dimension in designing the input.

5. Recruit and train a force of community leaders in the core areas of the programmes. The core areas of the programme could be i) developing and maintaining a sustainable SHOs, ii) advocacy and developing partnerships and collaborative relationships with the external organisations for the development and furthering the activities of SHOs, iii) Resource development and resource mobilisation, and above all the self-reliance elements as mentioned in para 2 above. Instead of providing continued direct assistance by the PNGO staff to the SHOs as being currently done, it is effective and sustainable approach to involve this trained cadre to expand the project in other villages and develop the capacity of the SHOs. PNGOs should develop a partnership with the new SHOs whereby the training and capacity development cost of this 'community resource persons' will be borne by it, and the management, transportation and other costs incurred in developing their capacity should be borne by the SHOs.

6. Strengthen the role of IIDS in documentation, dissemination and other systemic components of linkage building along with facilitating NGO's collaborations with local government, private organisations and funding agencies; and research support for advocacy.

7. IIDS should also develop modules in different components of community management to develop the NGOs as resource organisations. DASCOH Bangladesh has developed many modules which could be adapted in Indian context.

8. Redesign the programme, which should be informed by lessons and outcomes of the current programme phase. Focus on ways to strengthen Pro-poor local governance, gender development and rights through community empowerment, institutional linkages and policy advocacy through primary (PNGOs) and secondary NGO networks, of which partners are active members.

9. Develop and implement a comprehensive plan of networking with the SRC NGO partners and promote mutual learning through inter alia, sharing programme strategies, success and failure stories and inculcating a conducive environment for mutual respect. This alliance should work as a strong advocate and lobbying group for policy dialogue and influence.

10. Expand capacity building, research and linkages support to (secondary) issue based NGO networks, of which partner NGOs are active members/leaders, for larger impacts of policy advocacy.

General Recommendations for NGOs:

The following recommendations apply to all NGOs, but to a lesser extent to Badlao:

11. Develop long-term vision for the organisations and implement effective organisation and management systems to develop a strong culture of social organisation managed in a business manner, particularly to overcome the weaknesses elaborated in Chapter III.

12. Develop capacity to document lessons learnt, work out replicable systems for increased benefit of the project, and institutional linkages and policy alliance,

13. Improve and strengthen capacity in monitoring the programme, documenting the achievements and failures including underlying causes and strategies, and assessing the impact of the project at different levels which is singularly lacking currently.

NGO Specific Recommendations:

Besides the above general recommendations which are applicable to all NGOs, the NGO specific recommendations are as follows:

14. BMVS: i) should focus on documenting the laudable successes of SHOs and their wider dissemination, ii) develop capacity in advocacy through information and knowledge enhancement on the government and other agencies programme, iii) resource development and management through exploration of local resources and networking, iv) develop long-term approach to programme, These points equally apply to GVP and Badlao, particularly i) and ii).

15. SSVK: has diverted from education and health and women empowerment to general community mobilisation and advocacy what it calls social movement. Programme implementation is not the key strength of SSVK, and its programme is least cost effective compared to other NGOs as elucidated in Chapter VIII. Therefore, its role and SRC support should be confined to policy advocacy on disaster management or right to information or both, pro-poor governance through representation in the local government bodies provided they can i) come up with effective and appropriate proposal with concrete outcomes and transparent monitoring system ii) link the advocacy initiative directly with the programme. One must be vigilant if the NGO leader uses programme for any political mileage.

16. Sakhi which has excessively focussed on saving and credit in the current phase has not been able to develop innovative approaches to social development. Therefore, it is recommended to wind up the current SRC support in the next six months to one year. Its savings and credit programmes will be continued through RGVN's revolving fund. In the meanwhile it should either come up with advocacy initiative for fisher women cooperative or any other innovative strategy with concrete action plan and outcomes or be dropped. PNDSS has just taken off, and therefore experimenting different innovative approaches to community

management therefore yet to draw concrete lessons. Support to PNDSS should therefore be based on the innovative project proposal.

17. BMVS, GVP and Badlao provide sufficient grounds for developing them as a resource organisations in different components of community management and empowerment. Support to these organisations should be continued in the future, apart for consolidation of programme as mentioned in the first para of this chapter, for developing their capacity to be 'social laboratory' for experiment and learning by NGOs and other like minded organisations in India and other countries particularly South Asia. They should be able to take risk to experiment different models of self-help groups, which however is currently lacking.

IIDS:

Besides the improvements required to implement all the above recommendations, IIDS should in particular, develop:

18. Systems and capacity to facilitate institutional linkage and policy alliance between the state government, PRI institutions, civil society, media and resource institutions. Its experiences of the last thirteen years in facilitating linkages/ collaboration between NGOs and funding agencies as well as reputed resource organization could be streamlined as a system that can benefit more numbers of NGOs.

19. Training guidelines, modules, research support and institutionalised and regular capacity building programmes, in other to expand the benefit of the project to the larger constituency of the development sector in Bihar and neighbouring regions. Most of these measures will be crucial for institutional sustainability of IIDS as well.

20. IIDS must focus on improving monitoring including financial monitoring, data dissemination and documentation with additional professionals in the team particularly with skills on documentation and dissemination to the government bodies, funding agencies, NGOs and other related organisations and wider sections of the society.

CBOs and SHOs:

Most of the above recommendations are intended to develop the capacity of the SHOs to achieve self-reliance.

Annex 1

External Evaluation
Community Development Programme
Bihar/India

Terms of Reference

1. Background

The Swiss Red Cross (SRC) is supporting the Community Development Programme (CDP) in Bihar/India since 1990. The programme is being implemented by six local NGOs[1], with technical and consultative support from the Patna-based Swiss Red Cross Programme Coaching Unit (SRC-PCU), which got registered as a partnership firm under the name Initiatives in Development Support (IIDS) in 2002.

The programme aims to further social and economic development among the most vulnerable in 150 villages. It has activities in the fields of primary health care, non formal education, promotion of income generating activities and community capacity building for the rural population. The strategies pursued are on the one hand the delivery of services through NGOs, and on the other hand the organisational development of community-based organisations (CBOs), the support of self-help initiatives and linkage building between CBOs and government agencies.

The previous phase, supported by SRC and ICCO, run from April 1997 to March 2000. It was extended, following the recommendations of the evaluation in December 1999, for a period of three and half years (April 2000 – September 2003). This present phase is based on a phasing-out strategy with the broad objective to enhance the process ownership and the management capacity of CBOs and their federative bodies.[2]

2. Purpose

In view of the termination of the present phase of CDP in September 2003, the evaluation should, in conjunction with IIDS and the partner NGOs, provide an analytical assessment of the strengths and weaknesses of the programme, evaluate the progress made and the results achieved and give recommendations for follow-up activities within the given framework conditions.

3. Objectives and definition of criteria

The evaluation comprises following key objectives:

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[1] Until March 2000 seven NGOs were involved.
[2] For more details please refer to the attached Programme Document (annex I).

Objective 1:   To evaluate the appropriateness and effectiveness of the <u>enabler criteria</u> (see below)

Objective 2:   To evaluate the achievements related to the programme objectives[3] (<u>result criteria</u>)

The enabler criteria cover what IIDS and the partner NGOs did, the result criteria cover what these organisations achieved. Following overview may give a clearer idea about the meaning of enabler criteria and result criteria.

<u>Enabler criteria:</u>

Leadership Leaders develop and facilitate the achievement of the mission and vision. They develop organisational values and systems required for sustainable success and implement these via their actions and behaviours.	**People** Organisations manage, develop and release the full potential of their people (staff). They promote fairness and equality and involve and empower their people. They care for, communicate, reward, in a way that motivates staff.	**Processes** Organisations design, manage and improve processes in order to fully satisfy, and generate increasing value for beneficiaries and other stakeholders. .
	Policy and strategy Organisations implement their projects through a clear strategy, supported by relevant policies, plans, objectives, targets and processes.	
	Partnerships and resources Organisations plan and manage external partnerships, suppliers and internal resources in order to support policy and strategy and the effective operation of processes.	

<u>Result criteria:</u>

People results What are the achieved results with respect to the people (staff) of the organisations (motivation, satisfaction, skill development, awards, recognition, involvement, etc.)	**Key performance results** What are the achieved results with respect to the key elements of the organisations' policies and strategies

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[3] specified in the attached Programme Document (annex I).

Customer results What are the achieved results with respect to the customers of the organisations. The customers of NGOs are mainly beneficiaries, self-help groups, CBOs, CBO-networks, but also service providers (governmental and non-governmental)	
Society results What are the achieved results with respect to societies (strengthening of civil society and improvement of local governance)	

4. Specific Tasks

4.1 Regarding the evaluation of enabler criteria:

a. Leadership
Assess the role of the NGO leadership and IIDS in planning the phasing-out period (April 2000 – September 2003), formulating appropriate policies and strategies and in managing staff, resources and processes in order to achieve the phase objectives.

b. People (staff)
- Assess the role of the NGOs developing an organisational structure that supports the effective operation of its processes.
- Assess how NGOs develop and support their staff in order to ensure a sound understanding and deployment of the strategy and the effective operation of its processes.
- Assess the organisational set-up of IIDS in regards to providing technical advise to the partner NGOs.

c. Policy and strategy
Assess the role of the involved NGOs and IIDS in developing and implementing a strategy that takes into account the interests of the different stakeholders (stakeholders include: CBOs, self-help groups, CBO networks, NGO staff, civil society representatives, government agencies, donors, and others). This includes how policies, plans, objectives, and processes are developed and deployed to deliver the strategy.

d. Partnership and resources
- Assess the linkage building capacity of the NGOs and IIDS and their management of the partnerships with value adding agencies (governmental and non-governmental).

- Assess the resource mobilisation and utilisation capacity of the implementing NGOs.

e. Processes

Assess to which extent the NGOs and IIDS were effectively designing and managing processes leading to change and meeting the needs of the different stakeholders (or in other words. Was there a systematic process that led to achieve the expected results?).

4.2 Regarding the evaluation of result criteria:

a. People (staff) results
- Assess the motivation and job satisfaction of the staff of the different NGOs
- Assess the staff perception about the programme approach and the staff capacity building

b. Customer results
- Assess the level of satisfaction of CBOs, self-help groups and CBO networks with the support of the NGOs.
- Assess to which extent the expected results (as stipulated in the Programme Document) were achieved. This task relates to:
  - Community level skill base is adequately strengthened to look after people's health, education and livelihood needs
  - CBOs are capable to plan, monitor and evaluate ongoing interventions adequately
  - Self reliant CBOs and their federations are functioning
  - Rights and entitlements of community members are secured

c. Society results

Assess
- to which extent CBOs, self-help groups and CBO networks shaped and managed the development process cycle
- to which extent did the project affect conflict resolution in the villages.
- to which extent did the project strengthen civil society and influence local governance

d. Key performance results
- Analyse the cost incurred by and the value-added through IIDS (this should also cover the relevance of the services offered by IIDS, and the degree of utilisation of these services by the partner NGOs
- Assess the cost-benefit relationship of the NGOs related to
- number of staff - number of CBOs/self-help groups/CBO-networks/members/coverage rate
- cost components of the different projects (capital cost, personnel cost, activities cost, administrative cost)
- project beneficiary cost analysis

5. Procedures and strategy

The evaluation team will consist of two experts. The evaluation will be carried out jointly by the two experts of whom the senior expert will be the team leader as per contractual agreement.

The evaluation team will start in Patna with a one-day preparatory workshop with IIDS and the partner NGOs.

Approximately 15 days will be spent on field visits in the programme areas of the partner organisations.

On return to Patna, the team will spend about three days to review and discuss its findings, and share its preliminary conclusions with representatives of the partner organisations and IIDS at a feed-back session. Five days will be reserved for compilation of the evaluation report.

The evaluation team will give a presentation of the findings (organised by IIDS) to representatives of the partner organisations and IIDS in Patna.

Proposed allocation of time

Time needed	Activities
1 day	Preparation workshop with NGOs and IIDS
15 days	Visit of NGOs, site visits and travelling
3 days	Review, discussion and presentation of findings
5 days	Report writing and presentation of findings
Total: 24 days	

6. Time frame

May - July

7. Reporting

The team is expected to produce a report within eight days after completion of the field visits. The final report is expected within one month of the visit.

The report will be written in English.

All collected materials and information has to used for the evaluation report only and has to be kept confidential.

8. Review Team

The evaluation will be carried out by two experts, one nominated by SRC/ICCO, one nominated by the partner NGOs and the PCU.

The team members must have knowledge and relevant experience regarding the development context of Bihar, the NGO sector in Bihar, the support role of NGOs and fund delegation mechanisms.

Programme Schedule

Date	Destination and visit plan	Night Halt
July 16, 2003	Arrival of Evaluators in Patna by Evening	Hotel Chanakya, Patna
July 17, 2003	Forenoon : Meeting between the two evaluators and IIDS Afternoon: Meeting with the partner NGOs	Hotel Chanakya, Patna
July 18, 2003	At IIDS Office in Patna	Hotel Chanakya, Patna
July 19, 2003	Dep. For BMVS, : 08:00 Arr. At BMVS: 11:00 Project visit and discussions with BMVS Dep for Muzaffarpur: 18:30	Muzaffarpur
July 20, 2003	Continuation of project visit and discussions with BMVS Dep. For SAKHI: 17:00 Arrival At SAKHI: 21:00	At SAKHI's Centre in Bhagwatipur
July 21, 2003	Project visit and discussions with SAKHI	At SAKHI's Centre in Bhagwatipur
July 22, 2003	Continuation of project visit and discussions with SAKHI. Dep for SSVK, Jhanjharpur: 16:00 Arr at SSVK, Jhanjharpur: 17:00	Night Halt at SSVK's Centre in Balbhadrapur
July 23, 2003	Project visit and discussions with SSVK.	Night Halt at SSVK's Centre in Balbhadrapur
July 24, 2003	Continuation of project visit and discussions with SSVK. Dep for GVP, Madhubani: 17:00 Arr at GVP, Madhubani: 19:15	Hotel Sumanta, Madhubani
July 25, 2003	Project visit and discussions with GVP	Hotel Sumanta, Madhubani

July 26, 2003	Continuation of project visit and discussions with GVP Dep for Patna: 15:00 Arr at Patna: 21:00	Hotel Chanakya, Patna
July 27,2003	Whole Day in Patna for rest Dep for BADLAO FOUNDATION, Mihijam by train: 20:40 Arr at Mihijam after midnight	Partly in train and partly at BADLAO's centre in Kewatjali
July 28, 2003	Project visit and discussions with BADLAO	BADLAO's centre in Keoatjali
July 29,2003	Continuation of project visit and discussions with BADLAO Dep for Asansol 13:30 Shatabdi for Patna from Asansol: 16:15 Arrival in Patna 21:30	Hotel Chanakya, Patna
July 30, 2003	Dep for PNDSS, Jamalpur: 08:00 Arr at PNDSS, Jamalpur: 13:00 Project visit and discussions with Notre Dame	Notre Dame, Jamalpur
July 31, 2003	Continuation of project visit and discussions with Notre Dame. Leave for Patna by 15:00 hrs. Arr at Patna 20:00 hrs	Hotel Chanakya, Patna
August 1, and 2	Work with IIDS, Patna	
August 3	Presentation of Evaluation Findings to IIDS and NGOs leaders and Programme Managers	
August 4	Departure of the Evaluation Team	
August 5-21	Report Writing	

Annex 3
People Met and Interviewed

1. IIDS Partners
2. All the staffs of all the NGOs
3. A few elected Panchayat leaders and other local government leaders
4. Hundreds of community members in all the NGOs, both programme beneficiaries and potential beneficiaries

Annex 4
Documents Consulted

1. Project Documents-2000-2003
2. Project Documents-1995-2000
3. Evaluation Report, Scuuth et.all 2000
4. Progress Reports submitted by the NGOs
5. Many project related unpublished documents maintained by the NGOs
6. Books of account and other financial records of the NGOs
7. Audit report of the NGOs
8. Agreements between SRC and NGOs
9. Agreement between SRC and IIDS

Annex 5 Situation of Bihar vis-à-vis India

BIHAR - HUMAN DEVELOPMENT FACT SHEET
(The data sources are listed below)
INDICES

Sl.	Indices	Bihar	India
1.	Human Development Index Value 200 (calculated only for fifteen major states)	0.367	0.472
2.	Human Development Index Rank 2001(out of 15)	15	
3.	Human Development Index Value 1991	0.308	0.381
4.	Human Development Index Rank (out of 32)	32	
5.	Human Poverty Index 1991	52.34	39.36
6.	Human Poverty Index Rank (out of 32)	32	
7.	Gender Disparity Index Value 1991	0.469	0.676
8.	Gender Disparity Index Rank (out of 32)	32	

INDICATORS

Sl.	Indicators	Bihar	India
	DEMOGRAPHY		
1.	Total Population – 2001	82,878,796	1,027,015,247
2.	Sex Ratio - 2001	921	933
3.	Dependency Ratio - 1991	12	12
4.	Dependency Ratio Rural - 1991	13	13
5.	Dependency Ratio Urban - 1991	9	10
6.	Sex Ratio Children 0 - 6 years - 2001	938	927
	INCOME		
7.	Per Capita Net State Domestic Product (at 1993 - 94 prices, Rs.), 1988 - 99	4,397	9,647
8.	Percentage of Persons in Labour Force, 1999 - 2000	57	62
9.	Percentage of Females in Labour Force, 1999 - 2000	26	39
10.	Percentage of Population below Poverty Line, 1999 - 2000	43	26
	EDUCATION		
11.	Literacy Rate - 2001(%)	48	65
12.	Male Literacy Rate - 2001(%)	60	76
13.	Female Literacy Rate - 2001(%)	34	54
14.	Rural Literacy Rate - 2001(%)	44	59
15.	Rural Male Literacy Rate - 2001(%)	58	71
16.	Rural Female Literacy Rate - 2001(%)	30	47
17.	Urban Literacy Rate - 2001(%)	73	80
18.	Urban Male Literacy Rate - 2001(%)	81	86
19.	Urban Female Literacy Rate - 2001(%)	63	73
20.	Gross Enrollment Ratio Class I - V (6 - 11 years), 1999 - 2000	79	95
21.	Boys - Gross Enrollment Ratio Class I - V (6 - 11 years), 1999 - 2000	95	104
22.	Girls - Gross Enrollment Ratio Class I - V (6 - 11 years), 1999 - 2000	61	85
23.	Teacher - Pupil Ratio (Primary School) 1999 - 2000	63	43
	HEALTH		
24.	Life Expectancy at Birth, 1992 - 96 (Yrs)	59	61
25.	Life Expectancy at Birth (Rural), 1992 - 96 (Yrs)	59	59

26.	Life Expectancy at Birth (Urban), 1992 - 96 (Yrs)	66	66
27.	Infant Mortality Rate - 2000	62	68
28.	Under 5 Mortality Rate - 1991	89	94
29.	Under 5 Mortality Rate - Male -1991	75	91
30.	Under 5 Mortality Rate - Female -1991	104	101
31.	Maternal Mortality Rate - 1998 (per 100,000 live births)	452	407
32.	Total Fertility Rate - 1998	4	3
33.	Percentage of Children Underweight (-2SD), 1998 - 99	54	47
34.	Percentage of Houses with access to Safe Drinking Water - 1991	59	62
35.	Percentage of Houses with access to Toilet Facilities - 1997	58	49
ENVIRONMENT			
36.	Percentage of recorded Forest Area to Total Geographical Area - 1996 - 98	17	23

1. Indices, Govt. of India (2001), "National Human Development Report", Planning Commission, New Delhi
2. Demography - Total Population and Sex Ratio, Registrar General of India (2001), "Provisional Population Tables", Census of India, New Delhi; Dependency Ratio - National Human Development Report (NHDR)
3. Income - PCNSDP - Planning Commission, "Tenth Plan (2002 - 2007)", Vol.III, Annex.3.1, Persons in Labour Force, % of Population Living Below Poverty Line - NHDR
4. Education - Literacy Rate - Census (2001), Gross Enrollment Ratio and Teacher Pupil Ratio - Ministry of HRD, "Selected Educational Statistics" 2001.
5. Health - IMR and TFR - Planning Commission, Tenth Plan (2003 - 2007); LEB, MMR, Children Under weight, Under 5 Mortality Rate, % of Houses with access to safe Drinking Water, % Houses with Toilet Facilities - NHDR
6. Environment - Forest Survey of India, State of Forest Report (1999)