Gram Vikas

Dare to Dream:Report of the external evaluation of the development activities of Gram Vikas with poor and marginalised people in the hinterland of Orissa

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Gram Vikas is a rural development organisation working with the poor and marginalised communities of Orissa since 1979, towards making sustainable improvements in the quality of life of the rural poor.

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Draft Report
Dated February 20, 2002

Title of the report 'Dare to dream'

During the present evaluation various participatory workshops were held in order to come to a proper understanding of the organisational set-up at Gram Vikas. During one of such creative exercises the staff was asked with whom they identify ('Who is your hero?').

In the process several historical personalities where mentioned, such as Napoleon ('Impossibility is found in the dictionary of fools') and the erstwhile Chief Minister of Orissa state, late Mr Biju Patnaik, who once said 'Dare to dream'.

Composition of the report

Main chapters

The present report consists basically of three clusters. The main substance of the report is provided in the Chapters 4 - 7, which contain data collected from the study of dossiers, fieldwork, interviews and the workshops in Mohuda, Orissa. Chapter 2 highlights the context in which Gram Vikas is working. In Chapter 3 a historical overview of the organisation is given.

Summary, conclusions and major recommendations

The report starts with an executive summary of the major findings, conclusions and recommen¬dations (on yellow paper).

Annexes and footnotes

The report contains annexes with empirical data about the programme. Footnotes in the text provid¬e in a number of cases empi¬rical eviden¬ce for state¬ments, which have been made in the text, reference to documents, and/or a further elaboration of arguments. Both the an¬nexes and the footnotes are meant for the more interested and/or involved reader.

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ACKNOWLEDGEMENT

It is quite remarkable that a Non-Governmental Development Organisation, such as Gram Vikas, invites outsiders to carry out a 'self-imposed' external evaluation. At the onset I want to thank Gram Vikas for the opportunity which has been given to the members of the evaluation team. It was both professionally and personally a great learning experience for us.

Many people have assisted the evaluation team with the external evaluation of the development activities of Gram Vikas with poor and marginalised people in the hinterland of Orissa. During the process the evaluation team visited several districts of Orissa and had interactions with villagers and representatives of village level associations working together with Gram Vikas. In a number of places the evaluators arrived early in the morning; on other occasions the evaluators left only late in the evening. During these visits there was always a nice cup of tea, a tender coconut, sometimes a meal and what is more important, a preparedness to share experiences related to the life of poor and marginalised communities and the involvement of Gram Vikas.

The team had interviews and dialogues with many members staff members of the various Gram Vikas projects and the Head Office in the village of Mohuda, Ganjam District, Orissa. Moreover, staff members of the organisation accompanied the evaluation team during the various field visits, introduced the team to communities and acted as able interpreters.

At the various stages in the evaluation process the evaluators had intense dialogues with members of the (senior) staff, in form of participatory workshops. The participation was always vibrant and wholehearted. The Executive Director, Manager PMED, Project Managers of the ITDP, Livelihoods and RHEP and several other senior staff members provided important backup support during several stages of the evaluation. During the debriefing workshop members of the staff gave constructive feedback regarding the very first draft of the evaluation report.

From the side of the donor agencies representatives of Christian Aid and ICCO were so kind to provide important input for the evaluation in general and with regard to the formulation of the Terms of Reference (ToR) in particular. Mr Manoj Dhopade (Gram Vikas) and Ms Anne-Marie Leenknegt (Context, international cooperation) assisted during the final stage of the evaluation process.

At all levels the team experienced a very collaborative attitude and a remarkable openness which, enabled the evaluators to take up numerous issues in a relatively short time. On behalf of all the members of the evaluation team, I would like to put on record our heart¬felt thanks to all these participants.

A special word of thanks is due to both Mr Joe Madiath (Executive Director) and Ms R.V. Jayapadma, (Manager PMED) who provided - during all the stages of the evaluation process – encouraging and important backup support to the evaluation team.

Last, but certainly not least, I would like to express my sincere gratitude to colleagues in the evaluation team Ms (Dr) Nafisa Goga D'Souza, Laya, Visakhapatnam) Ms (Dr) Vijay Rukmini Rao (Deccan Development Society, Hyderabad), Mr Deep Joshi (PRADAN, New Delhi). It is quite remarkable that their respective organisations valued this evaluation so much. The members of the team appeared to be rather complementary. It was a pleasure a great learning experience to work in this team.

Mohuda (Ganjam, Orissa) – Utrecht (the Netherlands), January – February 2002

Fons van der Velden
Coordinator of the evaluation

Abbreviations

ANM	Auxiliary Nurse Midwife
BIMAROU	Bihar, Madhya Pradesh, Rajasthan, Orissa and Uttar Pradesh ('sick')
CBOs	Community Based Organisations
Crore	Ten million Rupees
DFID	Department For International Development
EDP	Electronic Data Processing Unit
FCRA	Foreign Contributions Regulation Act
GV	Gram Vikas
HDFC	Housing Development and Finance Corporation
ICCO	Inter Church Organisation for Development Cooperation
IRMA	Institute of Rural Management, Anand
ITDA	Integrated Tribal development Agency
ITDP	Integrated Tribal Development Programme
KFW	Kreditanstalt für Wiederaufbau
Lakh	Hundred thousand Rupees
LFA	Logical Framework Analysis
MLA	Member of the Legislative Assembly
MP	Members of Parliament
NFE	Non Formal Education
NG(D)Os	Non-Governmental (Development) Organisations
NNDGOs	Northern Non-Governmental Development Organisations
ODAF	Orissa Development Action Forum
PC	Project Coordinator
PO	People's Organisation
PRI	Panchayat Raj Institutions
RHEP	Rural Health and Environmental Programme
Rs	Rupees (approximately (Dutch guilder approx. Rs 19/ Euro Rs 42)
SC	Scheduled Castes
SDC	Swiss Agency for Developement Cooperation
SHG	Self-Help Groups
ST	Scheduled Tribes
ToR	Terms of Reference

Districts of Orissa
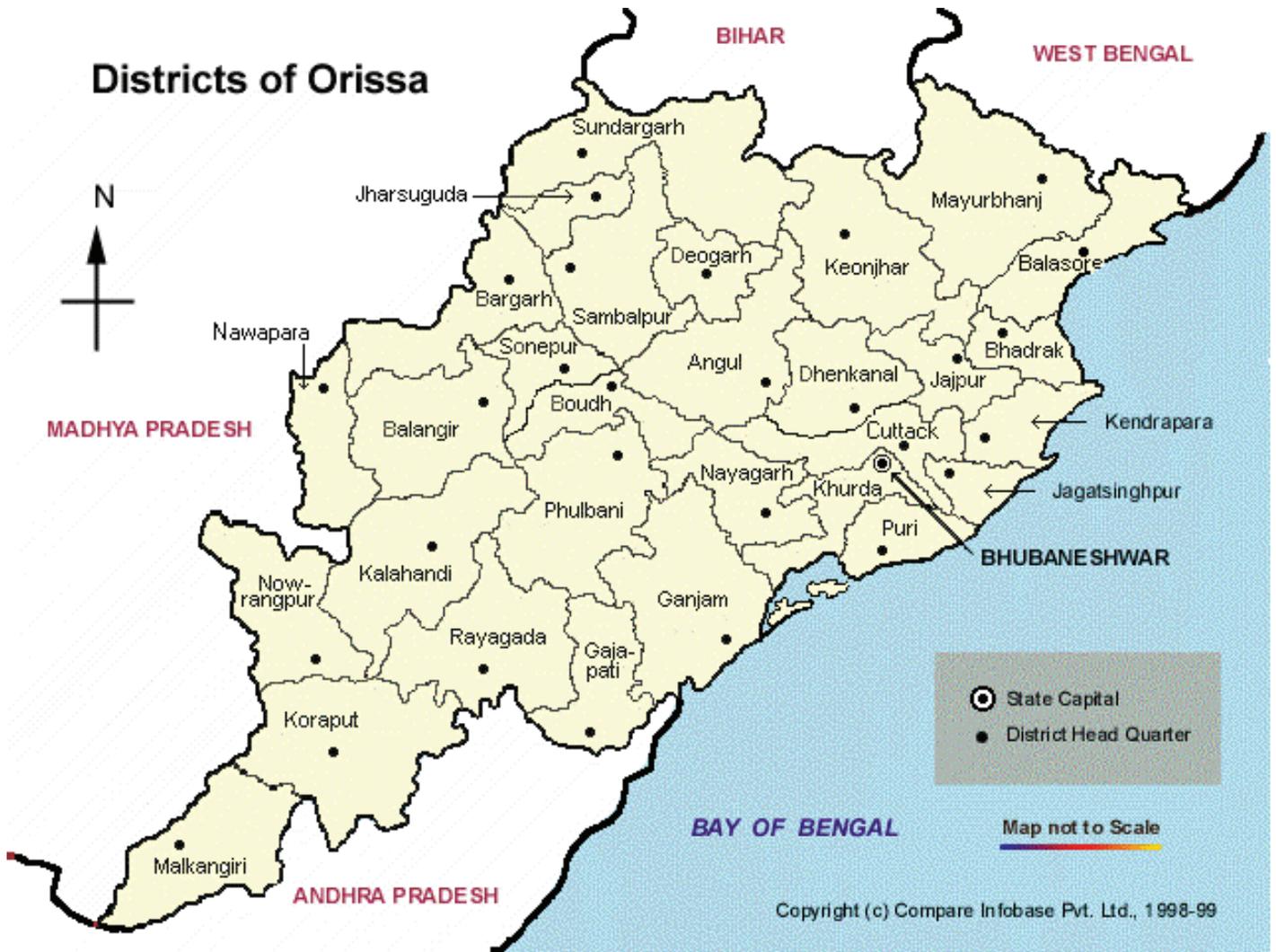
Parameters of the evaluation

1. Introduction

Gram Vikas, as a Non Governmental Development Organisation (NGDO), was registered on January 22, 1979. Over the last twenty-three years the organisation has developed into one of the major voluntary development organisations in the state of Orissa[1]. At present the core activities of Gram Vikas consists of an Integrated Tribal Development Programme (ITDP) and the Rural Health and Environment Programme (RHEP) and a few short-term projects in training and research. The organisation currently covers a population of nearly 20,000 households in 450 villages in different districts of Orissa. The organisation has approximately 250 employees on permanent payroll.

The programmes of Gram Vikas are supported by a number of funding agencies including Christian Aid (London, UK), DOEN Foundation (Amsterdam, the Netherlands), EED (Bonn, Germany), ICCO (Zeist, the Netherlands) and Swiss Agency for Development & Cooperation (Bern, Switzerland).

Gram Vikas has a history of organising 'self-imposed' external evaluations. Reference can be made to the study carried out by Society for Participatory Research in Asia (PRIA) in 1988 and the study carried out by the Institute of Rural Management, Anand (IRMA) in 1998[2]. Both the evaluations have been participatory in nature, involving staff and communities working with Gram Vikas.

2. Purpose of the evaluation

The present evaluation related to a felt need of staff members of Gram Vikas, who wanted to have an expert feedback with regard to the major programmes of the organisations and the organisational set-up. During the preparatory process it was decided that the evaluation team would basically concentrate on four major areas:

(1) the development context in which Gram Vikas is working, i.e. the state of Orissa;

(2) organisational capacity of Gram Vikas as a development organisation;

(3) programme performance;

(4) relationships, including networking, advocacy and lobby.

(For details see the Terms of Reference (ToR) of the study in Annex I.) During the preparatory process there has been some discussion about the question up to what extent it would be possible and/or desirable to carry out a full-fledged evaluation of the ITDP. Initially it was decided that staff members

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1. For an elaborate account of the development scenario in Orissa see Chapter 2 'Context, the state of Orissa' and Annex III: 'Brief profile of Orissa'.

2. See: PRIA, Participatory evaluation of Gram Vikas; A report, PRIA (New Delhi), 1988; D. Mishra & B. Acharyya, Participatory Programme Assessment of Integrated Tribal Development programme and Rural Health and Environment Programme, Anand/Ahmedabad (IRMA/UNNATI), 1998.

of Gram Vikas would carry out a self-study to reflect upon ITDP, with the help of some facilitation from outside. (See Annex II: 'Minutes of first meeting evaluation team'). Before the start of the primary data collection, the staff of Gram Vikas had carried out some preliminary analysis with regard to the ITDP. The outcome of this was however insufficient to be taken as in input for reflections about the future of Gram Vikas, both in terms of organisational set-up and programmes. Subsequently it was agreed upon that the evaluation team would consider a study of the ITDP as part of the assignment. It was decided to study the ITDP from a policy perspective (relevance in view of the context, coherence, major strengths and weaknesses).

3. Evaluation process

In general, evaluations are meant to be a learning exercise that provides an oppor¬tunity to reflect on the past in order to define future policy and actions. It is essentially a mutual learning exer¬cise that enables all part¬ners - in this particular case Gram Vikas and its stakeholders - to emerge stronger and with a better appreci¬ation of each other's strengths and weaknesses. In the process leading to the evaluation it was decided that the exercise would be ' 'external' in nature, but with an active involve¬ment of various echelons within Gram Vikas. This will lead to a better appreciation of the complexities in which Gram Vikas and its constituent organisations are involved. Moreover, such an approach will enhance the ownership of the evaluation within Gram Vikas.

As a first step in the evaluation process the team of evaluators met on October 30 – 31, 2001 in Mohuda, in order to arrive at a common understanding of the Terms of Reference and to determine the parameters of the evaluation process[3]. (For further details of this meeting reference can be made to Annex II.) Based upon the outcome of this meeting the ToR, detailed planning, methodology, expected outputs and division of labour within the team were finalised. At the beginning of the data collection process, some of these issues were further clarified in two meetings between members of

the evaluation team and senior staff members of Gram Vikas. During these meetings it was decided that staff members of Gram Vikas would present a comprehensive analysis of the development scenario in Orissa (Chapter 2 of the report) and an historical overview of the organisation (Chapter 3.)

In the period January 7 – 25, 2002 the primary data collection for the evaluation has been carried out according to the methodology and time framework as spelled out in the ToR for the study. (See also Annex IV: Itinerary of the evaluation team.)

During the last stage of the evaluation, the evaluation team presented a 'report in progress[4]' of the evaluation to the Executive Director, Programme managers, Project Coordinators and other senior staff members of Gram Vikas. This debriefing meeting was held on January 26, 2002. (For a brief report of the workshop reference can be made to Annex VII.) Immediately after this meeting the coordinator of the team stayed back for a few more days in Mohuda in order to cross check some data, collect some additional data and work on the draft report. Subsequently in the period January 27 – February 20, 2002 the first draft of this report was finalised.

4. Methodology

During the evaluation process data have been collected from primary sources (open- and semi-structured interviews, field visits, three workshops) and secondary sources (such as progress- and annual reports of Gram Vikas, reports of internal evaluations, internal documents, et cetera). (See for further details Annex V: List of major reference documents). The data have been collected at the level of Gram Vikas, Projects, and village level. (Some of the members of the evaluation team made extensive field visits to different parts of Orissa. See Annex III)

The selection of villages to be included in the sample has been done by Gram Vikas in collaboration with members of the evaluation team. The understanding was that different type of villages would be included, in order to arrive

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3. For an elaborate account of the development scenario in Orissa see Chapter 2 'Context, the state of Orissa' and Annex III: 'Brief profile of Orissa'.

4. See: PRIA, Participatory evaluation of Gram Vikas; A report, PRIA (New Delhi), 1988; D. Mishra & B. Acharyya, Participatory Programme Assessment of Integrated Tribal Development programme and Rural Health and Environment Programme, Anand/Ahmedabad (IRMA/UNNATI), 1998.

upon a proper understanding of the complexities at implementation level. In total 41 % of villages of the RHEP programme could be visited; with regard to the ITDP the number was only very marginal (5% of the total). (See Annex VI: Field visits, coverage of villages.) In view of the careful selection process, and the type of villages, which were visited during the field visits, this has not lead to a best practices bias.

5. Composition of the team and steering committee

A team of external consultants in close collaboration with the Gram Vikas staff has carried out the evaluation. The evaluation team consisted of Ms (Dr) Nafisa Goga D'Souza (Laya, Visakhapatnam) Ms (Dr) Vijay Rukmini Rao (Deccan Development Society, Hyderabad), Mr Deep Joshi (PRADAN, New Delhi) and Mr. F. van der Velden (Context, international cooperation, Utrecht, the Netherlands).

The division of labour within the team was as follows.

• Mr F. van der Velden was primarily responsible for the organisational analysis and the overall coordination of the evaluation.

• Ms N. D'Souza for the ITDP and RHEP.

• Mr D. Joshi for an analysis of the livelihoods programme and the RHEP in general.

• Ms R. Rao for the gender aspects of both the RHEP and Gram Vikas as an organisation.

However, the different members of the group worked as a team, were all involved in field visits (see Annex III), shared notes and observation and did a joint analysis. Initially it was envisaged that a steering committee consisting of members of the evaluation team and senior Gram Vikas staff would be monitoring the progress of the evaluation. Due to the extensive travel of most of the members of the group, these meetings could not be held. Monitoring of the process was de facto done on a ad hoc basis, by the PMED-manager of Gram Vikas (Ms R.V. Jayapadma) and the coordinator of the study, in consultation with senior Gram Vikas staff members and members of the evaluation team.

6. Limitations of the study

Despite the strong commitment and involvement of all parties involved to make the evaluation a success, some aspects of the ToR could not be studied in detail. The following major issues need to be mentioned.

- During the present study no full-fledged cost – benefit analysis of the RHEP could be carried out. Apart from the complexity of such an exercise, this would have required the involvement of a health economist and for instance a financial expert. However, in Chapter 5 some qualitative analysis is being provided with regard to this issue.

- The technical soundness of the hardware has not been studied in detail. This would have required the involvement of a technical expert. In view of the experiences Gram Vikas staff, and the situation that was observed in the villages, the evaluation team is of the opinion that this is not an area for concern.

- In view of the time framework of the evaluation and the conditions of the roads in most part of Orissa, not much time could be spend with external stakeholders of Gram Vikas. Hence, the analysis of the role of Gram Vikas with regard to lobby and advocacy and networking is limited.

The fact that the members of the evaluation team did not speak Oriya and/or one of the tribal languages has not had a negative impact of the evaluation process, as staff members of Gram Vikas acted as able guides and interpreters.

Chapter 2
Context, the state of Orissa[5]

1. The state of the poor

Orissa – a state, which finds itself in the BIMAROU category, is the poorest state in India. In each of the decades since 1970, the rate of growth in Orissa has lagged behind the national average. The gap has been the worst in the nineties, with Orissa's rate of growth at 4.3% compared to the national average of 6.7%. The key area of weakness has been the agriculture sector, with agricultural production, which accounts for 32% of GSDP and 64% of employment, stagnating in per capita terms between 1980/81 and 1995/96.

According to the census data available (2001) Orissa has a population of close to 37 million, of which 86% live in rural areas. Despite its natural advantages, average per capita income is 73% of the national average, with 40% of the population, around 17.5m people, living below the poverty line. Poverty is significantly worse in the western and southern districts of the state.

problem analysis

During the evaluation process a participatory problem analysis with regard to the position of poor and marginalised communities in Orissa, was carried out by the senior management (Executive Director and Project Managers) of Gram Vikas.

During this session the 'abject grinding poverty' was selected as the focal problem. Subsequently and activity tree was developed and an analysis made about which activities are already being carried out by Gram Vikas, what are proposed new activities and what could (eventually) be discontinued. The full workshop report is given in Annex VII: Problem analysis.

Adivasi and dalit communities together form about 39% of the total population (Scheduled tribes - 22.5% and Scheduled castes - 16.5%). Constitutionally bracketed as 'scheduled', people belonging to these sections of the society have a long story of deprivation. On one side are the adivasis, the indigenous people,

who always lived away from the mainstream communities, within the precincts of deep forests, as one with nature. All their needs were met by the forest eco-system. How they were deprived of their right to lead a dignified life is the saga of the greedy exploitation of the abundant natural resources by

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[5] Senior staff members of Gram Vikas have formulated this chapter.

the mainstream, and the hegemony of economics of the 'civilised' classes. The tribal culture is the most diverse in India with 62 tribes inhabiting the mineral rich southern and western districts. They score the worst on practically all development indicators and suffer from weak social organisation and solidarity. However, the situations of SCs and STs present different challenges and there are others in Orissa who are also very poor and vulnerable.

The dalits have been deprived of their right to lead a dignified life by the vagaries of a centuries old social system, wherein people's rights are determined by the caste they are born into. They are prohibited from practising any occupation that has not traditionally been assigned to them. This social system has ensured that only a few people get to control a vast amount of resources. With land being the most critical resource in the rural areas, it's control is vested in a few land lords - all of them from higher or middle castes. Most scheduled castes are landless, or have very smallholdings. Even these are of the most inferior quality, normally the farthest from a pond, stream or other sources of water. Apart form the adivasis and dalits there are a large number of poor communities in rural areas, who are landless or marginal farmers, with limited resources and livelihoods options. Wage rates are generally low and there is a high incidence of under employment and unemployment. The poor are in a cycle of indebtedness, often at the mercy of landlords and moneylenders.

For adivasis, dalits and the poor in general the situation is made more difficult by the prevailing political situation. The State, which is duty bound to provide these communities with better alternatives, social, educational and economic, has not been able to do so. This is not surprising, as in the first fifty years of independence, these communities have had hardly any meaningful representation in the policy-making processes. There have been a number of laws, statutes, committees and corporations created for the sole purpose of helping these communities access better alternatives. Sadly, few of them have been effective and any positive impact has been confined to small pockets.

Women of these deprived communities, in particular, have been affected by the context in a much more detrimental manner than men. They have been forced to undertake a variety of roles; all of them in addition to their traditionally ascribed reproductive functions. In the new circumstances, gender based discrimination and disparities across most social indicators have become more apparent. This deterioration could be partly due to coming in increased contact with mainstream communities, where such discrimination is a matter of fact and partly because of the changed economic and survival context.

2. State and the deprived

In the context of these deprived communities, the State and its manifestations are the most important agency. The Indian constitution provides for reservation for the scheduled castes and scheduled tribes in almost all arenas. Thus they have Parliament and State Assembly seats reserved for them; they enjoy special status in getting higher education; in accessing state and quasi-state employment; and these laws of reservation have been followed to some extent.

However, on the whole, the role played by governments at various levels - national, state, district and local - have in some or many ways failed at addressing the key issues. These issues have been and remain in the nature of underlying social relations, and the impact of these social factors in determining the kind of political and economic processes. Education and awareness generation, which could have helped in addressing these issues in a more effective manner have not been accorded any importance in the governments' agenda. Though reservations in higher education are a reality, it has remained a dream due to absence of any concerted effort in ensuring elementary education.

Governments at the local level, in principle are the best medium for these communities to assert and gain their rights. There have, indeed been various legislative efforts in making local self-governments a medium of social change. However, the micro level social reality has not allowed the dalits or the adivasis to play any significant role in local self-governance. With the legislature, executive and judiciary at all levels remaining in the control of the dominant sections (historically concentrated amongst a small, primarily coastal, group - who also control much of the land and labour resources), there is very little the marginalised communities could or can do in asserting their rights.

This is not to say that there has been an absolute absence of these communities from the policy making process. What is real is the lack of quality of leadership that has come up from among them. There have been a few leaders of national standing, who were/are adivasis or dalits. However, they were too much a part of the corrupted political process, to be of any positive impact to the communities.

One of the main means of increasing accountability of service providers is through decentralisation of powers and increased access of civil society institutions to government institutions. The state government has not yet developed mechanisms for the Panchayati Raj institutions in line with the 73rd constitutional amendment nor provisions for extension to Scheduled Areas, which would provide for local self governance.

3. State of basic services

Rights to education and health care remain unrealised for many. The latest (2001) figures for literacy show that considerable progress has been made in the last ten years. The number of illiterate people declined by nearly 2 million. Orissa's literacy level is comparable to the national average (76% for men and 51% for women. However less than 35% have crossed primary level of education. Although nearly 75% of 6-17 year olds attend school, completion rates are unsatisfactory. Many teachers have been appointed but few go to the more remote areas. School infrastructure is also insufficient.

The infant mortality rate at 97 remains the highest in India and Maternal Mortality Rate is a high of 367 per 100,000, which also reflects a low percentage of deliveries assisted by a trained health worker (33.5% compared with the national of 42.5%). There is an inequitable utilisation of public sector health services; the better off primarily captures the public expenditure.

Orissa is underdeveloped in terms of infrastructure, particularly in remote areas. Railway, telecommunications, electricity and irrigation coverage is poor. The road network is extensive but only about 20% is paved. The quality and coverage of all services, both in rural and urban areas, is poor, with SC/ST especially underserved. Less than half the population has access to a bus facility within 2 km of their homes. In rural areas less than 35%

have access to safe drinking water (piped water supply is available to less than 1%), while less than 4% have sanitation facilities. Unsanitary practices and unprotected water account for high rates of morbidity. Over 82% families in rural areas have no electricity and over 87% live in kutcha (non-permanent) houses. Access is a particular constraint, especially in the hilly hinterlands. Language, caste and gender barriers also prevent many from gaining full access to services.

Government is the main provider of services, the majority of which are either heavily subsidised or provided free of cost. There is relatively little private sector involvement in service delivery, apart from the power sector. People experience poor standards of operation and maintenance, weak support systems and lack of trained personnel. Corruption is widespread and this affects poor people most.

4. Disasters: natural and manmade

People in Orissa face frequent natural disasters. The coastal areas are particularly prone to cyclonic weather with resultant flooding and damage. In addition people in the much poorer inland areas face "quiet crises" through cyclical and chronic drought and famine, a result of a combination of natural and man-made causes.

Under-development and the high levels of vulnerability to seasonal poverty and disasters result in the poor of Orissa adopting a range of livelihood coping strategies. In the dry season, out-migration to neighbouring states in search of construction work and as agricultural labour is very common, particularly by the male population. To combat migration, the Government promotes a number of employment schemes, focused on the improvement of community based assets such as village roads and ponds. However, these programmes are often poorly targeted and open to political capture, and are not as financially lucrative as migration options.

Displacement is a serious problem in Orissa because of large hydroelectric projects, mineral extraction, increasing numbers of plantations, fisheries and declaration of national parks and sanctuaries. The rehabilitation packages have generally been inadequate, resulting in a loss of livelihood and an increase in social problems such as alcoholism and domestic violence. Where people have legitimate

grievances they find it difficult to access information or make their voices heard officially owing to the inaccessibility and complexity of the legal system. The threat of displacement through industrialisation or mining has led to increased civil agitation. NGOs have played a significant role in supporting people in their struggle to avoid eviction. This situation has resulted in increased suspicion between government and NGOs.

5. Market forces

The role of market forces and private enterprise in this context is also worth a discussion. Given the rigid structures that govern entry and exit into the commercial economic processes, neither of the resource poor communities could ever be a part of the large profits created. At best they have been suppliers of very cheap labour to the market. Thus for the market, these communities exist at the periphery or even beyond.

On the other hand, the expansion of commercial interests in search of cheaper and abundant raw materials have impinged upon the adivasi communities in more than one negative manner. The large tracts of forests have been an attractive source of raw materials for many industrial units. In collusion with the State, these units have been able to access these resources without any control. With the State assuming legal and de-facto ownership over all forest resources, the forest dwellers had little choice, but to succumb and move out. Neither the State nor commercial forces were interested in rehabilitating or providing better alternatives to the displaced.

For example, in Orissa, the state government has till very recently had monopoly over the trade in forest produce - both timber and non-timber. The most significant outcome of this monopoly has been that, industries dependent on these products have been able to access this produce for a song. The extent of the State-Market collusion can be understood from the fact that the government allows clearance of large tracts of thick and rich forests to raise ecologically suicidal eucalyptus plantations - eucalyptus wood is an important raw material for the paper industry.

One also needs to understand the micro level commercial interests who play an important role in the lives of these communities. The moneylender/

trader is the most significant local level commercial factor. They have, over a few generations, built large fortunes by exploiting the poor - by usurping their land and other assets, by bonding their labour over a few rupees or food grain lent in times of distress, by making the poor men more dependent on borrowings by selling them alcohol and through a number of such devious methods. The relationship between the poor communities and the influential moneylender is an extremely exploitative manifestation of the patron-client relationship that existed in medieval feudal societies.

6. Non-Government Organisations

Traditionally, the non-government sector has played a subdued role in the context of deprivation and poverty of adivasis and dalits. NGOs have kept away from addressing larger social and political factors that underscore the forces of deprivation. They have been active in areas where the market would not and the state failed to reach - especially in relief and welfare functions. This does not mean that their role has remained static over years. However, NGOs' greatest limitation has been in confining their vision to gap-filling roles - complementing, even substituting roles, which ideally should have been the State's. Thus, in a way, the locus standi of NGOs in this context arises out of the state's failure to fulfil its responsibilities.

Over years, NGOs have moved away from being mere delivery agents of various services to undertaking training, capacity building and facilitating roles. Empowering communities became the key issue in their work during the last decade or so. This empowerment is being manifested in processes that involve target communities in roles other than that of beneficiaries; in institutional mechanisms at the lowest level to consolidate and expand the results of combined action. However, the moot point is that the role transformation of NGOs did not happen as a result of significant changes in the context. The general context of deprivation and poverty has not changed qualitatively during the past few decades. What probably has changed are the perspectives employed to understand/analyse the context. The strategic role transformation of NGOs may also be a result of the frustration at being ineffective with the traditional strategies in improving the situation of the deprived and the poor. NGOs are

increasingly playing a critical role in strengthening of Panchayati Raj Institutions (PRI) and the processes of grassroots democracy.

Another significant development has been the emergence of networks and collaborations among NGOs, varying in focus and degree of effectiveness. Apart from youth clubs, religious units and small welfare organisations, it is estimated that there are nearly 5000 NGOs in the state, with established infrastructure and regular staff. NGOs, once ignored by the government, are now recognised as vital to many government programs. At the same time Government often resents the advocacy role of NGOs. In general, the potential for interaction between government and NGOs is under-utilised

Historical overview: perception of Gram Vikas[6]

1. The beginning

The 1960s and early-'70s were years of strong student movements arising from disillusionment with Nehruvian Socialism and the failure of independent India to bring about any meaningful change in the lives of the majority of the people. A group of students from Madras University, keenly aware of the growing divide between the privileged mainstream and the rural poor, began to think about ways to articulate that disillusionment came together to form the Young Students Movement for Development (YSMD) to initiate development activities for the underprivileged.

Early in 1971, the war for independence led to the influx of a large number of refugees from Bangladesh to India. Joe Madiath, then the President of the YSMD, led a group of 400 student volunteers to set up relief camps and coordinate efforts to return/ resettle them. Six months later on October 30, a full-moon night in 1971, a cyclone stirred up in the Bay of Bengal, causing a huge tidal wave to hit coastal Orissa. Nearly ten thousand people were killed and over a million rendered homeless. The devastation was enormous. Resources with the government were inadequate, the attention still being on the refugee crisis. Over forty volunteers from the original group rushed to Orissa, led again by Joe, and began relief work in Kendrapara district. We stayed for over a year, helping the people rebuild roads, desalinate agricultural land

and get their lives together again. During this time we became acutely aware of the poverty and underdevelopment of these people. There were no NGOs or other development agencies, except for some missionary and Gandhian groups working mainly in the area of health, in those utterly poor and backward areas. So much needed to be done.

We decided to start by helping the people with their agricultural practices, their main source of livelihood. The rivers had plenty of water, but cultivation was dependent on the monsoons. Lift irrigation seemed to be the answer. We tried to introduce collective farming. The idea was that the community as a whole would work to improve irrigation facilities, and the landed farmers would set aside some land for the landless people to cultivate. Agreements to this effect were made. But when yields improved following irrigation, the agreements were broken. All the hard work only resulted in more land and more income for the landed class.

It was time to rethink strategies to work towards social equity. An opportunity presented itself when the District Collector of Ganjam invited us to initiate a dairy co-operative for the adivasis of the Kerandimal region. The Berhampur Milk Producers Co-Operative offered land in Mohuda to set up camp. We started working from here, in

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[6] *Senior staff members of Gram Vikas have formulated this chapter.*

the foothills of Kerandimal in 1976. It did not take long to realize that dairying was neither feasible nor what was needed urgently for the people of the area. There was no infrastructure or any kind of veterinary support. More significantly, we were faced with the tribal people's belief that cow's milk was not meant for human consumption.

We were beginning to understand the people and their needs. We started talking to people -- especially women, trying to gain their confidence. The first thing to strike us was the abysmal health conditions in the villages. Malaria was rampant. There was no understanding of safe drinking water, healthy food or hygiene. And of course there were no dispensaries or clinics within accessible distances. We began to set in place a rudimentary health care service in the villages. The initial strategy of using health as the entry point was good in terms of creating goodwill for the group. We realised that forever giving palliatives would not solve the problem. We therefore started an intensive programme for training village health workers. In the early 80s we had one of the best programmes in community health, but our level of inputs was still very high. Soon after, when the emphasis shifted, the health programme began to suffer and never regained the lost ground.

The tribal people had a strong distrust for outsiders. The outsiders they knew were only interested in occupying their land and denying them access to the meagre resources they had. Slowly, the people began to trust us. They began to discuss their problems with us. Most of them had no land. If they did, it was mortgaged to moneylenders. All of them were bonded labourers. Even children were bound to liquor merchants, landlords and moneylenders. They had no way of paying back the money they owed; most of them did not know how much money they owed. The liquor merchants made sure that they spent what little they had on drink, which made them further indebted. The tribal people were aware of the injustice. But they had no way of protesting.

Meanwhile, the Indian government declared a Moratorium on Rural Indebtedness in 1978. This policy provided the legal support to launch a campaign to mobilise the tribal people around the issue of land mortgaging. The Kerandimal Gana Sangathan emerged as a strong organization of the tribal people. In what came to be known as "people's courts", the tribal people arbitrated every case of mortgaging in the presence of moneylenders. This was accompanied by social boycott of the exploitative people and organised demonstrations at the district headquarters. By the end of 1979, nearly every case in the Kerandimal region was settled in favour of the tribal people. The tribals had tasted victory for the first time.

By the end of 1978, we began to realise that we had very little in common with the YSMD back in Madras. Living in a remote village, witnessing the perils of relentless poverty and indebtedness had given us a perspective that was essentially different from any theoretical awareness. Support from those who remained with the mainstream was negligible. It was time to set up a new organisation. Gram Vikas was born on January 22, 1979.

2. The Integrated Tribal Development Programme

The campaign to recover mortgaged land was a major step both in the history of Gram Vikas and in the tribal people's life. A significant milestone was reached. But very soon, the movement reached a plateau. Long decades of bonded labour had eroded tribal initiatives. To the adivasis getting back all that they had was bigger than life, but this also meant having to own resources, protecting it for all times, and behaving in a "responsible manner". This was lacking and there was always a tendency to go back to assetlesness. We realised that winning the battle was not enough – we had to consolidate and bring them to a level where they are able to handle their own affairs, and prevent them from slipping back into disruptive ways. We began to think about a programme that would break this pattern and help the tribal people move towards a more productive lifestyle. Immediate attention needed to be focused on education and awareness, secure sources of income, health and living conditions. The seeds of the Integrated Tribal Development Programme (ITDP) began to germinate.

Over the years, the ITDP attracted the attention of

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6. Senior staff members of Gram Vikas have formulated this chapter.

government officials across the state. In addition to interventions in education and health, we started a campaign for Community forestry, encouraging people to plant fuel, fodder, fruit and timber species over all private and common wastelands. In collaboration with the National Programme for Wasteland development, over 10,000 acres of wasteland were regenerated between 1985-1996.

Following the drought and reports of starvation in parts of Kalahandi, the District Collector invited us to expand the programme to Thuamul Rampur in 1985. Verrier Elwin, renowned anthropologist had once referred to this, quite appropriately as the 'poverty basket of Asia'. In 1988, the programme spread to Koinpur and Rudhapadar. By the beginning of the '90s, Tumba and Karadasing were also under the project.

Education remained one of the biggest problems in the areas we worked in. Government schools were largely dis-functional and failed to cater to children from remote and isolated villages. In 1982, a residential school was started at Konkia in Ganjam, to bring some of these children to school. Today the school caters to per 300 children and provides education upto high school level. Two more school were set up in Koinpur in Gajapati (1992) and Thuamul Rampur in Kalahandi (1998). A fourth school, in Rudhapadar, Ganjam, will start in 2002.

At the village level, we provided non-formal education for children in the 6-14 age group. In retrospect, we realise that this was one of our biggest mistakes. The tribal people do have special needs, but non-formal education was only reinforcing the divide between marginalised and mainstream culture. The focus now is on formal education with contextualised pedagogy.

In 1991 we were again in the midst of a people's agitation, this time in Thuamul Rampur, Kalahandi, to stop the government from giving away tribal land to private companies for tea plantations. The people's movement was able to put up a resistance and thwart the efforts of the government and the companies.

Through community organisation, education, and promoting secure livelihoods, ITDP is helping communities to become self-reliant and adapt to the changing conditions of their environment.

Education and health services, land and water management, livelihood and infrastructure development are the primary sectoral interventions under ITDP.

The ITDP is the older programmatic intervention of Gram Vikas. It has been the experimenting ground for development strategies and orientations. Over the years it has seen a shift from being welfare driven and service oriented, to one where people's ownership and stakes are defined and withdrawal strategies are gradually finding acceptance and measures for sustainability are being adopted. Since 1998, there has been a strategic re-orientation of the programme, in various sectoral interventions as well as operating strategies. The programme is still in the process of stabilising the changes introduced, especially in the areas of education, livelihoods and infrastructure development. The approach is rights based and the search is for sustainability of the interventions when Gram Vikas withdraws.

4. The parallel stream: biogas

Parallel to the ITDP is the other significant programme intervention of Gram Vikas – Biogas. The two programmes we conceptualised, managed and implemented as different, a divide which is reflected within the organisation even today. But in the beginning, Gram Vikas came to do biogas almost by accident. When we first established base at Mohuda in 1975 there was no access to electricity. All cooking, heating and lighting needs depended on firewood. With the dung produced at the demonstration dairy farm we began using biogas for our own needs. The forests in the vicinity were threatened by indiscriminate felling of trees, both by the locals and by timber traders from the plains. This is when we decided to take the biogas technology to the villagers as a cheap alternative means of energy. Initially, it was taken up mostly in the non-tribal villages where people had more cattle heads.

By 1983, the government took up the promotion of biogas through the National Biogas Development Programme in a big way. By the end of that year, we had developed our own models of biogas plant, and that was the beginning of the expansion of the programmes on a large scale. Between 1984 and 1994, we constructed 54,047 plants in over 6,000

villages spread over 13 (undivided) districts of Orissa, including the tribal dominated districts such as Ganjam, Koraput, Sambalpur and Mayurbhanj. These plants, during the period accounted for about 80% of the biogas plants in Orissa and about 4% of the plants in India.

From 1994 we started the process of spinning off the biogas programme. Our expectation was that it would be possible for our supervisors and trained masons to turn into independent turnkey operators and entrepreneurs with little difficulty. They could facilitate interested farmers to access loans and subsidies for constructing plants, provide the necessary technical support, and work as independent turnkey operators. The large pool of skilled and experienced personnel would work independently or with other local voluntary organisations, to promote biogas all over the state. We encouraged the supervisors and masons to take up entrepreneurship either individually or in small groups or in association with other local bodies. Gram Vikas would continue to provide the technical backup support and the necessary credibility to establish their enterprise. We also made an offer to each one of them that they could return to Gram Vikas, should they fail in their effort. At the end of two years, out of the 500 supervisors who left at the time, only six came back. In 1997, Gram Vikas conducted a survey of the biogas plants constructed. 82% of the plants constructed by us were still in operation.

5. RHEP: towards an integrated approach

In the early '90s, we began to take stock of where we were and what we wanted to do. Through the biogas programme, we had started working with poor non-tribal communities as well. The overriding problem here was health. Unless every family in the village had healthy living practices, there was no hope of total development. This conviction formed the backbone of the Rural Health and Environment Programme. Started in the early '90s, RHEP is an effort to find a way in which the community as a whole has a stake in development. We began by dealing with the immediate problem of hygienic sanitation practices. A process of total development, based initially on building toilet and sanitation units, was a difficult concept for anyone to accept. Many of our staff were disbelieving,

the communities we approached had their reservations, and no donor agency would believe in it. We started in a small way in five pilot villages covering 337 families, building on the contact we had established during the biogas programme in 1992. In 1995, we expanded the programme to include 35 more villages covering 3,000 families. By the end of 2001, an additional 2,000 families in 27 villages have been covered. All the while we were learning from the experience and retooling our skills.

The characteristic features of RHEP are that, it involves every family in the village without exception, and the initiation of the programme is subject to the generation of a corpus fund by the village, to which every household contributes Rs.1,000 on an average. Other norms for the implementation of RHEP, which is a time bound programme spanning 3-5 years, are listed out and a formal agreement is signed by the village executive committee (with representation of men and women) and Gram Vikas prior to programme initiation in the village. The defined systems of financial and institutional management at the community level has other spin-offs in revitalising education, health, strengthening leadership, improving the status of women in the villages, improved access to development resources from the government, etc.

The RHEP is designed in such a way that it enables the community to be self-reliant. In its evolution it has drawn on the strengths of both ITDP and the Biogas experience, and there is every effort to ensure that the same mistakes are not repeated. The experiences of Gram Vikas in development over the past two decades have made us believe that people realise their power and believe in their abilities when a threshold quality of life is reached. Sanitation or water or housing is not an issue in itself; it is a small step towards a larger goal. It is a part of the process that will enable the people to decide their own destiny. It is the journey out of a life as victims of forces beyond their control, to one where they are the makers of their own destinies. We are convinced that our role is to help communities, bogged down by decades of neglect, reach that threshold quality of life. After that, it is the people who decide, direct and manage development. This conviction has helped us to

remain partners or facilitators and not agents or administrators of development initiatives in the rural villages.

6. Future of Gram Vikas

We are convinced that the validity of Gram Vikas in future depends on its being able to deliver goods and services to poor rural communities in a cost-effective and user friendly manner. We also feel that an approach like RHEP has the potential to be the delivery vehicle for such interventions. The success of RHEP has brought us to a new paradigm of development interventions, that proves that people can and will indeed pay for certain basic development goods and services.

RHEP has succeeded in demonstrating the ability of development interventions to generate community and individual level resources and use it as seed capital for future generation and regeneration of productive resources. And that starting from a point which people can identify for themselves, it is possible to build sustainable self-governance mechanisms for the communities.

The changing socio-economic and political dynamics of rural development makes it necessary for Gram Vikas to think of expanding its reach and coverage. This issue has been discussed in detail in two documents (Gram Vikas – Towards a new Development paradigm and Gram Vikas of the New Millennium (1998)). With these perceptions and intentions the Millennium Mission of Gram Vikas is stated as follows:

Millennium Mission of Gram Vikas

The Millennium Mission of Gram Vikas is to enable a critical mass of the poor and marginalised people in the hinterland of Orissa – adivasis, dalits, marine artisanal fisherpeople, small and marginal farmers, landless, women – to empower themselves to achieve a better quality of life.

Environmental sustainability, Social and Gender Equity and Sustainability of Peoples' self-governance institutions are core values that drive this Mission.

At this stage it is important to highlight two principles that will govern the process:

a. Threshold level of quality of life

The "threshold level of quality of life" refers to a situation where communities have satisfied the most crucial basic needs of life and are in a position to dream of further improvements. This naturally requires those issues like food and income security, health and medical care, education and literacy, safe and hygienic habitations, basic infrastructure etc., be addressed effectively. Thereafter, for these communities to move ahead, it is essential to influence the external environment and gain a favourable bargaining position vis-à-vis the State or the Market. This position can be gained only if a large number of communities unite and demand it. This united movement will have the "Critical Mass" necessary to force governments, political organs, private sector enterprises and other civil society organs to react to communities' demands.

b. Critical Mass

The experience in development action for nearly two decades makes Gram Vikas believe that to make a significant impact in development interventions and policies, it is essential to reach out to a larger number of people, over a concentrated geographical area, constituting a 'critical mass'. Given Gram Vikas' concentration on the poorer sections of the population, the 'critical mass' would constitute about 1% of the total population (or about 100,000 households) of scheduled tribe, scheduled caste and other economically backward communities from the poorer regions of Orissa. The advantage of a 'critical mass' is that it affords the communities effective bargaining positions, in relation to plans and policies, directly affecting their socio-economic milieu.

7. Taking stock

The strategies spelt out in the millennium mission envisages a gradual shift by Gram Vikas from being primarily an initiator and implementor of development initiatives to a role characterised by facilitation and support, as well. There is not a complete change of focus but clearly a change in emphasis. The question arises as to how Gram Vikas can best bring about this strategic shift and

whether internal and external factors are conducive enough to allow this transformation process to take place successfully.

Gram Vikas initially defined its Millennium Mission in the middle of 1998. These were discussed widely within the organisation and with different stakeholders including resource support agencies and NGO partners. The most recent modifications were made in September 2001. The most crucial facet of the Millennium Mission is, Gram Vikas' intent to use the RHEP model as a vehicle to reach a Critical Mass of the poorest people in Orissa and empower them to influence Panchayats and other levels of governance, demand their basic rights, and have control over development processes.

The time is now right to take stock of the progress made by the organisation with the new approach and at the same time assess our capacities to work towards the Millennium Mission. The evaluation should look at what are the factors to be considered as we move towards the Millennium Mission and give recommendations on anything else that could add quality to Gram Vikas' work.

Chapter 4
Organisational assessment:
Gram Vikas as a development agency

1.Introduction

As per the ToR the evaluation team has studied Gram Vikas' organisational capacities vis-à-vis the Millennium Vision of the organisation. In order to come to terms with these complexities, the so-called 7-S framework will be used in order to analyse the main characteristics of the organisation.
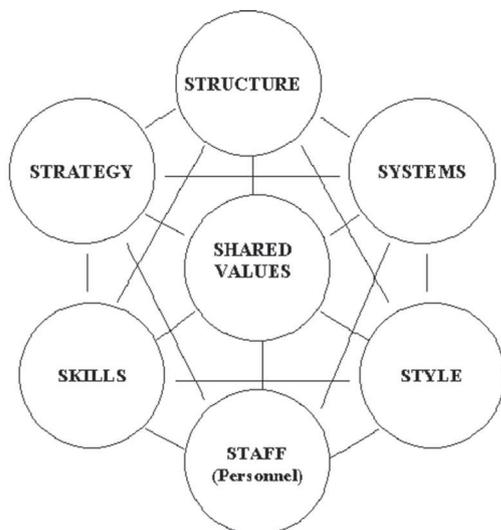
2. Position of Gram Vikas in the civil society

Civil Society inhabits the area between individuals or families and the state, and is made up of associational groupings of all sorts. In essence, 'civil society comprises the collective of those social organisations that enjoy autonomy from the state (are not part of the state or creatures of it) and have as one important goal among others to influence the state on behalf of their members[7'] .

A diverse, vibrant and large civil society is an important pre-condition for participatory, democratic development of poor and marginalised communities. This is one of the major lessons of the development practice over the last to decades of the last century, especially with regard to a number of countries in mainly sub-Saharan Africa[8].

The Indian subcontinent has a rich history with regard to the existence of civil society and civil society organisations[9]. It should be noted that Non-Governmental Development Organisations (NGDOs) in India are just one of the various actors in the local civil society[10].

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7. Harry Blair, Donors, democratisation and civil society: relating theory to practice, in: David Hulme & Michael Edwards (eds.), NGOs, states and donors. Too close for comfort?, London (Macmillan Press Ltd.), 1997, p. 25.

8. For an elaboration of this argument see: Fons van der Velden, Review: The contribution of Dutch co-financing organisations to civil society building in India, study commissioned by steering committee for the evaluation of the Netherlands'co-financing programme, Utrecht (Context), December 2001 (to be published).

9. There are however a few states in North India, such as Bihar and Uttar Pradesh, which do not have sufficient checks and balances in the political arena.

10. As for the definition of Blair (1997) only a small portion of all NGDOs in India may be classified as 'civil society organisations', i.e. involved in lobby and advocacy.

Traditionally, four categories of NGDOs can be distinguished in the development community within India: 1) church and church-related development organisations; 2) old and contemporary Gandhian groups; 3) individuals and groups of organisations which traditionally have a party-political background, but which have joined the NGDO-sector due to disenchantment with traditional party politics; 4) more professional support organisations.

During the last decade, however, a number of groups have emerged at community level such as Dalit and Adivasi[11] organisations and other groups which have been induced or supported by NGDOs. An important development is the emergence of quite often relatively strong Community Based Organisations (CBOs) and other organisations such as Self-Help Groups (SHGs). These groups often play an increasingly important role within the political process[12].

Strengthening civil society by foreign funding agencies may take place through supporting the social fabric of the civil society and civil society organisations as such, but also through assisting grass root level initiatives, which try to enhance the awareness and bargaining capacity of communities at micro level[13].

At the same time, the role of Indian NGDOs and their foreign counterparts may and should not be overestimated with regard to strengthening civil society organisations and civil society at large on account of ideological and practical considerations. In view of the nature of the subject and the need to obtain authentic, locally rooted and 'owned' organisations, the role of outside agencies is bound to be limited. Despite its shortcomings, the Indian political system has shown a remarkable recovering capacity over the last half a century. Foreign intervention is quite often seen as sensitive and/or undesired. Moreover, the legislation in India, especially the Foreign Contributions Regulation Act (FCRA) is rather restrictive. It may be expected that on account of the geopolitical developments and the conflict in Kashmir, these may become more stringent. However, experimenting in a responsible and qualified manner may facilitate learning.

workshops participatory analysis

During the evaluation, two participatory workshops were held in order to analyse the programme implementation capacity of Gram Vikas and 'the learn and adapt capacity' of the organisation. During these meetings, various creative techniques were used to facilitate a self-analysis by the staff of Gram Vikas. The participation in these workshops was very open, vibrant and inspiring. Many of the findings and observations, which are presented in this chapter, are derived from these meetings. For a full report, reference is made to Annex IX and X.

Civil society organisations, according to DFID, play an important role in the development of Orissa. Like the rest of India, Orissa has many traditional civil society organisations. Over the years, the focus of these organisations has gradually shifted from the role of delivery agents of basic social services (such as health and education) to also community mobilisation and lobby and advocacy. Apart from youth clubs, religious organisations and small welfare organisations, it is estimated by DFID that there are nearly 5000 NGDOs in the state. Among the bigger and more prominent ones are Gram Vikas, CYSD (Bhubaneswar), PREM (Berhampur) and Agragamee (Koraput). By and large the role of NGDOs is now fairly well recognised by the government and cooperation takes place with regard to many educational, women's and income generation programmes. As against this co-operative relationship, the state government and political parties in the state often resent the lobby and advocacy roles of NGDOs. This has led to a number of political enquires and blacklisting of organisations which articulated criticisms of government policies and actions. One of such recent areas of conflict is the entrance of multinational mining companies in Koraput district. These developments have certainly intimidated and limited the space to manoeuvre for NGDOs that are involved in issues of empowerment.

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11. Tribals are also referred to as adivasis and Scheduled Tribes; dalits is a more militant name for untouchables, harijans.

12. Within the total spectrum of civil societies in India, most of the foreign funding agencies, including Christian Aid, EED and ICCO, support mainly formal NGDOs.

13 H. Blair, 1997, p. 26-31.

From various angles, GramVikas may be classified as a civil society organisation. The organisation, and especially its Executive Director, is involved in lobby and advocacy activities at the level of the central government, the state (Orissa) and at lower governmental levels. Issues, which are being dealt with, are influencing governmental policies, preserving the autonomy and space of the NGDO sector and bringing issues of injustice to the notice of government officials.

Both within the ITDP and RHEP village level, committees and people's organisations have in principle the potential to assert pressure on elected representatives (such as Panchayat members, Members of the Legislative Assembly and Members of Parliament). This could be done in order to improve the functioning of Panchayat Raj Institutions and other political institutions (the relatively recent amendments of the Panchayat Raj legislation provide ample opportunity for grassroot level democracy).[14]

In this context, it should be noted that lobby and advocacy activities above village level are almost exclusively taken care of at present by a relatively limited number of staff members within Gram Vikas as a NGDO. It may be considered to revitalise the ITDP in such a manner, that people's organisations which had been promoted under this programme may also take a more pro-active role with regard to lobby and advocacy above village level. The village level committee, which is induced under the RHEP, may also be stimulated and supported to play a pro-active role in this area.

3. Organisational characteristics: mission, vision and strategy

Around the turn of the millennium, Gram Vikas has updated its overall mission through the so-called millennium mission (see Chapter 3).

'The millennium vision of Gram Vikas is to enable a critical mass of the poor and marginalised people in the hinterland of Orissa – adivasi's, dalits, marine artisanal fisherpeople, small and marginal farmers, landless women – to empower themselves to achieve a better quality of life'.

This mission is linked with core values such as environmental sustainability, social and gender equity and sustainability of people's self-governance institutions. There are three aspects related to this strategic perspective. First: Gram Vikas is convinced that for people to take hold of their lives in an assertive manner, they have to achieve a minimum level of quality of life ('Threshold level of quality of life'). Furthermore, the organisation is convinced that a critical mass, of 1% of Orissa's population, is required to gain momentum to achieve and sustain the millennium vision. Finally, Gram Vikas believes that the structure of the Panchayati Raj Institutions and the spirit of self-governance are the key to the millennium vision. In terms of activities the emphasis is on empowerment, networking and advocacy[15].

In general terms, Gram Vikas' overall mission may be considered as relevant in view of the context in which the organisation is working. As has been described in Chapter 2, Orissa is one of the poorest states within the Indian federation. The infant mortality rate is for instance the highest in the country. Over the last 50 years the government of Orissa has made several attempts to tackle poverty, but there never was a systematic approach to eliminate poverty encompassing all aspects of government. The mission of Gram Vikas has components of direct poverty alleviation, strengthening civil society and civil society organisations, and 'weaving and webbing' (lobby and advocacy). Reference communities are spelled out clearly; the role of Gram Vikas is mainly identified as facilitator. The millennium mission statement is coherent and provides a strong identity, soul, to the organisation.

There are however a few areas that the organisation needs to clarify a little further: in general terms artisanal fisherpeople do not belong to the 'hinterland of Orissa'. The concept of critical mass has not been substantiated in analytical, policy and/or operational terms. It refers to a situation in which rural and especially poor people would be able to influence the state and the market to gain

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14. In Chapter 5 abou e ITDP, and 6 about the RHEP, one of the major arguments brought forward is, that Gram Vikas has not facilitated such a process sufficiently.

15. See: Gram Vikas – Millennium Vision, n.d., Gram Vikas of the new millennium, n.d.

favourable position for themselves. It may hence be interpreted more as a political statement than an operational guideline. (For a further elaboration see Chapter 6.)

The strategy to obtain the overall mission of Gram Vikas is reflected in its activities, especially the ITDP and the RHEP. From a strategic, policy and operational point of view there are major differences between these two programmes. These may, in very general terms, be summarised as follows.

In view of the present development scenario in Orissa, both these strategic models have, both on paper and in reality (see Chapter 5 and 6) its merit and pro's and con's. In terms of strategy it may, however, be desirable to analyse these strengths and weaknesses, opportunities and threats a bit more in detail[16] and formulate a more comprehensive and uniform strategy. In this context it might be helpful, as is suggested in Chapter 5, to consider a more 'rights based approach'. The formulation of a uniform strategy will lead to greater role clarity vis-à-vis primary,

Issue	ITDP	RHEP
Strategy	Differentiated/reference communities	Whole village
Reference community	Mainly homogeneous	Mainly heterogeneous
Socio-economic status	Poor villages	Poor and middle poor
Entry point	Varies, not standardised	Drinking water and sanitation
Focus	People, socio-political	People, technical
Process	Process oriented	Target oriented
Activities	Emphasis on 'software' (people)	Initial 'hard ware' orientation
Finances	Input spread over a longer period of time	High input in a relatively short period
Relationship with Gram Vikas	Dependency	Contract basis
Time framework	Not defined	Contractual agreed upon; time bound
Success rate (output and effect)	Mixed	High
Present profile within Gram Vikas/'level of comfort'	Low	High

secondary and tertiary stakeholders. It will provide more coherence at policy and operational level, encourage synergy within the organisation (see further on and also Chapter 5) and may further enhance commitment of staff of the various departments to achieve a fully shared vision.

At the level of the Project Coordinators there appears to be some difference of opinion and/or confusion about the role, function and position of Gram Vikas vis-à-vis people/s organisations. This subject needs to be clarified further. (See Annex IX.)

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16. A first beginning has been made during the workshop on participatory self-assessment of Gram Vikas, by the staff of Gram Vikas, which was held on January 21, 23 – 24, 2002. For the report of this workshop see Annex IX.

4. Gender policy and strategy

The millennium mission of Gram Vikas has a strong focus on social equity and gender equity. With regard to gender equity the mission clearly spells out that:

> 'Gram Vikas believes that all men and women are created equal and that social systems have created unnatural divisions on basis of prevalent dogma and beliefs. Gram Vikas considers it a moral responsibility to create awareness and sensitise all people about these unnatural divisions and work towards removing them'.

The mission statement does not refer to the possibility and need to create gender equality through strategic interventions in the area of women exerting control over natural resources and creating avenues of employment which bring incomes to improve the living conditions of the women in the area. The mission's emphasis on the family and non-articulation of women's specific needs may lead to an unequal outcome for women in spite of the current stated policy[17].

Since its inception, Gram Vikas has been conscious of the need to promote gender equality within the organisation. With the presence of Ms Anthya Madiath, one of the founder members of the organisation, several initiatives were taken to orient the organisation to gender issues. The present Executive Director clearly understands that women should have equal access to resources and rights along with men. However, he feels that it is not easy to translate an intellectual commitment to change in development interventions. Since men and women are both victims of a patriarchal society, he feels gender relations will change only through a long-term process.

Gender development initiatives have undergone several changes within the organisation. Initially, gender development was focussed on creating a separate platform for women staff (1984) to further develop their own thinking. Programmatic interventions were made with women only taking leadership. Resources were also directed towards women, for example in social forestry programmes, income generation programmes and capacity building programmes. Initially, this created a lot of energy among the staff. Differences within the group however developed to the extent that this forum became dysfunctional. There was quite a bit of heterogeneity among the female staff. Some were working due to economic compulsions with little understanding of development and gender issues. Others had a commitment to change. These inherent contradictions led to the group dissolving.

Gram Vikas as an organisation developed two mainstreams of work: the Integrated Tribal Development Programme and the Biogas Programme. While the former had a focus on women's development, the latter programme was more technically oriented, though it addressed basic needs of women. Within the Biogas Programme a gender strategy was worked out which led to the recruitment of 45 women who worked in teams to provide Biogas. Out of these only 20 remained to be absorbed by Gram Vikas. The RHEP is a development from the latter.

Gram Vikas has consciously followed a policy of providing equal opportunity to men and women in the organisation. In 1990, an effort was made once again to reorient the organisation to gender issues. Ms Ambika Menon came in as a gender consultant and organised a series of workshops to orient staff. These efforts were fruitful. However, Ms Menon left the organisation due to differences with the Executive Director. As a result, gender concepts were not translated into programmatic action. The organisation continued to work on its own but the efforts became scattered and did not lead to fruitful results.

In the year 2000 once again, Gram Vikas invited Ms Helena Zweifel to work with Gram Vikas to develop clarity on gender issues and create a gender policy. Ms Zweifel spent one year with the organisation visiting field sites, studying the programmes and interacting with the staff to create gender awareness and a commitment to institutionalise gender development.

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17. This tendency is already noted by Ms Helena Zweifel in her review of the RHEP Programme, dated May, 23,2001

As a result of this intervention a gender policy has been formulated and accepted by the organisation. A mechanism has been put in place to promote gender equality in the programmes in the form of a gender group.

The team that is to institutionalise gender issues in the organisation comprises of seven senior staff including two women. This group not only attends to their own work, but also has the additional burden of orienting the organisation to gender issues. The team members are overworked and do not have the necessary time to undertake their present task satisfactorily. The members work may be reorganised to give them adequate time to institutionalise the engendering process in Gram Vikas. In order for this to take place, performance appraisal of the team members as well as all other staff members must include their performance related to mainstreaming gender concerns in all programme activities. Adequate time must be set a side to ensure results.

While Gram Vikas has made several attempts in the past to increase its commitment to women's equality and continues to do so now, there still are several hindering processes. These have been identified by Helena Zweifel as:

• Lack of sufficient time for collective organisational learning;

• Lack of conceptual clarity on approach and strategy to gender development;

• Lack of knowledge and skills among staff.

During the current review it was observed that there is continuing confusion about concepts such as women's rights, women's empowerment, women's development and gender development. While the millennium mission clearly states equal rights for women as a goal for development, this understanding is not translated into practice of all the staff members. There is too much emphasis on consensus at the cost of women gaining rights.

There is a continuing dichotomy between so-called hardware and software elements of the RHEP programme. There is a need to recognise that the so-called software elements are in fact central and the core of development. The leadership of the organisation, including the Executive Director, has spent a great deal of time in making the RHEP

infrastructure positioning a success. If the same amount of attention is given to mainstreaming gender issues and women's rights, Gram Vikas is well placed to bring about successful change.

Another issue appears to be the use of a 'comfort zone' in the form of stating that the staff needs capacity building. There is no doubt that capacity building is an ongoing process, but this should not turn into an excuse not to further address women's rights. While the concept of gender development includes men and women bringing about change, this does not preclude women staking a claim to equal rights independently. Mainstreaming gender equality into programmes requires an analysis of women's position and status and making interventions to bring about change. Gram Vikas with its coverage and more than 20 years of experience could very well become a model for gender development, if it decides to do so.

At present, Gram Vikas functions with a team of core staff who are permanent employees of the organisation and a team of village volunteers who are paid by the village community supported by Gram Vikas. The following comments are restricted to the core staff. At present 254 staff are employed in the organisation of whom 40 are women, constituting 15.75% of the total. An examination of the Job Descriptions of the staff shows that the 40 women staff is spread over 22 levels. The male staff, on the other hand, is spread over 56 varieties of work. While Gram Vikas employs a larger number of men, women are placed at all levels of the organisation from Manager to Casual Labour. This clearly shows that the organisation has made efforts to upgrade its women staff, as well as recruit women at upper levels of the organisation. The four female casual labourers, who are employed regularly by Gram Vikas, have been provided training as masons. They work on construction sites where Gram Vikas is supporting the Government of Orissa to reconstruct buildings after the last cyclone. The women expressed extreme appreciation for the opportunity of working with their new skills and the ability to earn additional incomes. Gram Vikas also supported the women by helping them to buy bicycles and enabling them to become leaders in their own right. As pointed out by Narmada: 'We were criticised by our village elders when we started riding the bicycles. Now all the married

women in the village use them'. Gram Vikas has also made efforts to recruit women into technical jobs of engineering to work on their building sites. Interviews and discussions with the staff showed that there was a friendly atmosphere at the work place.

In terms of recommendations it is suggested that Gram Vikas must continue its efforts to recruit women at all levels of the organisation. Keeping in view the Gram Vikas history, the Gender Team may be a more effective mechanism rather than a single Gender Coordinator to institutionalise gender issues.

Discussions with staff at all levels highlighted that Gram Vikas has a great deal of experience in working with women. The staff is dedicated and has had several exposures to gender training. To actualise the gender policy, there is a need for the organisation to develop an understanding of the global context within which national policies are now being implemented. The organisation has to take a decision as to the development model that it would promote. Gender development will be meaningful only within this context. Keeping in view the millennium mission, it is clear that Gram Vikas would like to promote people oriented, people managed sustainable development. This means that women are supported to take control of all aspects of life and plan for their own development. This does not mean that all the resources have to be self-generated. On the other hand, strong advocacy to access resources from the state is mandated. The ITDP has a long history of supporting development initiatives. Intra-organisational learning between RHEP and ITDP will strengthen future interventions.

5. Structure

The organisational structure (organogram) of Gram Vikas is given in Annex XI. The organisation is built up along the principles of a line organisation. Over the years, hierarchy has emerged and differentiation and specialisation of functions have developed and are clearly reflected in the organogram. The present organogram has a few remarkable characteristics.

The General- and Governing Body form the highest authority within the organisation. (The composition is given in Annex XII.). In reality Gram Vikas is, up to a large extent, a 'staff driven' organisation,

with the Project Coordinators meeting as the 'senate'. However, an analysis of the minutes of the Governing Body meetings confirm that this echelon within the organisation is involved in the decision making with regard to major issues which have an impact on the organisation and its functioning. The composition of the General and Governing Body is provided in Chapter 3. These bodies consist mainly of development practitioners from other national development organisations such as PRIA and BASIX, professionals from Orissa, and (retired) academicians. It is laudable that such broad-based bodies have been set up, in order to advise and support the Gram Vikas Executive Director and its staff. In view of the complexity of the development scenario in Orissa, the area of operation of Gram Vikas, the size of the organisation and the present situation with regard to senior management level (see further on), this subject needs attention. It may be advised that the composition of the committee will be changed in such a manner, that (more) experts are included who have contemporary, up-to-date, direct (field) experience with formulation and implementation of development activities at micro and macro level.

A second observation is, that the organisation, which is basically a traditional line organisation, lacks a management team, which, under the leadership of the Executive Director, would be responsible for day to day affairs and policy preparation of the organisation. Apart from the Governing Body, there is a so-called 'Project Coordinators' meeting (PC meeting). Apart from the coordinators, the Project Managers and the Executive Director participate in these meetings which are held more or less on a bi-monthly basis. Approximately 20 – 25 people participate in this gathering. In this forum, mainly operational issues are discussed. Furthermore, issues are being discussed between the Executive Director and the Project Managers on a bilateral basis. The absence of a management team may have a number of negative implications: bilateral deliberations may be time consuming, affect the institutional learning and integration and synergy within the organisation. The establishment of an eventual management team may – in view of the present situation whereby some of the managers are not used to being part of a management team and to see the comprehensiveness of the

organisation - need to be facilitated and guided by a HRD-expert from outside Gram Vikas.

The third striking feature at the organisational level is the absence of staff bureaus in the organogram: all functions are line functions, while actually some of the units function as staff bureaus (EDP, and PMED). The function of the units may be negatively affected by the position within the organisation. Line functions are primarily of hierarchical nature, have a command structure, are oriented towards production and may be mainly characterised as do-ers. Staff bureaus are support oriented, facilitate and are mainly responsible for policy preparation and formulation and safeguarding uniformity of the organisation. Against this background it may be advised to change the position within the organisation of the PMED and e.g. the Finance and EDP units. During the debriefing workshop, see Annex VII, the evaluation team was informed that the PMED-, EDP and Finance-units actually do perform staff functions. It is advised to reflect this in the organogram and line of command.

The fourth observation with regard to the organisational structure relates to the absence of a personnel and/or HRD unit. Such bureau could be entrusted with responsibility of administrative issues related to recruitment and employment of staff and staff development. (See also further on).

Last but not least, while reviewing the organisational structure it becomes clear that the span of control of the Executive Director is quite, if not too, big. In case the present structure would be maintained, it would be advisable to explore the possibilities of the appointment of a 'Director for Projects' or Deputy Executive Director.

The issue of decentralisation (project units) versus centralisation (head office) has not been studied in detail. The same applies to the issue of 'area' versus 'sectoral' approach. While analysing and discussing the desired future structure of Gram Vikas more in detail, these areas deserve more qualified attention. It is suggested to analyse up to what extent a matrix model of organisations will be suitable for Gram Vikas, as in such an archetype the relationship between vertical (line) and horizontal (staff) may in potential reach a more optimal level.

6. Leadership and staff within Gram Vikas

The composition of the staff of Gram Vikas is provided in Annex XIII. At present approximately 250 people are employed by the organisation. Most of them have a long history within the organisation, are 'sons and daughters' from the soil and have emerged from the rank and file of the organisation. Furthermore, there is a small group of relatively young development professionals with a sound educational background (such as a degree from the Institute for Rural Management at Anand).

There is no written, official recruitment policy; different ways and means are being used to attract staff. Induction of staff takes place on a case to case basis; staff appraisal systems and formats are 'in progress'. Job descriptions and service rules have been spelled out in detail and adequately. The staff turnover in especially the ITDP is high (around 25% in 2000).

In general terms, the dedication and commitment of the Gram Vikas staff appears to be quite high. The strength of those who have emerged from the rank lies in the actual implementation of project and programme activities; those who have an educational background in rural development are often conceptually stronger. Some staff members have talents in both areas. The gap between the two groups, needs however, to be bridged. This needs a conscious and concentrated effort (see further on in paragraph 8).

It is recommended to formulate a more comprehensive personnel policy in which attention is paid to staff recruitment, selection, and induction within Gram Vikas. Staff appraisal systems also need to be finalised and put in place. Furthermore, a Human Resources Development policy is required which pays special attention to gender issues. The HRD-policy may include approaches such as: internal training's and courses, packaged courses, workshops, seminars and conferences, on-the-job-training, exchange visits, secondment and self-study.

In order to deal with the relative shortage of staff, the Gram Vikas incentive schemes could be further worked[18] out and a Technical Assistance policy, for the further involvement of senior local and

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18. It should be noted that, especially at 'Mohuda-level', Gram Vikas offers already quite an attractive package in terms of remuneration, housing, job opportunities and transport facilities for schooling of children.

eventual expatriate staff members, may be thought of. Modalities could include expert missions, twinning[19] ,distant learning and coaching and, exchange programmes.

A charismatic leader (the Executive Director) who basically sets and maintains the overall organisational agenda in consultation with some senior staff members and who mobilises followers behind this agenda leads the organisation. He is furthermore responsible for the day to day management of the organisation. The second line leadership within the organisation consists basically of the ITDP- and RHEP managers (both of them have a long history in Gram Vikas) and the PMED and livelihoods managers (relatively new recruits). In this area, there are basically two points, which need attention and follow-up: 'quality' and 'quantity'. The management capacities and competencies vary from case to case, but need in some cases to be enhanced in a systematic manner. Furthermore, in the present set-up the number of senior staff members, managers, is far too limited. In order to reduce the burden on the present managers, additional senior management support is required in among others the following areas; finance (controller, see further on), personnel department/HRD, fundraising, public relations and communication, and (eventually) some sectoral activities.

7. Systems within the organisation: PME

By and large, systems for Planning-, Monitoring and Evaluation (PME) of the activities of Gram Vikas are in place (see Chapter 3). There are however a few important areas where there is scope for improvement.

Micro level planning takes place through village level committees, which are assisted by Gram Vikas staff. Standard methodologies are base line surveys, 'meetings', field visits by Gram Vikas staff and interactions which village leaders and villagers in general. In order to enhance the quality of the planning process and outcome it may be considered to apply more creative, participatory techniques such as Participatory Rural Appraisal and other Participatory Learning Actions techniques in order to safeguard that 'the right reality counts[20].

In this context, it should be noted that the package, which is offered under the RHEP of Gram Vikas, is a product of a long collaboration - and experiences with - village level communities in different parts of Orissa. Hence, the programme reflects felt needs, which have been articulated by reference communities. The negotiation, which takes place in the village around this 'take it or leave it package', enhances, furthermore, dialogue between various sections of the village and has thus a participatory component. [21]

Secondly: village level committees are only up to a certain extent involved in the monitoring of Gram Vikas sponsored programme activities. Capacity strengthening exercises and mechanisms may be developed to enhance the participation of reference communities in these activities, not only within their own village, but also in other geographical areas where Gram Vikas supports development initiatives. (This may also facilitate exchange, inter-village learning and the networking agenda.)

Thirdly: it appears that some of the planning and monitoring exercises are being dealt with in a slightly mechanical manner. As has been observed earlier 'High activity orientation: The project teams are too focussed on routine tasks (and emergency services) to reflect over the direction of progress in their respective villages'. The focus is on 'what to do'. [22] In short, the process seems to lack a certain degree of creativity. In general terms, the emphasis is on what is down the line 'agreed' and 'expected', while there are – in view of the complexity of the work - a few other areas which deserve attention

This phenomenon is linked to staff competencies and methodologies - such as the Logical Framework model –, which are made use of within Gram Vikas. This has been promoted by among others ICCO: 'in order to deal with the aforementioned issues a kind

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19. *Institutional collaboration between organisations from different parts of the globe, with a similar professional background and agenda.*

20 *For a recent overview of these techniques see: N. Mukerjee, Participatory Learning and action; With 100 field methods, New Delhi (Concept Publishing company), 2002.*

21 *The evaluation team was informed that in one particular village more then hundred meetings were conducted before the RHEP could be initiated.*

22 *Mishra and Acharya, 1998, page 26.*

Bias in monitoring[23]

	Expected	Unexpected
Agreed	XXX	???
Not agreed	???	???

of logframe presentation would be helpful'. ICCO has also repeatedly put emphasis on so-called SMART-indicators.[24] As indicated earlier Gram Vikas does not use the Logical Framework Analysis (and linked with that the participatory planning techniques) as tools for planning, but only for presentation. Such a particular usage has - in combination with the inherent limitations of the Log Frame approach - severe limitations.

Logical Framework Analysis

During the last few years a number of documents have been published analysing the strengths and weaknesses of the Logical Framework Approach. Based on a quick scan of the literature the con's seems to outweigh the pro's.

Advantages

1. Efficiency is high: systematic analysis and monitoring through standardised procedures:

a) Rapid insight in complex situations: aims, relevance, key elements, problems;

b) greater flexibility through inclusion of a monitoring system;

c) high continuity in approach (while staff may change);

d) detailed attention for monitoring and evaluation (through indicators).

2. Thereby LFA facilitates better accountability vis-à-vis back donors (upward accountability).

3. Facilitation of communication and mutual understanding of representatives of stakeholders involved.

Disadvantages

1. Planning team: often ad hoc formulated; quality of the analysis depends on the quality of the team; systematic training and follow-up necessary and time consuming.

2. 'Lock-frame': LF leads to rigidity due to standardised procedures and when data are not being kept up-to-date.

3. Participation: leaves little scope and attention for potential of and attention to participation of the target communities in the planning teams; little scope for participation in general and hence not sustainable.

4. Organisational context: not sufficient attention for organisational context and for processes (such as unresolved conflicts), which have an impact on the realisation of the way aims are being achieved.

5. Rationality: formal and limited rationality: internal cause- and effect logic; leaving no room for external defined rationality; value blindness.

6. Neutrality: policy neutrality versus issues such as income distribution, environment, employment, accesses to resources. Therefore, there is not much insight in priorities of problems and realistic objectives.

7. Ethnocentric: Western instrument: too much use of Western values and norms and concepts and concepts of time and space too little attention for reality in many other cultures.

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23 See: Chris Roche, Impact Assessment for Development Agencies; Learning to Value Change, Oxford (Oxfam), 1999, Chapter 3.

24 See for instance the letter dated March 3, 1999. In view of the broader debate in the Netherlands about the efficiency and effectiveness of development activities this approach is understandable, but at the same time it should be observed that a critical assessment of the instruments to enhance an improved performance can not be neglected.

8. Logic-less frame': LFA is often carried out or formulated after a project has been designed and therefore it often is not being used for project designing.

9. A-historical: planning often takes place in an a-historical context.

10. Oversimplification: LFA is often too simple, with no attention being paid to important information. There also often is no proper dimension of time.

11. Bias in monitoring not sufficient attention for 'unexpected' elements and/or developments which have not been agreed upon, but which do occur.

Apart from an enhanced participation of reference communities in the planning and monitoring process, it may also be advised to involve (representatives) of reference communities and people's organisations for instance in the formulation and application of indicators for the measurement of output, effect and impact.

8. Learning culture and systems within Gram Vikas

The 'learn and adapt' capacity and issues of learning derive quite often very little attention within NGDOs in North and South. This is related to the fact that such organisations are normally accountable to a wide variety of different stakeholders and hence the issue is quite often rather diffuse. This is also the case for Gram Vikas, which has multiple stakeholders. Development is, or should be, a knowledge-based endeavour. The importance of learning what works, and why, is essential to success. Knowing what does not work might even be more essential[25]. The 'failure to learn from failure' is most probably one of the greatest shortcomings ('failures') of the development sector. In the literature about learning organisations, there is a growing realisation that organisational effectiveness is positively correlated with the ability to learn from experience. This insight is of particular relevance

for the development sector, as entities dedicated to social political change, they predominantly function as the natural open systems, where performance is very dependent on and sensitive to instability and rapid change in the external environment. Moreover, poor accountability - and for that matter a limited learning capacity - may, in due course, affect the credibility and legitimacy of organisations such as Gram Vikas.

View of the Dutch government with regard to learning

It is remarkable that the importance of learning with regard to strengthening civil society and civil society organisations has recently also been acknowledged by the Dutch government. In the white paper 'Civil Society and Structural Poverty Reduction; Actors in Dutch civil society' it is stated:

'But social development is a complex, non-linear process, and it is often difficult to ascertain what constitutes a positive result. … Hence, assessing the payoff in terms of results may put disproportionate emphasis on outcomes that can be measured or verified. The problem is not what is included, but what is excluded. Looking solely at results also deters people from taking risks in situations where innovation - which inevitably entails an element of risk - would be desirable or even essential. The point is not that there may be no mistakes or that interventions must not fail, but that lessons are learnt from those mistakes. In future, CSOs will not be judged by their results alone: the quality of their monitoring and evaluation systems and their ability to learn will also be taken into account.'[26]

Over the years many important policy changes have taken place within Gram Vikas, ref. e.g. the decision to discontinue the bio-gas programme and initiate the RHEP. (See Chapter 3.) In retrospect, it may be observed that the Executive Director has played a crucial role in facilitating these changes.

Therefore, question is up to what degree Gram

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25 I. Smillie & H. Helmich, Non-governmental organisations and government. Stakeholders for development. Paris (OECD), 1993, p.18.

26 Ministry of Foreign Affairs, Civil Society and Structural Poverty Reduction; Actors in Dutch civil society, 2001, p. 7. This paper was accepted by the Dutch parliament in September 2001.

Vikas can be considered as a learning organisation. During the participatory workshop about the organisational characteristics of Gram Vikas, a quick scan was done about up to what extent Gram Vikas has characteristics of a learning organisation.[27] (See the workshop report in Annex X.) Based on the outcome of this exercise and the observation of the evaluators the following comments can be made.

The organisation has up to a large extent a 'learning approach' to strategy and participatory policy making does take place. The driving force of these exercises is however the Executive Director with the assistance of a limited number of managers. Systems for data collection are, by and large, in place. More optimal use could be made in terms of analysis, comparison, testing, generalisation, developing knowledge and providing feedback to policies, systems and procedures.[28] Financial systems are in general terms used for control and as a Management Information System, and not so much for internal learning. Internal exchange takes place mainly with regard to sharing of (some) information, but is by no means geared to a common understanding of issues and joint reflections upon policies and the 'development practice' of Gram Vikas. Especially the relationship between the ITDP and RHEP department leaves in these terms a lot to be desired. The organisation misses here an excellent opportunity as, as has been indicated earlier, both these programmes have its merits, are quite complementary and there is potential for mutual sharing and learning. Scanning of the environment does take place, both at management and staff and village level, but observations are not always disseminated within the organisation and the broader geo-political context seems to be missing in a number of cases. Inter-organisational learning does take place through networks such as the Orissa Development Action Forum (ODAF) and other state level, national and international contacts.

In general terms, it may be concluded that at the level of Gram Vikas - as a development organisation - a 'do' culture is highly prevalent, and valued, within the organisation. The organisation and the various project teams seem to be 'highly activity oriented'. This has its pro' and con's. What is missing is a 'learning climate' in which people make time to question their own practice beyond the routine type day-to-day affairs. Where there is a commitment to airing differences and working through conflicts. Greater satisfaction could be achieved by creating a supportive culture, collecting in a systematic manner internal experiences, allocating time and space for internal reflection, utilisation of the organisation systems to analyse deeper and to draw conclusions, etcetera. (See also Annex X.)

9. Financial management

While dealing with financial issues, a distinction may be made between financial policy, financial management and financial situation. With regard to the first issue, a comprehensive financial policy is not in place within Gram Vikas. It has been explained that the political situation in Orissa is so fluid that it would be rather difficult to implement a long-term financial strategic plan. As a matter of principle the organisation would like to obtain 51% of its funds from the Indian Government. This would mainly be the central government, as Orissa state is, as has been explained earlier, one of the poorest states in India with a low tax income and is hence highly dependent on financial support from then central government (See Chapter 2).

At present Gram Vikas as a development agency is up to 75 % of its total annual income dependent on foreign funding agencies (2000 - 2001). Until recently the emphasis was solely on partnership with Northern NGDOs (such as Christian Aid, EED, and ICCO). Working with private development agencies from the North was perceived as having a number of comparative advantages vis-à-vis bilateral and multilateral funding. Due to a shortfall from this source (i.e. withdrawal from EED and limited possibilities from the side of Christian Aid and ICCO to compensate this withdrawal) has urged the organisation to reflect upon this policy. Over the last few years, finances have been

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[27] Using the model of: Mike Pedler, John Burgoyone & Tom Boydell, The learning company; Strategies for sustainable development, London (The McGraw-Hill companies), 1995.

[28] It is for instance quite remarkable that in the few villages where both the ITDP and RHEP programmes have been carried out, such a documentation and learning procedure has not been followed.

accepted from bilateral source (such as Swiss Development Cooperation, DFID and KWF). At present, possibilities for funding from multilateral organisations such as the soft loan counter of the World Bank (IDA) are also explored. The unwritten policy is to accept financial contributions from these donor agencies as long as the autonomy and legitimacy of the organisation are not being affected.

At village level, especially in the RHEP, quite a bit of emphasis is given on mobilisation of local, government funds. These efforts are up to a large extent successful (See chapter 5 and 6). A number of financial dealings between village communities and low echelons of government are facilitated by GramVikas staff but do, by its very nature, not appear in the books of accounts of the organisation.

In the absence of an overall compressive financial policy, financial planning gets the shape in the form of three-year project proposals to funding agencies. This has its pros and cons.

It is remarkable that in view of the total financial requirement of the organisation, only a limited number of people within Gram Vikas are directly involved in funding raising activities vis-à-vis the state and central government and foreign funding agencies. Basically, the Executive Director and two Programme Managers are involved in these activities[29]. It may be thought of to set up a separate staff bureau for this function. Such a unit could also be entrusted with responsibility of documentation and advocacy.

The second issue, which has been looked at, is financial management and control systems. Systems and control mechanisms to promote and protect the efficient and effective use of finances (current and fixed assets) are in place. Financial plans in the form of budgets do exist and monitoring takes place at different levels (village, cluster, project and head office level). There is sufficient segregation of duties within the organisation and physical verification and control takes place on ad hoc basis, as per the information of the chief accountant and the internal auditor. The authority system is transparent and seems to be understood by those within the system. There exists e.g. an internal autonomous audit group, which reports to the internal auditor, who is not a staff member of Gram Vikas. Funds are administered on the basis of fund accounting. (The books of accounts are organised as per the projects approved by local and foreign donors). The same is being consolidated at organisation level in the form of a report of the independent external auditor, balance sheet and income and expenditure account. Furthermore, a receipt and payments overview is given. There exists a Gram Vikas Accounts Manual, which seems to be comprehensive but needs to be made much more accessible.

The organisation controls a substantial capital fund, which has been invested in current and fixed assets. An analysis of the balance sheet indicates that the cash at hand is rather limited.

In 1999 Gram Vikas has set up five different trusts to which capital funds, of Indian (non-FCRA nature) and with a high level of liquidity, have been transferred. The decision to opt, for what would be called in the corporate sector a holding structure, was based on the political climate in Orissa state. Several other NGDOs working in tribal areas of Orissa were blacklisted by the government, under investigation and/or feared to loose their FCRA-number. At present, these trusts command together approximately an endowment fund of Rs 12 crores. The decision to set-up this holding construction has also reduced the high visibility of Gram Vikas balance sheet.

At the same time it should be noted that there is a remarkable mismatch between the vision of the organisation (covering 1% of Orissa's total population under the RHEP) and its financial abilities. This part of the millennium mission may therefore primarily be seen as a political and strategic statement and not so much as an actual guideline for financial planning.

10. Concluding remarks: organisational assessment

The life cycle of NGDOs can be defined in various terms. Every stage has by and large its own organisational characteristics.

While applying such a model on Gram Vikas, in

29. Recently one Project Coordinator has been promoted to the post of Assistant Manager in order to contribute to these activities within Orissa.

general terms, the following observations can be made. In terms of strategies, the organisation has a well spelled out millennium vision. This is a clear sign of an organisation, which finds itself in the 'prime stage'. This is, however, negatively affected by the fact that this mission is not fully 'owned' by all staff members and operationalised by both the programmes of the organisation. Systems are by and large in place, but need to be utilised in a much more optimal and creative manner. The structure of the organisation has to be worked upon and has to be made much clearer and functional. In the area of staff a number of issues emerge which derive attention (personnel- and especially HRD policy, recruitment of senior managers). Staff competencies are high in some areas, and need to be improved in others. Management style and culture may need to be changed to a more 'open kitchen'-approach, with much more emphasis on learning, which is part of a mature organisation.

The Life Cycle

effectiveness

PRIME

CONSOLIDATION

MATURITY

ARISTOCRACY

ADDOLESCENT

BUREAUCRACY

BIRTH

LIVING DEATH

?

time
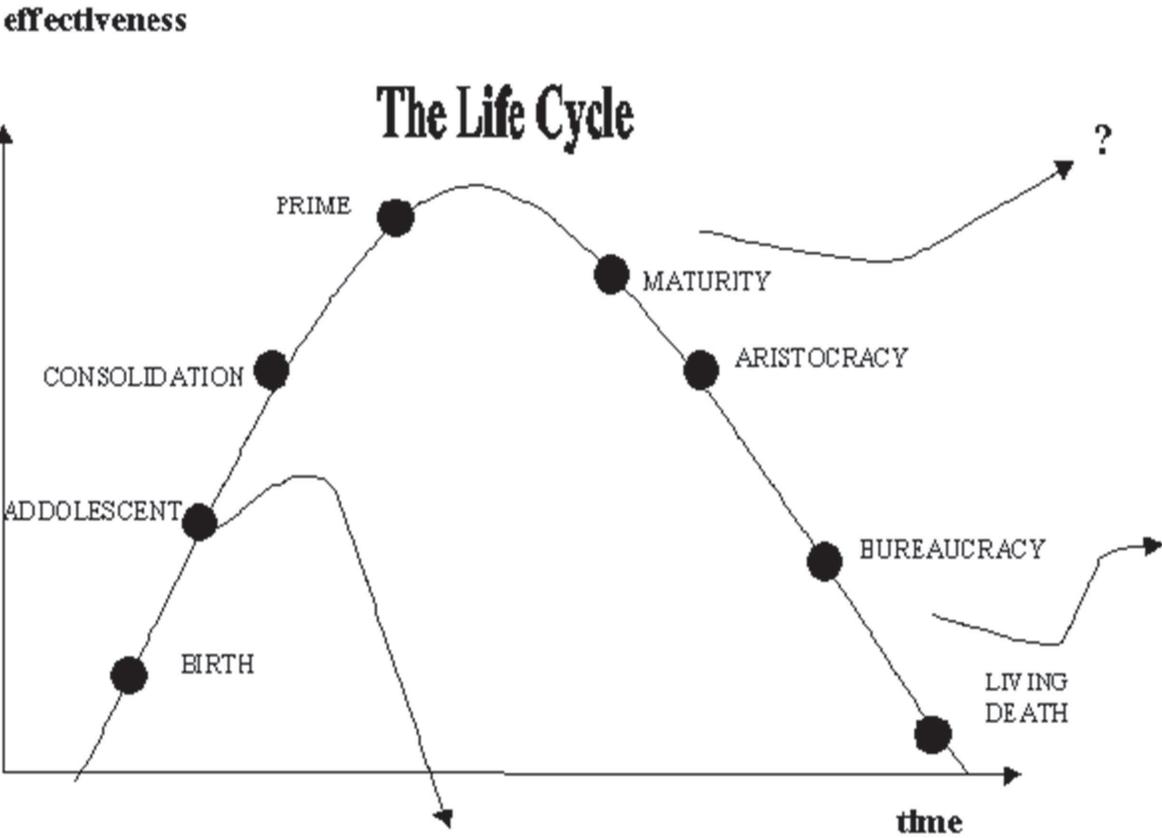
Chapter 5:
The Rural Health & Environment Programme

1.Objectives and Approach

Mission Congruence: The core (central and most significant) activity in the Rural Health and Environment Programme (RHEP) is the creation of

* Physical infrastructure, comprising of a central (common) water supply system and private toilets and bathrooms to provide safe drinking water and cater to personal hygiene,

* Social infrastructure, comprising of an inclusive community based organization and trained personnel to operate and maintain the physical infrastructure, and

* A financial mechanism, comprising of a corpus fund and a system of charging for operations and maintenance.

This requires intensive and often protracted mobilization until everyone in the village agrees to participate.

Does the core activity

* Fulfill the mission of Gram Vikas,

* Create a significant launching pad for furthering the mission of Gram Vikas, and

* Fulfill broader developmental challenges of equity, sustainability and capability?

The key phrase in Gram Vikas' mission is "to empower … to achieve a better quality of life". In our judgement, based on interactions with a wide spectrum of women and men across several districts, RHEP most certainly improves the quality of life of rural people, including poor rural people, and enables them to sustain the hard earned improvements. The improvement is significant. We shall elaborate this in a later section. Therefore, RHEP is indeed consonant with the mission of *Gram Vikas. In our judgement, Gram Vikas would have made a significant and lasting contribution to rural people's well being and served a part of its organizational mission even if it only carried out the core activity of RHEP.*

The answer to the second question, about launching pad is not so clear-cut. RHEP does indeed help Gram Vikas build a substantive constructive relationship with people in project villages. It exposes Gram Vikas staff to even the most marginalized, such as women, dalits and adivasis, and helps the organization to draw them out. The motives and capability of the organization to deliver are established. Certain critical ground-rules about the partnership, such as people must contribute significantly towards their well being and must take

responsibility are established. Together, these in our view constitute a strong foundation for further work. How effectively this foundation can be built upon would depend on the context specific to each village, Gram Vikas' strategies and staff capability. The community based organizations and leadership that emerges can be an asset if built on discerningly. In villages that are more homogenous, especially in economic terms, these organizations can indeed be a launching pad for further development initiatives. Villages like Barahmahal, Chhatrang, Asarmunda and Tala in Bolangir are examples where the social infrastructure created via the core activity of RHEP can more easily be used as a launching pad. These are more or less uniformly poor villages, with even the landed either having mortgaged some or all of their land or unable to get much out of it. Maukhand and the two Gauditikiras in Bargarh are examples of villages where there is acute disparity and people's priorities are significantly dissimilar. They often have strongly competing interests. The concerns of the leadership in the former set of villages are likely to revolve around creating and improving assets to enhance livelihoods, and would match with the priorities of virtually everyone (when a young man without any land in Barahmahal was asked why he was pleading for irrigation, his answer was that with irrigation he would at least get some work in the village as an agricultural labourer). Leadership in the latter villages would be more interested in community halls and access roads, as we learnt during our very brief interactions, where as the poorest here, as every where, are more concerned about opportunities to earn a little more money, house sites, etc. Gram Vikas is quite conscious of this issue, insists on participation of the poorer/socially excluded sections in management bodies and has so far attempted to work with the social organizations created around RHEP mainly to promote activities like savings and credit that benefit poorer people more. We shall discuss the efficacy of these activities later. Access to education and health services and conflict resolution are other potential areas of convergent interests where the groundwork done via RHEP could be used as a launching pad. These, however, require more intensive engagement and programming capability on the part of Gram Vikas. Where as RHEP has a strong technology focus (almost a blue print) and requires mostly sporadic and short term

engagement after the initial negotiation to catalyse collaboration among all the people, other activities, especially livelihoods but even education and health, require intensive and longer engagement and an ability to generate context-specific choices. Besides the challenge of generating alternatives, the task of institutionalising changes in the field of livelihoods, education, health and governance is far more complex and amorphous. In order to effectively use the launching pad, Gram Vikas would need to build staff capability and develop organizational mechanisms to balance two potentially divergent streams of action. The dilemma therefore is, *whether to focus sharply and exclusively on the core activity of RHEP, which in any case makes a significant contribution to everyone's wellbeing, or to use it as a launching pad for broader development initiatives, especially to advance the wellbeing of the poorest more deeply*. An alternative construct is to treat the core activity of RHEP as a complete intervention in itself and create a stream of activities, especially around livelihoods, organized separately. The two could complement each other. Livelihoods initiatives could begin in RHEP villages, but expand outwards in all neighbouring villages, based on need. RHEP could then come in again to build on the ground prepared by livelihoods initiatives. The organizational implications are significant.

In the more uniformly poor villages typical of the Bolangir terrain, it would be possible to generate widespread participation even through livelihood initiatives, especially those based on improving the management of natural resources, such as watershed development. Drinking water is a problem here as well, in fact much more so than in Bargarh, but interventions need not wait creation of consensus around RHEP and could begin with natural resource management activities that would find ready acceptance.

Finally, RHEP does indeed address the core development challenges of equity, sustainability and capability. Equity is well served as RHEP enables rural people get access to at least some basic services comparable to those enjoyed by city dwellers and everyone in the village has access to the same quality and level of services. Equity is also well served when the needs and concerns of the most disadvantaged, women in the present case, are given priority. To generate participation of all,

better off people often pay a proportionally higher share of the total cost, thereby subsidizing the poorer households. This happens even in relatively poorer villages where the relatively better off pay more than the poorest. Gram Vikas also insists that women, poor people and the socially excluded be included in the managing structures it fosters. Finally, the fact that the upper castes and dalits use the same source of water is a powerful and practical statement against centuries old practice of social segregation. That all aspects of significant inequity, for example access to livelihoods, are not served does not in our view take away from the contribution RHEP makes to advance equity. Creation of significant local stakes, community organization, a robust financing mechanism and local skills contribute to sustainability. We found in place mechanisms to thwart unsustainable claims, e.g. excessive use of water, and to check free riding. In the absence of sufficient hard data yet we can only speculate that the "demand pull" is adequate insurance for the systems to work perpetually, if necessary through changes in leadership of village organizations. So far there is only isolated evidence of this. Mechanisms for inclusion, absence of barriers, reduction in drudgery for women and reduction in causes of ill health contribute to capability.

Relevance of the Programme: Lack of access to safe drinking water is the major cause of ill health in villages (*GV may fill in latest water supply and public health statistics if available; 1991 data is too dated). It is perhaps the principal cause of life-threatening diseases among infants and children. Fetching water is a major chore for women and girl children, adding to their already long days of toil. Equally, if not more important for women is the lack of access to toilets and bathing facilities, especially in the plains and during the monsoon months. Anyone who has travelled through rural Indian roads at dawn or dusk cannot but be moved by the shame and indignity rural women have to endure. Dignity – at least the absence of shame – in our view is a key constituent of human wellbeing. In any case, once water supply has been developed the additional cost of toilets is only marginal. There can be little doubt, therefore, about the relevance of RHEP for the wellbeing of all rural people, especially women. Everyone, especially women in all projects

visited, regardless of social and economic status was unanimous about the utility of the project. The suggestion that they might have been better off buying half a dozen goats with the money they spent on the project was always met with indignant stares! One man politely laughed off the suggestion saying, he could indeed have bought the goats but would have had to sell those at a loss within a few months to meet expenses to treat illnesses caused by drinking contaminated water. His argument is well supported by scientific studies as well as the widespread anecdotal evidence now available from thousands of women's savings and credit self-help groups across the country that poor people spend a considerable amount of money on curative health care and that such expenditure is a significant cause of indebtedness and loss of productive assets. Much of it is preventable through access to safe drinking water and better rural sanitation. By providing water at home RHEP guarantees that safe water would be used, which is not always the case with hand pumps, even when in working order, as women often continue to use traditional contaminated sources due to distance, crowding or water quality.

For poor people, livelihoods may be a more pressing need. That was evident in Tangarapada, Tala (especially the bamboo workers' portion of the village), Asuramunda and Banjipali. This, however, does not minimize the relevance of access to water and sanitation as these basic services contribute to livelihoods by reducing loss of money and increasing the ability to work. The poor women and men who defended the expenditure on these services in preference to buying goats live in these villages. But they also wanted help with livelihoods. In other words, the poor people we met considered the dichotomy between goats and toilets a false one; they need both.

Empowerment : The idea of empowerment is complex and the term is often used loosely. We use it in the limited sense to mean the opportunity and ability to participate and influence the world one lives in and to have more rather than less control over the way one lives. In that limited sense RHEP is empowering, especially for women and for poor people generally. Women have had a significant say in the decision to invest in the facilities in all

the projects we visited. Thanks to the project, women now have privacy never before experienced. Access to toilets and running water at home not only reduces their drudgery but also gives them a little more flexibility about scheduling their day. Women and poor people are now able to participate in a village-wide forum that manages a valued service. While this might decline over time if the scope for participation is not broadened, the fact remains that there is now a perpetual reason and a mechanism for everyone to interact regularly, even if only to collect the operations and maintenance charges. However, there are other significant areas of empowerment, such as food security for the poor that RHEP is unable to influence. While the rich and the poor, men and women share the RHEP platform, such interaction by itself is unlikely to bridge other deeper divisions that persist. RHEP is also unable yet to create mechanisms for influencing the wider world beyond the village as that calls for more intensive engagement, creation of broader constellations and sustained advocacy around issues that have widespread appeal.

The Project Approach: 'All or none', 'pay for use', 'taking responsibility', 'participatory management' and 'in-built financial sustainability' are the key elements of the project's approach. These in our view are sound and necessary. A hundred percent coverage is not only necessary for effectiveness vis-à-vis public hygiene, it also ensures that poor people and the socially excluded would not be left out. If not included from the beginning, it is very likely that poor people would find it difficult to join up later, especially in the more sharply stratified villages. It is well therefore to check the temptation to create a workable constellation and move on rather than waiting for the reluctant horses. And for this reason alone, Gram Vikas must continue to emphasize this in its advocacy for the programme. Besides serving equity, the all or none approach also creates a unique opportunity for the entire village to work together for a shared purpose. More can be built on it later.

Pay for use – insisting on a significant contribution to the initial capital cost and that people bear the cost of running and maintaining the facility – builds people's stakes. This inclusive stake building would ensure that people would continue to look after the facility, individually as well as by making demands on the village organization. Besides, in the emerging New Economy, the state is increasingly unable to garner resources to provide free or highly subsidized public services and people need to find ways to bear an increasing share of the cost of basic services. It might eventually be possible for people to bear the entire cost of the facility. Pay for use would also aid replicability as access to finances is often a difficult constraint to negotiate in spreading development innovations. The question remains of the ability of poor people to pay. That in our view is primarily a question of finding ways to enhance livelihoods and provide financial services rather than one of viability or principle. We shall return to this theme later.

The project's insistence that people take the responsibility from an early stage to generate consensus, mobilize local contributions, manage construction and take charge of operations and maintenance is a sound way to ensure viability. It creates experience in the community of negotiating with each other and with outsiders and of working together. This alone is the way to build independent institutions. In the prevailing development environment where state agencies as well as many NGOs foster dependence rather than building on people's innate capabilities, this is a refreshingly constructive approach.

The project promotes participation of all and takes affirmative steps to ensure that women and poor people are included in management. Besides empowering the marginalized people even if in a limited way, such inclusive processes are essential to ensure that the facility would continue to be managed well and for the benefit of all.

The creation of a corpus ensures that future generations would continue to be served and there would be resources to deal with major repairs. Far too much public infrastructure and rural infrastructure in particular in India is lying unproductive and is wasting away because there are no resources for the upkeep and replacement. Creating a corpus is thus a farsighted step that would serve the people well. There are questions about the size of the corpus and its management, which we shall discuss later.

Pay for use or cost sharing, taking responsibility, participatory management and institutional

sustainability are elements that can be transposed on to other project activities, such as livelihood promotion. The all or none concept would work only where everyone's interest is served, such as education and to a limited extent in watershed development. It is unlikely to be applicable in every livelihoods project.

The Idea of a Critical Mass: Gram Vikas is pursuing the objective of reaching a "critical mass" of the population for policy impact and to create a "movement". Intuitively the idea is appealing. However, it is well nigh impossible to either validate the idea empirically or to put a number on what the critical mass might be. The policy apparatus everywhere and perhaps more so in India, as institutional norms are poorly developed here, is a complex maze. It is difficult to fathom what specific events or actions trigger policy change. What is certain, and borne out by sporadic evidence from the experience of RHEP is that successful completion of projects generates demand from neighbouring villages. Soon RHEP villages would become the favoured destinations for prospective brides. The younger generation would begin to demand such facilities as is already evident. There would be demand on local political leaders. Such sociological and political phenomena are likely to create an expanding spiral of demand. Demand pull from below combined with policy advocacy with the state as well as development donors, publicity in the media and development of sound financial and organizational mechanisms for replication would ensure "mainstreaming" of the innovation. Gram Vikas in our view must continue to do all these things as well as continue to expand the programme in clusters that are already beginning to emerge. Whether a "movement" gets triggered before one percent of the population is reached or after, in our view, is irrelevant. What is relevant is that it is a worthwhile idea, it is valued by the people and must reach more and more people.

"Critical mass" in the context of Gram Vikas' mission of course refers not merely to the stage where RHEP would be mainstreamed and acquire a dynamic of its own by way of demand from below and support from all around. It refers to the situation when rural and especially poor people would be able to influence the state and the market to gain a favourable position for themselves. This in our view would require far more intensive and sustained work in villages than is being done presently. "Mainstreamed" RHEP would provide the launching pad but without intensive work and advocacy not lead to the essentially political transformation envisaged in the mission.

2. Project Outcomes and Impact

Public Health, Hygiene and the Quality of Life: We have not carried out scientific measurements of the impact of RHEP on public health. Such measurements are not too difficult and must for some time be incorporated in the systems for project management. Discussions with a wide spectrum of people, including poor people in project villages across several districts, however, revealed that there has been significant reduction in the incidence of "stomach ailments" and "fever" (perhaps typhoid). In contrast to non-project villages, there is no evidence in RHEP villages of the tell tale human waste along road sides. Women in all project villages reported reduction in drudgery due to access to safe water at home. Usage is full or near full – in one village we were told that a few old men still go out in the fields, especially when going out to work early. Broader impact on personal hygiene, such as bathing regularly seems limited as is the impact on overall cleanliness in villages, especially in poorer villages.

Spread Effect: There is now widespread evidence of the "demonstration effect" and demand for the project is beginning to come from below. Several new project villages we visited had learnt about RHEP from their neighbouring villages and approached Gram Vikas for inclusion. The proponents then took an active role in creating consensus in their villages.

There have been sporadic instances of the government contributing for the construction of the project. Gram Vikas systematically draws the attention of key local politicians and government officials to the project by inviting them to initiate or inaugurate the project.

Social Impact: The RHEP design and approach draws all the people on to one platform and

creates a mechanism for them to work together. In its limited context, it bridges centuries old social division. Women have equal representation in the village organization. While in-depth studies alone can reveal the depth of impact on social and gender relations, poor people as well as women do participate in the village organization and project management. In most villages visited younger men were either in key positions in the village organization or had entirely taken over leadership. There is clear evidence of a new generation of, especially male, leadership emerging. Men clearly continue to play the key leadership roles though women participate in making decisions and attend meetings alongside men.

RHEP calls for high level of social mobilization. However, fairly modest level of community development – which is very different from mobilization – would ensure its viability. The hardware is robust, the corpus and usage fee ensure financial viability and a trained and paid operator can keep the system going. Broader social impact, especially reduction in discrimination against women and socially marginalized people, calls for more intensive engagement and corresponding staff capability than is necessary for RHEP. Gram Vikas would need to determine the priority it wants to assign to changes in social relations and develop corresponding strategies and capacity.

Functioning of the Hardware and Software:
The physical facility was working and was in use in almost all villages visited. In a couple of villages visited the tube well had developed problems and was being attended to. The village organization is able to attend to routine repairs but needs Gram Vikas' help when major problems, such collapsing of the tube well arise. The village organization is able to deal effectively, including through "informal arrangements", with external agencies, such as the electricity authority and banks on its own. New nuclear families have been given connections in the post implementation phase in a few villages visited. The village organizations are able to set and collect charges for operations and maintenance. In at least one village visited, younger men through consensus had replaced older men in the executive committee.

Electricity outages leave the people in a worse state than before as they are now used to clean water and

the traditional sources are in disrepair. Gram Vikas is now planning to install standby generating sets run on diesel to meet with such eventuality. This in our view is a sound idea and also opens the door for working in villages where there is no electricity. We shall return to his later.

3. Sustainability

The physical facilities created are robust and would require little maintenance. Buried PVC pipes used in the project have a long life and require no maintenance. In case of a breakdown due to accidents, these can be easily mended. Pumps, electrical motors and starters would need maintenance periodically but can be repaired in local towns as such equipment is also used for agriculture. There is now adequate evidence that the village organizations can handle such repairs. The benefits are valued enough to spur action in case of a breakdown. We witnessed this in one village where there had been a breakdown.

All villages have a system of charging a fee towards the cost of electricity, operator's wages and routine maintenance. The fees charged are adequate, though in some of the villages electricity is being charged at normal domestic rates (in some it is charged at the much lower rates for agriculture), which the users find excessive. There is a case here for lobbying by Gram Vikas for lower rates of electricity to the extent that dual pricing continues to be an accepted principle. The corpus is more than adequate to meet the costs of expansion to new nuclear families and major unanticipated repairs. The village organization, through the operator, monitors proper usage to prevent excessive drawal. There are instances of households drawing too much water for backyard cultivation but these and other problems are discussed in the monthly meeting of the village organization and resolved satisfactorily.

Gram Vikas in our view needs to review its role in managing the corpus. The corpus is presently invested in bank fixed deposits. While this ensures high security, the returns are modest and will only decline over time as there is downward pressure on interest rates. It is unlikely that bank interests would regain the late-1990s levels in a hurry, if ever. On the other hand, there is demand for credit in

the villages, which is now being met very modestly through the women's savings and credit groups promoted by Gram Vikas. The groups receive loans in proportion to their savings, mainly from Gram Vikas through the village organization and in a few cases from commercial banks. To the extent that the village organizations are functioning well, an alternative might be to use the corpus for lending to the groups. This would ensure more rapid growth of the corpus as groups typically charge 24 percent interest compared to the current rates of about 11 percent from banks for long-term deposits. This would also reduce the initial charge on individual households to less than a half and simultaneously meet the villagers' need for credit to some extent. It would ensure high liquidity. We discussed this proposition in several villages visited and the response was always affirmative. Besides using the corpus for providing credit, another option is to leverage bank credit by using the corpus as margin money. In our view there is considerable scope for improving the management of community funds generated through RHEP to minimize costs and maximize benefits to the community. Taking all the projects together, there is now a considerable amount of money in village funds and therefore a need as well as an opportunity for creative management of funds to maximize benefits to the people. This would, however, call for significant inputs from Gram Vikas to develop sound systems lest the corpus gets frittered away.

4. Replicability

Besides demand, there are three key issues that determine replicability: availability of energy to pump water, finances and financing mechanisms and viability of community organizations to manage the facility.

Demand itself is beginning to emerge and will only multiply as the clusters of RHEP villages grow in size. Access to electricity, the source of energy used presently, is highly restricted. A viable alternative is to use small diesel engine driven electricity generators (electricity is essential to drive submersible deep tube well pumps for drinking water). The diesel alternative would increase capital costs marginally (by 3 to 8 percent) and would increase the energy bill from about Rs 2 per person per month to about Rs 3 per person per month. Considering that

electricity charges are likely to increase in future, the margin may eventually disappear. Diesel sets require more skill in maintenance, but village people can easily be trained. As the usage rate is quite low for drinking water, major repairs would be quite infrequent and can in any case be attended to in local towns. Therefore, in our view access to the source of energy is not an insurmountable obstacle in spreading RHEP to all villages.

The level of village organization required for running the system is fairly rudimentary with primarily a task and routine focus rather than a process focus. Gram Vikas has the capability to foster such organizations. Therefore, this dimension of replicability is also well within reach.

Access to finances is the main challenge in spreading RHEP rapidly once demand begins to grow. An investment of Rs 7,000 to 10,000 per family is generally required. About a fourth to a third of this is contributed by the people themselves in cash and kind. Gram Vikas presently meets the rest of the cost of between Rs 5,000 to Rs 7,000 per family from grants it raises from donors.

There are several alternatives to raise these funds, requiring corresponding levels of advocacy and creative management of finances. Firstly, through policy advocacy, these funds could be raised from government from existing welfare schemes, using Panchayats as conduits. Given the present situation of state finances, the possibilities seem limited. Nevertheless, the option must be pursued vigorously through advocacy.

Another alternative is to raise long term loans from housing finance organizations. The monthly repayments on a 20 year, 12 percent loan of Rs 7,000 would be approximately Rs 80. This could be reduced to about Rs 60 per month if the corpus is reduced, which we believe is too high, and monthly repayments were recycled through self-help groups. RHEP households, especially the poorer ones presently use the waste water from the bathrooms to cultivate vegetables and banana. Households in Asuramunda village where this phenomena is widespread reported incomes of up to Rs 1,000 a year from the kitchen garden. The project could intensively promote backyard cultivation to ensure some income to meet a part of the loan repayment. In that context, and considering the fact that the

loan repayments would remain fixed over 20 years while the value of rupee would erode over time (at 5% inflation Rs 60 five years hence would be worth only Rs 47 today), the loan option does not seem entirely improbable even for poor people. Poor households often spend that much money and more to meet medical costs. Through policy advocacy, a combination of loans and subsidies might be worked out.

A third alternative, especially in the context of Gram Vikas' mission of empowering rural communities and strengthening Panchayat Raj institutions is that of policy advocacy to enable Panchayats to raise funds from the public through bonds. If Panchayats were allowed to raise 9% tax free bonds guaranteed by the State Government, gave loans to individuals out of those funds and creatively rotated the repayments through self-help groups, the repayments could be brought down to about Rs 20 to 30 per month. That is quite an affordable sum and perhaps a small fraction of what poor people would save on medical costs. This may seem like a case of kite flying but if one is concerned about empowering Panchayats, such alternatives have to be developed and pursued through sustained advocacy. Such alternatives also need to be developed in view of the fact that the efficiency of the state to effect direct resource transfers is now very low because of the high overheads and widespread corruption.

The problem of finances would of course recede if Gram Vikas were able to make significant livelihood interventions. Overall, in our view, the problem of raising resources is not insurmountable.

5. Gender Development & RHEP

Project Outcomes: The project clearly meets the practical gender needs. As we have stated earlier, it enhances dignity, especially of women. Women's workload is reduced considerably as women do not have to trudge long distances to fetch water and have to spend less time tending to ailing family members as incidences of water borne diseases have declined. There is need for more rigorous and systematic documentation of these effects.

Leadership and Management: The entry

through men reaffirms male leadership. Though the project has raised women's representation in the management committee to 50% from the earlier 1/3rd, women continue to play second fiddle to men in development activities spurred by Gram Vikas. Gram Vikas loans to women's SHGs are routed through the Village Committee, which is clearly male-led. In some villages visited, the men were in-charge of managing the larger pond while women were looking after the smaller pond for rearing fish. Managing natural resources to improve livelihoods can give women an opportunity to develop their own leadership and provide food and livelihood security for their families.

Men alone presently manage the corpus. Given the widespread experience in the country now of women's groups managing funds comparable in size to the village corpus created by the project, there is a case for enabling women to play a more central role in managing the corpus. Women now handle collections for maintenance. This raises questions about the additional burden for them. Enabling them to manage the maintenance fund, including banking it would enhance their situation and capabilities.

Men alone now possess the skill to carry out repairs and to deal with external agencies, such as the electricity department. This reinforces the traditional division of roles between men and women. If women were enabled to play a proactive role, it would break the traditional role barriers and also give them the experience and confidence in dealing with the outside world, especially public agencies.

Thus while a good deal has been done, there is scope for strengthening women's role further.

Sustainability of Gender Development:
Sustainability of the changes brought about is important in the context of Gram Vikas' commitment to gender development. From our field visits it appears that women are willing to act in the public domain and have clearly shown leadership. However, the changes are essentially a product of Gram Vikas' intervention and might regress if Gram Vikas withdraws without deepening the change process. The strategy of creating consensus always works to support the dominant forces and trends.

While consensus is necessary in the limited context of RHEP, we need conflict resolution mechanisms in which women and poorer people are represented.

Gram Vikas needs to work out a strategy for gender development with clear indicators. When can we consider women "strong enough" to hold their own even if men disagree with their views?

Future Directions: To the extent that RHEP is an entry point activity to actualize the millennium vision, Gram Vikas needs to identify areas of change for making interventions. A gender strategy would need to be in place for each of these areas. For example, in the field of livelihoods, household food security (as opposed to cash incomes in the hands of men) control over natural resources, capability to effectively deal with key resource agencies, such as banks and government departments, are critical issues. Similarly in health, building capability for self-help and making demands on government agencies are possible issues. Participation in local panchayats is another potential area for work.

RHEP has clearly addressed the basic need of women for drinking water and sanitation. It has the potential to address other strategic needs. That calls for a long term vision and plans for women's development. The supervisors now in place can play an active role to develop women's leadership. By working with the women to help them articulate their felt needs, Gram Vikas needs to create a vision for an alternative society which would be the framework for future development initiatives.

Community Empowerment: The men in the villages visited feel clearly empowered to varying degrees depending on their contexts. They have in a few cases managed to access development funds from local political leaders and government agencies.

Recognition as development actors in the public domain has been a key benefit for women. The support they receive from Gram Vikas to act as leaders and participate in community forums enhances their sense of self-worth. However, the extent of women's development/ empowerment clearly varies across RHEP villages, contingent upon local Gram Vikas staff, the male leadership in the village and the social context of specific villages.

Empowerment of women is a long term process. As pointed out by Helena Zweifel, the current mobilization appears to use women's leadership for the programme and may remain narrowly instrumental if efforts are not made to build on it.

The main tool for mobilizing women presently is formation of SHGs. The SHGs need to be supported to help members enhance incomes, gain control over productive resources and become active participants in local panchayats to become effective agents of change. This objective cannot be met if the turnkey approach of "enter, build, stabilize and leave" is institutionalised in RHEP. Realizing the great potential of SHGs to change the status of women would require intensive credit beyond the initial access to credit through bank linkages. Unless income enhancing opportunities are created and women themselves are able to make choices about seeking and using credit (rather than being proxies for men or the "household"), they may fall into a debt trap. The experience of the government's IRDP points to such an eventuality. We shall revert to this theme later.

Capcity Enhancement[30] : With its perspective to enhance community capability for self-management, Gram Vikas has been providing a number of training opportunities to community members as well as its staff. The main focus of training for women has been the management of funds in self-help groups. Balwadi mothers are provided nutrition training. Men have been trained as masons and women as birth attendants. Staff in Ganjam have been trained as veterinary and health workers and to promote the role of people in panchayat raj institutions. While such training initiatives are potentially useful, these do not seem to have been informed by an underlying concept of people's empowerment. A shared understanding of the vision and objectives in the community and the organization would make training more relevant and effective.

Gram Vikas needs to spell out a more concrete vision at the community level and develop a training strategy in consonance with the vision. For example, if self-reliance in all aspects of life is a goal, then programme and training strategy must go hand in hand to ensure sustainability. Besides classroom training, "accompaniment" of the programme for a year or two (or longer in specific contexts) is

essential for effective transfer of skills and know-how. For example, with a gender focus, women may receive training to strengthen sustainable agriculture for food security. They would then need support for 3 to 5 years to increase food security with declining use of chemical fertilizers, increasing use of farmyard manure and non-chemical approaches to pest management. The women may subsequently need to be helped to campaign for changes in State and national food policy for which they would need advocacy skills.

6. RHEP & Rural Livelihoods

The mission of Gram Vikas implies bringing about allround improvements in the quality of life of rural people. Food and income security is listed as the first item in describing "threshold level of quality of life" in elaborating the mission of Gram Vikas. While RHEP enhances the quality of life of even the poorest, by itself it does little to enhance their food and income security, a key component of livelihoods. It indirectly contributes by reducing expenditure on health and increasing the ability to work but those are marginal contributions in the overall context of poverty. Income levels of the poorest in some RHEP villages visited were of the order of Rs 10,000 a year. That indicates the level of the gap that exists. Increased ability to work in any case does little when adequate productive work is not available as is the case many RHEP villages we visited.

Gram Vikas has been deeply concerned about this issue and has initiated livelihood programmes in RHEP villages in what is called the "RHEP plus" strategy. We briefly review these initiatives in the following.

Broadly speaking, RHEP has taken up three kinds of livelihood activities, namely, access to credit through women's savings and credit groups, sectoral enterprises and natural resource development.

The Savings and Credit Groups: Groups of women are formed in RHEP villages with membership ranging from 15 to 20. The groups meet once a month on a fixed date and save between Rs 10 to 20. Savings are larger in some groups. When a group has saved some money, Gram Vikas lends it between two to three times its savings via the village committee. Gram Vikas charges an interest of 12 percent and the group lends to members at interest rates of 18 to 24 percent. Loans are generally taken for activities chosen by individual group members and include goat rearing (most common), small trade, cultivation of vegetables, purchasing cows, etc. A few groups have also been linked to commercial banks.

There is now widespread experience in the country of self-help groups for savings and credit. Several hundred thousand groups are reported to have been formed in the country, though of highly variable quality and based on radically different constructs. A common construct is that groups are autonomous entities of women. They are expected eventually to develop an independent, on-going and growing relationship with commercial banks to raise loans. In another construct the promoter NGO plays the role of a financial intermediary. In yet another construct, groups federate into a financial intermediary. One consideration that is widely adhered to is that groups must be of women with similar interests and needs who voluntarily choose to work together. This is considered necessary for the viability of groups, especially if they are to become autonomous.

The constitution of groups, the nature of investment required to develop their capability and the management systems followed by groups would depend on the path Gram Vikas promoted groups are to take in the long run. Presently there seems inadequate clarity about the groups being promoted under RHEP. There is inadequate systematic investment in developing group capability, their composition is varied and often quite heterogeneous, they meet only once a month and seem more like a management structure for accessing credit from Gram Vikas. Are the groups to eventually become autonomous? Will Gram Vikas continue to be a conduit of loan funds? What role would the village committee play? Gram Vikas needs to develop more clarity about these issues.

Access to credit (also savings) as a basic service to meet periodic consumption deficits and to invest in productive activities to enhance livelihoods is essential. Indebtedness is widespread among poor people in RHEP villages. It often leads to loss

30. *The comments in this section are restricted to Ganjam district.*

of productive assets through mortgages. A quick informal survey among a group of about a dozen women assembled in Asuramunda revealed that four women had mortgaged between one to two acres of land each for loans of Rs 4,000 to 9,000. Addressing the credit needs of poor people is thus an essential, though not the only component of a viable livelihoods strategy. However, Gram Vikas needs to develop a clear construct and strategy and staff capacity to carry out the programme effectively.

Sectoral Enterprises: Sectoral enterprises have essentially been promoted via the self-help groups. Women borrow between Rs 1,000 to Rs 3,000 to buy goats, cows, inputs for vegetable cultivation, trading vegetables, etc. Goat rearing seems a common activity. Gram Vikas seems to play little role in these activities. Women buy goats in the normal course if they have money to invest and the loan from the group helps them buy a few more. To that extent, sectoral enterprises are essentially a by-product of credit delivery.

Sectoral enterprises have a logic of their own. To begin with, the livelihood context of the household, such as availability of labour, the health of adult members, presence of small children, physical space, consumption deficits, other occupations, etc. affect the suitability of an enterprise. Considerations of technology and skills, economics of the enterprise, availability of inputs and services and access to markets affect financial viability. Finally, long term viability and scale call for suitable institutional mechanisms to service the enterprise. In order to promote sectoral enterprises to enhance livelihoods, Gram Vikas needs to develop such staff competencies, operating methodologies and clear strategies. Otherwise, as several women we met reported, goats would die regularly in the absence of timely interventions or poor breeds of goats or poor rearing practices would yield little incomes and the activity would make little or even negative impact on livelihoods.

Natural Resource Management: In a few RHEP villages visited Gram Vikas is either developing water resources to provide irrigation for crops or has taken up watershed development. The region, especially districts like Bolangir have tremendous scope for enhancing livelihoods through better management of natural resources. Besides water resources development and watershed development, there is much scope for enhancing crop productivity as yields are quite low in the rainfed areas and well below the potential even in irrigated areas. There is also potential for horticulture and fisheries. Natural resources development requires, besides community development skills, technical capability to generate alternatives specific to the context even as the broad principles may be generic. Presently Gram Vikas does not have such capability in the field. Field staff generally depend on the Head Office for ideas and technical knowledge. This is inadequate to make systematic and significant impact on livelihoods via natural resources development. Gram Vikas in our view needs to significantly enhance field based capability if it wants to take up a significant programme of natural resources development to enhance poor people's livelihoods.

7. Complementarity and Contradictions between RHEP & Livelihoods

The two streams of work complement each other to a great extent as one prepares the ground for the other. The relationships built via one programme create an opening for the other. Livelihoods initiatives also would enhance incomes so that poor people can pay for the RHEP infrastructure. However, there are also strong contradictions. We list a few in the following:

- Livelihoods initiatives often require simultaneous intervention in several contiguous or nearby villages. Watershed development and water resources development, especially in the Bolangir type of terrain require working in contiguous villages. Otherwise the activity would not be viable or even feasible. For example, developing potential of streams, for which there is much potential, requires working along a sufficiently long stretch, usually spanning several villages. Enterprises have the logic of scale for input and output linkages and cost effective delivery of services. Since RHEP with its sound all or none strategy cannot always work in even nearby villages simultaneously leave alone several contiguous villages, the two activities cannot overlap each other.

- The nature of engagement in RHEP does not require significant technical capacity on the ground as significant knowledge based interaction is not required in the field. Livelihood activities are quite the opposite.

- Livelihood activities require intensive and generally long term engagement at the village level. For example, developing SHGs, producers' organizations and watershed associations requires considerable social process work over a long period of time. RHEP calls for sporadic and short term engagement.

- Livelihood activities, especially in case of enterprises, call for building long term linkages between the community and the external world. This is a limited requirement in RHEP (essentially with the electricity department).

- There is convergence of interests among village people in RHEP, where as there may be areas of potential conflict between different groups in case of livelihoods, for example in the use of natural resources.

- RHEP can draw on the leadership of the better off sections, where as livelihoods work has to necessarily develop leadership among poorer people.

These contradictions or divergences are by no means insurmountable. What these call for is a clear strategy, adequate staff capability and an organization structure that can build on the complementarities and manage the contradictions.

Major Dilemmas Facing ITDP at the Policy Level

1. Introduction:

The ITDP intervention was started formally in 1979 and reveals a steady expansion till 1994. Upto 1994 the programme extended to include six project areas covering 271 villages in Ganjam, Gajapathi and Kalahandi districts of Orissa.. After 1994 the focus has been on consolidation. In 1998 there has been a shift in emphasis with the categorisation of villages into 'core and peripheral'. The core villages are those where the activity involvement is intense.

In the ITDP programmes there has been a change in activity focus over a period of time. In the earlier stages the focus was on organising people for self assertion especially on local exploitative issues related to money lending, land alienation, wife beating etc. There were initial successes and people's organisations were very active. After this initial phase of involvement the emphasis shifted to economic development which involved activities like cash crop cultivation, support for marketing ventures, individual savings and credit for income generation activities. In 1985 the social forestry programme was taken up in several ITDP areas where the emphasis was on regenerating forests with fuel, timber, fodder and fruit species. The involvement then has intensified into multiple activities which now cover education including formal education, balwadis and adult literacy, livelihood measures including agriculture especially support of paddy and vegetable cultivation, irrigation structures, animal husbandry, skill training, community income generation activities, community infrastructure, housing, water and sanitation, health related activities and supportive capacity building initiatives. The major investment now goes into core villages.

In the context of Gram Vikas' overall millenium vision there seems to be a high level of discomfort with respect to the current status of the ITDP approach. The major concerns are that the impact is not visible and that the outreach has reduced with time. There is a feeling at the senior management level that a change in the functioning of ITDP is called for. What is clear is that there is a need for revitalisation of the ITDP.

Hence, it is important to address the concerns that Gram Vikas faces with reference to its intervention in ITDP areas. While it was not in the mandate of this team to undertake an evaluation of ITDP, it

was felt necessary to address the major issues that seem to face ITDP as this is currently a major area of intervention for Gram Vikas. Hence we raise some dilemmas which must have implications for Gram Vikas in its future involvement.

1. Strengths of the ITDP

It is first important to consider the strengths of the ITDP areas before analysing the current dilemmas.

• In the ITDP areas Gram Vikas has much experience behind it. Various types of intervention are evident ranging from issue based activities to economic development to service based programmes like health and education. The people's organisations with an issue based focus seem to be strongest in the oldest ITDP projects of Gram Vikas. For example, Gram Vikas initiated work in Kerandimal area in as early as 1976. Despite all these years the Kerandimal Jan Sanghathan at the regional level, the Ghatakeshwar Anchalika Vikash Parishad at the area level and the Girijan Vikas Samiti at the village level in Ganjam are still operative within a fairly organised structure. This organisation has in the past dealt with issues particularly related to land alienation. The learnings and processes involved in creating and sustaining a region based people's organisation is an area of strength that should be capitalised on in a meaningful way. Much learnings can be drawn from this experience.

• The ITDP reaches to the most marginalized sections of society as it targets mainly homogeneous tribal communities. It has positively impacted tribal communities by way of improvements in their quality of life. Through Gram Vikas intervention most villages have increased access to health and education, better housing, improved agricultural opportunities, abolition of arrack (which to a great extent has reduced wife beating as well). The response of the people including the women was very positive about Gram Vikas' intervention.

• The multiple activities and programmes in ITDP are managed with efficient monitoring processes. There is increasing emphasis on people's participation in cash or kind, a learning which has been derived the hard way in Gram Vikas' experience in order to shake off the dependence of people.

• Gram Vikas' experience in model building especially in the field of education has its roots in responding to the needs for primary education in ITDP areas. There is a high level of focus on methodology of teaching and on learning being a joyful experience. The schools have succeeded in producing 100% literates for the next generation. The early experiences have led to developing resource centres with interesting playway methods as a motivational tool for children to sustain their interest in schooling. This intervention has also resulted in parents appreciating the value of education. The schools of excellence that Gram Vikas is now proposing has resulted out of its earlier experiences in education.

• The new initiative of addressing traditional knowledge systems which is rightly being pursued in ITDP areas has tremendous implications for future intervention in the field of health.

• Most of the staff are dedicated and have a high level of field experience and run the programmes efficiently. They are knowledgeable about ground realities, know their target groups well and have a positive relationship with the people.

2. Limitations of ITDP

• There is a major gap between the policy perspective in ITDP and operational processes. The conceptual thrust in ITDP is community empowerment. This is not evident in practice. Gram Vikas is perceived as a service provider and the programmes are Gram Vikas rather than community driven. Despite years of engagement with these communities there seems to be a high degree of dependence on GramVikas for provision of services.

• There have been little attempts to build on the programmes and processes which were initiated with the objective of achieving Gram Vikas' mission. Differing opportunities in varied micro level contexts are not utilised and hence the programmes lack dynamism and creativity.

• Although conceptually the ITDP is designed to address the issue of exploitative processes and powerlessness, in practice there is little evidence of alternative leadership emerging from within the community other than the earlier efforts that were made in the Kerandimal region.

- The capability within the staff for identifying felt needs, dealing with community dynamics, mobilising the community and developing a leadership germane particularly to the tribal communities is lacking.

Hence keeping the gap between policy perspective and operational processes in mind the major dilemma before Gram Vikas in ITDP areas seems to be in two main areas:

The first is related to the approach of Gram Vikas which over time has assumed a multiple programme focus in the villages adopted for intervention. The several models that are developed have by and large brought about changes in the target groups of specific villages but do not seem to have had a **spread effect in order to make a critical difference to a larger population**. The problem is that these integrated programmes are not effectively designed to bring about systemic changes in terms of impacting government policy.

The second is that the aspect of **self-governance is limited to efficient management of services rather than to a vision, which must include nurturing of capacities within communities to participate in decisions, that affects their future.**

The specific implications are manifest in the approach and current functioning of activities in ITDP areas. Below are some of the problem aspects followed by some suggestions for policy direction.

3. Drawbacks of a Service Approach: Lack of Rights Perspective

The service approach has limited the impact of Gram Vikas in several ways. For one it has meant a high level of investment in infrastructure and service provision in the villages thereby creating a dependence on GramVikas in most villages. The specificity of programmes also seems to have created a style of functioning at the grassroots level, which is task and target oriented thus missing to adhere to the principle of self-management of the community for its long-term sustainability.

Increasing participation of the people in economic terms is a step in the right direction. **However what is also needed is a change in perspective particularly at the field level.** For example, there is a need to respond in a more concerted way to

livelihood needs of tribal communities focussing essentially on natural resource management as most of the target communities do live in resource rich areas. There is a tremendous need for these natural resources to be tapped. This requires quite a different set of skills than what is currently existing within the field staff.

What is essentially missing is a rights perspective at the field level. While in some cases there are issues being tackled such as dealing with the liquor problem, few issues seem to be identified at the field level itself. **A perspective of development which is based on people's right to access resources and services is lacking**. This is amply clear in the field of education. In several villages Gram Vikas schools have been started as the government schools have not been operative. The general feeling seems to be that since GramVikas is present, there is no real need to demand better services from the government. There is a definite need to review the school programmes in the villages and facilitate the people's education committees to address this issue as a part of a withdrawal strategy by Gram Vikas. In villages where government schools exist but do not function calls for strategic action at a broader regional level as this seems to be a common experience in most schools. This was especially evident in the Kerandimal region. To attain 'quality education for every child of school age', the right of the child to access education has to be addressed despite the complex reality of the nexus between the teacher's unions and the Orissa politicians/bureaucrats.

4. Education Beyond a 'Joyful Learning Process'

In ITDP areas there is a high level of investment in education in the form of balwadis, nature classes, resource centres and primary schools. The focus is on 'joyful learning processes'. Within villages there is a great degree of emphasis on creating a positive environment for learning. This is a demonstration of how the methodology of teaching makes a difference to the motivation of the learner and the parent to send their children to school. The insights gained from this experience calls for concerted action to play a facilitative role with the government. **The current efforts of taking up training initiatives with government teachers is**

a step in the right direction and must be pursued more vigorously.

However for education to make a critical qualitative difference in the perspective and value framework of tribal societies **there is a far greater need to challenge the existing system not only in methods of teaching but also in its curriculum content.** The current thrust of education within GramVikas seems to be focussed more towards increasing the efficiency of the formal system rather than addressing the educational needs of the child. The major emphasis is on better grades and performance. This approach is perhaps rooted in the belief that this will provide better opportunities to tribal children on par with other rural children. While it is an achievement that tribal children do perform well, it needs to be recognised that this approach falls short of fulfilling the real goal of education which is that it must serve to be relevant to the learning needs of tribal communities. The existing curriculum does not seem to allow that space. The curriculum needs to be more relevant to the environment in which tribal societies reside. Also schooling must prepare them to integrate themselves back into their own environments. It must address the identity crises of the adivasis in the present socio/political context.

Addressing the issue of systems change is a very difficult task given the bureaucratic context within which our education system operates. However for Gram Vikas this must be a future challenge in the field of education especially since it is currently embarking on a plan of developing schools of excellence. At one level it must lobby for autonomy of these institutions and on the other it must critique the current curriculum and present alternatives while engaging in dialogue with the education department.

5. Health: Need for a Policy in Place

Health is an important component of the intervention in ITDP areas. GV has been involved in curative and preventive health care intervention in a variety of ways In Rudha Padar for example the Auxiliary Nurse Midwife is burdened with about 400 patients every month because most people prefer Gram Vikas' service than that of the government. The emphasis is on assuring access to health care and demonstrating a delivery system for the most marginalized groups. Mobilising community access for better health facilities seems to be low on the priority list. Of late there is an effort to focus on herbal based health care systems by taking up herbal gardens and capacity building with local traditional health practitioners.

Within Gram Vikas there seems to be a lack of clear perspective on the role of traditional knowledge systems in the field of health. **A critical review on the strategy of Gram Vikas in relation to health care and the differing place of allopathic medicine and herbal based medicine is needed**. In tribal areas, which have a high level of forest cover, traditional knowledge systems dependent on available resources could have a significant role to play in the lives of people. Since this know how is fast being eroded a more consistent strategy to document, disseminate and add value to existing information and knowledge about the medicinal value of herbal plants is needed. This effort is also essential in view of the very consistent efforts being made by private companies to market medicinal plants as they have a high market value. In several other tribal pockets of the country much of these plants are disappearing and the local communities have had very little role in safeguarding their environment or in negotiating with these companies. Hence there is a need to promote ownership among tribal communities on their knowledge and resources.

6. Housing Programmes: Towards Local Relevance

In several of the ITDP villages permanent housing on a loan basis has been made available to people. In our observations at the field level we noticed that the recovery of loans for housing was quite poor (app.50%). In some cases the burden of repayment of loan was enormous. **Unless livelihood needs are tackled simultaneously, housing may result in being an added baggage to the already stressed family economy of the tribal household.**

Currently Gram Vikas' strategy seems to be changing and an emphasis is being placed on providing more permanent roofing and flooring possibilities only. This is a step in the right direction. The main problem about housing of tribal families today is the shortage of roofing material and consequently the burden of bearing annual

expenses involved in maintaining the traditional houses. If these requirements are handled then it may not necessitate the kind of permanent housing being advocated which in fact is not necessarily climate and environment friendly. A housing programme where the technology for its maintenance can be locally managed in the long run is likely to be most sustainable.

7. Need for Thrust on People's Organisations

If the work of Gram Vikas is to make a critical difference then People's Organisations are vital in the future operations. In the field there seems to be a lack of mechanism to promote a dynamic leadership which is more than management oriented. **Alternative leadership development must be the future core concern underlying perhaps all major interventions.** The thrust on the effective functioning of panchayats for example in the RHEP areas is definitely a step in the right direction. In ITDP areas the functioning of committees need to be enhanced from performing maintenance of programme functions, to much more of interfacing with government representatives as appears to be in some of the RHEP areas. The existence of vibrant panchayats will depend on the voices that represent the varied interest groups.

Even more important is the need for promoting an understanding of societal forces that affect tribal societies today in the context of growing vested interest in accessing land and forest based resources by private interests. **Traditional people's institutions are active in several tribal pockets of the Khondh and the Santhal tribal communities. It is crucial to interact with these institutions because much of the tribal wisdom is contained in the processes of self management within these institutions**. Apart from playing a role to sustain such institutional practices there is much to learn from the role that customary law plays in the lives of tribal communities.

8. Strategic Approach: Need for Review

There is a need thus to review the current method of functioning within the core and peripheral villages for transformation into a more proactive process which must affect the decision making structures at least at the panchayat level. The identification of villages into core and peripheral took into consideration mainly the nature of response to Gram Vikas by the people and their level of marginalisation. What needs to be further considered in strategic planning are the prerequisites for influencing decision making processes. For example Baniamari village is in Konkia panchayat which consists of 22 Khondh villages. Gram Vikas is working in sixteen villages in this panchayat. This provides an opportunity on various counts. Firstly, this is a panchayat with a homogeneous population. Secondly, this region does have an organisational base as there is a structure at the area and region level which can be related to. Thirdly the centre of decision making within the legal frame are the panchayats and they can only be accessed if there are sufficient linkages with all the villages within the panchayat. Fourthly, there are several exploitative issues which emerge at the village level but can be more successfully tackled at the regional level eg. minimum wages, land alienation, exploitation in marketing processes, corruption at all levels etc. Hence a revisit of the current strategy in ITDP areas is called for.

9. Application of Approach of RHEP in ITDP Areas

As evident from the discussions with the management team there is a definite need for cross learning between ITDP and RHEP units. At present a common synergy does not exist between the two areas of intervention. Thus, there is an imminent need for reviewing the present situation.

It is true that in remote tribal communities the sanitation aspects may not be experienced as a felt need because adjacent forested areas may still be existent in plenty. Hence the sanitation aspects of RHEP may not be high on the priority list of such forest dependent communities. In those communities where the struggle for survival is high, based on the erosion of natural resources the entry point may need to address these needs initially rather than water and sanitation needs

However it is important to consider the main advantages of the RHEP. The RHEP addresses the basic issue of water which is crucial for almost all rural communities. In ITDP areas where especially the women have to travel long

distances for drinking water this project offers a meaningful solution. Secondly, the RHEP based on the 100% participation of the village community has paid high dividends for a dialogue between different sections of the community especially in heterogeneous environments. Hence in those ITDP areas where the tribal hamlets form a part of the panchayats where multiple types of villages exist, the challenge is to engage tribal hamlets in decision making within the context of their panchayats. The present efforts at covering entire panchayats on a common agenda being pursued in some RHEP areas addresses the basic fabric of decision making since it takes the whole panchayat as the target community. If communities have to be empowered to play a role in decisions that affect them then one of the major role in most ITDP areas will be to equip the committees/people's organisations that exist to be more politically aware and active in their constituencies.

10. ITDP and RHEP. An Artificial Divide?

The difference between ITDP and RHEP is derived from the history of Gram Vikas rather than the objective situation. The need for synergy is also derived from the context in which GramVikas works. The external reality calls for a strategy which on the one hand responds to specific differing needs of the target communities and on the other brings all the communities into the mainstream of the decision making process.

The ITDP although it targets on tribal communities, covers both scheduled and non-scheduled areas like the RHEP. With the application of the 73rd amendment to scheduled areas the leadership structure in different regions of Orissa is likely to undergo a radical change which will call upon specific strategic interventions. For example Mayurbanj, which consists of four Integrated Tribal Development Agencies, will be a reserved constituency for tribal representation in the panchayats. Since the domination of the non-tribal communities is high in many of these panchayats there will be a definite need for taking up leadership development processes with the tribal representatives such that they are able to represent their own interests adequately.

What is needed is a shift of perception to merge ITDP and RHEP such that both are subsumed

within the larger goals of GramVikas' strategy of a Rural Sustainable Development Process.

11. Towards Synergy between ITDP and RHEP

In our analysis of the ITDP and RHEP programme interventions we believe that the artificial divide between the two, based on historical circumstances must be addressed squarely. We also believe that Gram Vikas' approach in the millennium vision must be based on the context within which it derives its mandate as a civil society organisation.

As indicated in Chapter 2, Orissa is one of the poorest states within the Indian federation. The infant mortality rate is for instance the highest in the country. Over the last 50 years the government of Orissa has made some attempts to tackle poverty, but the approach has not been systemic in eliminating poverty in a comprehensive way. This was also amply clear in the problem analysis workshop with the management team of Gram Vikas where the major focal problem identified by the team was 'abject grinding poverty.'(See Annex)

It is in this context that the millennium vision speaks of the empowerment of the critical mass for a better quality of life. The key words in this mission are 'empowerment', 'critical mass' and 'quality of life'. In the mission statement of Gram Vikas, the indicators of quality of life are quite clear and comprehensive to include opportunity for secure livelihoods, ecologically sound upgradation of natural resource base, access to basic education and health care, access to safe drinking water and hygienic living conditions and enhanced self reliance and self esteem. With reference to empowerment the millennium mission states that the 'ultimate goal of the empowerment process should be to facilitate self reliant communities, who will be able to choose the right path for themselves'. And the critical mass are described to be 'the poor and marginalized people in the hinterland of Orissa – adivasis,dalits, marine artisinal fisher people, small and marginal farmers, landless, women'.

If we keep the above perspective in mind then it appears that in the current reality both ITDP and RHEP meet partially the objective related to quality of life but are rather distant in terms of the objective

of empowerment. Hence, **what is required is to assess the value of the instrumentalities of the ITDP and the RHEP and their relevance for Gram Vikas' mission and juxtapose this with the prevalent capacities of GramVikas as an organisation**. The ITDP brings with it a historical experience and a policy perspective which is people driven. RHEP offers an entry point which has the potential to create space for a dialogue in an entire village community that may even be economically and socially polarised. The difference between the two is strategic although the goal is the same. While RHEP approach is relevant in several ITDP areas, ITDP approach is relevant in the post RHEP period.

The issue, however, is beyond the programme aspects of both ITDP and RHEP. It is an operational one in relation to Gram Vikas' strengths and limitations as an organisation. Given the historical circumstances of Gram Vikas as a civil society organisation it has within its staff excellent capacities to fulfil a part of the vision especially related to water and sanitation and carrying out programmes that benefit the marginalized communities in health, education, housing and some specific livelihood activities. What Gram Vikas lacks is the kind of expertise that is required both to revitalise the ITDP or to attain the post RHEP objectives in a way that

- assures quality education for every child of school age

- sustainable source for livelihood for each household

- access to adequate health services

- a self reliant community

- creating gender equality

To reiterate our insights, quality education would necessitate actions for a change in the educational system and addressing the issue of relevance of the curriculum and processes by which the educational system be challenged and influenced. Attaining sustainable sources of livelihood would imply taking up natural resource management and skill based initiatives relevant to the nature of terrain, opportunities available and

the know how existing with the local communities. Access to adequate health services would necessitate impacting the present health system and a perspective of health care which also takes into account traditional knowledge systems. And a self reliant community means facilitating people to confront power structures and ensure their participation in decision making processes.

The question is how far and with what capacities can we achieve this vision?

Revitalisation of the ITDP approach would mean a radical shift in perspective and skills. The process of empowering local communities will involve mobilising communities for collective action, promoting networking relationships among target groups, lobbying from the grassroots level and activating people's organisations through the panchayat process. This will also facilitate Gram Vikas in playing its new roles of State based networking and advocacy related to policy issues.

Creating sustainable livelihoods would also mean the need for a change in approach which takes into account the food security needs of tribal communities through natural resource management applied scientifically and creatively. Promoting viable systems for micro enterprises is yet another story. The approach to education and health systems will demand an expertise linked to their special domains. The special skills for revitalisation of the ITDP are the very expertise required in the post RHEP scenario.

The mismatch between what is happening and what is needed in the context of the millennium mission we think has serious implications for Gram Vikas as an organisation. **It is our assessment that Gram Vikas has either to embark on a capacity building process within the organisation and develop its capabilities of a qualitatively different kind in order to operationalise the millennium vision in a comprehensive way or redefine its vision taking into account Gram Vikas' current strengths and the future contributions it seeks to make.** Both options are equally interesting and legitimate and will have their specific and peculiar implications.

Annex I:
Terms of Reference for Evaluation

1. Mission of Gram Vikas

To promote a sustainable process towards a dignified quality of life of conscientised rural communities characterised by

- Opportunity for secure livelihoods
- Ecologically sound upgradation of natural resource base
- Access to basic education and primary health care
- Access to safe drinking water and hygienic living conditions
- Enhanced self-reliance and self-esteem

2. Background

Gram Vikas has been working with poor and marginalised rural communities of Orissa for the past twenty years. Its work has primarily concentrated in the tribal hinterland of Southern and South Western Orissa in twelve districts. It runs two main programmes – the Integrated Tribal Development Programme (ITDP) and the Rural Health and Environment Programme (RHEP) and a few short term projects in training and action research. It currently covers a population of nearly 20,000 households in 450 villages.

One of the significant achievements of Gram Vikas has been the biogas programme implemented between 1983-1994. Gram Vikas was the single largest implementing agency in the state of Orissa, enabling the setting up of over 80% of the biogas plants in the state (~55,000) in this period. When the programme was hived off in 1994, Gram Vikas supported some of the supervisors associated with the programme to continue with the programme through their own effort and this resulted in the formation of over 100 local organizations, networked through a shared development vision and philosophy. Gram Vikas is a guiding force in this network. Gram Vikas has also been part of the Orissa Development Action Forum for the past decade, which is a network of 10 organizations working with poor and marginalised communities, primarily adivasis.

3. Development strategies

Gram Vikas has been a pioneer in initiating development interventions in pursuit of its mission over two decades of development action. Given its experience, learning and outreach, Gram Vikas feels that the time is right to expand the scale of the current activities.

Gram Vikas aims to create an enabling environment for development processes to take off by establishing a threshold level of sustainable community owned processes and products, for a critical mass of deprived and marginalised people. The programmes are designed to utilise and enhance the natural resources of communities whilst improving the village conditions in an ecologically and environment friendly manner, creating sustainable, self-supporting and replicable development models. It is focussed towards making a qualitative improvement in the living standards of communities, enhancing local economic opportunities and equipping them with the skills to be masters and in control of their own development.

Gram Vikas has evolved a comprehensive development approach with Education, Health, Infrastructure development, Secure Livelihoods and Self-governance as key sectoral strategies, to enable rural communities to realise a threshold level of existence, and to charter sustainable development processes towards improving their quality of life.

Through this approach Gram Vikas aims at bringing forth an empowerment process amongst the communities in order to enable them to increasingly take command over their own life and development path. Gram Vikas will accompany these communities – at least for a certain period – on their journey towards development. The accompaniment process has three dimensions:

- Empowerment
- Networking
- Advocacy

Gram Vikas sees the process of empowerment (through interventions in the sectors mentioned above) as a goal in itself, whereas networking and policy advocacy are perceived to be means to enhance the goal of empowering the communities.

4. Integrated Tribal Development Programme (ITDP)

The Integrated Tribal Development Programme (ITDP) was initiated in 1979 to enable adivasis develop the capacities needed to effect sustainable improvements in their lives. Problems caused by erosion of land rights, geographical isolation, illiteracy and lack of political organisation have made adivasis vulnerable to many forms of exploitation and prevent them from asserting their basic rights.

Through community organisation, education, and promoting secure livelihoods, the "software" of development, ITDP is helping communities to become self-reliant and adapt to the changing conditions of their environment. The people's organisations have been successful in freeing adivasis form exploitative relations and in emphatically establishing claims towards realising the rights of adivasis in many villages. Education and health services, land and water management, livelihood and infrastructure development are the primary sectoral interventions under ITDP. ITDP works through six project areas in three districts of Orissa - Kerandimal, Rudhapadar and Tumba in Ganjam district, Koinpur and Karadasing in Gajapati district and Thuamul Rampur in Kalahandi district. ITDP is presently working intensively with 9,500 households in 160 villages, which constitute the Core. In addition the outreach extends to 181 Peripheral villages where only health, education and awareness are addressed on a limited scale.

The Integrated Tribal Development Programme (ITDP) is the older programmatic intervention of Gram Vikas. It has been the experimenting ground for development strategies and orientations. Over the years it has seen a shift from being welfare driven and service oriented, to one where people's ownership and stakes are defined and withdrawal strategies are gradually finding acceptance and measures for sustainability are being adopted. Since 1998, there has been a strategic re-orientation of the programme, in various sectoral interventions as well as operating strategies. The programme is still in the process of stabilising the changes introduced, especially in the areas of education, livelihoods and infrastructure development. The approach is rights based and the search is for sustainability of the interventions when Gram Vikas withdraws.

5. Rural Health and Environment Programme (RHEP)

RHEP was initiated as the biogas programme was being spun off, to address the most critical issues that were evident at that time, that of ill health caused by environmental pollution, especially water pollution and people's attitude to hygiene and environmental sanitation. Over the past eight years, the programme has undergone tremendous changes, mainly by evolving in response to new needs and opportunities.

Three documents that are annexed will make this argument of evolution amply clear. The first is the position paper of Rural Health and Environment Programme written in 1994. The second, is a more recent write up on RHEP in June 2000. The third is a paper prepared in August, 2001 for the Most Innovative Development Project Award of the Global Development Network (GDN).

The Rural Health and Environment Programme (RHEP) was initiated in 1992, with the goal of improving the quality of life of disadvantaged rural communities, especially in the area of health and environment education and sanitation, and creation of sustainable mechanisms for overall village development. The starting point of the programme is the mobilisation of 100% households of the village, creation of corpus fund for each village; and construction of toilets and bathing rooms, and supply of protected piped drinking water to all households in the village. RHEP places equal emphasis on the "software" of development - community organisation, education, skill building, and resource management, which enables villagers to sustain the advantages brought through technology.

Located mostly on the plains, the RHEP villages are composed of the rural poor, including small farmers and landless labourers of adivasi, dalit and other economically backward communities. RHEP works through three projects in Ganjam, Bolangir and Mayurbhanj in 12 districts of Orissa.

In the first phase of RHEP (1992-98) Gram Vikas worked with 3,000 households in 40 villages spread over 11 districts. The initial emphasis was on development of infrastructure and community and financial mechanisms for the management and maintenance thereof. Once this was achieved, the scope was expanded to aspects such as development activities related to women, strengthening of community-based organisations, diversification of livelihood activities etc. On an average, it has taken about five years to establish mechanisms whereby villagers take charge and are ready to carry forward the development processes. In the second phase (1999-2001), RHEP has a mandate to cover 2,000 households. A critical feature of the second phase is that most villages are contiguous with those where RHEP was implemented in Phase 1.

a. Future of Gram Vikas

We are convinced that the validity of Gram Vikas in future depends on its being able to deliver goods and services to poor rural communities in a cost-effective and user friendly manner. We are also convinced that RHEP has the potential to be the delivery vehicle for such interventions. The success of RHEP has brought us to a new paradigm of development interventions, that proves that people can and will indeed pay for certain basic development goods and services.

RHEP has succeeded in demonstrating the ability of development interventions to generate community and individual level resources and use it as seed capital for future generation and regeneration of productive resources. RHEP has also proved, beyond doubt, that starting from a point which people can identify for themselves, it is possible to build sustainable self-governance mechanisms for the communities.

The changing socio-economic and political dynamics of rural development makes it necessary for Gram Vikas to think of expanding its reach and coverage. This issue has been discussed in detail in two documents that are annexed to this paper. (Gram Vikas – Towards a new Development paradigm and Gram Vikas of the New Millennium (1998)) We believe that with an RHEP type of development model, it is possible to expand coverage on a sustainable basis. The Millennium Mission of Gram Vikas is stated as follows:

Millennium Mission of Gram Vikas

The Millennium Mission of Gram Vikas is to enable a critical mass of the poor and marginalised people in the hinterland of Orissa – adivasis, dalits, marine artisanal fisherpeople, small and marginal farmers, landless, women – to empower themselves to achieve a better quality of life.

Environmental sustainability, Social and Gender Equity and Sustainability of Peoples' self-governance institutions are core values that drive this Mission.

At this stage it is important to highlight two principles that will govern the process:

• Threshold level of quality of life

The "threshold level of quality of life" refers to a situation where communities have satisfied the most crucial basic needs of life and are in a position to dream of further improvements. This naturally requires that issues like food and income security, health and medical care, education and literacy, safe and hygienic habitations, basic infrastructure etc., be addressed effectively. Thereafter, for these communities to move ahead, it is essential to influence the external environment and gain a favourable bargaining position vis-à-vis the State or the Market. This position can be gained only if a large number of communities unite and demand it. This united movement will have the "Critical Mass" necessary to force governments, political organs, private sector enterprises and other civil society organs to react to communities' demands.

• Critical Mass

The experience in development action for nearly two decades makes Gram Vikas believe that

to make a significant impact in development interventions and policies, it is essential to reach out to a larger number of people, over a concentrated geographical area, constituting a 'critical mass'. Given Gram Vikas' concentration on the poorer sections of the population, the 'critical mass' would constitute about 1% of the total population (or about 100,000 households) of scheduled tribe, scheduled caste and other economically backward communities from the poorer regions of Orissa. The advantage of a 'critical mass' is that it affords the communities effective bargaining positions, in relation to plans and policies, directly affecting their socio-economic milieu.

b. Reasons for Evaluation

The strategies spelt out in the millennium mission envisages a gradual shift by Gram Vikas from being primarily an initiator and implementor of development initiatives to a role characterized by facilitation and support, as well. There is not a complete change of focus but clearly a change in emphasis. The question arises as to how Gram Vikas can best bring about this strategic shift and whether internal and external factors are conducive enough to allow this transformation process to take place successfully.

Gram Vikas initially defined its Millennium Mission in the middle of 1998. These were discussed widely within the organisation and with different stakeholders including resource support agencies and NGO partners. The most recent modifications were made in September 2001. The most crucial facet of the Millennium Mission is Gram Vikas' intent to use the RHEP model as a vehicle to reach a Critical Mass of the poorest people in Orissa and empower them to influence panchayats and other levels of governance, demand their basic rights, and have control over development processes.

The time is now right to take stock of the progress made by the organisation with the new approach and at the same time assess our capacities to work towards the Millennium Mission. The evaluation should look at what are the factors to be considered as we move towards the Millennium Mission and give recommendations on anything else that could add quality to Gram Vikas' work..

c. Evaluations in the past

Gram Vikas has periodically organized evaluations of its programmes and of the organization. Evaluations of the organisation were conducted in 1984-85 by Society for Participatory research in Asia and in 1997-98 by Institute of Rural Management, Anand and Unnati, Ahmedabad. Both these evaluations have been participatory in nature, involving staff and communities working with Gram Vikas. The feedback and recommendations of the evaluations have been useful to Gram Vikas in terms of making its interventions more focused and developing new capacities.

d. Current evaluation

The current evaluation is an outcome of an internal need, and will be owned by the management and the staff of Gram Vikas. External Resource persons, who know Gram Vikas to differing depths will facilitate the process. They bring with them rich and varied experience in development, and are eminently suited to conduct the evaluation.

The members of the external team are Mr Fons van der Velden, Mr Deep Joshi, Dr Rukmini Rao, and Dr Nafisa Goga D'Souza

6. Evaluation of RHEP & Critical Review of Gram Vikas future strategies - 2001

The present review exercise is expected to serve two broad purposes.

- Evaluate RHEP performance till date and establish validity of the methodology
- Review Gram Vikas' organisational capacities vis-à-vis the Millennium mission.

Gram Vikas believes that the processes in RHEP define a model, with strategies for entry, implementation, withdrawal and sustainability. The relevance, appropriateness and effectiveness of the methodology needs to be established so that it justifies being the centrepiece of Gram Vikas's millennium mission.

The second part of the evaluation, dealing with Gram Vikas' organisational capacities vis-à-vis the Millennium mission, has to take into account the philosophy and implementation strategies of both ITDP and RHEP, and their synergies with the rest of Gram Vikas.

This evaluation does not include in its purview a full-fledged evaluation of ITDP. Gram Vikas will undertake an internal learning process vis-à-vis its ITDP experiences and try and address various concerns that have been raised within and outside the programme. Gram Vikas will try to coincide this learning process with the Evaluation with specific events that may need facilitation from members of the Evaluation team.

7. Contents of the Evaluation

Stemming from these two issues, specific issues that need to be addressed by the review process are the following:

a. Evaluate RHEP performance till date and establish validity of the methodology

(a) Evaluation of the RHEP objectives and approach

- Vis-à-vis Gram Vikas Mission
- Relevance to the context
- Relevance to the needs of the community
- As an effective empowerment tool
- In addressing equity and social justice concerns
- In counteracting the government approach with a model of Social Inclusion

(b) Effects and outcomes of RHEP so far

- Improvement in Quality of life of poor communities
- Demonstration effect on neighbouring villages and the wider public including government
- In influencing social relations
- In creating a sense of ownership of the processes among the people
- Improving health conditions
- Evolving/strengthening alternate credit systems
- Enhancing self-esteem/pride in being a villager
- On livelihood patterns
- On other socio-economic indicators

- Empowerment of women

(c) Empowerment of communities

- Intra-village relationships
- Relationship with the outside world
- Accountability and transparency in leadership
- Second line of leadership
- Ability to assert rights
- Ability to access government funds for development works
- To manage generation and use of common assets/incomes
- Up-scaling to Panchayat Raj level

(d) Sustainability

- Functioning of the hardware
- Of the software that supports the hardware
- Institutions created and their management
- Resource generation and use
- In leveraging village unity for other development goals

(e) Replicability

- w.r.t. costs and benefits
- Investments required
- does it have the necessary features to generate demand

(f) Gender Equity in RHEP villages

- Improvements in status and participation of women
- Changes in gender relations at the community level
- Decrease in drudgery of women
- Issues of discrimination
- Attitude of men towards women and gender issues

b. Review Gram Vikas' organisational capacities vis-à-vis the Millennium mission

(a) A critique of Gram Vikas' Millennium Mission

- Appropriateness
- Relevance
- Feasibility

(b) Assessment of organisational capacities for scaling-up

- Human Resources
- Second line of leadership
- PME procedures and systems
- Shared vision among leadership and staff
- Gram Vikas' capacity to learn and adapt

(c) Organisational Gender policy and strategies

- Existing capacities to actualise gender policy
- Requirement of capacity enhancement
- Increasing effectiveness in the field

(d) Livelihoods interventions of Gram Vikas

- Assessment of Gram Vikas capacities to make livelihood interventions
- Support to define Gram Vikas role in livelihood promotion – facilitator/doer

(e) Community convergence

- Extending village institutional mechanisms to influence PRI systems
- Creation of a movement which leads to a critical mass to drive a rights based approach to fight against corruption and government patronage

(f) Gram Vikas' role as an NGO in the development context of present Orissa

(g) Lobby and advocacy

- Learning from past efforts and Gram Vikas role in influencing policy changes
- Broad basing lobbying and advocacy to the community level
- Requirement of capacity enhancement for more effective advocacy

(h) Networking

- Learning from past networking efforts
- Gram Vikas' role in networks
- Networking with CBOs
- Effectiveness of networking with other NGOs
- Establishment of networking with Panchayati Raj Institutions

8. Methodology for evaluation

The current evaluation will be participatory, with the involvement of all primary stakeholders – the communities, the staff, the leadership and board of Gram Vikas.

Data will be culled from various sources – primary and secondary.

Among the primary sources are

- Baseline data of household surveys, village profiles and monthly monitoring reports already with Gram Vikas
- Additional data collection through questionnaires
- Case studies with Gram Vikas
- Field visits by the evaluation team for interactions with community, staff, etc

Secondary sources of data include

- State level and district level data
- Concept notes and other documents available with Gram Vikas
- Annual reports – both narrative and financial

The Evaluation process will be coordinated by Mr Fons van der Velden. Support from Gram Vikas will be coordinated by Ms Jayapadma.

9. Time frame

First meeting with the evaluation team	October 30-31, 2001
Revised draft of the ToR	November 10, 2001
Documents and Reports of Gram Vikas	November 15, 2001
Field visits by Team members	January 2002
Debriefing meeting	January 27-28, 2002
Final Report	End March 2002

There will be another joint meeting of Evaluators in January, for which the dates are to be finalized. Other events as deemed necessary will be defined in the course of January 2002.

10. Expected Outcome

The expected outcome is a working document of around 60 pages, with all detailed reports, minutes of meetings, etc as annexes. Gram Vikas will prepare a shorter summary document for sharing the findings of the Evaluation with a wider group. Based on the findings there will be discussions in Gram Vikas and a report will be prepared defining broad areas of action and follow-up.

Annex II:
Minutes of the first meeting of the Evaluation team

1. Introduction

The first meeting of the evaluation team was held at Gram Vikas, Mohuda on October 30-31, 2001. It was attended by the following members of the Evaluation team:

- Mr Fons van der Velden
- Mr Deep Joshi
- Dr Rukmini Rao

And the following members of Gram Vikas:

- Mr Joe Madiath – Executive Director
- Mr Sojan Thomas – Programme Manager RHEP (Rural Health and Environment Programme)
- Mr Natabar Padhi – Programme Manager ITDP (Integrated Tribal Development Programme)
- Mr Padmanav Arukh – Additional Programme Manager ITDP (only on 31st)
- Ms R V Jayapadma – Programme Manager PMED (Planning, Monitoring, Evaluation and Documentation)
- Mr Liby Johnson – Programme Manager Livelihoods and Infrastructure
- Ms Urmila Senapati – Coordinator Gender
- Mr Ajay Satapathy - Coordinator ITDP
- Mr Gangadhar Panigrahi – Coordinator RHEP
- Mr Dipti Prasad Das – Coordinator RHEP

The meeting started at 10:30 a.m. on October 30, 2001. Mr Joe Madiath welcomed the team of Evaluators to the first meeting to kick off the External Evaluation of Gram Vikas. He informed that Dr Nafisa D' Souza, also a member of the team was unable to attend the meeting due to a prior commitment to work in Marrakesh. The participants from Gram Vikas for the meeting formed the core team of the organization.

Mr Madiath emphasized that the Evaluation was being done not as a mandatory procedure, but out of a need from the staff to validate the work of the organization as they move forward. The evaluation ownership of the evaluation would rest with the staff, represented by the core team present at the meeting. He also dwelt briefly on the selection of the Evaluation team, and hoped for a useful collaborative evaluation.

After a brief round of introductions, the background of the Evaluation was discussed. Gram Vikas has been periodically organizing evaluations of its work. These have been useful to the organization to mirror progress and redefine strategies. There have been three evaluations of the organization in the past, of which two were conducted by PRIA and the most recent was conducted in 1998 by a team led by Prof.D.P.Mishra and Mr Binoy Acharya. All these evaluations were driven be development practitioners external to the organization, but with a participatory approach, with the involvement of the staff throughout the process and shared learning and reflection.

In the middle of 1998, Gram Vikas defined its Millennium Mission through two documents. These were discussed widely within the organization and with different stakeholders including resource support agencies and NGO partners. The most recent modifications were made in September 2001. The most crucial facet of the Millennium Mission is Gram Vikas' intent to use the RHEP model as a vehicle to reach a Critical Mass of the population in Orissa and empower them to influence Panchayats and other levels of governance, demand their basic rights, and have control over development processes. The time is now right to take stock of the progress made by the organization with the new approach and at the same time assess Gram Vikas' capacities to work towards the Millennium Mission.

Mr Madiath added that the evaluation should look at what are the factors to be considered as we move towards the Millennium Mission and give recommendations on anything else that could add quality to Gram Vikas' work.

Mr Fons asked for an elaboration of the context of Gram Vikas' work. This needs to be articulated from the perspective of Gram Vikas. He suggested that a short exercise be done to check the ToR for the Evaluation and get a better understanding of what the focus should be.

The team members from Gram Vikas took cards on which they wrote issues of priority for the evaluation. These were pasted on the board, reflected upon for clarifications and finally grouped into clusters. Mr Fons reflected that what emerged loosely looked as follows:
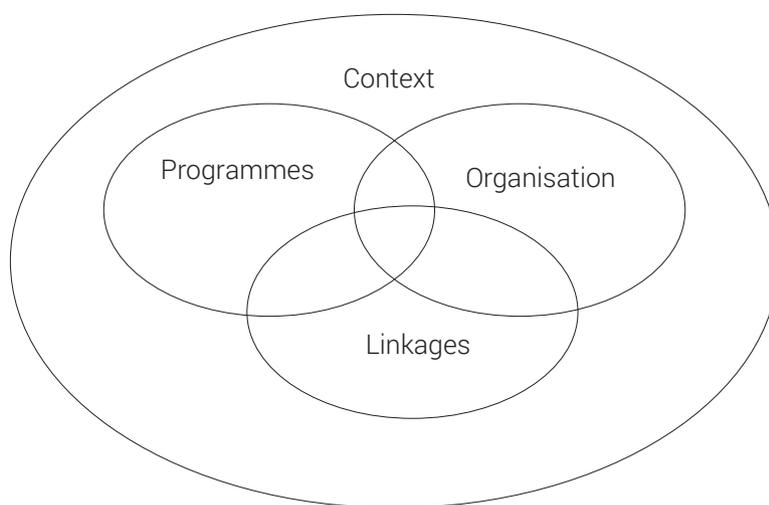
In the revised Terms of Reference the following aspects have to be made clearer

• Context

• Strategy/ Strategies for interventions

• Gender approach

• Gram Vikas as a Learning Organisation

• Inter-organisational learning

• Elaborate/ Articulate focus on Critical Mass

After the discussions it was decided that the ToR would be finalised over email after 1-2 rounds, latest by Dec 15. The minutes of the meeting and the revised draft of the ToR will be circulated to the Evaluation team members by November 10.

2. Further inputs for ToR

In the light of the exercise in the morning and to address some of the unresolved issues further, five small groups were formed, which came up with the following recommendations for the Evaluation.

Evaluation of ITDP (Natabar Padhi and Liby Johnson)

Full evaluation of ITDP would be ideal, but if it is not feasible look at convergence of ITDP and RHEP and Review of two sectors in ITDP, Livelihoods (in terms of effect on people's attitudes and issues for the way forward) and Education (is the intervention effective and efficient in relation to the investment).

Network and Lobbying (Joe Madiath and G Panigrahi)

Review / Evaluate past experience (use of moratorium on bonded labour and land ownership; tribal control over revenue wastelands; blocking control of tribal lands by tea plantation companies)

Recommendations to improve methodology for networking with NGOs/ Pos/ Panchayats; building adequate capacities

Self governance and PRI

Evaluate role of Pos in conflict resolution/ conflict management and decision making

Effective utilization of common resources

Look at functioning of Panchayats, people's understanding and participation and how effective Panchayats are – Recommendations on what can be done

Context and relevance

Evaluate fulfillment of basic needs of people – Education, Health, Access to protected water, livelihoods

Are the needs of the marginalized being met?

What is the change in self-esteem and unity of communities; people's speaking power (for most of this the only data will be people's word and articulation – many changes are intangible)

Validation of RHEP

Whether RHEP is in line with the Mission of Gram Vikas

Whether it is the right model in the context – approach and processes and appropriateness (achievements and shortcomings) – Addressing the primary and basic needs of the community

Sustainability mechanisms in the model

Replicability of the model for Scaling up

The main questions emerging at the end of this session were

1. What are the problems that Gram Vikas faces?

2. Where do we experience problems/ Contradictions?

3. Where have we failed/ Succeeded?

There was a protracted discussion on where ITDP should be placed in the context of the evaluation, since this was not very explicitly stated in the ToR. From the discussions, the various issues in the ITDP started emerging. These ranged from organisation to programme and strategy. The over riding feeling was that at this juncture Gram Vikas was seeking to identify new ways to make initiatives in ITDP sustainable, and to renew the vigor and enthusiasm. One of the suggestions at this stage was that Gram Vikas undertake a self-study to reflect upon ITDP, with some facilitation where needed.

It was suggested that the division of work between the Evaluators be as follows:

- Mr Fons van der Velden : Organisation

- Mr Deep Joshi : Programmes (especially livelihoods focus)

- Dr Rukmini Rao : Gender (in both programmes and Organisation)

- Dr Nafisa D'Souza (Programmes – People's organisations/ Tribal development) : this is subject to discussions with Dr D'Souza.

Data collections and fieldwork will be carried out over January. In the end of January, there will be a brief workshop for stocktaking and reflection. The report will be finalised by the end of March.

An ad hoc committee was formed which would to schedule and organise events for the following day. For the conduct of the Evaluation, a steering committee would have to be formed which would facilitate smooth conduct of the evaluation.

The main items on the agenda for the 31st were as follows:

- *Validation of ToR*

- *Planning : Time frame*

- *Methodology – Data Collection/ Sources/ Indicators*

- *Reporting – Expected outputs*

- *Division of Labour*

- *(Gram Vikas - Evaluation team / Within team)*

- *Sources*

The ad hoc committee presented briefly the discussions on the ToR and the suggested changes therein. For Gram Vikas, the Evaluation should focus primarily on RHEP and further the organizational aspects in relation to the Millennium Mission. For ITDP, a parallel process of reflection and Self-Study will be organised. There will be a series of learning events for reflection and strategizing, some of which may be facilitated by the Evaluation team.

3. Historical Evolution of Programmes/ Strategies (Timeline for Gram Vikas)

Joe traced the evolution of Gram Vikas and its interventions over the years. Given the background and the differences in approaches, the need for the future is challenging in terms of evolving

a synergistic and convergent approach. This background needs to be documented.

Mr Joshi said that the problems/ challenges that RHEP was facing also need to be clearly articulated for better understanding of the Evaluation.

A few issues that emerged as problems/ challenges in RHEP are as follows:

- Livelihoods – we have not been very effective so far in terms on livelihoods interventions

- RHEP Still a Push – Generating 100% consensus

- Proper documentation of Cost-Benefit is needed

- Can this be a movement with which we can create a Critical Mass – a Rights-based approach to fight against corruption (viability/ empowerment / scaling up); Battling against narrow/ selective approach of government with a model of Social Inclusion; Fight against government patronage

Gram Vikas nominated Ms Jayapadma to the Steering Committee, and requested one person from the Evaluation team also to be part of this. Mr Fons van der Velden was nominated for this.

Since there were no further issues related to the ToR, it was decided that there would be further deliberations over email on the revised draft and finalized by December 15, 2001.

4. Methodology

The available data formats were presented to the members of the Evaluation team, including:

- Monthly Progress Reports

- Village Profile format

- Household Survey format

Additional data needed will be intimated by the evaluators, so that necessary data collection can be organised.

5. Sources

Gram Vikas has several documents, which are being compiled to be sent to the evaluators. A list of documents to be sent is presented at the end of this document.

6. Reporting

The expected output is a comprehensive report, which can be a working document. Subsequently a popular version will also be done for wider circulation. Gram Vikas may engage an external resource person to prepare a summary report, which after feedback from the Evaluation team members can be finalized.

7. Time frame

The tentative schedule is as follows:

Dr Nafisa D'Souza will indicate convenient dates for the fieldwork after her return. If possible a coordination meeting will be organised when all evaluators are in Gram Vikas in January.

Subject	Start Date	End Date
First meeting	Oct 30, 2001	Nov 1, 2001
Revised draft of ToR and GV documents	Nov 9, 2001	Nov 11, 2001
GV compilation of baseline data and reports	Nov 15, 2001	Dec 10, 2001
Other data collection	Through Dec	
Dr Rukmini Rao	Jan 7, 2002	Jan 16, 2002
Mr Deep Joshi	Jan 2, 2002	Jan 18, 2002
Mr Fons van der Velden	Jan 8, 2002	Jan 30, 2002
Gram Vikas Foundation day celebrations	Jan 22, 2002	
Meeting with Governing Board	Jan 24, 2002	
Debriefing meeting	Jan 27, 2002	Jan 29, 2002

Annex III:
Brief profile of Orissa

Orissa is situated on the eastern coast of India. It has a rich cultural and religious history. Orissa has a population of 32 million people with a high percentage of Scheduled Tribes (ST) 24% and Scheduled Caste (SC) 16%. The adivasis in the state belong to 62 different ethnic communities. The khonds, parajas, sauras, dharua and bonda are the major tribes of Orissa.

The state of Orissa is spread over a geographical area of 1,55,707 Sq. Km and home to a population of 32 million people. Of these 87% of them live in villages relying on agriculture for their livelihood. 30.3% of the geographical area is under forest cover. 83% of the area is covered by hill ranges and the soil type is mostly red or red/yellow soils having low nutrient content but high filtration rate and low water holding capacity.

Black soils are found mainly in the Eastern ghats zone, where as fertile alluvial soil are found in the coastal areas of Orissa.

Apart from the low quality soils, agriculture production is mainly hampered by late/ early monsoons and erratic rainfall which, contributes to dry spells and resultant droughts in the western parts Orissa.

About 1/3rd of the rural population do not own any land other than their homesteads. Of the 52, 95,782 Ha of the operational holdings – small marginal farmers who constitute 79.87 percent of the land. Medium and large farmers who constitue 5%, control 24 % of the operational holdings. About 30% of the cultivable land is irrigated through major, medium and minor and lift irrigation.

Orissa has a tropical climate with monsoon rainfall from June through September (Kharif season in Agriculture)

The annual rainfall is about 1400 mm to 1600mm. At times there is dramatic fluctuations ranging from less than 750 mm to more than 2500 mm. Rice id the major food grain crop of Orissa and contributes to about 90-92 percent of the total food grain production.

The coastal plain, with its rich productive soil, has by far the highest levels of population density within the state. The largest concentration of adivasis and dalit populations are generally found in the north, west and south-eastern parts of Orissa where the land is mainly mountainous and the soil is of marginal quality.

The literacy rates is currently estimated at 50%, however, this hides considerable disparities within the state (male and female literacy being 63 and 34% respectively)

Demography of Orissa (Data Source: Census of India 1991)

	Number of Households	Population		
		Persons	Male	Female
Total	5,999,447	31,659,736	16,064,146	15,595,590
Rural	5,168,221	27,424,753	13,794,955	13,629,798
Urban	831,226	4,234,983	2,269,191	1,965,792

Literacy

	No. of Literates (in '000s)	Literacy Rate	Literacy Rate among 10 to 14 yrs age group	Literacy rate among 15-19 yrs age group	Percentage population attending school in the age group of	
					6-10 years	11-13 years
Persons	12,916	49.1	66.2	61.0	54.3	59.4
Males	8,419	63.1	75.5	72.5	60.6	69.2
Females	4,497	34.7	56.9	50.1	48.0	49.5

Level of Education

	Below Primary	Primary but below middle	Middle but below matric	Matric but below graduate	Graduate and above
Persons	35.7	4.3	12.4	25.2	22.3
Male	34.6	25.4	3.7	5.2	21.0
Female	37.8	24.9	9.9	2.6	24.8

Religion

Distribution of population by Religion (in percentage)

Hindus	Muslims	Christians	Sikhs	Buddhists	Jains	Not-Stated	Others
94.67	1.83	2.10	0.05	0.03	0.02	0.04	1.26

Work participation rate

	Total Main Worker (in '000s)	Total Marginal Worker (in '000s)	Total NonWorker (in '000s)			
				Cultivation	Agricultural Labour	Livestock , Forestry, etc.
Persons	10,378	1,505	19,777	44.3	28.7	1.9
Male	8,491	150	7,423	48.4	22.8	2.1
Female	1,887	1,355	12,354	25.8	55.1	0.8

Work participation rate (Continued)

	Mining & quarrying	Manufacturing in Household industries	Manufacturing in non-household industries	Construction	Trade & Commerce	Transport, Storage comm unication	Other Services
Persons	1.0	0.9	5.4	1.7	9.6	3.5	3.1
Male	1.0	1.0	6.1	2.1	10.0	2.7	3.9
Female	1.0	0.4	2.3	0.2	7.6	5.2	1.7

Amenities

	Total no. of HHs (in '000)	Percentage of Households having						
		Electricity	Safe drinking water	Toilet	Electricity and safe drinking water	Safe drinking water and toilet	Electricity & Toilet	All three facilities	None of the three facilities
Total	5,983	23.5	39.1	9.8	10.6	5.7	9.1	5.4	47.6
Rural	5,168	17.5	35.3	3.6	5.8	1.2	3.0	1.0	52.7
Urban	815	62.1	62.8	49.3	40.9	34.1	47.5	33.0	15.2

Fertility Rates (Source: Sample Registration System Data)

	1991	1992	1993	1994	1995	1996	1997	1998
Crude Birth Rate	28.8	27.8	27.2	28.0	27.8	27.0	26.5	25.7
Crude Death Rate	12.8	11.7	12.2	11.2	10.8	10.8	10.9	11.1
Natural Growth Rate	16.0	16.1	15.0	16.8	17.0	16.2	15.6	14.6
Infant Mortality Rate	124	115	110	103	103	96	96	98
Total Fertility Rate	3.3	3.1	3.1	3.3	3.3	3.1	3.0	NA

Source: *Census Data : Census of India 1991*

Fertility Data : Compendium of India's Fertility and Mortality Indicators 1971 - 1997 based on The Sample Registration System (SRS) . Registrar General, India, New Delhi : 1999 and SRS Bulletin October 2000, Vol 34 No. 2.

Annex IV:
Itinerary of the evaluation team

Date/ Jan' 2002	Dr Rukmini Rao	Deep Joshi	Dr Nafisa D'Souza	Fons van der Velden	General
7	with Gender team	--------			
8	Ganjam				
9	Ganjam			Mohuda	
10	Mohuda/ Ganjam		Mohuda/ Ganjam	Mohuda/ Ganjam	Common meeting/ Joint field visit
11	Gajapati		Rudhapadar	Gajapati	
12	Gajapati		Rudhapadar	Gajapati	
13	Kerandimal		Ganjam	Ganjam	
14	Mohuda		Mayurbhanj	Ganjam	
15	Mohuda	Bolangir	Mayurbhanj	Ganjam	
16		Bolangir	Mayurbhanj	Mohuda	
17		Bolangir	Mohuda	Mohuda	
18		Bolangir	Mohuda	Mohuda	Problem Analysis workshop with Managers
19		Thuamul Rampur		BBS	
20		Thuamul Rampur		Mohuda	
21		Mohuda	Mohuda	Mohuda	Organisational Analysis Workshop
22		Mohuda	Mohuda	Mohuda	Interaction with Governing Board
23			Mohuda	Mohuda	Organisational Analysis Workshop
24			Mohuda	Mohuda	Organisational Analysis Workshop
25		Mohuda	Mohuda	Mohuda	Learning Organisation
26	Mohuda	Mohuda	Mohuda	Mohuda	Debriefing
27				Mohuda	Preparation of the Draft Report
28				Mohuda	Preparation of the Draft Report
29				Mohuda	Preparation of the Draft Report

Annex V:
List of documents

1. Terms of Reference for Evaluation of Gram Vikas and Critical Review of Gram Vikas future strategies- 2001

2. Minutes of the First Evaluation meeting at Gram Vikas

3. Annual Report- 1998-1999

4. Annual Report- 1999-2000

5. Annual Report- 2000-2001

6. GDN Award Application Document- August 2000

7. Roots of Change- Status Documentation of RHEP - April 2000

8. Case Study of The Bio Gas programme of Gram Vikas- Feb 2001

9. Policy Day Discussions and Gender Documents

   a) Policy Day discussions April 2001

   b) Minutes of the General Discussions , Bi annual Review Meeting, 25th Nov. 2000

   c) Gender Documents and study , by Helena Zweifel, SDC

10. Other GV Documents

    a) Gram Vikas and Livelihood Sector Interventions

    b) How do poor help themselves?

    c) Role of Enabling Infrastructure in Disaster Mitigation

    d) Vision of Gram Vikas : Education

e) And What exactly is Gram Vikas

f) The Tribal and the Bureaucrats

g) Bio-gas programme of Gram Vikas

h) When Tribals awake-The Kerandimals Movement

i) List of reports and Publications

11. Evaluation reports and PSP Report

    a) Participatory Evaluation of Gram Vikas, PRiA , March 1988

    b) Participatory Programme Assessment of ITDP and RHEP, IRMA & UNNATI, Dec. 1998

    c) Gram Vikas' Response to the Participatory Programme Assessment, June 1999

    d) Participatory Strategic Planning Report of Gram Vikas, 1996

12. Financial Statements for the Year ended

    a) 31st March 1998

    b) 31st March 1999

    c) 31st March 2000

    d) 31st March 2001

GV Documents

- Gram Vikas- Millenium Mission

- Gram Vikas of the New Millenium

- Gram Vikas Towards a New Development Paradigm

Annex VI:
Field visits, Coverage of villages

RHEP villages visited by the evaluation team

RHEP Bolangir

Sl No	Phase	Name of the Village	Name of the G.P	Name of the Block	Name of the District	Name of the Visit	Name of the Evaluators
1	Pilot	Newgoudtikira	Selit	Attabira	Bargarh	16.01.02	Deep Joshi
2	1st	Karnapali	Kalamati	Dhankoda	Sambalpur	16.01.02	Deep Joshi
3	1st	Oldgoudtikira	Selit	Attabira	Bargarh	16.01.02	Deep Joshi
4	2nd	Mahukhanda	Kumelsinga	Attabira	Bargarh	15.01.02	Deep Joshi
5	2nd	Tangarpda	Selit	Attabira	Bargarh	16.01.02	Deep Joshi
6	2nd	Tala	Dumalpali	Bhatli	Bargarh	16.01.02	Deep Joshi
7	2nd	Asuramunda	Bakti	Agalpur	Bolangir	17.01.02	Deep Joshi
8	2nd	Barahamal	Bhadra	Saintala	Bolangir	17.01.02	Deep Joshi
9	2nd	Chhatranga	Jurabandha	Bangamunda	Bolangir	18.01.02	Deep Joshi
10	3rd	Banjipali	Udar	Deogoan	Bolangir	17.01.02	Deep Joshi

RHEP Ganjam (All villages come under District Ganjam)

Sl No	Phase	Name of the Village	Name of the G.P	Name of the Block	Date of the Visit	Name of the Evaluators
1	Pilot	Samiapalli	Bhikaripalli	Chhatrapur	10.1.02	Rukmini Rao, Fons
2	1st	Samantrapur	Jhadabhai	Purusatomapur	08.1.02	Rukmini Rao
3	1st	Burdingi	Gumma	Gumma	11.1.02	Rukmini Rao, Fons
4	1st	Mathamukundapur	Subulia	Ganjam	13.1.02	Fons
5	2nd	Nandiaguda	Dengapadar	Kabisuryanagar	08.1.02	Rukmini Rao
6	2nd	Kusaguma	Bardabhalli	Dharakot	09.1.02	Rukmini Rao, Fons & Nafeesa
7	2nd	Dengapadar	Dengapadar	Kabisuryanagar	09.1.02	Rukmini Rao,Fons
8	2nd	Tarava	Gumma	Gumma	11.1.02	Rukmini Rao, Fons
9	2nd	Anusai	Khajuripada	Nuagada	12.1.02	Rukmini Rao, Fons

RHEP Mayurbhanj

Sl No	Phase	Name of the Village	Name of the G.P	Name of the Block	Name of the District	Name of the Visit	Name of the Evaluators
1	2nd	Badhapheni	Badapheni	Khunta	Mayurabhanj	14.1.02	Nafeesa
2	1st	Balimunduli	Badapheni	Khunta	Mayurabhanj	14.1.02	Nafeesa
3	1st	Badaputuka	Kanimahuli	Sulipda	Mayurabhanj	14.1.02	Nafeesa
4	2nd	Kalanda	Angarapda	Raruan	Mayurabhanj	15.1.02	Nafeesa
5	2nd	Galushai	Angarapda	Raruan	Mayurabhanj	15.1.02	Nafeesa
6	1st	Angarapada	Angarapda	Raruan	Mayurabhanj	15.1.02	Nafeesa
7	1st	KCpur-l	Badajore	Badapda	Mayurabhanj	16.1.02	Nafeesa
8	2nd	KCpur-ll	Badajore	Badapda	Mayurabhanj	16.1.02	Nafeesa
9	1st	Kuliana	Kendumundi	Badasahi	Mayurabhanj	16.1.02	Nafeesa

Annex VI:
Coverage of villages under Rural Health and Environment Programme

RHEP Phase 1

District	Project	Villages	Households				Population		
			SC	ST	Gen	Total	Male	Female	Total
Gajapati	Ganjam	3	2	82	35	119	328	326	654
Ganjam		9	132	82	821	1,035	3,283	2,772	6,055
Bargarh	Bolangir	6	30	48	278	356	1,007	941	1,948
Bolangir		3	36	36	122	194	532	497	1,029
Boudh		3	55	12	104	171	493	477	970
Sambalpur		1	15	5	41	61	213	193	406
Surbarnapur		3	33	35	123	191	571	489	1,060
Mayurbhanj	Mayurbhanj	8	71	232	313	616	2,235	2,060	4,295
Nawarangpur	Koraput	1	103	6	13	122	405	369	774
Rayagada		1	7	6	37	50	100	100	200
Koraput		2	32	49	34	115	274	278	552
Total		**40**	**516**	**593**	**1,921**	**3,030**	**9,441**	**8,502**	**17,943**

RHEP Phase 2

District	Project	Villages	Households				Population		
			SC	ST	Gen	Total	Male	Female	Total
Gajapati	Ganjam	3	0	97	70	167	491	480	971
Ganjam		6	100	112	425	637	1,780	1,733	3,513
Bargarh	Bolangir	4	56	63	208	327	916	850	1,766
Bolangir		3	41	70	45	156	470	454	924
Boudh		1	15	3	67	85	262	287	549
Mayurbhanj	Mayurbhanj	8	43	298	199	540	1,507	1,439	2,946
Nabarangpur	Ganjam	1	9	41	0	50	198	157	355
Kalahandi	Th Rampur	1	0	40	0	40	93	84	177
Total		**27**	**264**	**724**	**1,014**	**2,002**	**5,717**	**5,484**	**11,201**

ITDP VILLAGES VISITED BY THE EVALUATION TEAM

District: Kalahandi

Gram Vikas Project: ITDP, Thuamul Rampur and Bada Bafla

Sl No	Phase	Name of the Village	Name of the G.P	Name of the Block	Date of the Visit	Name of the Evaluators
1	Tukguda	Gopalpur	Th. Rampur	Kalahandi	19.01.02	Deep Joshi
2	Madangaguda	Gunupur	Th. Rampur	Kalahandi	19.01.02	Deep Joshi
3	Tangri	Yubrajpur	Th. Rampur	Kalahandi	20.01.02	Deep Joshi
4	Tentulipada	Yubrajpur	Th. Rampur	Kalahandi	20.01.02	Deep Joshi

District: Ganjam

Gram Vikas Project: ITDP- Rudhapadar and Kerandimal

Sl No	Phase	Name of the Village	Name of the G.P	Name of the Block	Date of the Visit	Name of the Evaluators
1	Kandhabanta	Khetamundali	Jagannath Prasad	Ganjam	12.01.02	Nafisa
2	Talataila	Khetamundali	Jagannath Prasad	Ganjam	12.01.02	Nafisa
3	Nuasahi	Tarasing	Jagannath Prasad	Ganjam	11.01.02	Nafisa
4	Tamana	Sinhala	Kukudakhandi	Ganjam	09.01.02	Fons
5	Kanheiput	Sinhala	Kukudakhandi	Ganjam	09.01.02	Fons

Coverage of Villages under ITDP

District	Project	Villages	Households				Population		
			SC	ST	Gen	Total	Male	Female	Total
Gajapati	Kerandimal	30	0	803	0	803	1,638	1,706	3,344
Kalahandi	Th Rampur	20	150	653	58	861	1,976	1,947	3,923
Ganjam	Koinpur	38	10	968	0	978	2,249	2,358	4,607
Ganjam	Rudhapadar	24	148	336	26	510	1,274	1,185	2,459
Ganjam	Tumba	21	0	516	0	516	1,386	1,368	2,754
Gajapati	Karadasing	21	0	669	0	669	1,514	1,725	3,239
		154	308	3,945	84	4,337	10,037	10,289	20,326

Annex VII:
Brief Report on the Debriefing Session on the Evaluation Process

Date: 26th January 2002

The debriefing session started with the Executive Director, explaining about the evaluation process in brief and the background of the past evaluation processes in Gram Vikas. Gram Vikas believed in the evaluation of its work to make it relevant in the context of its work.

The Executive Director categorically mentioned that Gram Vikas had seen and felt subtle and visible changes in courses, which have been made possible by the evaluation process.

With regards to the present evaluation, the E.D. mentioned that the Millennium Mission of Gram Vikas was revisited to include the feedback from all the levels in the organisation. Gram Vikas made a conscious decision to involve an Interim Phase to learn, reflect and improve upon its learning and mistakes before going forward with its Millennium Mission.

He concluded by thanking the staff for their whole-hearted support and owning the process and the evaluation team for the Evaluation process and their professional competence.

The co-ordinator of the Evaluation process, Mr. Fons van der Velden congratulated the staff members of Gram Vikas for their courageous and transparent attitude to evaluation and their whole hearted co-operation in the process. He then explained about the process and the scheme of presentation of the report ("Dare to Dream" – Report in Progress) by the evaluators: Mr. Fons (organisational processes), Ms. Nafisa (ITDP at a Policy Level), Mr. Deep Joshi (RHEP) and Ms. Rukimini Rao (Gender Issues at the programme and Head Office level)

After the presentation of the report by the evaluators, the larger group was divided in to 6 groups of 4-5 members each and a draft copy of the report ("Report in Progress") was given to each of the groups. The groups were asked to go though the report and clarify on the facts or findings

mentioned in the report with the plenary in the post lunch session.

Presented below is the abstract of the discussions in the plenary session.

Abstract of Clarifications / Explanations regarding "Dare to Dream"- Report in Progress.

1. Synergy between ITDP / RHEP

Evaluators:

- Division between the two is based on history i.e. ITDP was in existence then RHEP taken up at a later date, so the divide is 'artificial'.

- "Essentially trying to do the same things". After the launching of phase II, many elements of ITDP has now entered in to the RHEP programme. If you take away the water tank and the pipes RHEP and ITDP are essentially the same thing.

Participant:

- Psychological difference between ST & SC. So while strategy can state the same thing, action taken to implement it is different, as their needs are different.

Evaluators:

- Acknowledge that they agree with the differences in working with the different communities, but pointed out that both RHEP and ITDP are working with ST and SC families now anyway. The operational details at the micro level may and should differ but the strategy of the organisation is basically the same.

2. Staff Bureau & role in policy formation

Evaluators:

- Current organisation chart has everyone except Executive Assistant to ED, as a line function. Functions like PMED, EDP, Accounts are actually support functions, as they are delivering products relevant to all.

- If the are seen as part of the line function then to get work done information must travel up, across then down, instead of the until having a more efficient access to the whole organisation.

- Staff bureau could also be seen as being a little detached from the day to day and can apply themselves to more policy formulation. The issue is policy formation happening in or above the line function? Mixture e.g. given of egg timer.

- Staff bureau have to be managed. If they become too big they need to be cut back. If they are to become independent, then they need to be pushed back in.

R V Jayapadma, Programme Manager, PMED:

- Jaya clarified that she thought that functions like PMED, EDP, Vehicle Department etc do actually operate as support functions and this reality has not been correctly depicted in the organisation chart.

3. *Technology focus / present profile low/high / Target oriented RHEP*

Staff:

- Clarified not just technology focus but process in RHEP is also very important. There may be years of interaction before any technology comes in.

Evaluators:

- Point taken, however Water tanks, toilets & bathing rooms etc., are a milestone for RHEP, they are a big part of the product. Of course before any product is sold there is a lot of motivation and 'selling' on the part of the 'sales people', so they can sell the product. Yes, there is software involved in RHEP, but the nature of the software has an end. In ITDP the software does not seem to have an end. Psychologically, the infrastructure has a lasting impression.

- It is also the mind set involved (what consumes us the most) with RHEP i.e. 2 or 3 goats dying does not raise as much concern as the bathrooms not being clean.

- RHEP as a programme on its own is functions very well, however to met the current mission of political transformation, the amount of social work to be done in the villagers is much more than what has been done so far.

- There is a discomfort about ITDP in all levels in the organisation therefore, RHEP at present seems to have a higher profile in the organisation than ITDP.

Feelings about what has been said in the report

1. Fisher people – not a part of the hinterland of Orissa

Though the artisanal fisher people stay in coastal areas that are better connected and may have better access to the facilities but the social conditions of the people are not substantially different from the people in the hinterland.

2. ITDP Education

Staff:

- Statement was made in the report that government schools have closed where GV schools have started. There was a strong disagreement that no Govt. schools have been closed down owing to GV's school in the villages. Rather it is the other way round, i.e. the places where Govt. schools are closed or non-existent, GV started its schools.

- For the first 18 years GV did not get involved directly in education through schools. Experience has been that in Orissa, it has been impossible to make a change by pleading with the Govt. and people to make them understand the benefits of education. GV tried this to no avail and in the mean time lost a generation, which could have received an education. Therefore, GV did not want to lose time further and decided to intervene with full time formal education centres at the village level.

- The situation is not like Kerala, where teachers would not dare not to come because the people would not accept the absence of teachers from schools. Education does not cause the same feeling here and the benefits have not been understood and the demanding culture has not been understood.

- Even if we can get the teacher to the school, but can't make them teach.

- Some agreement that GV investment in education is very high, most things are provided

by GV and this does make people complacent.

Evaluators:

- Clarification and point taken by the evaluation team, but still have to ask yourselves the question ask how many schools can you run?

- Issues may /should be for GV to look at what will make our people strong. Needs to be more than one village, maybe GV needs to network with other NGO and make a noise in the area.

- GV has created models, but no optimisation of these. They stand like islands.

- While understanding the complexities of the situation, the team felt that the Govt. can not be allowed to escape from its responsibilities in this area, if they can or won't run schools then put pressure for them to give the money e.g. to the panchayats.

Revitalisation of ITDP:

- Mr Arukh expressed his disagreement with the statement that ITDP need 'revitalisation'. He mentioned that the vitality of ITDP is still present specially when we look at the inaccessible and needy areas we are working in through ITDP but he agreed that the existing blocks have to be overcome.

ITDP as a Service Provider:

Staff:

There was some agreement for the statement made about ITDP that 'self-governance is limited to efficient management of services rather than to a vision which must include a space / room for nurturing of capacities within communities to participate in decision that affect their future'.

Gender:

Evaluators:

- What is really being done to see what share women really get on increased income from development activities? By whom and how is money really being spent? Example of Savings and Credit loans taken to have Sonograms to abort female foetuses in Andhra Pradesh…is this gender equity?

- Whenever money comes into the village, whose status does it increase whether it is men or women? If men and women are not equal to begin with, we can't have all activities equal, positions of both groups may be raised but the gap between them will remain.

- Need to look at 'Social Capital' i.e. what an individual woman can't do, a group can.

- Issues are taken-up as a means to create change and empowerment. The issue is not always as important as the effect. e.g. Prohibition of alcohol

Staff:

- Some feeling that there is a need for this idea of both 'creation and resolution' of conflict, not just in gender, but in organisation as a whole. Often we are skating the surface and the real issues are suppressed underneath.
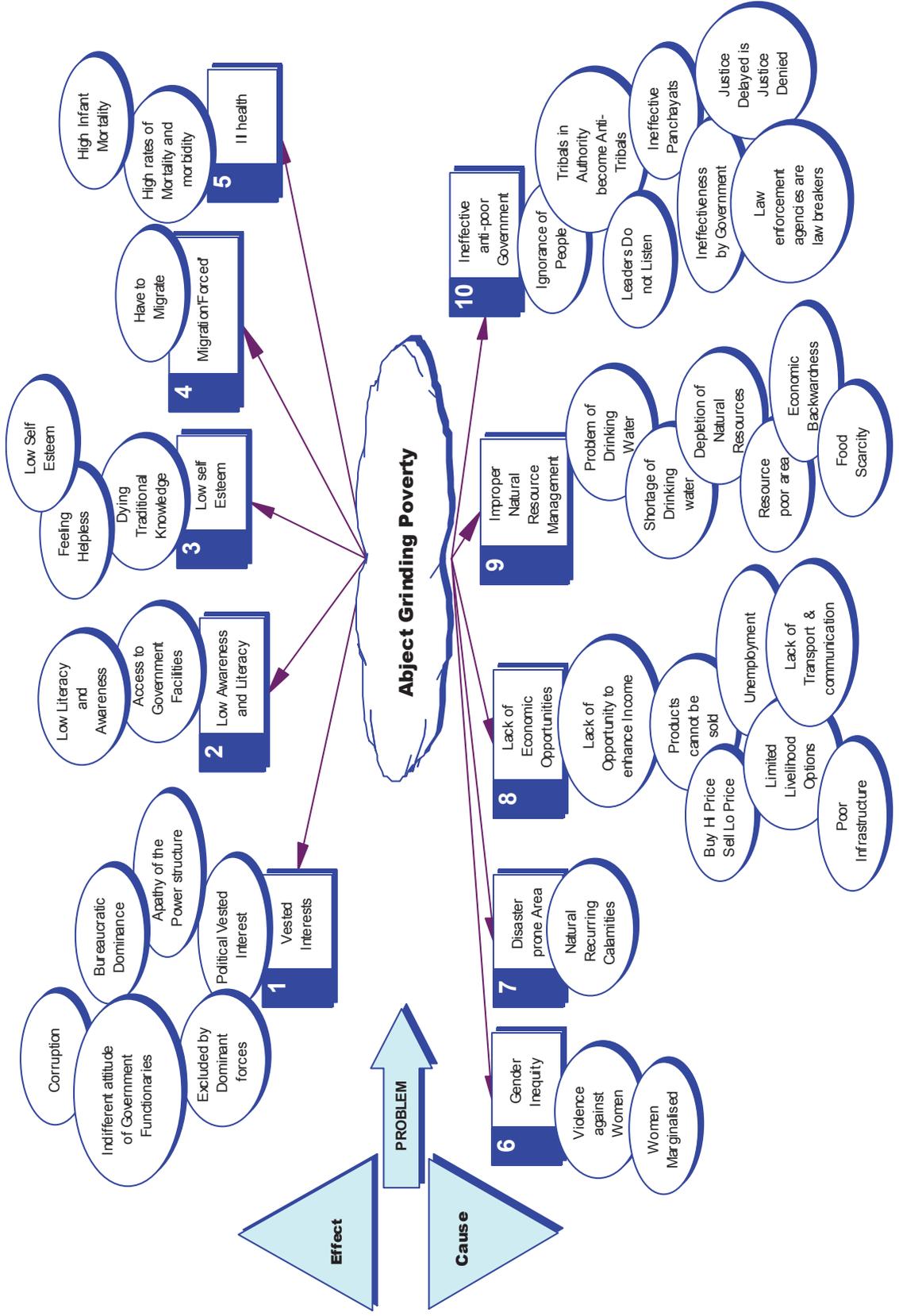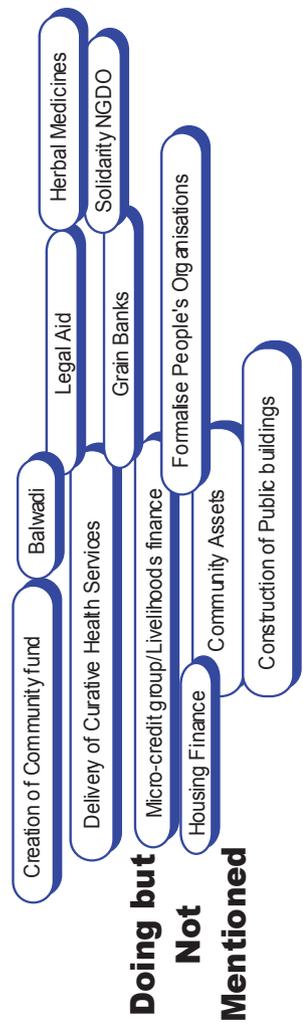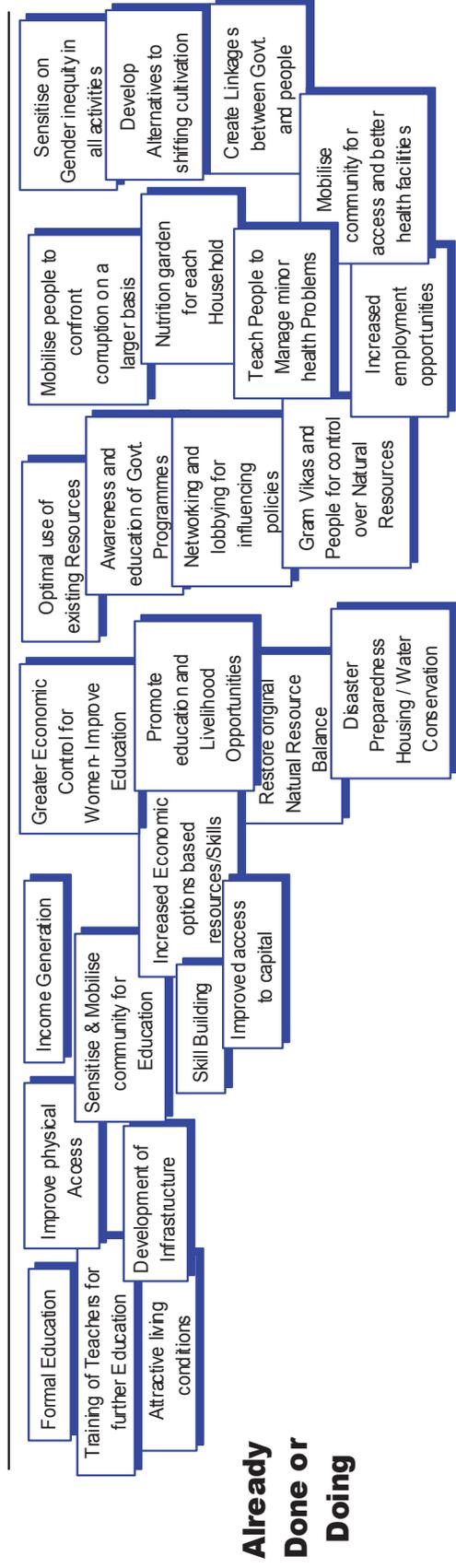
'How' / Critical Mass:

Evaluators:

- Even if GV was just RHEP could feel proud of what you were doing.

- GV known as an ambitious organisation and tough bargainers. If you are going to be ambitious, you need to state what you are not going to do as well, or else people may think the sky is the limit. For example some people may misconstrue the statement 'critical mass'.

- How: If capable enough to be where you are, have the capacity to know how to bring about next level of change.

- Ideas suggested were to incorporate what is happening outside i.e. next door in AP. Lots of experience out there and can learn through exchanges with others.

Eye Openers

- Cluster approach: not necessary initiated through RHEP

- 3 years not enough for software

- Food security

- Alternatives for the use of Corpus funds

- Generation of Bonds / security for public funds

Annex VIII:
Problem Analysis Orissa Context

Abject Grinding Poverty

PROBLEM

Effect

Cause

1 Vested Interests
- Corruption
- Bureaucratic Dominance
- Apathy of the Power structure
- Indifferent attitude of Government Functionaries
- Political Vested Interest
- Excluded by Dominant forces

2 Low Awareness and Literacy
- Low Literacy and Awareness
- Access to Government Facilities

3 Low self Esteem
- Low Self Esteem
- Feeling Helpless
- Dying Traditional Knowledge

4 Migration Forced
- Have to Migrate

5 Ill health
- High Infant Mortality
- High rates of Mortality and morbidity

6 Gender Inequity
- Violence against Women
- Women Marginalised

7 Disaster prone Area
- Natural Recurring Calamities

8 Lack of Economic Opportunities
- Lack of Opportunity to enhance Income
- Products cannot be sold
- Buy Hi Price Sell Lo Price
- Unemployment
- Lack of Transport & communication
- Limited Livelihood Options
- Poor Infrastructure

9 Improper Natural Resource Management
- Problem of Drinking Water
- Shortage of Drinking water
- Depletion of Natural Resources
- Resource poor area
- Economic Backwardness
- Food Scarcity

10 Ineffective anti-poor Government
- Ignorance of People
- Tribals in Authority become Anti-Tribals
- Leaders Do not Listen
- Ineffective Panchayats
- Ineffectiveness by Government
- Justice Delayed is Justice Denied
- Law enforcement agencies are law breakers

High ← → Low

NEW

- Primary Education to be activated
- Issue based Self Help groups / Interest Groups
- Enable changes in Cropping pattern/facilities
- Improved access for Marketing
- Training for Teachers
- Setting up Village Industries
- Distinct Place in reporting for Gender
- Critical Mass in a Panchayat for Confrontation
- Skill Building in every Family
- Facilitate Successful confrontation with power structure

Already Done or Doing

- Sensitise on Gender inequity in all activities
- Develop Alternatives to shifting cultivation
- Create Linkages between Govt. and people
- Mobilise community for access and better health facilities
- Mobilise people to confront corruption on a larger basis
- Nutrition garden for each Household
- Teach People to Manage minor health Problems
- Increased employment opportunities
- Optimal use of existing Resources
- Awareness and education of Govt. Programmes
- Networking and lobbying for influencing policies
- Gram Vikas and People for control over Natural Resources
- Greater Economic Control for Women- Improve Education
- Promote education and Livelihood Opportunities
- Restore original Natural Resource Balance
- Disaster Preparedness Housing / Water Conservation
- Income Generation
- Sensitise & Mobilise community for Education
- Increased Economic options based resources/Skills
- Skill Building
- Improved access to capital
- Improve physical Access
- Development of Infrastructure
- Formal Education
- Training of Teachers for further Education
- Attractive living conditions

Doing but Not Mentioned

- Creation of Community fund
- Balwadi
- Legal Aid
- Herbal Medicines
- Solidarity NGDO
- Delivery of Curative Health Services
- Grain Banks
- Micro-credit group/Livelihoods finance
- Formalise People's Organisations
- Housing Finance
- Community Assets
- Construction of Public buildings

Annex IX:
Report of the Participatory Organisational Analysis

Facilitators: *Mr. Fons Van der Velden*

                    Ms. Jayapadma R V

Participants: *25*

Date: January 21 & 23, 2002   *Venue: Training Hall, Gram Vikas Mohuda*

The session started at 10.00 AM with a welcome address from Ms. Jayapadma. The role of the four members of the evaluation team was explained. The current workshop was to assist Mr. Fons who was looking at the organisational issues. The other three other evaluators, Mr. Deep Joshi, Ms. Nafisa D'Souza and Ms. Rukimini Rao were looking at the programmes (livelihoods, ITDP/RHEP) and gender issues

Mr. Fons elaborated upon the manner in which the workshops would proceed. The purpose of the workshop was to introspect and discuss the matters through a range of group activities. Stressed the importance of people in the evaluation process. He explained that the group activities often took a creative approach involving difference communication mediums, as not ever one is a good 'talker'. He ensured that groups will be a mixed with representation from each of the programmes/ head office of Gram Vikas.

Three points were emphasised from the Workshop introductory notes:

- Speak from the heart: discussions were to be from the heart and not the head

- Do not to make value judgement about people's statements. There are no god or bad answers, as there is not best way to organise.

- Feeling is fact

The 'Rules' for the workshop were agreed on as follows:

Ask if you have doubt or don't understand

Leave work behind

Stick to time
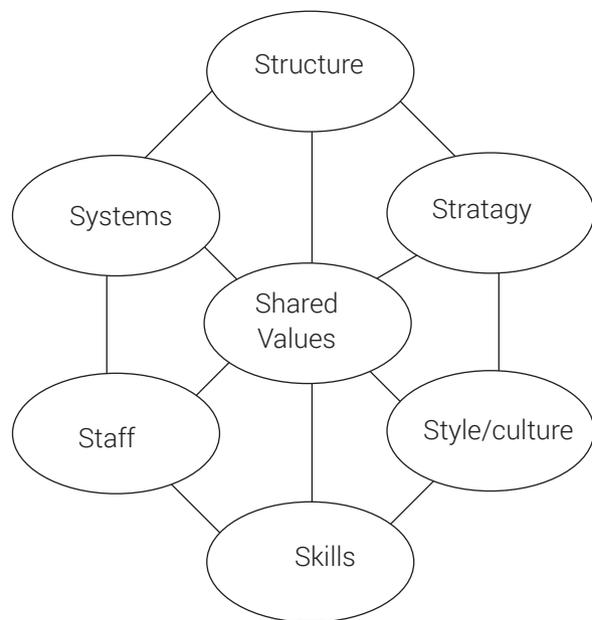
Thereafter, a round of brief introductions was done for the benefit of Mr. Fons

Initiating the process Mr Fons explained that the heart of a organisation were the shared "values". The heart was linked with interlinked structure, systems applied, strategy, staff, skills, style and culture of the organisation. Mr. Fons explained about the relationship between various process in the organization and their linkages as depicted in the adjacent diagram.

He wanted everybody to realise improving organisation happened through knowledge of the strengths and weakness of the organisation. To him it was relevant as to what the participants felt.

For the success of the workshop he hoped everybody would put in his or her wholehearted participation.

After the preliminary introduction about the organisational analysis Mr Fons explained about the a group exercise on the organisational culture.

Exercise I:

a. **Design and Draw a symbol, which reflects the existing culture within Gram Vikas Do the exercise, first individually and then as a group.**

b. **Explain why you have chosen this symbol**

c. **Share with each other your symbols and decide the ones you would like to present to the plenary and why?**

The participants formed five groups of 5, each of the groups worked on the exercise as explained by Mr. Fons.

Each of the groups presented their discussions to the plenary:

Group A: The group presented a picture of a garden with some big and small trees/plants and a gardener tending the trees. The picture symbolizes Gram Vikas as the Gardener who nurtures and tends to the plants (which symbolises the people/communities Gram Vikas works with) to grow and develop.

The group presented that just like a gardener who helps and tends the plants to grow in big trees, Gram Vikas can only help / assist people to develop in strong and capable organisations and networks, rather than make them developed

Group B: The picture showed a hill range with a large tree covering the hills plush with flowing streams, flora and fauna with all types of animals and birds- some permanent and some migratory who come for a brief period.

This picture symbolises Gram Vikas' coverage as the hill range -vast and large. The big tree in the picture symbolises the Executive Director of Gram Vikas and the flora and fauna in the picture symbolises the staff in the organisation. The resources like the stream and plants symbolise the resources of the organisation.

They discussed that more land lies out side this hill range and people come from out side to take

what resources they need, just as people come to GV and take what they need from the programmes, whether it be housing or water etc.

Group C: The group presented the picture of a 'Swastika' with four circles on each end of the swastika. The Swastika symbolises prosperity as per the Hindu religion. Here prosperity is defined not only in economic terms, but empowerment of the people etc. Three of the four circles on each arm symbolises the people Gram Vikas works with and Gram Vikas symbolising the fourth circle, thus completing the 'Swastika'.

Group D: The picture showed Gram Vikas at the centre of a circle with upwardly extended arms of many people together trying to reach (achieve) a common goal of Development, represented by a circle above the extended arms.

The group explained that the Gram Vikas helps to form a firm base at the ground level to help and organise people together to achieve their Goal for Development. They also stated that the circle represents the unity among diversity

Group E: The picture showed people standing in a circle with a caption " Participatory Decision Making"

The group explained that the symbol of " Participatory Decision Making" reflects the organization culture the best.

Analysis:

In the presentation of 3 of the groups – it was clear the Gram Vikas was shown as a facilitator /partner in the development processes for prosperity (achievement of goals) – symbolised by Tree/

Culture represented as 'what we do'. Completely external orientation.

TEA Break for 10 minutes

Exercise II:

Strategy:

a. **Formulate the Overall Strategy of gram Vikas in just One Slogan or sentence**

b. **Which colour reflects the Strategy of the Gram Vikas the best?**

c. **Gram Vikas and the people's organisations are two different entities. Draw a circle and put**

people's organisation in the middle; indicate in the middle (a) where Gram Vikas stands at present vis-a-vis the people's organisation.

Group I:

Slogan : Empowering people socially and economically to improve quality of life

Colour: Green (for prosperity) + Red (for courage/determination)

People's Organisation: Now GV a little outside the circle, in the future want to work side by side.

Group II:

Slogan: Help People to help themselves

Colour: Green for prosperity, progressive

People's Organisation: GV outside the circle and parallel to the P.O.

Group III:

Slogan: Show result /address the issues

Colour: Green: Growth and prosperity

Group IV:

Slogan: Dui hatha au dui Hrudaya ra Milana (in Oriya)
[It takes two to Tango]

Gram Vikas takes up an intervention / activity with equal participation from the people it works with.

Colour: Green and white [Green for prosperity and white for peace]

The group symbolised the colour in the present Gram Vikas' logo colouring one hand with green and one white forming a heart shaped symbol.

People's Organisation: The group perceived that presently Gram Vikas has been closely linked with the P.O and in future Gram Vikas should move away from the P.O. to help them work independently but in course of time Gram Vikas would come to see the P.O. regarding their functioning.

Group V:

Movement for participatory sustainable development in rural areas

Colour: Green

People's Organisation: Presently closely beside PO in the same circle, future to move out of the circle.

Analysis:

The slogans: All of the slogans focussed on 'people' through empowerment/ help/ guidance. They are the central theme of all the slogans. One group represented the accountability to deliver results.

Analysis:

Colour: The main colour that all of the groups envisaged was Green representing prosperity all around. Though two groups also mentioned additional colours, white (peace) and Red (determination & courage). But all of them thought Green would best represent the strategy of Gram Vikas.

Relationship with people's Organisations:

There was a wide variation in the perceptions of the groups regarding Gram Vikas' strategy with the People's Organization.

In the present scenario some groups perceived Gram Vikas as being distant from the People's Organisations and emphasised on a closer collaboration with People's organization in future.

Some groups perceived quite the opposite that presently the P.O. and Gram Vikas have overlapping areas and in future the expect Gram Vikas to move further away from the P.O. and work parallel to each other.

Exercise III:

Systems:

a. **In the present planning process what percentage of the input of the village level committees in the ITDP and RHEP Areas do make it up to the final project activities as incorporated in the plans at Mohuda level**

b. **What percentage of information which is crucial for the learning experience of the organisation reaches from the field (a) the project level; (b) the Head Office in Mohuda (c) the funders of the programme (local and foreign)?**

c. **What percentage of the information that is available at Mohuda Level reaches the field (i.e. the friends of the village) according to your opinion?**

d. **Indicate on a five point scale (Excellent**

(5)/ good (4)/ Neutral(3)/ bad(2)/Very bad(1) your opinion about Gram Vikas' overall accountability via-a-vis (a) reference communities and people's organisation; (b) within the organisation (governing body) (c) the funders.

The groups discussed for about 20 minutes and presented their discussions to the floor.

Following is the consolidated presentations of the groups:

Systems	Group I	Group II	Group III	Group IV	Group V
a. % Input from Village Level to final Plans at H.O.	70%	60%	65%	60%	0%
b. % of information from Village level to					
– Project Level (Village to project)	80-90%	40%	60%	60%	70-80%
- Central Level (Project to H.O.)	70-80%	60% (of above)	50%	30%	40-50%
- Funders (H.O. to Funders)	70-80%	80% (of Above)	40%	10%	15-20%
c. % of information flow from H.O. to Village level	70%	70%	70%	30%	15-20%
d. Rate on GV's Accountability via-a-vis					
- reference communities	4	4	4	2.5	2
- Gov. Board	5	5	3	3.5	2
- Funders	4	4	3	3.5	5

Issues that came up during the explanations of the rankings/ ratings presented by the groups:

- Group II defined accountability as having two parts: social and legal. For RHEP the feeling was 100% legal accountability to communities, a little less may be in reference to social accountability at times. They stated in there group their had divergent opinions along programme lines (ITDP / RHEP).

- Definition of accountability and looking at the way we do the activities/ implement them we seem to shirk away accountability for e.g. extension of time for submission of reports, among the staff regarding leave applications and extension of leave, extending deadlines etc.

- One group clarified that in the planning process input from the village level has been 0%.

Considering that the proposals are first finalised at the H.O. and submitted to the funding agency and only after the sanctioning of the project the village wise plans are done with in the limitations of the sanctioned project proposal.

But other groups believed that though the project has been running for a period but the year wise plans are first finalised at the village level, which then comes to the H.O. level.

Ms. Jayapadma suggested that this issue should be discussed in detail and be kept in the 'Parking Bay'.

Analysis:

The presentations showed a wide variation among the groups regarding the flow of information at various levels and also ratings of accountability.

Exercise IV:

Organisational Planning processes.

a. What do you, as a group, perceive as the major three problems that are faced by poor and marginalised communities in the Gram Vikas Operational area? What forms the major strengths of the people?

b. Up to what extent are these issues reflected in the programme activities of Gram Vikas/

c. What type of activities should eventually be added?

d. What type of activities could (eventually) be discontinued?

Presentations:

	Group 1	Group 2	Group 3	Group 4	Group 5
A. Problems	• Illiteracy (Good) • Ill health (Medium) • Lack of livelihood Opportunities (Less)	Poverty Ill health Illiteracy	Low Income(30-35 %) Poor health (40-60%) Illiteracy (80%)	Ill health (High) Drought (Medium) Infrastructure (High)	• Lack of resources and linkages for livelihoods-food insecurity (large extent) • Social norms and traditions – women's position (large extent) • Scarcity of drinking water due to depletion of natural resources (not too much)

	Group 1	Group 2	Group 3	Group 4	Group 5
Major Strengths	• Homogeneity among communities (Average) • Similar Cultural Identities (Nil) • Unity (Good) • High Level of awareness (Good)	Unity Traditional knowledge and skills Culture	Survival Instincts Strong Labour force (40-60 %) Traditional skills	Natural Resource rich Unity (Medium) Hard working (High)	Effective implementation of decisions taken at the community level Participation of community to decide for livelihoods and drinking water

B. Extent		Great Extent			

	Group 1	Group 2	Group 3	Group 4	Group 5
C. Activities to be added	NRM Activities to be strengthened Using Cultural Identities to build and strengthen P.Os	Capacity building Advocacy and Networking Marketing Value addition	Focussed planned and integrated livelihood intervention with gender parity	Construction of roads Watershed development	Integrated approach for livelihoods

	Group 1	Group 2	Group 3	Group 4	Group 5
D. Activities to be Discontinued	Infrastructure Investment in villages as a Total Grant must be discontinued.	None	Adult Literacy Implementation of Bio-gas NADEP compost tanks	None	Nil

Discussions:

Kylie mentioned that across the areas the funds could be better utilised, by not holding to uniformity of programmes across projects.

Sojan Suggested that essential 'Dependency programmes'/ Service driven programmes like curative health should be planned in time frames with clear focus on building sustainability within the community and planned phasing out of Gram Vikas's direct involvement.

Liby clarified that one issue that came up as a part of discussions in the group was about discontinuation of Housing programme as the management of programme was a problem at central level.

After the exercise the participants left for lunch to re assemble at 3.30 PM

Post Lunch Session:

In the post lunch session, Ms. Nafisa D'Souza joined the team and followed by a brief introduction of the participants to Ms. D'Souza.

Mr Fons explained about the next exercise to the groups.

Exercise: V

Structure of the organisation:

a) **If you can think of the internal democracy with in Gram Vikas which historical period or person, comes to your mind?**

b) **Suppose you would be asked to think about a new organisational structure for Gram vikas. Design, very quickly, a new-ideal-structure for Gram Vikas as an organisation.**

c) **Which level within the organisation has the highest 'Value added'. In case of emergency, which level, could eventually be missed?**

Group I

a. Napolean: Impossibility is found in the dictionary of fools.

b. To the present structure add

   A.O.

   Human resource Department

   Finance Manager

   Education Managers

   Full time Accounts assistants for each programme

c. The field staff

d. Support staff

Group II

a. Bhishma- 50%   (for his determination and promise)

Bhima – 25%   (for his might and strength)

Krishna – 25% (For his negotiation skills, cleverness)

b. ED-------PM--------PC-------supervisors

Support staff of accounts and PMED at the H.O level and other sectoral support staff like the livelihoods, education, health, infrastructure, trainings etc. at the project offices. That is to have a leaner H.O. based staff and more staff at the project level

c. Highest Value added staff is the PC

d. In case of emergency the field staff (Supervisors) could be done away with

Group III

a. Indira Gandhi (her admistration during the emergency was commendable)

b. The structure they thought of was having directors at each programme level reporting to the ED. Director General would be the person next to the ED and will perform the co-ordinating role for different directors and report to the executive director. The PCs will be reporting to the DG

c. HVA- PCs

d. Managers- In case of emergencies

Group IV

a. Atal Bihari Vajpayee :

RHEP, ITDP, PMED like different political parties all need to be managed.

Field staff left in emergency because their observation has been that when a project closes in one way or another field staff goes, but managers don't.

b. Same as the present structure

c. Highest Value Added PM

d. Field staff- in case of energencies can be done away with

Group V

a. Biju Pattnaik
(dare to Dream: not satisfied with less, when we could achieve more.)

b. same as present structure

c. Highest Value Added Managers and co-coordinators

Discussions

One of the group members said that he felt that the field staff can be done away with in emergency as from the past experience many of the field staff were disturbed in reshuffling due to the change of programme strategy at the Head Office but the Managers were not.

Mr. Fons discussed and explained in details about the next and the final exercise for the day.

Exercise: VI

Appreciative enquiry strengths and opportunities

a) **What are the positive developments and/or opportunities in the context and why?**

b) **What works well in Gram Vikas at organisational level?**

c) **What is the strengths of Gram Vikas field Programmes/**

d) **What do you consider as strengths and opportunities in the relationship of Gram Vikas with other groups and institutions/ stakeholders.**

How can these points be preserved?

Mr. Fons reiterated that each of the groups should discuss each of the points in light of

- – What works?
- - How
- - Replicability

Group I (Context)

Context: **Availability of Natural Resources**

Why?

If preserved and promoted

- - Enhance livelihoods-----Security
- - Preserve Traditional Knowledge Systems
- - Strengthen Local governance systems

How?

- - Skill building of P.O. and strengthening them
- - Forward Linkages for products
- - Effective watershed plus approach

Replicability?

- - Context Specific

Group B

What works well at Organisational level

Implementation at grass roots

How?

Replicability

1. Demand driven

People centred (Ownership and management by people)
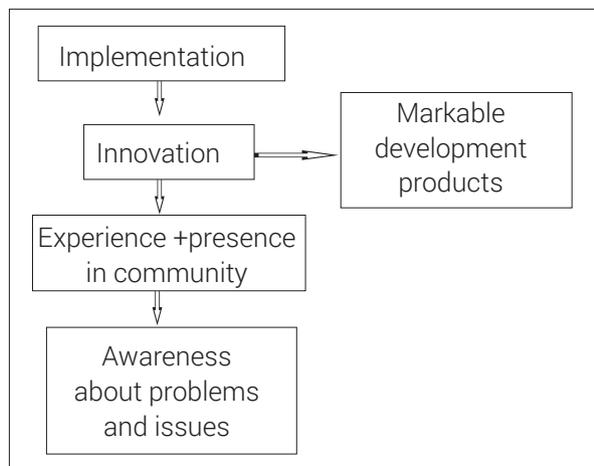
Group C (Strength of GV Field programmes)

Strength	Why
Finances	Support from H.O
Responsive to people's needs	Ability to identify needs
	Ability to evolve solutions
Rapport with people	Live with / close to them Share their joys and sorrows
Co-ordination among Units	Shared clarity of what to do
	Team Spirit
Ability to motivate	Tolerance ; Experience; Exposure ; Trainings

Preserving strengths

1. Increase moral support and inspiration to field staff
2. Continue exposure to new situation
3. Increase liaison with Govt. /Political systems
4. Give Better facilities to field staff

Group D

Strength and opportunities in relationships with Other groups, institutions, stakeholders

• NGO Network-

Similar Areas of work, personal relationship with NGOs and Membership of networks

Opportunities:

Scope for improving efficiency by sharing the leanings so that we reach critical mass and to improve bargaining power

• Training Institutes, Research Institutions

Strengths:

Good will, recognition

Opportunities

Expertise to development competency so that it function effectively and reach critical mass

• PRI and community

Strength:

Information resource (Human and Financial)

Infrastructure

Leaders are known

Opportunities:

Build the system of self governance so that to establish self governance and esteem

• **Government**

Strength:

Goodwill and recognition of work

Questions in the Parking Bay

1. Team spirit in GV
2. Loan Vs Grant
3. Involvement of people in planning stage
4. Accountability to various stakeholders and how to improve them
5. Infrastructure? Loan vs Grant
6. Devote time to reflect upon the present organisational structure
7. Proposed structure

Eye Openers

1. Accountability to whom
2. Information from village to projects
3. Labour force as a strength
4. Hand holding
5. Eventuality of discontinuing
6. Nice feeling discussing strengths and opportunities

Day: 2

Date: January 23, 2002

The session on Day 2 of the Organisational Analysis workshop began with a introductory song from Mr. Raghunath Panigrahi and followed by recapitulation of the exercises held on Day 1 of the workshop.

Ms. Jaya welcomed 3 new participants (Mr. Dipti Prasad Das, Mr. Raghunath Panigrahi and Mr. Narhari Rout) to the workshop, as they could not attend the sessions on Day 1. Aplogies given by Mr. Liby Johnson and Mr. U.S. Mishra who were not able to attend.

The new participants introduced themselves to Mr. Fons

Two participants summarised the activities that took place on the first day of the workshop for all participants

Mr Fons then explained about continuing with the other organisational issues that would be taken up during the day. The he clarified the house house regarding the group exercise on organisational leadership. The exercise is as follows:

Exercise VII: Leadership

a) **How do you feel about the current leadership - at all levels within Gram Vikas – How does one respond to each others needs. To symbolise your sentiments you may use one of the kinship – categories (grand mother, mother, sister, etcetra)**

b) **What is the sterength (two points Only!) and weakness (last two points) of Gram Vikas' leadership?**

The presentations made by the group are summarised as follows:

	Group 1	Group 2	Group 3	Group 4	Group 5
a. Symbol	Teacher/ Guide/ Friend/ Mother	ED – PM (Father) PM –PC (Big Brother) PC –Supervisor (Brother-Sister) Supervisor-field staff (Sister)	Father -Strict on face -Children not open -Sensitive to needs	ED (Granny) PM (Elder Sister) PC (Mother) Supervisor (Priest)	(Please see the diagram below)
b. Strength	• Maintaining Team Spirit • Stand/ Extend support at the time of need	• Patience • Recognised Powerful leader	• Commitment /Discipline • Faith/ Trust of followers	• Daring • Effective implementor	(Project Level) • Team Spirit • Communication Channel
Weakness	1. Not promoting new leadership 2. Lack of appreciation	• Stubborn • Over Optimistic	• Not open (out of fear) • Autocratic	• Improper Judgement (sometimes) • Overburdened	(At H.O level) • Improper planning as per capacity of the staff

o **Presentation by Group 5**
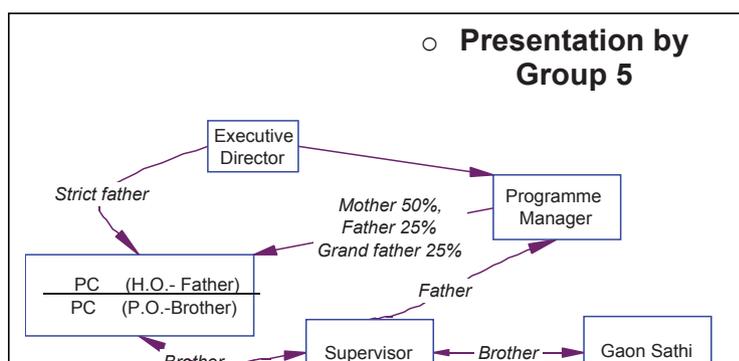
Group 3: Sometime often has more than one child, so can be a 'different father' in response to the different children's needs

Group 4: Grandmother figure had of family, nurturing, discipline, support and nourishment, Elder sister support: help younger brother and sister by guiding them through the politics of the family, but also disciplines.

Mother is on a day to day basis the real leader of the family in practical matters, binds family together, faces a lot of hardships for family and is protective of family and its assets. Priest takes hardship and is first point of contact with god (the people), often speak to God through him as intermediary.

Additional comments:

Group 2: The different roles of brother and father which are adopted at the different levels are necessary to get the work done. Issue, which arises with the brother role is that effective delegation can be a problem. If work is not completed on time for example, leader may get mad, but the jus t lets it pass.

Exercise VIII: Who is your hero's as a group? With which national or international personality do you identify and why?

a) What should certainly be maintained of the present service rules (two pints) and what should (eventually) be changed (also two points)?

b) What are the major characteristics of staff at variuos within the organsiation? You may display these through a short role play?

	Group 1	Group 2	Group 3	Group 4	Group 5
a. Hero	Mahatma Gandhi -leadersip -motivate people	Biju Pattnaik Strong Leadership Ambitious, Daring, Development Orientation	Jaswant Singh Undisputed Leader Capable/ Copeable	Biju Pattnaik Courageous, Man of Action, Concern for people	Abhimanyu Courage to face new challenges and venture in to it.
b. Service rules (to be Maintained)	• If working on Sundays, a day off can be availed on any other day • Gratuity Provision	• All public holidays to be maintained strictly • All disciplinary clauses to be maintained	• Punctuality • Equal applicability rules – Staff benefit		• Minimum Working hours (48 Hrs per week) • Reward/ Punishment/ Disciplinary Action)
(to be Changed)	• LTA should be increased from 15 days to 30 days • Transfer of staff every three years	Nothing	• Annual Increment system should be immediately after 1 year of service • Categories of employees to be restricted to few	Add: • Provision for Voluntary retirement with compensatory package • Only Max. 50% of EL to be accumulative	• Increase public holidays • EL rules • range of Categorisation of staff to be reduced

Abhmimayu- A mythological hero from the epic of Mahabharata. He was the heroic young son of Arjuna and dared to break in to the strategic "chakravuya"

Leave Travel Allownce

Earned Leave

	Group 1	Group 2	Group 3	Group 4	Group 5
Characteristics of staff		• Target oriented • Committed • Patience • Passing the buck (Sometimes) • Gossiping not in the right focus	• Hard working • Loyalty	Implementors (Field Staff) • Hard Working • Courage to face physical challenges • Hard working tolerance • Patience • Willingness to face new programmes/ challengesManagerial levels • Giving new directions	Staff characteristics role-play: Enacted a scene from a PC meeting and a staff meeting in the field which followed. Showed that every body was busy trying to get their targets meet and trying to juggle different responsibilities.

TEA Break for 20 minutes

SWOT Analysis:

SWOT ANALYSIS- Differentiated Strategy

Group 1

Strengths
1. Variety of programmes- Integrated
2. Homogeniety of Community
3. Addressing individual family needs
4. Committed staff
5. Organisational Systems present

Opportunities
1. Untapped potential of Natural Resources (Land, Water, forests)
2. Special provisions of Govt. for scheduled areas
3. Networking with like-minded NGOs

Weakness
1. Lack of community binding factor
2. Lack of mechanisms to promote leadership
3. No emphasis on liaisoning with Government
4. Less stress sustainability of programmes
5. High turnover of field level Staff

Threats
1. Malaria endemic areas
2. Challenging terrain
3. NGOs with different ideologies in the area
4. Natural Calamities
5. Unfavourable Govt. politics/ Officials

Group 2

Strengths
1. Efficient use of limited resources to reach most needy
2. Focus on individual needs over programme needs

Opportunities
1. Micro Credit Activities
   - Housing
   - Livelihoods

Weakness
1. Difficult to achieve long term goals
2. Social Justice - Gender equity cannot be ensured

Threats
1. Disintegration of Social Unity
2. Opportunistic attitude

Group 3

Strengths
1. Very focussed approach
2. Need Based
3. Very high success rate
4. High belongingness
4. Direct intervention forpoverty reduction
5. Flexibility in implementation
6. Less time taking (from identification to final completion)

Opportunities
1. Poor people
2. Organisational recognition

Weakness
1. Sustainability not ensured
2. Class conflicts may occur
3. Difficultyin Monitoring

Threats
1. Other institutions
2. Vested interests
3. Funding

Group 4

Strengths
1. caters to most deserving
2. Need based programmes
3. Long experience in people based programmes
4. Dynamic nature of programme

Opportunities
1. Goodwill of Govt. / Rapport with Resource agencies
2. Prevailing laws on PRI /Self rule
3. Availability of credit institutions for loan funds
4. Realtionship with NGOs for staff capacity building

Weakness
1. Something of everything (Jack of all trades - Master of none)
2. High staff turn over
3. Burden of programme on staff
4. Frequent changes of programme emphasis / Priority

Threats
1. Morbidity of staff due to frequent Malaria
2. Fast depleting natural resources
3. Intervention - Political parties
4. Globalisation / Privatisation

SWOT ANALYSIS- 'Whole Village Approach'

Group 1

Strengths
1. Goodwill of GV- built up on past Experience
2. Equal distribution of benefits
3. Ensures Social Justice
4. Time bound
5. In built Sustainability Mechanisms
6. Target group as partners
7. Mechanisms to promote leadership (both male & female)

Weakness
1. Target orientation tends to side-line software aspects
2. Scarcity of female staff
3. All technical requirements may not be met in all villages
4. High costs in small villages

Opportunities
1. Alternative technologies for technical requirements
2. Existing skills and rich Natural Resources
3. Utilisation of existing village traditional systems (leadership / festivals / village fund etc.)
4. Local and Global acceptance of the approach
5. 'Pull' factor for the programme

Threats
1. Similar Government programme on 100% subsidy
2. Different political affiliations in villages

Group 2

Strengths
1. Promotes Unity (100% Coverage)
2. Social Justice - equitable distribution of benefits

Weakness
1. Wastage of resources on less needy
2. Difficult to organise takes a long time
3. Focus on programme needs rather than on individual needs

Opportunities
1. Education
2. health
3. Empowerment
4. Watershed
5. Right over natural resources in tribal areas, fishermen community

Threats
1. Multi-class and caste society
2. Political affiliations in the village
3. Individualistic attitude

Group 3

Strengths
1. Leads to Unity
2. Sustainability of systems (Physical Infrastructure & Organisational)
3. Generation / Creation / Mobilisation of common resources/ funds
4. Conflict Management system
5. Effective demonstration and thus replication
6. Developmental Motivation
7. Bridging class/ status differences
8. Accountability within village

Weakness
1. Not focussed for target groups
2. Chances of 'the powerful' becoming more powerful
3. Chances of 'bullock participation' by the weaker sections
4. Reduced developmental attention
5. Low success rate
6. Time taking

Opportunities
1. Easy recognition
2. Availability of Govt./Public funds
3. Poor villages
4. Interest of people
5. Goodwill / acceptance of the organisation

Threats
1. Funding
2. Political interferences
3. Vested interests
4. Similar Govt. programmes
5. Village conflicts
6. Negative collusion of villages

Group 4

Strengths
1. Substantial Peoples Contribution
2. Meeting crucial needs
3. Bringing Unity in the village
4. Maintenance / Mechanism

Weakness
1. Highly target oriented
2. No special approach for the poor in the village
3. High cost programme
4. Time constraint for software activities

Opportunities
1. Avail local /Govt. resources
2. Old / Experienced staff for expansion (scaling-up)
3. Make Cluster approach
4. Cater to special needs of the poor

Threats
1. Political intervention (party politics)
2. Conflict between rich and poor
3. Parallel Govt. programmes
4. Availability of resources

SWOT ANALYSIS- 'Differentiated Strategy'

Strengths

1. Very focussed approach
2. Need Based
3. Very high success rate
3. High belongingness
4. Direct intervention for poverty reduction
5. Flexibility in implementation
6. Less time taking (from identification to final completion)
7. Variety of programme- Integrated
8. Homogeniety of community
9. Committed staff
10. Preence of Organisational systems
11. Efficient use of limited resources to reach most needy
12. Long experience in people based programmes
13. Dynamic nature of programmes
14. Focus on individual needs over programme needs

Weakness

1. Lack of community binding factor
2. Lack of mechanisms to promote leadership
3. No emphasis on liaisoning with Government
4. Less stress sustainability of programmes
5. High turnover of field level Staff
6. Social Justice / Gender equity cannot be ensured
7. Difficulty in achieving long term goals
8. Something of everything (Jack of all trades master of none)
9. Burden of programme on staff
10. Frequent changes of programme emphasis/ Priority
11. Class conflicts amy occur
12. Difficulty in monitoring

Opportunities

1. Untapped potential of Natural Resources (Land, Water, forests)
2. Special provisions of Govt. for scheduled areas
3. Networking with like-minded NGOs
4. Micro- credit Activities
   - Housing
   - Livelihoods
5. Poor people
6. Organisational Recognition
7. Goodwill with Government/ Rapport with resource agencies
8. Prevailing laws on PRI / self rule
9. Availability of Credit instituions for loan funds
10. Relationship with NGOs for staff capacity building

Threats

1. Malaria endemic areas
2. Challenging terrain
3. NGOs with different ideologies in the area
4. Natural Calamities (Drought / cyclones)
5. Unfavourable Govt. politics/ Officials
6. Disintegration of social unity
7. Opportunistic attitude
8. Fast depleting natural resources
9. Intervention of political parties
10. Globilsation / Privatisation
11. Other Institutions/ organisations
12. Vested interest
13. Funding

SWOT ANALYSIS- Whole Village Approach

Strengths

1. Goodwill of GV- built up on past Experience
2. Equal distribution of benefits
3. Ensures Social Justice
4. Time bound
5. In built Sustainability Mechanisms
6. Target group as partners
7. Mechanisms to promote leadership (both male & female)
8. Promote unity
9. Generation/ Creation /Mobilisation of common resources /Fund
10. Conflict Management systems
11. Effective Demosatration thus replication
12. Developmental motivation
13. Bridging class/ status differences
14. Accountability within village
15. Substantial people's contribution for meeting crucial needs

Weakness

1. Not focussed for target groups
2. Chances of 'the powerful' becoming more powerful
3. Chances of ' bullock participation' (Forced participation) by the weaker sections.
4. Reduced developmental attention
5. Low success rate
6. Time taking
7. Target orientation tends to side-line software aspects
8. Scarcity of female staff
9. All technical requirements may not be met in all villages
10. High costs in small villages
11. Wastage of resources on less needy
12. Difficult to organise takes a long time
13. Focus on programme needs rather than on individual needs

Opportunities

1. Alternative technologies for technical requirements
2. Existing skills and rich Natural Resources
3. Utilisation of existing village traditional systems (leadership / festivals / village fund etc.)
4. Local and Global acceptance of the approach
5. 'Pull' factor for the programme
6. Education
7. Health
8. Empowerment
9. Rights issues over natural resources in tribal areas and fishermen communities
10. Easy recognition
11. Availability of Government/ Public funds
12. Poor villages
13. Interest of people
14. Goodwill/ Acceptance of organisation
15. Old/ Experienced staff for expansion (scaling up)
16. Make cluster approach
17. cater to special needs of the poor

Threats

1. Funding
2. Political interferences / affiliations in villages
3. Vested interests / Individualistic attitudes
4. Similar Govt. programmes
5. Village conflicts
6. Negative collusion of villages
7. Multi caste and class society

Post lunch session began with two Ice-breakers:

1st went around the room and number off 1, 2, etc. For every multiple of 3 or 5 that person was asked to clap instead of calling the number.

2nd everyone was asked to stand on their left leg and write their full name above the ground with their right foot.

One more opportunity was given for people to add any issued to the as eye openers or to the parking bay, but no new issues came forward.

1.2.1 Exercise 4: Parking Bay Issues:

Four issues where proposed by the facilitators to be used for further discussion in the next session:

1) Structure: Reflect on the present structure and suggest improvements.

2) Planning & monitoring: Reflect on the present situation and what is the desired situation

3) Accountability: Examine to who you are accountable and what systems and mechanisms are in place to ensure accountability

4) Grants and loans: Explore from a policy and operational level

The discussion following these presentations this time would have two components:

• Questions to clarify issues for the rest of the group

• While value judgements regarding what was present was still not acceptable adding to or offering alternatives to the suggestions proposed by the small group would this time be encouraged

Group 1. Structure

Issues:

• In absence of ED, decision making become static. Why?

• Lack of clarity on responsibility/authority.

• By passing of levels by/to ED.

• No delegation of power

    • Lack of ability

    • Fear

Suggestions:

• Assistant to ED

• Consultative committee to ED; Representation from all levels

• Sectoral managers to be added to existing Education, HRD, Health, Administration

• Secotral programme-in-charges at project level

• Decentralisation of projects

• Would like to see more decentralisation

• Lack of clarity regarding further position of ITDP and RHEP

Discussion:

• Group stated they spent a long time discussing from ED to PC level and therefore did not get to discuss structure of projects.

• The ideas varied, some of the group felt that there should be an Assistant ED added to the structure to which the program managers HRD RHEP and ITDP reported. Under the RHEP and ITDP PM's a series of sectoral heads (Health, Education, Infrastructure, Livelihoods PMED etc) who provided support to the projects (here the issue also arose whether the projects themselves would then be independent or not came up). Another suggestion was that the Assistant ED would be the like a Central programme manager with the sectoral head reporting directly to him/her.

• Ajay raised the issues of line of command with in regard to the suggestion of dividing management along sectoral lines. Do Programme-in charges report to PC or to the corresponding Programme Manager? Although this could not be answered in this forum the point was clear that in any new structure that line or reporting need to be carefully thought out and consequences explored.

• The groups share that the feelings in the group regarding the future organisation of the two main programmes ITDP and RHEP were mixed. Some feel that the programmes should be merged with the organisation taking a sector approach, other though that they should remain separate and other felt that they should be

integrated, but could not see it ever happening.

- Fons asked the group did they at any time discuss how people relate to the organisational structure, but the group said, no they had not.

- The group also shared their concern that in the present structure there is a lot of bypassing authority channels done both by the ED himself and other staff to the ED. This leaves people in the layers in between unsure about how to act and thus diminishes the authority and ability to function. No matter what the structure, the issues would continue if this culture was not also changed.

- One of the participants suggested representation of the employees in the General Body of the organisation.

Group 2: Grant V/s Loans

While giving grants, it should be kept in mind that it

- Should not be making people dependent on GV

- Should not let people think of GV as giver only

- Should not be for activities, where money is available from other sources, especially govt.

- Should be coupled with people's contribution

- Should be for community resource development only

- Only in very specific and emergency cases, grants should be given to individuals otherwise not

Discussion:

- A great deal of the discussion centered on the issue of grants vs loans for community. It was stated that GV not being there to fill the gaps i.e. just because a community does not have a community hall does not mean it is our responsibility to build one, especially if the government has programmes which also do this. It was suggested that GV's role should be to put emphasis on assisting the community to have more bargaining power to receive these entitlements from the Government.

- Another opinion was that while outright grant may be damaging, the idea of partial grant and loan should not be over looked e.g. 50 / 50 or 40 / 60.

- An example was given in the light of similar experiences. Villagers successfully building a community infrastructure like a school/ a hall on their own (may be with the loan support) would be ignored by Govt and other resource providing agencies in the view that a particular structure is already there in the village. In this way their initiative would be punished rather than being rewarded.

Group 3: Involvement of People in Planning & monitoring

Present

Planning:

- Annual planning – village wise

- Divided into monthly plans

Time spent on planning is not adequate

Forums:

- Village general body/committees

- Sub-committee

- Women committee

- Area committee

Frequency: At least monthly

There is some difference between the two main programmes ITDP and RHEP with regard to monitoring mechanisms

Monitoring: RHEP: Responsibility of GV (later by sub committees)

ITDP: Monitoring involvement of the people is not there, as it is mainly done by the GS and supervisor

Future:

Planning

- Time/skills for conducting village planning

- People should contribute (Physically, from heart and monetarily) to inculcate belongingness

Forums – same as present

Monitoring – involvement of people

Discussion:

- Fons asked whether people are involved in planning and monitoring outside their village, say at an area level. To which the answer was no for both ITDP and RHEP. He then asked to what extent would it be possible and desirable?

- RHEP the answer came that is would be possible once the programme implementation in a cluster were established.

ITDP: Already has area committees but at present their focus is more issue based and problem solving types. It would be possible to include planning here also.

Fons reiterated the question 'to what extent would it be desirable though?' The answer came: 'yes sure why not'.

Group 4: Accountability

Accountability: To carry out work/responsibilities with given resources on time.

To Whom
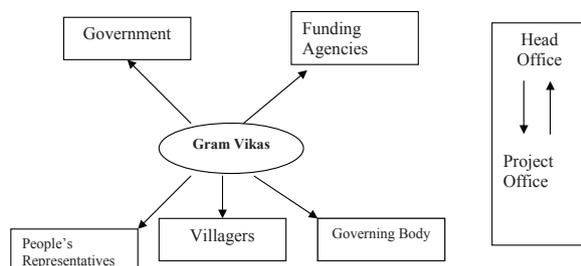
Dimension of Accountability:

- Two way
- Time

Types of Accountability:

- Financial accountability
- Statutory accountability
- Accountability for outcomes

Mechanisms:

- Reports and returns for government, people's representatives
- Meetings, sharing with villagers, Agreement
- Progress report, photographs, newsletter, case studies, field visits

Board meetings

- With in Gram Vikas
- Monitoring systems
- Meetings
- MPRs/MIS

TEA Break for 15 minutes

Closing session

Asked to reflect on any new insights, which were then shared and added to the eye openers board.

- Looking at where people relate / fit with Gram Vikas Organisational structure
- The possibility that planning and monitoring could be done by people outside their immediate village i.e. area wise.

Finally an opportunity was given to add any organisational dimensions that were not included for discussion which people felt were important to the organisational set. These were not for discussion then and there, but would be included in the final report. No additional issues were added.

Evaluation:

All participants were asked to come and mark the evaluation sheet posted at the front of the room on the criteria.

Annex X:
Report on the Workshop on Gram Vikas as a Learning Organisation

Date: 24th January, 2001

Organisational Learning Processes

The session began with introduction from Ms. Jayapadma. Mr. Fons introduced the house regarding Organisational learning processes. He explained the participants about 'learning' in the context of an organisation. Learning is essential in an organisation and therefore, as a part of the evaluation of Gram Vikas, it would be useful to look at the Organisational Learning processes in Gram Vikas.

Mr. Fons explained that first, he would make a presentation to explain the concept of Learning Organisation and the participants would discuss some issues quickly in buzz groups. Subsequently, a larger group would be formed among the participants for a group exercise.

After a brief introduction about learning organisations Mr. Fons enquired of the house regading any doubts/ questions regarding the topic of 'Learning Organisation'. Small buzz groups were formed to discuss on expectations and queries. Following were the questions that emerged during the discussions in 'buzz groups'.

Learning questions:

- Difference between a learning organisation and a non-learning organisation
- Difference between a NGDO and a Governmental Development Organisation
- What should be learning process
- How to become a Learning organisation
- How can we ensure Learning in an organisation across different levels

With the above questions in mind, Mr. Fons made a concise presentation on 'The Learning Organisation and its importance for Non-Governmental Organsiations'. The contents of the presentation are as follows

- Aims and objectives
- What is learning organisation
- Learning disabilities
- Why become a Learning organisation
- How to learn
- Characteristics of a learning organisation
- How to become a learning organisation
- How to become a learning organisation
- The role of leaders
- Follow up

After the presentation, Mr Fons conducted an group exercise to understand as to what extent Gram Vikas is a Learning Organisation. Each of the groups was to discuss in detail the 11 characteristics of a learning organisation with regards to Gram Vikas.

The groups were to present to the plenary:

- Priority as per relevance of the characteristics to Gram Vikas
- Analysis of the present situation and give scores to the characteristics (1= Lowest; 10= Highest)
- Indicate how the group would like it to be in the future

The participants divided themselves in to four different sub groups with 6-7 persons each. Mr. Sojan Thomas, Mr. Natabar Padhi, Ms. Jayapadma and Ms. Nafisa D'souza were the facilitators for the groups.

The groups discussed each of the characteristics in detail with respect to Gram Vikas and then presented the scores and the discussions to the pleanry.

The presentations of the groups are as follows

Group 1: Characteristics of GV as a Learning organisation - Present and Future
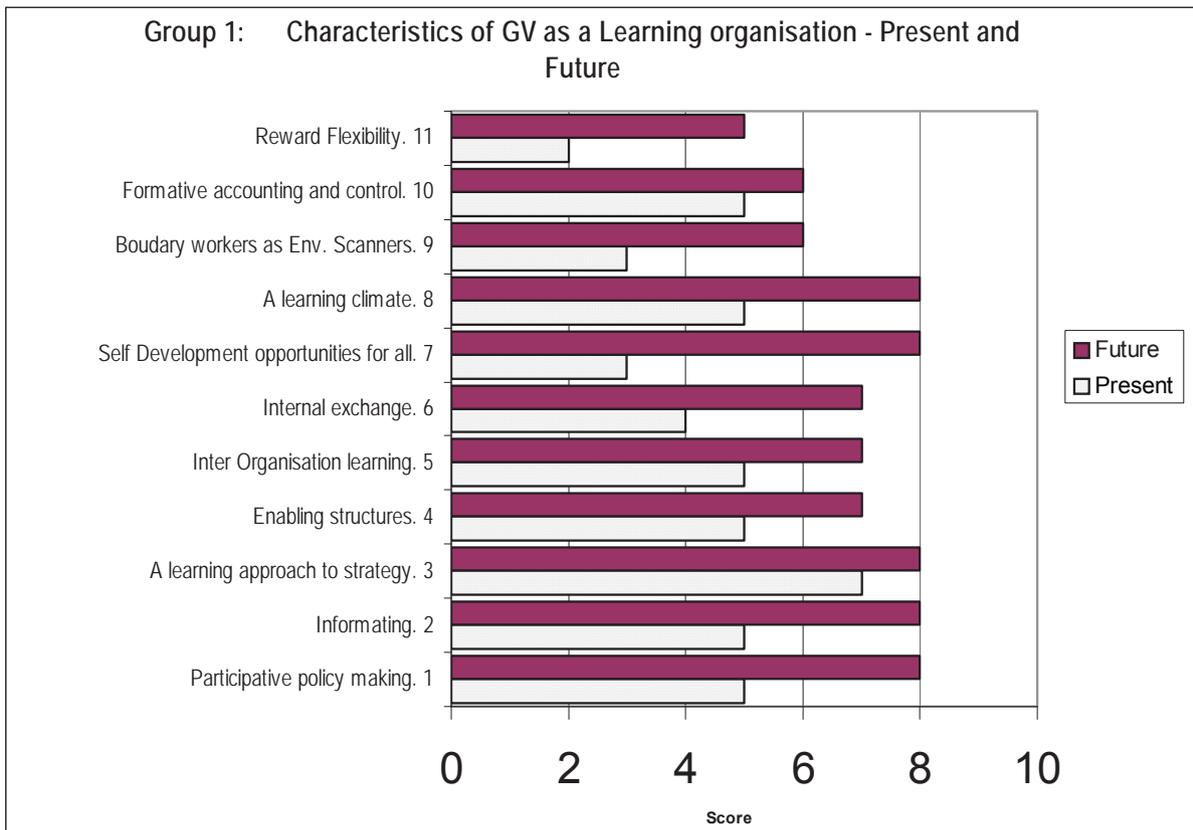
Group 1: explained that each of the participants in the group evaluated the 11 characteristics against the features and individually scored them regarding the present and future . The group then debated upon their rankings and arrived at a consensus in most of the characteristics. The final scores regarding priority as per relevance, present status and the expectations in future were presented to the plenary. The group prioritised 'Participative policy making' as the most relevant characteristic because they thought 'policy' as the main driving force / foundation of the organisation. This characteristic has presently been scored as 5 and expected it to be atleast 8 in future.

Reward flexibility was the last priority but also at the same time it scored the least (2) in the present status. The group thought that the reward structure is limited, not flexible and they

have had very little input in shaping it. In light of a learning organisation, the group explained that other characteristics definitely ought to be more important that the reward stucture.

As a point of discussion with in the group, Informating was debated for quite sometime. Most of the group members felt that though there has been significant improvements in the infrastructure for informating but the use of the data collated and collected has been less utilised and there is a need for improvement for it to be used at the field level.

'A learning approach to strategy' scored the highest in the present status. The group thought that systems for meetings, presentations at project and H.O. are already in place. The process followed is mostly efficient is resolving most of the issues.

Group 2:

Group 2:   Characteristics of GV as a Learning organisation - Present and Future
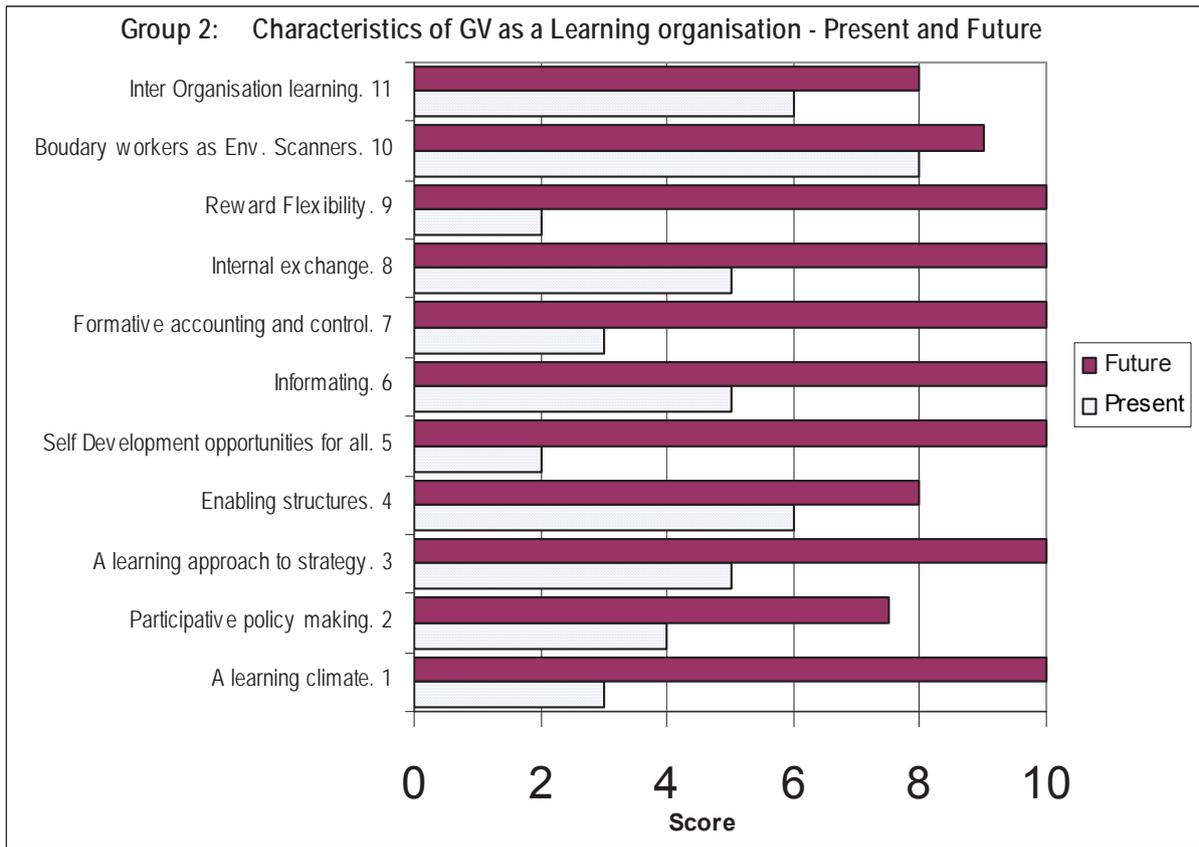
The group first prioritised a learning climate in the organisation as most important as the climate had to be first in the organisation to facilitate formulation of policy, strategy, structure, etc.

In the group each points characteristics were discussed in detail so as to enable understanding of each of the participants. The characteristics were prioritised according to the relevance to a NGDO. The group then discussed about the present and future status and gave their scores. The final scores were arrived through consensus whereever possible.

'Informating' and 'formative accounting and control' – the group felt that there have been considerable improvements in the recent past and so far the infrastructure has been put in place at all levels but the culture of its efficient and effective use is to be built. Therefore, the group awarded a score of 5 for present status and aspired to reach to a score of 10

The group considered 'self development opportunities for all' an important characteristic of a learning Organisation as it is the people in the organisation who learn and not the Organisation per se. This characteristic scored low in the present status considering the sub-points like self-development budget, open access to learning resources/materials, etc. However, there was a feeling that the scope within the organisation was not explored.

Boundary worker's as environmental scanners : In the present status this characteristic scored high as the group felt that the boundary workers have been able to sense the changes in the 'environment' and thus helps the organisation to be pro-active to the changes. The 'environment' as understood by the group was stakeholders to whom an NGDO is accountable to i.e. the target people and the donors. In the following discussions, other groups explained that they had taken a macro view of the environment like globalization, WTO policy, market forces, national and international policies, etc. Therefore, their groups have given low scores to the characteristic in the present status.

Group 3: Characteristics GV of a Learning organisation - Present and Future

A chart titled "Group 3: Characteristics GV of a Learning organisation - Present and Future" showing Future (dark) and Present (light) scores for:

Characteristic	Future	Present
A learning climate. 11	8	6
A learning approach to strategy. 10	8	6
Formative accounting and control. 9	7	6
Internal exchange. 8	8	6
Reward Flexibility. 7	7	3
Informating. 6	8	4
Boudary workers as Env. Scanners. 5	7	5
Inter Organisation learning. 4	8	5
Participative policy making. 3	8	5
Self Development opportunities for all. 2	6	4
Enabling structures. 1	7	6

Group 3: The group first read through all the characteristics and then rated each of the sub-points individually. Then they averaged the individual ratings for the sub points for each characteristic and arrived at the final present rating for the characteristics. The group mentioned that they had less time in prioritising it.

Enabling structure: This characteristic was the top priority for an learning NGDO because they felt that the Enabling structures are necessary to facilitate learning in an organisation. It may be that at certain point in the structure the learning process could be blocked.

Self Development opportunities for all: The group gave a high priority (2) as relevance for an NGDO, but while aspiring for future status the group gave the lowest score among all the characteristics (6). Clarifying the same, the group explained that it was discussed as a relevant point for a learning NGDO and it was an error in scoring low. It was also believed in the group that it is the people in the organisation that learn and not the organisation.

Group 4: Characteristics of GV a Learning organisation - Present and Future
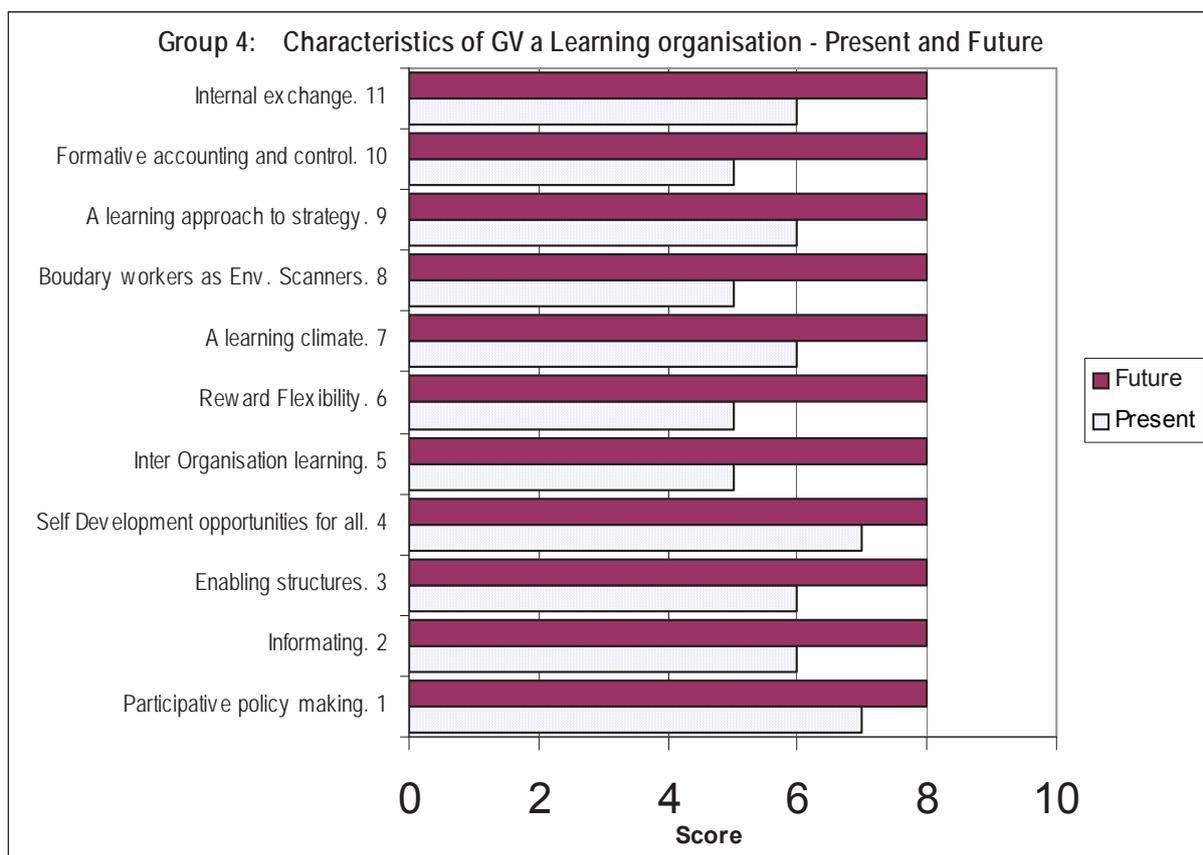
Group 4:

The group explained that they debated with regard to the structure of having RHEP and ITDP as separate. But the group also agreed that this was not an ideal structure for sharing and learning. Therefore, enabling structure was the group's top most priority in terms of relevance.

Formative accounting and control was rated low in most of the groups. The group explained that though there has been systems for accounting and control but the consultative process, feedback process for learning was absent in the present system.

Eye Openers:

1. The 11 characteristics of a Learning Organisation
2. Our position vis-à-vis learning organisation
3. Start has already been made in Gram Vikas a learning organisation. But there is still a lot more to be done
4. Perceptions are real. They are often seen from a "vantage" point.

Analysis of the consolidated scores of the 4 groups.

Background:

24 participants were divided in to 4 groups of 6 members each. Each of the groups discussed the 11 characteristics of a learning organisation with three points in view:

- Prioritise the characteristics with reference to its relevance to a NGDO

- Rate each of the characteristics on a scale of 1 to 10 (1= Low; 10=Highest) with reference to present situation in Gram Vikas

- Indicate how would they like it to be in future (on a scale of 1 to 10)

Methodology

The consolidated scores have been arrived at by taking the average of group scores for each of the characteristic for the score present status and the future expectation.

The Priority Score: The consolidated priority for the group was calculated by assigning a highest score of 11 to the top most priority characteristic and a lowest score of 1 to the characteristic with the least priority.

The consolidated priority score for a characteristic is the average of the individual score of the group.

The findings:

Priority:

The consolidation of the scores for priority shows a clear division of the characteristics into two groups viz. A group of 5 characteristic with a score of 7.1 and above and those with a score of 4.7 and below.

Therefore it may be considered that the characteristics with a higher score than 7 are considered more important in terms of relevance to an NGDO. 'Participative policy making' emerges as the top most priority followed by 'Enabling structures' and 'Informating' in terms of relevance to NGDOs. Internal exchange, Formative accounting & control and Internal exchange' scored equally low in terms of priority.

The discussions and presentations in the plenary explain that 'Participative policy making' and 'Enabling Structures' was considered to be the basis /foundation for a "learning conducive" organisation.

Characteristics	Priority Score	Present score	Future Score	Increase desired
Participative policy making	10.3	5.7	8.0	2.3
Enabling structures	9.3	5.7	7.3	1.7
Informating	8.0	5.7	8.0	2.3
Self Development opportunities for all	7.7	4.7	7.3	2.7
Inter Organisation learning	7.3	5.0	7.7	2.7
A learning approach to strategy	4.7	6.3	8.0	1.7
Boundary workers as Env. Scanners	4.7	4.3	7.0	2.7
Reward Flexibility	4.0	3.3	6.7	3.3
A learning climate	3.3	5.7	8.0	2.3
Formative accounting and control	3.3	4.7	7.3	2.7
Internal exchange	3.3	5.3	7.3	2.0

Present Status of Gram Vikas:

Characteristics	Present score
Reward Flexibility	3.3
Boundary workers as Env. Scanners	4.3
Self Development opportunities for all	4.7
Formative accounting and control	4.7
Inter Organisation learning	5.0
Internal exchange	5.3
Participative policy making	5.7
Enabling structures	5.7
Informating	5.7
A learning climate	5.7
A learning approach to strategy	6.3

The characteristic of 'A learning approach to strategy' was considered the best of the 11 characteristic that Gram Vikas possesses presently and was nearer to the desired status (future). 'A learning climate', 'Informating', 'Enabling structures' and 'Participative policy making' scored equally, an above average score of 5.7.

The participants explained that the strategy of Gram Vikas is regularly discussed at various forums like the Annual and Bi-annual review and planning meetings. The discussions at monthly PC meetings at the H.O.and staff meetings (at the project offices) ensures feed back to the staff at all the levels.

'Informating' was considered to be of high status

'Reward flexibility' and 'Boundary workers as Environment scanners' scored the least indicating that Gram should try to improve on these two characteristics.

Characteristics	Increase desired
Enabling structures	1.7
A learning approach to strategy	1.7
Internal exchange	2.0
Participative policy making	2.3
Informating	2.3
A learning climate	2.3
Self Development opportunities for all	2.7
Inter Organisation learning	2.7
Boundary workers as Env. Scanners	2.7
Formative accounting and control	2.7
Reward Flexibility	3.3

Consolidated Scores

Horizontal axis — Scores: 0.0, 2.0, 4.0, 6.0, 8.0, 10.0

Category	Present	Future
Participative policy making (10.3)		
Enabling structures (9.3)		
Informating (8.0)		
Self Development opportunities for all (7.7)		
Inter Organisation learning (7.3)		
A learning approach to strategy (4.7)		
Boundary workers as Env. Scanners (4.7)		
Reward Flexibility (4.0)		
A learning climate (3.3)		
Formative accounting and control (3.3)		
Internal exchange (3.3)		

Annex XI: Organogram of Gram Vikas

General Body — Governing Board — Executive Director

Under Executive Director:
- Programme Maneger / Additional PM ITDP
  - Proj.Coord. (6)
    - Off.Asst
    - Area Coordinator
      - Cluster coordinator
- Programme Manager Livelihoods/ BMP/ VSBK
  - Livelihoods team
  - BMP team
- Programme Manager PMED
  - PMED team
- Chief Accountant /Finance Advisor
  - Accounts team
- Purchase Manager
- Coordinator Electronic Data Processing
  - EDP team
- Programme Manager RHEP
  - Proj. Coord (2)
    - Office Assts
    - Senior Supervisors
      - Supervisors
- Coordinator Panchayati Raj
  - Panchayati Raj team

Annex XII:
Composition of the General and Governing body

Members of the Governing Board

1. Sri J.B. Singh, Former Commissioner Agriculture, Government of India; former Director, AFPRO

2. Prof. Debi Prasad Mishra, Faculty, Institute of Rural Management, Anand

3. Sri N.S. Ayyangar, Journalist

4. Smt. Rita Bhatia, Formerly with AFPRO

5. Sri. S. N. Ghosh, Journalist

6. Dr. Kissen Kanungo, Former Vice Chancellor, G B Pant University and North-Eastern Agricultural University

7. Sri Vijay Mahajan, Director, BASIX, Hyderabad

8. Sri Anant Mahapatra, Film/ Drama Producer

9. Sri Basant Kumar Panigrahi, Lawyer

10. Dr. Rajesh Tandon, Direcotr, PRIA, New Delhi

11. Sri Joe Madiath, Executive Director, Gram Vikas

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10. Dr. Rajesh Tandon, Direcotr, PRIA, New Delhi

11. Sri Joe Madiath, Executive Director, Gram Vikas

12. Sri Ramnath Das, Advocate

13. Sri D Thankappan, Trade Union leader

14. Sri N C B Nath, Management consultant

Annex XIII:
Composition of staff of Gram Vikas

	Total	Women		Men	
		No.s	%	No.s	%
GV Employees	250	44	18%	206	82%

RHEP	41	11	27%	30	73%
ITDP	91	19	21%	72	79%
BMP/VSBK	15	1		14	
	147	31	0.48	116	

Stationed in H.O.	118	14	12%	104	88%
Stationed in the fields (PC, Supervisors, etc.)	132	30	23%	102	77%
Gaon Sathis					
Balwadi Mothers					
Management	16	2	13%	14	88%

Gram Vikas

'Dare to dream'
Report of the external evaluation
of the development activities of Gram Vikas
with poor and marginalised people in the hinterland of Orissa

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