

Government - NGO Collaboration

A Report

On

State and District Level Workshops



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1.Introduction:

The Government and Non-Governmental Organizations (NGOs) have a common goal – poverty eradication through community participation, mobilizing the poor into a variety of community based organizations. The constitutional goal of distributive justice, the vastness of the size of the country, unfulfilled basic needs of people at the lowest strata of the society, widespread gender discrimination at household and societal levels & work places, the social upsurge amongst the Dalit, Adivasis and other disadvantaged groups coupled with the inability of government ministries/departments to reach out to the un-reached to meet those needs warranted to have a collective action by both the NGOs¹ and the Government. Poverty being multi-dimensional and complex, all the major stakeholders should join hands to collectively fight the root causes of poverty. Considering limited resources, human, financial and time, a partnership model will have a synergistic impact on poverty and the processes could be made more sustainable.

The partnership between the Government and the NGOs exists in various programmes, projects and schemes implemented by the Central and State Governments. Based on the previous experience, the partnership needs further strengthening. The effort is to further streamline the relationship and establish institutional mechanisms for the partnership to be optimal. The Government – VO partnership has to be seen as a win-win proposition.

The collaborative relationship between the Government and NGOs as partners in development should be at all levels i.e. the village, mandal, district, state, regional and national levels. The spirit of this relationship will rest on an objective understanding of the comparative advantage of each partner in conceptualization, design, planning and implementation of people-centered development programmes. It should also rest on the premise that both the Government and NGOs complement each other and it is critically important to have such partnerships and collaborations to have synergistic impact at the household level.

Government of AP had shown a desire to have a much closer partnership with good NGOs working on various development programs to improve the effectiveness & efficiency of the government programs. Government is of the opinion that NGOs have certain advantages and core competencies, which are complementary to that of the Government. The new State Government in Andhra Pradesh is very keen to develop strategies to engage more seriously with the NGOs to institutionalize mechanisms for partnerships and collaborations. For the first time in India, for any state government to take such a proactive role in inviting the NGOs to partner with the government in all the development programs for effective reach of the un-reached through an institutionalized mechanism. The Government of AP felt the need for a long lasting mechanism that will serve as a think tank and a forum for sharing and learning and for convergent action. Such an institutionalized mechanism is required at village, mandal, district and state level.

¹ Non-Governmental Organizations (NGOs) are also referred to as Voluntary Organizations (NGOs). NGOs / NGOs are not-for-profit, non-secular, non-religious development organizations engaged in a variety of roles such as service delivery, social mobilization, organizing the poor, people-centered advocacy, networking, technical support, policy advocacy and other such services. NGOs / NGOs primarily are engaged in creating demand for the services and facilitating the process of the poor accessing their entitlements and demanding their rights. Civil Society Organizations (NGOs) include community based organizations, association, unions, NGOs, and all other forms of organizations outside the government and the market.

2.State level workshop

The proactive initiative of the new Government in Andhra Pradesh has led to holding a 2-day state level workshop during 13th - 14th October 2004 on Government - NGO collaboration. As per the request of the State Government, Andhra Pradesh Mahila Abhivruddhi Society (APMAS) had facilitated the 2-day workshop.

2.1 Workshop Objectives:

- ◆ To have deeper understanding on the issues and problems related to various poverty reduction programmes implemented by NGOs and Government.
- ◆ To evolve a joint communication strategy on priority issues
- ◆ To evolve the partnership mechanisms, the role of NGOs and the Government in reaching the poor

The specific outcome of the two-day workshop is to evolve a mechanism for Government – NGO partnership and a detailed action plan for follow up of the workshop with such discussions at the district level.

2.2 Process and methodology:

In order to facilitate an in-depth understanding on NGO - Government relationships, a flexible approach was adopted. The sessions were informal, semi structured and flexible to allow the delegates speak and express their viewpoints based on their experiences. The workshop included the methods like individual presentations, group discussions, sub-group discussions and plenary sessions to elicit insights from all participants and from all perspectives. Consolidation of emerged patterns in the plenary and preparing the base to chalk-out an action plan was the order of the workshop for two days. Group discussions on selected themes to focus specifically on the operational realities of collaborative initiatives were reviewed thoroughly to understand the real problems and issues under a particular collaboration. The discussions were participatory in nature and each participant was given an opportunity to express his/her views, share their experiences and problems encountered. The maxim that any collaboration should rest on mutual trust, respect and mutual accountability was emphasized very often by the NGOs and Government Officials, and the deliberations provided a base for the declaration of agreed set of conditions for NGO-GO relationships.

Nearly 200 NGOs participated in the deliberations for two days continuously and grappled with the existing real issues in the arena of NGO - GO relationships. It is well represented by all NGOs from all regions and all sectors and, officials from all the development departments. The motivational levels of the NGOs were high, as the forum was chaired by the Honorable Chief Minister of Andhra Pradesh and the Minister for Rural Development which initiated a dialogue with NGOs to make collaborative efforts based on the evolved and new relationships between the two. At

the end, the emerged insights were consolidated to chalk out an action plan initially for the next three months period. The workshop served the purpose of a meaningful dialogue for all concerned.

On the forenoon of the first day, Shri D. Srinivas, Minister for Rural Development, Government of Andhra Pradesh, inaugurated the workshop. Several senior development professionals and government officials have shared their experiences and gave suggestions on way forward on NGO-GO collaboration. It created momentum and had set agenda for the remaining sessions of the workshop. Minister for Rural Development gave inaugural speech reiterating government commitment towards this new partnership between GO and NGO.

In the afternoon issues/themes for group discussion were identified in a participatory manner. Outcomes of the group discussions were presented in the plenary by the respective group members in the penultimate session of first day. Later all recommendations were fine-tuned by a small group by incorporating the participants feedback.

The second day deliberations began with sharing of previous day's group discussions outcome with the senior government officials who did not participate on the first day discussions as per the design of the workshop. Commissioner for Disability Mr.Sundarvadhan IFS, shared Government's initiative on disability programme which is being implemented in collaboration with NGOs. Later Commissioner for Rural Development, Mr. K. Raju IAS had facilitated the session seeking views of the participants on the broad framework for GO-NGO collaboration. Several suggestions have come from the participants. Sufficient time and attention was given to all participants' views and concerns.

Synthesizing conclusions and recommendations of the workshop, four presentations were made in the presence of the Honorable Chief Minister, Dr. Y.S. Raja Sekhara Reddy and and Minister for Industries Shri. Bosta Stahynarayana, and Shri. Samuel IAS, Principal Secretary, Rural development. Based on the conclusions & recommendations of the state level workshop, the Honorable Chief Minister gave the keynote address reiterating his government's commitment to partner with all the good NGOs in the state.

The last session of the workshop was focused on action plan for the next three months. This session was chaired by Dr. P. Kotaiah, Chairperson, APMAS and Mr. C.S. Reddy, CEO, APMAS. Again several suggestions have come from the participants All were synthesized and into specific action points. Several participants have also shown interest and enthusiasm in strengthening of NGO-GO collaboration both at district and state level.

2.3 Inaugural Address by Shri. D. Srinivas, Minister for Rural Development:

The Minister for Rural Development, Shri. D. Srinivas was of the opinion that the efforts made both by the NGOs and the GOs should go hand-in-hand to achieve the envisaged benefits for the poorest of the poor. One of the fundamental and social obligations of the state is to safeguard the interests of the poor by implementing various programmes under rural development. This warrants having the help and association of the NGOs to change the destiny of the poor and recast the social fabric. As such, it is felt appropriate to have a joint strategy that addresses commonly the developmental needs of the people in general and the poor in particular. Partnership mechanisms between the NGOs and the GOs should be based on mutual respect and trust. The NGOs are required to understand the concerns of the present government to uplift the poor and to bring them into the mainstream developmental processes. The society is largely unequal in its setting and hence there is a need to bring desired changes in asset distribution, especially the land and its development. The Minister in his address also specified that efforts are being made to allocate Rs. 500 crores for land distribution and another Rs. 200 crores for the landless to purchase land.

Observing the present-day functional realities of the NGO sector, the Minister was of the opinion that out of 5000 NGOs in the state with FCRA, only 200 to 250 organizations are in the developmental activity. He questioned about the rest of the NGOs, their activities and identity. The initiatives by the government envisage a wider outreach and emphasized on the fact that the NGOs should play a crucial role in mobilizing the communities and providing an enabling environment to implement the developmental programmes. The present government has taken-up numerous activities to empower the women by providing 33 percent reservation in the PRIs. Presently, it is contemplating to bring some more resources from NABARD to implement rural development initiatives. Had there been a common strategy to implement the activities both by the state and by the NGOs, the programmes would have been as per the needs and expectations of the people, which would benefit the target groups.

2.4 Experiences on NGOs partnering with GOs:

Prominent and experienced development professionals have shared their experiences and provided some insights on NGO-GO collaboration. All these speakers have long years of experience in the development sector in Andhra Pradesh. These presentations were focused both on strengths and limitations in the partnership. The gist of each presentation is as follows:

2.4.1 Professor Santa Sinha, MV Foundation:

The opening remarks of Prof. Santa Sinha touched upon the contemporary experiences of NGOs in maintaining the relationships with the government organizations. She said that Both the NGOs and GOs believe firmly in democracy; respect the legal framework and the constitution of the nation. According to her, the NGOs do not substitute the state and its machinery, rather they supplement and compliment the developmental initiatives initiated by the Government. Since the objectives of both the institutions are common, there is possibility to work together. There are variations in approach by both the GOs and NGOs, in terms of attitude and in bringing out the desired changes in the social fabric. However end-result is addressing the multidimensional aspects of poverty and provide the envisaged benefits to the people. Forced by the existing imperatives, styles of working vary between the two and render for certain functional gaps between. These are to be abridged to achieve the specified common objectives.

According to Prof. Shanta Sinha, NGOs do not substitute the state and its machinery, rather they supplement and compliment the developmental initiatives initiated by the Government. NGOs should mobilize and enable the communities to access government services and demand their rights. Forced by the existing imperatives, styles of working vary between the two and render for certain functional gaps between. These are to be abridged to achieve the specified common objectives.

The NGOs emphasize more on the processes than on the product. They mobilize, develop rapport, organize and facilitate the people for a specified cause. The conscientization process by the NGOs provides a good base to the community from where the Government agencies can take a convenient leap to implement developmental programmes envisaged for the poorest of the poor. In the pursuit of protecting the rights of the poor, the NGOs are often involved in safeguarding the interests of the poor. This may not often find an integrated approach, rather it may be sectoral and the initiatives may be skewed towards the downtrodden and the marginalized. Contrary to this, the GOs come up both with the sectoral and the integrated approaches that may require the support of the people from different walks-of-life. In this context, the NGOs play interfacing roles between the people and the Government. They would work with the Panchayat Raj institutions and try to address the problems.

In the present day context, the relationships between the NGOs and GOs are characterized by certain compulsions. These may be pooling up the existing resources for a specific sectoral intervention, adapting to the changed or revitalized approaches enunciated in the macro planning system of the state and the need for resources. Sometimes the relationships are based on distrust, cooption, consultations and ritualistic observation of specified norms by the government. These relationships also manifest those of donor-driven, where one receives and spends the grants; the other

seeks accountability through rigorous monitoring, unexpected evaluations and reviews. The Partnerships are characterized by money releases on installment basis. The experiences are so startling that after releasing the first installment, at times or very often, the NGOs are not sure of getting the second installment. This would further accentuate if a sensitized and good officer is either transferred or moved. The system that works is required to be sensitized than a single good officer. The GOs contemplate that the NGOs lack required professionalism in approach, especially in addressing the quantified issues and problems. In fact, the NGOs are more professional in initiating the processes required to bring the desired changes among the communities for development. If reckoned seriously, one needs to make an assessment about the fact that when the GOs are not inclined for subsequent resource support, they may not be in a position to question professionalism of the NGOs. Also, the relationship should be more of partnership with clear roles and responsibility rather than sub-contracting to implement the government programs.

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2.4.2 Dr.Vithal Rajan, Development Professional and NGO Mentor:

Dr.Vithal Rajan, an NGO mentor, specified that there is a requirement to have some institutional mechanisms for proper co-ordination between the NGOs and the GOs. Any effort both by the GOs and NGOs should be based on mutual trust and conviction that they have been working for the specified common goals. The development works are 3 dimensional, those that have been taken up by the GOs, those by the NGOs and those by the corporate sector organizations. They are

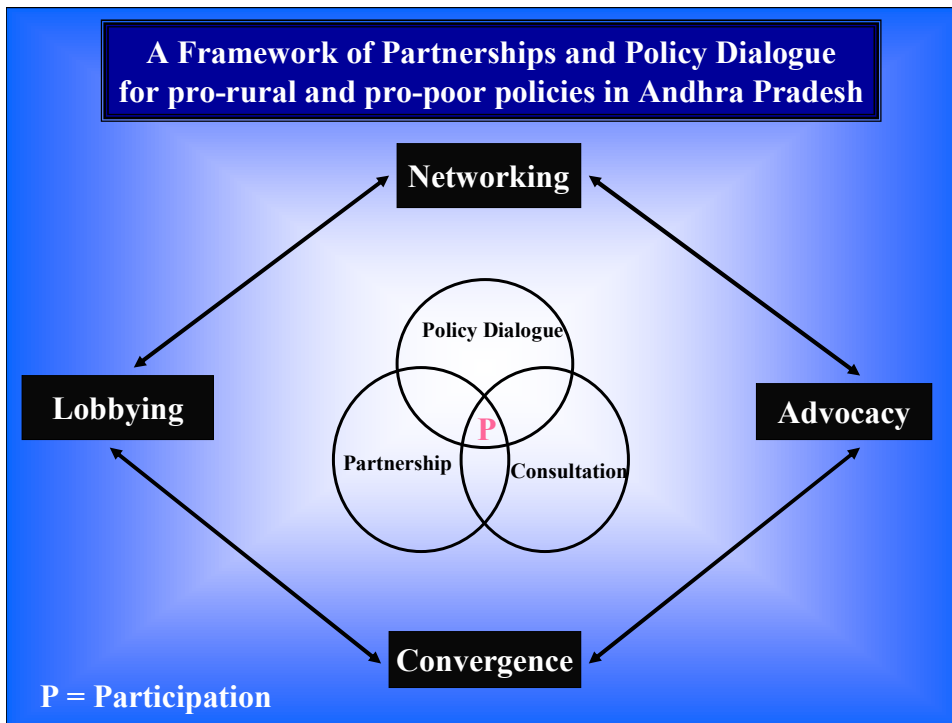
As part of integrating the developmental efforts of both the GOs and the NGOs, it is suggested that a core funding to the NGOs may be kept aside by the government in its budget. This may reduce dependency of the NGOs on external funding (imperial funding) which however is not desirable in the long term.

They are thus managed in some way or the other with pluralistic pursuits. Hence, to sustain the activities and to coordinate them with the mainstream contemporary thought, they are to be institutionalized, having a senior level officer at the state level, in the cadre of a Principal Secretary, to manage the affairs of the NGOs and channelize the developmental activities within an integrated framework. Both the GO and civil society representatives can meet periodically to sustain the initiated developmental activities. Such initiatives should be socially transparent and agreeable to the people. The examples of Meda Patkar and Aruna Rai should become the basis for quality and effective delivery of services. As part of integrating the developmental efforts of both the GOs and the NGOs, it is suggested that a core funding to the NGOs may be kept

aside by the government in its budget. This may reduce dependency of the NGOs on external funding (imperial funding) which however is not desirable in the long term. The fact that the NGOs exist and exist permanently should not be undermined. There is a need to change the attitudinal traits by both the partners of development to have constructive collaboration. Since absolute equal distribution of assets and the resources is not possible, developing the voiceless and promoting collective interests would invariably pave the way towards the society based on the principles of equity. The processes thus create congenial conditions for a smooth take-off towards development.

2.4.3 Mr. Subrahmanyam, IAS, Special Secretary to the Chief Minister:

Mr. Subrahmanyam is of the opinion that State, Market and Civil Society Organizations will partner with the rural communities enabling them to claim, receive, defend, and tram form assets/entitlements and further enhance participation and challenge rules. Touching upon the aspects relating to mechanisms for collaboration, he insisted continued and sustained partnership pre-supposes to have a specified mechanism, which accommodates the plurality of approaches to development, is the need of the hour.



2.4.4. Key strategies for reducing poverty & sustaining partnership among all stakeholders.

- Accommodation of plurality of approaches is essential to tap synergies
- Attack against poverty is an attack against mind-set of the concerned
- A comprehensive strategy should promote self-reliance, mutual reliance and public reliance. To achieve success, support from local government institutions is a must.
- Peoples' participation is essential for ownership and sustainability.
- Class, gender and ethnic differences should be addressed on priority
- Participatory approaches require not only bottom up initiatives but also top-down support.
- Quality, composition, commitment and competency of the project staff are crucial for the success of any initiative.
- Compatibility of approaches - governmental and non-governmental is one of the major areas of concern.

2.5 Inputs for Group discussions – Experience Sharing:

Several speakers have shared their experiences on some of the burning issues which formed the basis and inputs for subsequent group discussions. The following are the gist of each presentation.

2.5.1 Youth Empowerment:

Ms Lakshmi Parthasarathi IAS, Principal Secretary for Youth Affairs had shared the recent policy called Rajiv Yuva Sakthi policy on youth empowerment. The government proposes to take up a novel programme for the development of the youth, both in rural and urban areas. The rural scholarship programme is envisaged to be implemented by providing exposure to the rural youth by working either in their native villages or in the near by villages. This would invariably provide insights about the rural setting and they would in due course of time equip themselves to tackle the developmental issues of the area. The youth would be provided a loan up to one lakh rupees to take up micro enterprising activities to eke out a decent living out of it. Incubator and counseling centers are proposed to be initiated for the students who are in the final year of their graduation to make a decision about their future career development. Required training programmes for the youth are proposed by the department of youth services to imbibe and inculcate aptitude for self-employment. Mr. Raju IAS, the Commissioner for Rural Development further detailed about the rural scholars' programme and requested the NGOs to provide the department some new and innovative ideas for the development of the youth.

2.5.2 Dalit and Land entitlements:

Mr Paul Diwakar stressed the need for protecting the human rights with reference to the marginalized sections of the society and the Dalits. NGOs have been enduring for the development of the oppressed people from the beginning, yet, according to him, untouchability still prevails in the society and represents sad part of human civilization. Hence, he requested the groups to incorporate the dalit issues as one of the themes for subgroup discussions and come out with a real framework to collaborate with the GOs to eradicate the practice of untouchability.

2.5.3 Framework for collaboration:

The Secretary for Irrigation, Mr. S.P. Tucker IAS made a valid observation in the area of NGO-GO relationships. He was of the opinion that the NGOs should collaborate with the initiates of the GOs in a more meaningful and constructive way, especially in addressing the issues relating to poverty and social justice. There may be a wide variety of issues between the NGOs and GOs, all of them may not be discussed and debated in a two-day workshop. As such, there is a need to focus on certain selected areas for collaboration and exploring the possibilities for partnership. The focus should thus be on institutional framework for such collaboration and to sustain healthy relationships with the GOs. The partnership with the NGOs in the fields of NRM, especially in watershed management would be the basis. Of course, these initiatives are further to be strengthened, keeping in view the contemporary social requirements. If the relationships are pursued unequal, palliative measures that would bring some meaningful equality should become the basis to initiate a dialogue with the government. The broad framework for collaboration may involve networking among the NGOs and the required capacity building activities. The workshop thus tries to bring some consensus on the ideas for collaborative efforts than having a mere critique on each other.

The Deputy Secretary to the Chief Minister, Mr. Lav Agarwal, opined that the present government is keen on collaborating with the NGOs in implementing the development projects, especially in rural areas. He made it clear that the Chief Minister of AP is seriously concerned about the issue of the collaboration with the NGOs. There is a need for information and experience sharing between the NGOs and GOs. In order to

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From the above presentations the following issues have emerged

- ◆ Broad Framework for collaboration
- ◆ Promotion of policy dialogue
- ◆ Reducing gap between policy & needs of the poor
- ◆ Trust building mechanisms between GO-NGO convergence

There was a lot discussion on deciding various themes. It was felt that it is impossible to cover all topics in a workshop. The following themes were agreed for group discussion

2.6 Themes for discussion

- Ⓢ Rural Distress
- Ⓢ Youth Empowerment
- Ⓢ Dalit empowerment
- Ⓢ Women empowerment
- Ⓢ Natural resource Management
- Ⓢ Tribal empowerment
- Ⓢ Child rights
- Ⓢ Differently abled persons

2.7 Frame work for discussion

- ⊕ Experiences of collaboration/ partnership so far-sharing within the sub-groups
- ⊕ Framing of issues
- ⊕ Required structures /mechanisms for collaboration
- ⊕ Required Processes to take forward collaboration

There were two groups for each theme associated with a Convener to facilitate group interactions. Each group consists of 15-20 members that grappled with the given theme and presented the groups consensuses.

2.8 Summary of Group Presentations

2.8.1 NGO-GO collaboration:

Gaps in understanding: While interfacing with the government officials the common experience of NGOs is that they neither could work effectively, nor convinced them, especially at district level due to the gaps in the understanding levels of local systems / situations. The government officials could not respond to the immediate needs of the local community without scrupulously following the stipulated norms and standards. This gave rise to gaps and they perpetuate to widen in due course of time.

Gap in policy: The policy formulated to address the issues of the poor has certain gaps, which are to be addressed by GO on a priority basis. The policies do not truly reflect the existing grass roots' realities.

Authenticity of information: It was felt that the information provided by government some times misleading. For example, the exact number farmer's suicides are less than actual quoted figures. Similarly, information provided on the status of differently abled persons is not truly reflecting the problems of this group. Even number people suffering from disability found to be more than what quoted in the reports.

Government belief in partnership:

Majority of the participants have expressed skepticism on government willingness on NGOs partnership. Several felt that these kind of meetings/ workshops held in past at district and state level which did not yield sustained results. There is a need to carry out a systematic sensitization to Government officials on partnership/collaboration principles.

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Accountability and transparency: It was evident from the presentations that both NGOs and Government lack accountability and transparency to each other and to the community. There is an urgent need for both parties to agree for accountable and transparent systems, which builds trust and confidence between both parties. In fact, both NGOs and NGOs must be accountable to the people at all times. Social Audit should be integral part of all programs

Committees: It is very disappointing that majority of the committees which were set up at district and state for different purposes have either become defunct or ineffective. In some of the committees, there is no representation of NGOs. Every

presentation has insisted government to revitalize these committees on a priority basis before setting up new committees.

Space: It strongly felt that there is very less space for NGOs to work with government. Wherever they are working, it is based on Individual officer. Thus, there are no institutional mechanisms and procedures to sustain collaboration.

NGOs: A number of NGOs registered under different acts but only few among them are operational and are producing good results. Hence there is an urgent need developing guidelines and identifying true and committed NGOs in each of the districts based on these guidelines

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Identity and visibility: Some groups are completely forgotten by everybody. For example Differently abled persons issues are completely sidelined when it come to poverty reduction programmes. Similarly, other vulnerable such as dalit women, old aged and widows are given step-mother treatment while framing policies or launching new antipoverty programmes.

Convergence: There is convergence of ideas and actions at higher levels (state and districts). However the same is not percolating to the down. This is basically lack of common understanding between two players or poor monitoring mechanisms

Rights/entitlements: The government is reluctant to implement policies related to enforcement of rights or entitlements. For example SC and ST atrocities act, Land Acquisition act, minimum wages etc. are either completely neglected or poorly implemented by the government.

Attitudes: It is the attitudes of that particular bureaucrat decide the collaboration, cooperation, and even nature of programs. Hence there an urgent need of institutionalizing the collaboration with clears policies and procedures.

Tripartite Agreement: A tripartite agreement amongst government, CSO's and corporate sector will help enhance employment, self-employment and skill development opportunity to youth on a sustained basis.

Continuous dialogue: Cooperation and confidence should be built between government and CSO's through openness and continuous dialogue. GO should not treat NGOs as subordinators. Role clarity between CSO's and Government should be clearly spelt out. Involve officials and CSO who would have sensitivity towards social issues.

Calendar of Events: Calendar of events for the current year and the following year should be prepared by mutual discussions by the Government department on one side and CSO's on the other side including corporate sector (where ever it is required).

2.8.2 Child Rights

- ◆ NGO and GO to facilitate Institutional Guarantees to children
- ◆ Principle for Guidelines – How to ensure children rights –access to institutions
- ◆ Availability of material – access the need of the children
- ◆ Policies are required – Certification
- ◆ Orphan children are not given the required attention by NGOs and Govt.
- ◆ Govt to create local committees for reviewing the projects /programmes
- ◆ Campaign and Advocacy to disseminate the information on child issues
- ◆ Quality in the deliver system
- ◆ Reforms in Policy to suit the children needs specially their rights
- ◆ Drop outs – NGOs role is required to facilitate communities on this issue and Government should take help from the NGOs.
- ◆ There should be committees and people friendly structures to improve Quality of Services, Delivery system, etc.

2.8.3 Women empowerment

- ◆ While working with women on atrocities, govt., insists us not to involve beyond a point because our role is confined only to creating awareness
- ◆ After our studies/Research on women problems the strategic intervention by Govt delayed /denied
- ◆ Good policies were made with the NGOs representation (women trafficking) but implementation is the issue
- ◆ Developing Policy frame work in collaboration for Women empowerment at state level & implementation at Mandal & district level
- ◆ Identify NGOs who have expertise on addressing women issues and use their services
- ◆ Gender Mainstreaming at policy, organization, finance, administration and program levels for both NGOs +GOs
- ◆ Identifying strategic issues from Property Rights, free from violence, Reproductive rights, Minimum equal wages & politics and Mainstream in all the programs.
- ◆ Collaboration with police department –Mechanism is need –Get the recognition

2.8.4 Dalit empowerment

- Start from Grassroots –Collaboration must be among community, RI, MDO, MRO, Police, etc to address dalit issues on a sustainable manner.
- NGOs nominated in monitoring committees – VSS, Land, Education groups
- Dist level committees must monitor the implementations of Land, Untouchability, bonded labour and dalit women acts and legislations
- There should be compliance mechanism to address dalit atrocities & other issues
- Government to intensify its efforts in assigning the land for Dalits and Tribes

2.8.5 Tribal Empowerment

- ◆ Discrimination in distribution of resources based on the promoter
- ◆ Involve NGOs only when bilateral or multilateral agencies require their presence
- ◆ NGOs are not involved in different stages of program implementation and limited to only in implementation
- ◆ Flexibility should be in dinging programs according needs of the area –give value to local wisdom
- ◆ Policies related to water. Forest, Land, minimum wages need to be access to tribal and need to be pro-poor
- ◆ Programs of ITDA & Line departments to be in the same line & converge before implementation

2.8.6 Empowerment

- NGO and GO to focus on youth of tribal, disabled and, both from rural and urban
- Skill development is need for youth –Involve the corporate
- Non negotiable between GO and NGOs
- NGO should be follow the GO finance rules while working with youth

2.8.7 Disable

- ◆ Disability is a social issue – recognition is need
- ◆ NGO GO collaboration- should focus on Disability
- ◆ Mismatch between Survey figures on of different institutions- Government to clarify on this.
- ◆ Recognize mentally retarded persons, Maragujju, Leprosy patients as disabled persons

2.8.8 Rural Distress

- ◆ Non-devolution of Powers, functions and functionaries to PRIs. .
- ◆ Agriculture, employment potential, minimum wage act to focus by creating new products,
- ◆ Extension, credit, seeds, fertilizers and pesticides services to the farmers
- ◆ Money lender, fertilizers, pesticides companies attracting the farmers
- ◆ Marketing is a need. Most of the people bothered price of their products
- ◆ Micro insurance is need for the crops
- ◆ Globalization and policies effecting livelihoods & prices of rural products

2.8.9 Natural Resource Management

- ◆ Watershed programmes are not implemented with Sustainability as core area
- ◆ Collaboration is progress based one, require active platform,
- ◆ Selection process – Transparency , Collective effort
- ◆ Govt. to provide reasonable facilitation cost PIA's under Watersheds programmes.
- ◆ NRM-Forest, Water –Policies are good. We do not understand about role of NGOs in the different projects and programmes. Selection processes of NGOs and bureaucrats behavior are questionable.

2.8.10 Proposed structures and Mechanisms for Collaboration:

It has been widely debated in all subgroups and plenary sessions. Most them have expressed concern the way the present mechanisms, procedures and practices on NGO –GO collaboration are functioning. In spite of clear direction through guidelines and GOs none of them are implemented in true collaboration/partnership. In many districts government is treating NGOs mere implementers and subordinates. However where the

Officials are proactive and believe on partnership there the collaboration is effective. Poor governance, ineffective/no policies, absence of Institutional mechanisms

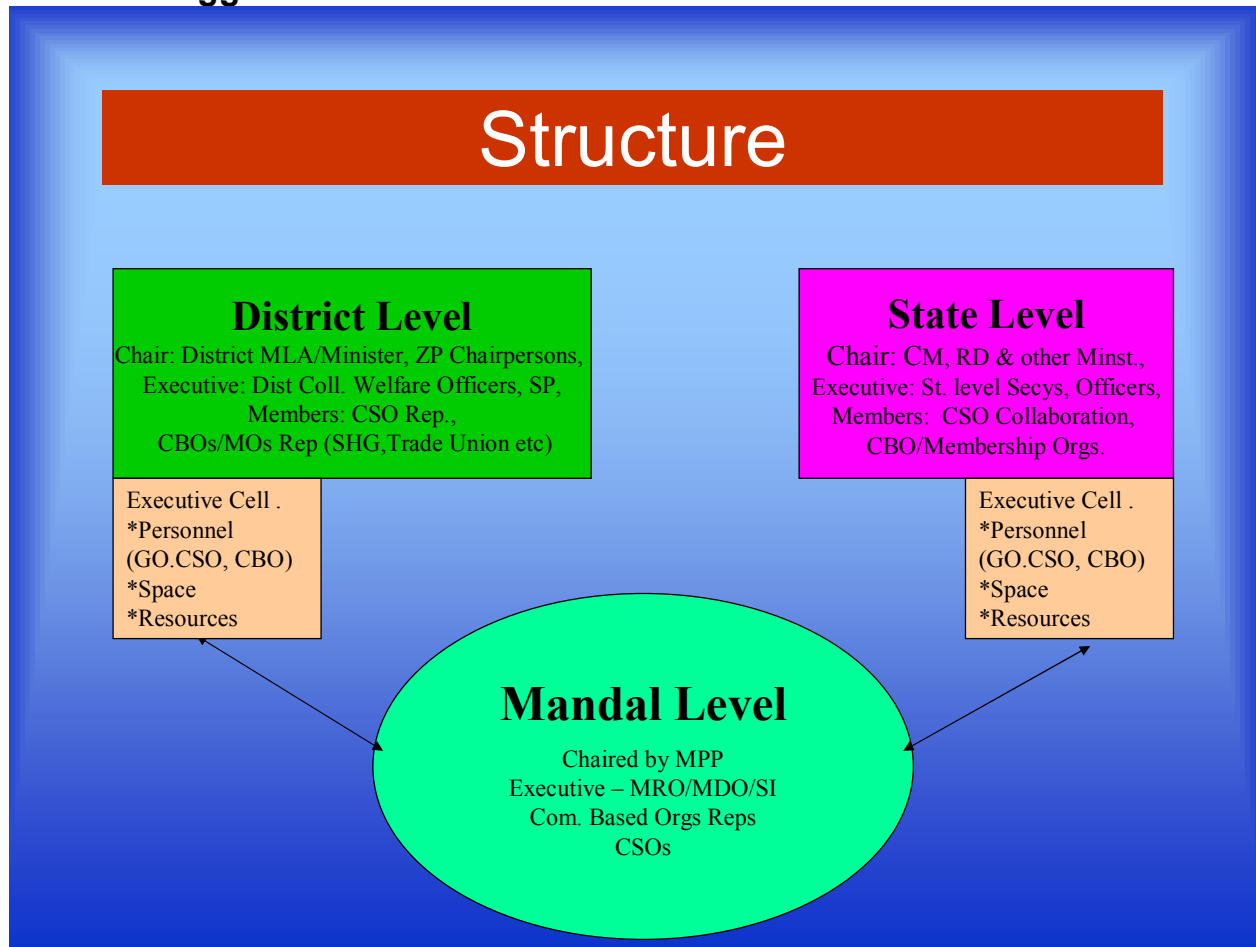
are some of the main reasons for its failure. The workshop had strongly recommended reviving the existing mechanisms and committees prior to placing new ones. There should be clear policy from government on NGO-GO collaboration with required institutional and financial support from all levels.

The workshop had strongly recommended reviving the existing mechanisms and committees prior to placing new ones.

2.8.10.1 Necessary Assumptions and guiding principles:

- ◆ Distinct nature and roles of community organizations & PRI, NGOs & GOs.
- ◆ Community based organizations and PRI are the primary focus of NGOs for advocacy and resource support.
- ◆ NGOs not to substitute GOs or PRIs in delivery.
- ◆ Mutual respect, trust and conviction
- ◆ Partnership based on mutual strength and capacity.
- ◆ Mutual accountability and transparency
- ◆ Partnership in principle and practice on sustainable basis
- ◆ Institutionalization of partnership at different levels – Panchayat to State
- ◆ Relationship should not be seen as donor & recipient relationship.

2.8.10.2 Suggested structure for NGO-GO collaboration



2.10 Chief Minister's address to the Workshop:

The Honorable Chief Minister Dr.Raja Sekhra Reddy participated in the on first half of the 2nd day workshop. He was briefed on the process and workshop recommendations. Several NGO representatives and senior government officials have made presentations on different issues and themes focusing on NGO-GO collaboration. Mr.CS Reddy, APMAS made presentation on the workshop recommendations.

Addressing to the workshop Dr.Raja Sekhra Reddy had thanked all the participants, facilitators and government officials for making the workshop successful and bringing it to the logical end. Further he said that there are good people and bad people in all occupations. The government would use the good services from everyone. At any point of time the present government would not use weapon at all. If used, would be same on the part of the government. Distribution of land and development of land are the priorities of the government. It is committed to make all arable land productive. In

this regard the government is seeking Rs.500 crores Financial Assistance from the NABARD. He categorically said that Government would always work with the trusted and good NGOs. Government may consider appointing a Senior State level officer for CSO-GO relationship. Similarly a policy paper on CSO-GO relationships could be developed based on the workshop findings. He suggested designing campaign and operational zing to address the rural distress and the government would provide all the necessary institutional support on the same.

Summary of workshop recommendations:

- GoAP to bring out a policy paper on NGO Partnership.
- Institutionalized mechanism for Partnership.
- Enact the right to information bill.
- Well-established criteria & process for NGO selection.
- Establish a NGO ombudsman.
- Government of AP to have Principal Secretary, NGO Affairs – to ensure optimum partnership.
- Constitute State, District and Mandal level committee for NGO – GO partnership.
- Constitute Working Groups on major development sectors at State, District & Mandal level.
- Establish a two-way communication for design & feedback.

2.11 Action plan:

Mr. Kotaiah, Chairperson and Mr.CS Reddy, Chief Executive Officer of APMAS chaired this session. The participants were requested to give their suggestions on action plan for next 3 months. There was very good response from all participants. Coordination between NGOs, between networks, between NGO and Network in the state and districts need to be developed and operationalized prior to building partnership with government.

Coordination between NGOs, between networks, between NGO and Network in the state and districts need to be developed and operationalized prior to building partnership with government.

There is an urgent need mapping NGOs in each of the districts. Further several volunteers have come forward extending their support in strengthening NGO-GO collaboration in the districts and State.

Broad areas of action for the next three months

- ❖ Conduct similar workshops in each of the districts
- ❖ Disseminate CM speech in CD to all workshop participants and district officials
- ❖ Set up joint secretariat at state level to strengthen and manage GO-NGOs collaboration
- ❖ Disseminate the workshop proceedings to all the participants if possible in Telugu
- ❖ Design the campaign on rural distress
- ❖ Set up working group to develop guidelines and procedures for collaboration
- ❖ Identify Farmers' problems and organize counseling centers to address them.
- ❖ Develop guidelines and mechanisms to create district wise database of NGOs.
- ❖ Set a vision for next five years envisaging the kind of support NGOs can provide to GOs vice versa.
- ❖ NGOs with the sectoral understanding should come up with white papers.

3. District workshops:

3.1 Process:

As a follow up to state workshop, state government had sent a circular to all district Collectors suggesting to organize a two day workshop on NGO-GO collaboration in the respective districts. In each district one or two NGOs were identified as district facilitators for organize and facilitated these workshops along with the government officials. In addition one or two state NGOs were identified to provide professional support to these workshops. Broad guidelines were sent to districts for conducting the workshops. In addition two presentations one on summary of the state workshop and another on chief minister's key note address were sent to the district to share in the workshop. On the request of NGOs and government

Media (print and electronic) actively participated in all district workshops. In Cuddapah All India Radio recorded the entire workshop proceedings.

APMAS had coordinated and facilitated all district workshops. Later extensive follow up was made to get district bookshops reports and related material. All workshops were participatory in nature. Group discussions and plenary reflections are Invitations were sent to all district NGOs and identified state level resource organizations. In some districts press notification was given. Media (both electronic and Print) actively participated in all most all the districts. In Cuddapah district All India recorded the entire proceeding of the workshop.

3.2 Workshop Objectives:

- ◆ To evolve the partnership mechanisms, the role of NGOs and the Government in reaching the poor
- ◆ To develop mechanisms and action plan for strengthening SHG movement in the district
- ◆ To develop mechanisms and action plan for addressing rural distress, promote diversification, etc.

The specific outcome of the two-day workshop is to have a mechanism and structures for Government – NGO partnership and a detailed action plan for strengthening partnership, SHG movement, reducing rural distress, promoting crop diversification, etc.

3.3 Suggested agenda:

<p>First Half –Day</p> <ul style="list-style-type: none"> ◆ Objectives of the two-day workshop ◆ Sharing the outcome of the two- day meeting held at Hyderabad on GO-NGO Collaboration (including the message from the Chief Minister) ◆ Need for Partnerships between GO-CSO at the District Level <p>Group Work on</p> <ol style="list-style-type: none"> 1.Experiences of the Partnerships at the District Level 2.Structures and Processes require for establishment of Partnerships at the District Level 	<p>Third Half-Day</p> <ul style="list-style-type: none"> ◆ Sharing the proceedings and Outcomes of the State Level Workshop on “Managing Scale” of SHGs. ◆ Small Groups discuss on the Action points suggested by state workshop “Managing the Scale” ◆ Group presentations and refinement
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<p>Second Half-Day</p> <ul style="list-style-type: none">◆ Presentation of the Small Group Work and consolidation◆ Ways of addressing rural distress, mono-cropping, any other (each district will its own methodology)◆ GO-CSO arrives with specific action plan to address the issues of Rural Distress, crop diversification, any other.	<p>Fourth Half- Day</p> <p>Action Plan and conclusion session</p>
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3.4 Main features of district workshop

Sno	District	No of Participants	Participation of senior officials	Participation of Elected Representatives	Major outputs and outcomes.
1	Kurnool	178-1 st day 160-2 nd day	Collector, PD, DWMA & Velugu APDs DWMA DPM (IB) AGM, NABARD DC, Reg.Banks	None	An adhoc committee formed There was good participation of all NGO on both days District administration had parented very actively throughout the workshop
2	Adilabad	40-1 st day 35-2 nd day	Collector, PD DWMA & Velugu, ED SC Corp. DC, Bank	None	An adhoc committee formed Only few officials could participate in the workshop Many NGOs could ventilate their differences on the organizational issues It facilitated Education department planning their activities with these respective NGOs
3	Cuddapah	152 on first day 162 on second day	Collector, CEO, PD, Velugu & DWMA Director Animal Husbandry ED Ag.Dept dept Police Sup't. Director G.Dept ED. SC Corp'n	None	There was good participation of NGOs on the both days Concrete plans emerged to address rural distress and taking forward these collaboration Collector had utmost interest on this workshop All government officials were very active and were present throughout the workshop Both print & electronic media is very active and covered main feature of both days

4	Chittoor	180 -1 st day 180-2 nd day	There was representation from all depts. AGM, NABARD DC, regional Bank	None	An adhoc committee formed It is decided to form sector/subject wise committees It is decided to carry out mapping of NGOs DWMA shared systems and procedures developed on NGO-GO collaboration on Watersheds and suggested adopting them in future collaborations after critically reviewing the same.
5	East Godavari	140-1st Day 172-2 nd Day	Pd Velugu PD SC Corp.	Minister, MLAs MP	There was good response from the NGOs on both days. However the participation from Government is poor The participation of Elected representatives is very good.
6	Guntur	90 -1 st day 102 -2 nd day	Collector PD, Velugu PD W & C DEO, Education PD, CHARCA	MLA (2) Minister	An adhoc committee was formed The participation of Government officials was limited There was good participation from Elected representatives
7	Anantapur	150-1 st day 120-2 nd day	Collector PD, DWMA and Velugu AD.Cor. DPEP AGM, NABARD LDM, Syn.Bank	None	The District Collector and PDs of Velugu and DWMA have participated in the entire proceeding of the workshop Adhoc committee formed and in addition agreed to NGOs cell with the support of Velugu The proposed NGO'cell' will function on a regular basis to bridge the gap between GO-NGO's and also take up the responsibility to disseminate information on programmes from either side.

8	Karimnagar	25 on both the days	PD, DWMA & Velugu JD Agr.dept JD, AH JD Irrigation ED, BC welfare ED, SC welfare AD Hort. AD, Education EE. Irrigation PD. W & C dept	None	<p>It was first for many government officials meeting district NGOs</p> <p>The NGOs shall form a network at district level/umbrella organization to have communication with govt. agencies</p> <p>All the Govt. departments/agencies should communicate their guidelines to the NGOs</p> <p>Capacity building activities to be organized by the Velugu for NGOs so as to involve them in various developmental activities like Micro finance, NRM, CLDP and strengthening of RMGs etc.</p> <p>MACS formed by NGOs shall also be treated on par with Village Organizations formed by Velugu and other supports such as monetary, capacity building and CIF will be extended to all eligible groups</p>
9	Krishna	75-1 st day 75-2 nd day	Collector Joint Collector PD, Velugu Commissioner JD, Ag.Dpt Director, Aids Chairperson, Dist. APC, Sarva Shiksha Abyan	MLA (2) Minister	<p>An adhoc committee formed and decided to meet once in two months</p> <p>Mapping of NGOs to completed in the next one month</p> <p>Dalit empowerment and AIDS to be given special focus</p> <p>There was good participation from all participants including elected representatives</p>
10	Khammam	100-1 st day 100-2 nd day	Collector, PD, Velugu & DWMA, ED, SC corp. AD, Ag. Dept.	None	<p>An adhoc Committee formed</p> <p>All district networks have agreed to form one common network to take up the issues related to NGO-GO collaboration</p>

11	Medak	40-1 st day 38-2 nd day	Collector PD, DWMA PD, Velugu Other line department heads	Two Ministers Chair Person, Zilla Panchayat.	Constituted a committee to coordinate the activities of the NGOs in the district. The committee agreed to extend its role to evolve certain mechanisms for collaborative initiatives at the mandal level and provides opportunities for the local NGOs to participate in the process of development. There was good response from elected representative
12	Nellore	50-1 st day 50-2 nd day	Collector PD, DWMA PD, Velugu ED, SC Corp. AD, Ag.Dept. AD, Horticulture Bank representatives	None	An Adhoc committee formed NGO could ventilate their concerns on previous NGO-GO collaboration initiatives
13	Mehaboo bnagar	35 on first day 20 on second day	PD, APD, Velugu PD, W & C DEO. Education Health ADO Deputy CEO AD, BC Welfare Revenue	None	<ul style="list-style-type: none"> ◆ An adhoc committee was formed ◆ Though selected NGOs were invited for these workshop there was good participation by the NGOs ◆ The workshop had worked out both the short term and long term plans on NGO-GO collaboration ◆ Suggested that the premises of VIP office maybe made available for CSO's Secretariat for the time being. ◆ A good beginning. Very positive input from the government agencies. Involved discussions by the voluntary agencies.

14	Nizamabad	30 first day 25 second day	JC (IC) PD, Velugu DPO Commissioner, DPMs	MP (1), Zilla chairman MLA (1)	<ul style="list-style-type: none"> ◆ Good participation of District officials throughout the workshop ◆ Participation of MP throughout the workshop created seriousness among participants ◆ Adhoc committee formed
15	Nalgonda	82-1 st day 68-2 nd day	Collector. PD, DWMA, APD, Velugu ED, SC Corp. Geologist, GWD DPM's	None	<ul style="list-style-type: none"> ◆ Initially it was decided to conduct for one day but later decided to continue on second day ◆ Agreed to work intensively on eradication of sale of girl child and fluoride ◆ Form resource team to strengthen the SHG movement
16	Prakasa	50-1 st day 45-2 nd day	Collector PD, DWMA PD, Velugu	Nil	<ul style="list-style-type: none"> ◆ Agreed to form adhoc committee ◆ Agreed to complete mapping of NGOs in one month ◆ An working group was formed with 5 NGOs representation along with other officials ◆ SNIRD identified as a coordinating NGO for further events in taking forward on the collaboration process.
17	Ranga Reddy	60	Collector, PD, DWMA & Velugu DMHO AGM, NABARD PD, W & C	None	<ul style="list-style-type: none"> ◆ This is the only district this workshop was conducted for one day ◆ An adhoc committee formed ◆ A lot discussion had taken place on Education and Rural Distress
18	Srikakulam	35-1 st day 35-2 nd day	Collector, PD, DWMA PD, Velugu	None	<ul style="list-style-type: none"> ◆ An adhoc committee formed ◆ It is agreed that government to select NGOs based on quality and transparent

19	Vijayana garam	20 -1 st day 20-2 nd day	DMHO, Health CEO, SETSRI APC, DPEP AGM, NABARD Collector, PD, DWMA & Velugu DMHO AGM, NABARD PD, W & C	None	<ul style="list-style-type: none"> ◆ Both NGOs and GO to implement the agreed guidelines in true spirit and commitment ◆ It is agreed to form adhoc committee ◆ It is agreed to map NGOs
20	Vizak	80-1 st day 60-2 nd day	Collector, PD, Velugu and DWMA, ED SC Corp. ED Education; PD, Handicapped PD, W&C Manager, Insurance DC, Lead Bank	MLA (4) Minister (1)	<ul style="list-style-type: none"> ◆ An Adhoc committee was formed ◆ Collector accepted conducting by monthly meeting with NGOs to settle the grievances ◆ District Network will come from 3 divisions including women
21	Waranga I	60-1 st day 80-2 nd day	All Heads or its deputy's participated inn the workshop	MP (1)	<ul style="list-style-type: none"> ◆ All government officials have shared their programme in the workshop ◆ All NGOs got good understanding on government poverty alleviation programmes ◆ All participants to focus on AIDS and children on priority basis.
22	West Godavari	80-1 st day 80-2nd	Collector of Bishop of Eluru Diocese PD, DWMA & Velugu AGM, NABARD Academicians	Chair Person Zilla Parishad	<ul style="list-style-type: none"> ◆ A District review committee formed ◆ AIDS and Disaster were discussed in detail ◆ It was decided this committee to meet once in a month to review the progress made on NGO-GO collaboration

3.5 Highlights of the workshop:

Participation of elected representatives: In many districts there was good participation of elected representative (MLAs and MPs). In some districts, Ministers have participated. For Example two Ministers namely Dr. Geeta Reddy, Hon'ble Minister for Tourism and Sugar and Hon'ble Minister for Youth, Stationery and Printing Mr. Harish Rao Medak district workshop. Similarly Ministers have also participated in Krishna and Visakhapatnam districts. It clearly indicates the political committeemen towards NGO-GO Collaboration.

Participation Collectors and line departments: In all districts the Collector and Heads of majority line departments have participated in the workshop. For example Mr. Jayesh Ranjan, Collector, Cuddapah had taken special interest in making this workshop success. He was there in the workshop whole of first day and on second day he interacted with the workshop facilitators and discussed follow up issues. Similarly PD DWMA, PD Velugu and PD Women and Child department have taken key role in facilitating/organizing the workshop.

Participation of NGOs: In every district on an average 50 to 60 NGOs participated in the two day workshop. There is highest participation of NGOs in all districts of Rayalaseema Region (150 to 200). These workshops could reach about 2000 NGOs working different corners of Andhra Pradesh. Many NGOs expressed that it is first time all NGOs small to big and government officials coming together and sharing experiences, learnings and future collaborations.

Participation of Media: Media (both print and electronic) in all districts covered the workshop proceedings extensively. For example in Cuddapah All India Radio recorded the entire workshop proceedings.

Planning and logistics: Some districts (Anantapur, Cuddapah, Chittoor, Nizamabad, Adilabad, Vizak, Medak West Godavari, Guntur, Krishna, Warangal and Prakasam) had made systematic and advance planning by involving District NGOs, State Facilitators and district officials. In these districts one could see clear shared responsibilities. However Nalgonda, Nellore Vijayanagaram, Ranga Reddy and Prakasam districts the workshop was conducted with 1 or 2 days notice to NGOs and Officials. As a result only few could participate in the workshops. In Nalgonda NGOs were not at all involved in any stage of planning process.

Action Plans and Recommendations: Every district has evolved a concrete action plan at the end of the workshop both for setting up Structures and Mechanisms and carrying out programmes at field level. However these were not adhered as planned. Some of the officials expressed further guidelines for implementing the same.

Formation of adhoc committees: In majority of the districts (18), an adhoc committee is formed at the end of the two day workshop. Both government and NGOs represent this committee. A clear action plan has been evolved for the next 3 to 6 months for the committee to work on.

Awareness on Government programmes. In many workshops line departments have shared their programmes and sought NGOs support in strengthening them. As a result many NGOs especially small ones who find very difficult getting this kind information in normal course found these workshops very educative. For example in Warangal and Kurnool each line department had made very detailed presentation on their programmes.

Mapping of NGOs: In all workshops the participants have felt that mapping of NGOs in the district should be given the top priority. Most of them expressed that many NGOs who are not active or fake would try to get Government programmes and in the end will not produce any results. As a result Government is loosing confidence on NGOs effectiveness. Therefore there is a need to identify good and active NGOs in each of the District.

Discussion on Burning issues: Every district had elaborative discussion on district specific issues in addition to on common issues. Rural Distress, Child labour and AIDS were given special focus for collaboration in all districts.

Invest on Capacity building: All NGOs have requested Government to focus on capacity building of NGOs in all future collaborations. Further requested to wave off 10% organization contribution while implementing government programmes. And also requested following transparent systems in selection of NGOs under any programme.

3.6 Government order on GO-NGO collaboration: