

**Invitation for Proposal from NGOs**  
**For Partnership between RGAVP, Nurturing NGOs & Community Federations**  
**to**  
**Implement & intensify NRLM Activities**  
***(Under NRLM Partnership Framework)***

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Rajasthan Gramin Ajeevika Vikas Parishad (RGAVP) intends to engage experienced NGOs and the Community Federations promoted by them in the state, for the purpose of scaling up and intensification of project activities in the selected partnership blocks- Bicchiwada (Dungarpur), Nainwa & Keshoraptan (Bundi), Deoli(Tonk), Ramgarh & Thanagazi (Alwar), Jawaja (Ajmer), Bari, Baseri & Dholpur (Dholpur). A 'block' being the implementation unit of the RGAVP project(s).

The broad contours and the eligibility criteria of the framework are given in 'Framework of Partnership' (Annexure A). Under the proposed framework of partnership; the NGOs and Community federations are expected to comply with the broad objectives and the protocols of National Rural Livelihood Mission (NRLM) as defined by GoI and/or RGAVP from time to time. In order to comprehend the protocols of NRLM, the perspective NGOs and Community federations are urged to undertake an immersion visit to any of the Resource Blocks of Rajasthan, where the implementation of NRLM Framework is being undertaken.

Once the perspective applicants are aware of the required deliverables, they may submit their application in the prescribed format (Annexure B) to RGAVP within the 30 days of publication of this invitation.

RGAVP would encourage the NGOs and the community federations to submit the applications for aforesaid blocks only if they have substantial presence/work in the same block.

NGOs and community federations are expected to closely examine the framework and the screening criteria before submission of the proposal. The separate proposal needs to be submitted for more than one block by the same NGO and community federation.

RGAVP reserves the right to accept/reject any or all the proposals without assigning reason.

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**Government of India  
Ministry of Rural Development  
Department of Rural Development  
National Rural Livelihoods Mission**

**Framework of partnership between State Rural Livelihood Mission, Community Federation and NGO for Field Implementation of NRLM Activities**

This document delineates the approach of NRLM for accelerating the pace of programme implementation in the States by building on the already existing social capital in the form of women's self help groups and federations and women led producer organisations, and drawing on the strength of the agencies who have promoted and nurtured them.

Over the past decades, a large number of SHGs have been promoted across States. Estimates vary, but even on a conservative basis, about two and half million SHGs are functioning today in India with varying levels of quality. The NRLM seeks to increase this number to 7 million SHGs over the next decade, covering every poor family in the rural areas. This implies that whereas the task is huge, we have existing strength to build upon.

The existing SHGs and economic collectives have been promoted through the efforts of government and para-statal institutions, NGOs, financial institutions, and others. A large number of these SHGs were promoted under State-run programmes, which also have had a lot of influence in the design of NRLM. In many of these programs, NGOs have played a key role as nurturing organisations for the SHGs.

There are many SHG federations, which are financially and managerially self-reliant and do not have to depend on anyone. They are in fact capable of scaling up the activities of the NRLM in their local areas, through their own leadership and Community Resource Persons (CRPs<sup>1</sup>). They have come to this stage through the efforts of their nurturing organisations. Then there are many more SHGs and federations that are in the process of becoming self reliant, who continue to receive support from organisations that nurture them. This framework harnesses and builds upon the existing mobilization by NGOs (as nurturing organisations) to get a head-start for the Mission's activities.

As the State Rural Livelihood Missions (SRLMs) have now been established, they will carry out an assessment of the extant nature of the social mobilization in their respective

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<sup>1</sup> The first set of Community Resource Persons (CRPs) are women from SHGs, who have changed their self-view and behavior through learnings due to their membership of SHGs. They also have improved their livelihoods through this process. They are willing to extend themselves to other women to help them and their families come

out of poverty. These women are skilled and experienced in promotion of SHGs, village organisations, federations etc. Then there are others, women and men from the communities, who are trainers in various aspects of financial inclusion, livelihood promotion, access to entitlements, education, health and sanitation etc. Even if some of these trainers are not members of SHGs, they have a good understanding and appreciation of SHGs and federations. The primary focus of their intervention is transformational. The term "Community Service Providers" (CSPs), on the other hand, has been used to denote women and men from rural communities who are skilled in delivering certain services to the communities. These could be book keeping, technical services for livelihood promotion, documentation and liaison for bank linkages, etc. CSPs can be from among CRPs or they can be others. It is important that they also have a good understanding and appreciation of community institutions.

States in terms of scale and outreach of SHGs and federations, their quality, extent and quality of nurturing organisations, extent of support from banks to the SHGs, issues in bank linkage, extent of livelihood programmes and the quantum of work still to be undertaken.

Tripartite partnerships between SRLMs, identified community based Federations and NGOs which nurtured them, may be actively considered for scale-up and intensification of activities under NRLM. The process of partnering with such nurturing organisations, together with the SHG federations promoted by them can be initiated in a phased manner. To begin with, partnerships can be started on a pilot basis with selected nurturing organisations that have done very significant work in SHG promotion and/or livelihood enhancement of the poor in the rural areas of the State. SRLM may not require setting up a Block Mission Management unit (BMMU) in a block where significant mobilization already exists and a reasonably functional federation and competent nurturing organisations are available. Instead, the nurturing organisation set up a Mission Facilitating Team (MFT) on behalf of the State Mission.

The screening criteria to be applied for selecting nurturing organisation for partnership will be as under:

- i. The nurturing organisation should have at least 10 years of relevant experience of carrying out social mobilization and/or livelihood promotion with poor women in rural areas.
- ii. Should have passed the assessment procedure and implemented projects within the last three years for or partnered with any of the following:
  - Bilateral and Multilateral agency supported projects pertaining to rural livelihoods,
  - Reputed private philanthropies like SDTT, SRTT, Bill and Melinda Gates Foundation, Ford Foundation.
  - MKSP projects supported by the MoRD, Government of India
- iii. The nurturing organisation should have promoted at least 1,000 SHGs and federated them into higher level CBOs in contiguous areas and facilitated linkage of SHGs and/or community institutions with Banks.
- iv. The nurturing organisation has scaled up by developing a pool of community resource persons/community service providers and created a pool of 100 CRPs/CSPs.
- v. The nurturing organisation has at least 20 full time professional<sup>2</sup> staff
- vi. The nurturing organisation should have minimum annual turnover of Rs. 50 lakh or above in the past three years [as evidenced in the past three years' audited financial statements]
- vii. Audited Accounts of the previous three years should be available and Governing Board should have met regularly during the last three years
- viii. NGO should be non-political and secular in nature
- ix. nurturing organisation should not be black listed by any government agency
- x. Should be in agreement with the NRLM values and principles and ready to work for the key NRLM goals. NRLM non-negotiables are described in Appendix I.
- xi. The nurturing organisation is ready to take up activities to saturate at least 1 block

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<sup>2</sup> Persons in the executive category, having at least sixteen years of formal education and experienced in implementing development projects, monitoring and evaluation, accounts and finance, research and documentation etc.

- xii. The nurturing organisation is willing to source at least 25% of institutional costs (to be incurred above block level)<sup>3</sup> from its own or other donors.

The proposed project area of the nurturing organisation, that is, at least 1 block, should have a reasonably functional SHG Federation. Such an SHG federation should have regular meetings; its leadership should have come through a participatory selection process; it should be undertaking certain activities for members and maintaining necessary books and registers. The SRLM may consider entering into a tripartite agreement with the federation and the nurturing organisation delineating responsibilities of each of the parties. The nurturing organisation will need to commit to achieve the goals as set out by the NRLM in a reasonable time frame and build sustainable community institutions. A major thrust area of action should be to promote the SHGs, VOs, federations, producers organisations as sustainable and empowered community institutions within a given time frame so that they can enter into negotiations/agreements with State Missions and other stake holders without the support of the nurturing organisation, by the end of the project period.

NGOs (non-profit entities) which have already been screened and selected as Capacity Building Agencies by the National Mission Management Unit of NRLM/MoRD will not be required for any further screening for organisational strength, provided they meet the criteria in the paragraph above. A list of 20 such agencies was circulated to the Mission Directors of SRLMs by the Joint Secretary (RL), MoRD by his D.O No. J. 11060/23/2012-RL (FTS No. 21673) dated 08.03.2013. Only the non-profit organisations among the listed agencies qualify for this exemption. Similar exemption will be available to Non-profit NGOs, which has been selected as Project Implementing Agencies (IAP) under MKSP.

### **Submission of proposals:**

SRLM will announce its desire to partner with nurturing organisation for setting up of Mission facilitating Teams (MFT) for implementing NRLM activities in a block in an appropriate manner. Nurturing organisations fulfilling the above mentioned initial screening criteria may submit proposals to the SRLM for one or more blocks. An indicative proposal template is enclosed as Appendix II.

### **Selection process:**

The SRLM may follow a multi-stage process for selecting appropriate nurturing organisation. The selection process is described below.

#### **Stage 1: Desk review:**

Desk review of the proposals sent in by the nurturing organisation may be done. Through this, the SRLM may do a first round short-listing based on the set of initial screening criteria written above. Not-for-profit NGOs, listed by NMMU/MoRD as Capacity Building Agencies will be automatically considered as shortlisted if they meet the mobilization criteria in the proposed block of their work. Similar will be the case with Project Implementing Agencies under MKSP.

#### **Stage 2: Field appraisal:**

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<sup>3</sup> Costs incurred at the block level; including for staff, equipments, rent, water, electricity etc.; are to be booked under "Institution building and capacity building"

The offices and field areas of the nurturing organisation, including the proposed project area are to be visited by an expert team consisting of:

- Two community resource persons having significant experience of SHG/VO/federation promotion from other states
- An independent rural development expert
- A senior SRLM official from another state
- An SRLM official dealing with accounts/audit and finance or an independent expert in audit/finance
- A representative from National Mission Management Unit (NMMU) of NRLM

The team will assess the quality of work done by the nurturing organisation, its internal systems of management including financial systems, and the field implementation strength. The team will undertake a direct interaction with the nurturing organisation staff members and the community. The team will use a scoring sheet for making an objective assessment of the suitability of the nurturing organisation. The team will also assess the quality of community federation promoted, including its membership, governance, functioning etc.

The team will assess the extent of work already done in the proposed project area and the work to be done under the proposed project to accomplish the mission goals. A separate narrative assessment report for this is to be provided by the appraisal team.

The main attributes that are to be observed in the field visit are:

- i. Mission congruence with NRLM as evidenced in the proposed area of work
- ii. Quality of work done, with emphasis on efforts made by the nurturing organisation to make the SHGs/federations self-reliant and empowered to make their own decisions
- iii. Quality of staff
- iv. Quality of internal systems, including financial systems of the nurturing organisation
- v. Quality of governance of the federation
- vi. Linkages of the nurturing organisation and the federation with other organisations

### **Stage 3: Presentation by nurturing organisation and Federation:**

Chief Executive/representative of Senior Management of the finally shortlisted nurturing organisation, who is in decision making position and representative/s of the federation will be invited for a presentation and discussion. This interaction is to be anchored by the Chief Executive of the SRLM, senior members from the SMMU and at least one independent expert. Representative/s from the NMMU will also be invitees in this meeting.

The presentation/discussion will cover the following:

1. A brief description of the intervention strategy and path followed by NGO so far, their key achievements, constraints encountered and future plan irrespective of NRLM collaboration
2. The strategies and plan by the NGO and the federation for implementation and achievement of NRLM objectives in the stipulated time - phasing of implementation strategy in a block, process of empowerment of the federation (transition process)
3. The geographical area in which they are going to work
4. The plan for monitoring and review, and reporting
5. Expectations of NGOs from SRLM – the support, communications etc.
6. The interface desired by the NGO with the SRLM for proper implementation of the project

#### **Stage 4: Final Selection:**

The Executive Committee of the SRLM will make final selection based on the appraisals and Presentation.

#### **Stage 5: Memorandum of Understanding**

On final selection an MOU will be signed between the nurturing organisation, participating federations, and SRLM. The MOU will be annexed with a budget, eligible expenditure list, and payment schedule.

#### **Funding policy and funds flow**

For the nurturing organisation, the institutional cost (above block level) should not exceed 5% of block programme funds as approved by the SRLM. Moreover, the nurturing organisation will source at least 25% of the costs from its own or other donors. Maximum 75% of the costs will be provided by the SRLM to the nurturing organisation.

At the block level, costs of the MFT (to be run by the nurturing organisation) and costs of the community federation can be met by the NRLM/NRLP finances. Cost norms allowed for the nurturing organisation and Federations may be the same as that of intensive block set-up of SRLM structures. These cost norms will act as ceiling and the actual compensation shall be fixed by SRLM through negotiation within this ceiling keeping in view the level of mobilization already achieved at the time of entry and other relevant factors. As and when the cost norms for intensive blocks are revised by the NMMU/SRLM, the same revision is applicable to the partnership blocks as well. The operational details of financing arrangement under this partnership framework will be determined by the SRLM by following their financial norms and processes with the approval of their competent authorities.

Funds, except those allocable to MFT, should be directly placed with the Federation. Funds allocable to MFT and institutional costs of the nurturing organisation should be placed with the nurturing organisation itself. Community investment fund and any other fund meant for programme purposes should be directly placed with community institutions (VOs, SHGs etc. as the case may be) and should not be routed through any other entity, including the nurturing organisation.

Flow of funds may be direct from the SMMU to the nurturing organisation and if necessary to the Federations to avoid delays at the intermediary level.

Possible items of expenditure and the components of NRLM provisions from which funds will be provided are indicated below:

<b>Block Level</b>			
Sl.	NRLM/NRLP components	Organisations entitled to receive funds	Remarks
1	<u>Institution Building/Capacity Building:</u> CRP round cost, IB/Training/CB for community institutions, bank linkage facilitation, internal CRP development	SHG Federation	Funds will be as per approved norms for intensive blocks
2	<u>NRLM/NRLP Funds</u> Start-up costs of Mission Facilitating Team , salaries, travel, running expenses of block level professionals of nurturing organisation (NGO), induction, initial training, refresher training etc.	Nurturing Organisation (NGO)	Funds will be as per approved norms for intensive blocks.
3.	<u>Community Investment Support:</u> RF to SHGs, vulnerability reduction fund to VOs, seed capital to CLFs	Respective community institutions	As per norms applicable to intensive blocks handled directly by SRLM.
<b>Above Block Level</b>			
4.	Administrative costs:	Nurturing Organisation	The SRLM administrative cost norm is limited to 5%. For the nurturing organisation too, this cost should not exceed 5%. Moreover, of this cost, the nurturing organisation will source at least 25% of the costs from its own or other donors. Maximum 75% of the costs will be provided by the SRLM to the nurturing organisation

At the time of signing the agreement the SRLM can release the first installment of funds for expenses of the nurturing organisation and the Federation for the first 6 months, as advance. The nurturing organisation and the Federation will take up preparation of a **five-year plan** as well as a detailed annual work plan (first year) as their initial tasks. These plans will go through an approval process at the SRLM before the first six-month is over. Subsequently, the SRLM shall release the funds as budgeted by the nurturing organisation and the Federation for the oncoming 6 months as per the approved plan. In case the nurturing organisation /Federation as the case may be, has not managed to spend more than 60% of the funds released already, further releases should be withheld till at least 60% amount is spent.

SRLM will provide capacity building and exposure for the staff of nurturing organisation as they would have considered for the staff placed at the BMMU level. This will be done in consultation with the nurturing organisation.

### **Monitoring, evaluation and reporting**

NRLM is process intensive and therefore at various levels the SRLM would constantly review, assess and learn from the qualitative and quantitative progress achieved. A robust IT-based Monitoring, Evaluation and Learning (MEL) system should be in place to facilitate learning and continuous improvement and support informed decision making at all levels.

#### **Mechanisms of Monitoring:**

The SMMU would put in place various mechanisms for monitoring the progress of the program in the State. The spirit of monitoring would be based on partnerships and not on contracting. The set of parameters and mechanisms and processes put in place for assessment of progress in the State may be the same for the nurturing organisations and the BMMUs directly managed by the SRLMs. Formally a quarterly financial and narrative report (in a concise form) will be submitted by the nurturing organisation and the Federation on the project progress. A more detailed narrative report as well as an audited financial report will be submitted by the nurturing organisation and the Federation at the expiry of each financial year. Fund disbursement to the nurturing organisation and the SHG federation will depend on satisfactory submission of reports. The parameters of reporting will be the same as that of other intensive blocks implemented directly by the SRLM. In addition the nurturing organisation and the Federation may submit any other report, documentation etc. if they so desire.

Various means of monitoring, review and assessment may include:

1. Accountability in institutions of the poor including institutional self-monitoring, peer internal audit of processes and local social audit
2. Management Information System (MIS) based input-output monitoring including Results framework-based MIS; Milestones linked to investments/inputs; web-based MIS; real time input-output monitoring at various levels
3. Quarterly/half-yearly planning/progress/process reporting and internal review

4. Field visits by staff/officials/CRPs, periodic visits of supervision teams from SMMU to districts and field, and theme specific supervision visits from time-to-time
5. Joint Half-yearly/Annual Review – with the SMMU, DMMU and the MFT (both State Mission Units and NGOs in the district)
6. Independent Process monitoring by External Agency
7. Review and Consultation workshops with various stakeholders; and
8. Meetings of Convergence Forums, Coordination Committees at District and State levels
9. External social audit, public expenditure tracking and community score cards
10. Impact Assessment - baseline assessments and external interim impact evaluation studies of progress on key result indicators
11. Annual Reports

## Appendix I

**Aajeevika - National Rural Livelihoods Mission (NRLM)** was launched by the Ministry of Rural Development (MoRD), Government of India in June 2011. Aided in part through investment support by the World Bank, the Mission aims at creating efficient and effective institutional platforms of the rural poor enabling them to increase household income through sustainable livelihood enhancements and improved access to financial services.

NRLM has set out with an agenda to cover 7 Crore BPL households, across 600 districts, 6000 blocks, 2.5 lakh Gram Panchayats and 6 lakh villages in the country through self-managed Self Help Groups (SHGs) and federated institutions and support them for livelihoods collectives in a period of 8-10 years. In addition, the poor would be facilitated to achieve increased access to their rights, entitlements and public services, diversified risk and better social indicators of empowerment. NRLM believes in harnessing the innate capabilities of the poor and complements them with capacities (information, knowledge, skills, tools, finance and collectivization) to participate in the growing economy of the country.

### **NRLM NON NEGOTIABLES**

#### **OVERARCHING BELIEFS**

Belief in the power of the poor and in their innate capabilities and that this power can be unleashed through social mobilization and building strong institutions of poor.

#### **HOLISTIC POVERTY ERADICATION**

##### **For the Poor**

- The implementing agency is a learning organisation that changes its strategy of engagement with CBO as the CBO graduates into higher order activities and many a NGO role is being taken over by the CBO thus ensuring increased empowerment of the community
- Focus on the poor- All initiatives should start with the poorest
- Focus on women- they are more vulnerable within the family
- Food security and, social security of communities should be given highest priority in allocating resources
- Working in close coordination and partnership with panchayats, especially the village panchayats

##### **Of the Poor**

- Universal social inclusion and universal social mobilization in a time bound manner
- Transparent and participatory identification of poor
- Federations of institutions of the poor as ‘force multipliers’ and as ‘sensitive support structures’ to promote and nurture S.H.Gs.  
Institutions of the poor transform into institutions for the poor

##### **By the Poor**

- Managerial and financial self reliance of the institutions of the poor
- Participation of the poor, particularly the poorest, in all decisions that affect them and their institutions

- Development and continuous capacity building of large pool of social capital at village/block level- community leaders, community professionals and community resource persons

**Sustainable livelihoods**

- Ensuring primary sector livelihoods of the poor are viable and sustainable – eco friendly, based on local resources ( to the maximum extent), and climate change resilient
- Building social capital ( community professionals, community best practitioners) around livelihoods
- Building capacities of the institutions of the poor to manage livelihoods value chains on their own

## Annexure B

### Format for Proposal submission

(All data, wherever relevant, is to be filled up for the District/Block the nurturing organisation is interested in working.)

1	Name of the organization	
2	Blocks/Clusters for which work is proposed	
3	Address of registered office	
4	Address of local/district office	
5	Contact details (district)	
6	Name of Contact person	
7	Designation	
8	Telephone	
9	Fax	
	Email	
	Website	
10	Registration details (number and date)	
11	Income tax registration and PAN no. details	
12	Number of offices	
13	Number of employees	
	Full time, Professional cadre	Women ----, Men ----- ;
	Full time, support staff cadre	Women ----, Men ----- ;
	Community Resource Persons Community Service providers	Women ----, Men ----- ;
14	Name and contact details of the Statutory Auditor	
15	Please provide the following:	
	<ul style="list-style-type: none"> <li>i. Copy of Registration Certificate</li> <li>ii. Copy of MoA and By-Laws</li> <li>iii. List of key (full-time) employees in the district applied for/adjacent districts and their qualifications; number of years of experience; and specific skills and competencies regarding SHG based social mobilisation and/or livelihood promotion, including training received</li> <li>iv. List of board/governing body members with contact details, date of association, qualification, gender and occupation/experience</li> <li>v. Furnish about Governing Board meetings with meeting number, date and number of members who attended during the last three years</li> <li>vi. Narrative Annual Reports including audited financial statements for the past three years</li> <li>vii. Copies of certifications/testimonies, if any, of past work done by the nurturing organisation</li> <li>viii. List of three eminent persons in the development sector, District /State administration, banking sector/academia who can vouch for the credentials of</li> </ul>	

	<p>the nurturing organisation Impact Studies or evaluation of the nurturing organisation 's work in the recent past by an external agency, if any</p> <p>ix. Newspaper reports of the work of the nurturing organisation in the recent past, if any</p>
16	Is any/few of the Governing Board members related in any way to any of the full/part time staff members? If so please give details
17	Has the nurturing organisation been blacklisted by any other donor organisation in the past? If yes, provide details.
18	Is the nurturing organisation a member of any nurturing organisation network/alliance? If yes, provide details.
19	Years of relevant experience of carrying out social mobilization and livelihood promotion with poor women in rural areas.
20	<p>List a few major projects carried out by the organisation in the past three years, including in the region (in the district and nearby districts)</p> <ol style="list-style-type: none"> <li>1. Geographic location of projects (districts)</li> <li>2. Project awarded by</li> <li>3. Total funding received/utilized for each project</li> <li>4. Key objectives of the projects</li> <li>5. Duration of the project and key activities undertaken</li> <li>6. Key outcome achieved</li> <li>7. Focus groups (rural/tribal/women etc.)</li> </ol>
21	<p>Total number of SHGs promoted – State, district and block wise</p> <p>Total number of SHGs and/or community institutions (including producers organisations) credit linked with Banks – State and district wise</p> <p>Number of SHG federations promoted – State and district wise</p> <p>Number of SHG federations (including Village Organisations/Clusters) that have become self reliant, who do not receive day-to-day support from the organisation</p>
Sl No	Name of No of No of Functions performed (give details in separate table

	the Federation	SHGs	members	– financial, non-financial)
	Data on community resource persons groomed and deployed: District wise, activity wise, women and men			
22	<p>Data on Self Help Groups promoted by the organisation in the proposed project area</p> <ol style="list-style-type: none"> <li>1. No of SHGs functioning; no of Women's SHGs</li> <li>1. No of CRPs groomed</li> <li>2. Total number of members - men, women, SC/ST/OBC/Others</li> <li>3. No of hamlets/villages</li> <li>4. No of federations (village /sub-block/Block level)</li> <li>5. No of SHGs with satisfactory accounting and MIS in place</li> <li>6. Total net owned funds in SHGs</li> <li>7. No of SHGs that have had at least one round of bank linkage for loan</li> <li>8. Cumulative total of bank loan mobilized</li> <li>9. Description of the SHG federation/s with particular mention about meeting regularity, process of selection of leadership, activities they undertake and maintenance of books and registers</li> </ol>			
23	<p>Submit a write up in about 2,500 words on the nurturing organisation, its evolution, founding philosophy, values, beliefs, vision, mission, approaches and strategies, activities, major achievements and plans for future. Please also include the following:</p> <ol style="list-style-type: none"> <li>i. Knowledge of and experience in sector based livelihoods promotion, market linkages etc</li> <li>ii. Training programs developed and conducted for SHGs and Federations</li> <li>iii. Infrastructural facilities available to conduct trainings</li> <li>iv. Nature and extent of your relationship with various stake-holders in development such as the PRIs, Government, banks, knowledge resource institutions etc.</li> <li>v. Governance and accountability policy for ensuring transparency</li> </ol>			
24	<p>Proposed plan and budget: The plan should describe the nature and state of existing social mobilization in the area and work required to achieve mission goals. It must include an explicit plan to make the community institutions self-sustaining within a given time frame. The duration of plan period should be between three and five years.</p>			

