#### **CASE STUDY**

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## Mission Convergence – Govt. of National Capital Territory (GNCT) Case Study

#### 1.0. Abstract:

Mission Convergence one of the service deliveries "Flagship Program" of the Government of National Capital Territory of Delhi (GNCTD) of Delhi emerged as an outcome of the Delhi Human Development Report 2006 which pointed out that "the lesser privileged sections of the society in the NCT. did not get access to the schemes run by the Government either due to the lack of awareness or multiplicity at the administrative front."

Mission Convergence (Samajik Suvidha Sangam) launched in 2008-2009 as an offshoot of the Department of Administrative Reforms, GNCTD sought to seek to strike the right balance between various government departments, Community Based Organizations and the people by ushering major reforms in governance for ensuring empowerment and upliftment of the vulnerable population of Delhi. Mission has re-engineered the process of service delivery through a unique Public Private Community Partnership (PPCP) to make the system more responsive to the citizens.

It was felt that by the Policy Planners that the implementation of Mission Convergence would make Delhi a more inclusive city by integrating the existing social security schemes and delivering them through a unified structure in a decentralized manner with a parallel focus on empowering women through interventions in the areas of livelihood, health, non-formal education and legal literacy.

Major business process re-engineering was undertaken to ensure integration and convergence of more than 40 social sector schemes spread across nine departments of the GNCTD. At the planning and design stage—several rounds of multi-stakeholder consultations between the Community Organizations and the Govt. were conducted in order to share and finalize—a new methodology for the identification of the vulnerable population based on the Planning Commission-Govt. of India's guidelines and task forces and committees was devised, micro plans for executing convergence of the service delivery at district level were finalized, rationalization of the schemes and services for the vulnerable population was finalized using IT as the backbone of convergence.

Each participating department has a Nodal Officer, who is accountable to their department for program implementation. At District level, Deputy Commissioner (DC) has been designated as the District In-charge to guide the Mission. At community level the local NGOs/CBOs have been involved in the implementation of the program at community level itself. These institutions are linked to the Suvidha Kendra's, that is a true convergence and facilitation center at single window.

These single-windows lead interfaces between the community and the government departments, through the Deputy Commissioners and District nodal officers of the concerned departments, in consultation with Gender Resource Centers (GRC-Suvidha Kendras-SK) and DC office, and give the beneficiaries a platform to discuss their grievances and seek immediate redressal.

The Mission Convergence incorporated the GRC which function much nearer to the community in its implementation structure and added a Suvidha Kendra to each GRC, redefining the scope of a GRC.

## 2.0. Key words and tags:

- -Change Management
- -Business Process Re-engineering
- -Convergence
- -Multiplicity of Govt. schemes
- -Multiplicity of sanctioning authorities
- -Single window clearance
- -Citizen services delivery
- -Bhagidari: Partnership
- -Govt. schemes
- -Vulnerability Index
- -Entitlements
- -e-Governance for citizen services delivery
- -Pro-poor Governance
- -GRC-SK
- -GNCTD
- --Samajik Suvidha Sangam (SSS), Mission Convergence

### 3.0. Note to practitioners/Instructors:

Mission Convergence - Samajik Suvidha Sangam Case Study has profound lessons for the practitioners as under:

- (a) Through systematic door-to-door area applying rigorous socio-economic criteria it is possible to identify poorest of the poor people and the most vulnerable.
- (b) NGO-Civil Society partnership is imperative for the success of any pro-poor service delivery program.
- (c) Multiplicity of entitlements and citizen-centric services only create bigger hurdles and bottlenecks. Lot can be accomplished by just having a few but very well-managed, operated schemes.

- (d) The design of the schemes needs to be simplistic & minimalistic. There is no sense in putting together many conditions and paperwork in the design of the schemes since paperwork & administrative formalities are very difficult to handle by the beneficiaries and most eligible people who stand to benefit from the schemes remain out of the welfare-net.
- (e) Convergence is the only solution for the smooth-execution of the schemes and as many schemes should be converged as is possible under one roof.
- (f) Schemes convergence is extremely difficult to implement.
- (g) Schemes convergence for pro-services delivery can only succeed on a strong IT backbone and IT infrastructure as well as business process re-engineering (BPR)
- (h) Modular approach in schemes recasting and careful execution of BPR are critical in the development of a decentralized IT platform.
- (i) An exhaustive common database of beneficiaries containing the entitlements details is needed in order to effectively implement unified schemes delivery through a common platform.
- (j) Public-Private-Community-Partnership (PPCP) is the essence of any successful service delivery intervention.

# 4.0. Project Context:

Delhi traditionally has multiple power and administrative structures, yet .the GNCTD is committed to improve the quality of life of its citizens especially the most vulnerable and disadvantaged sections of the society. For this Mission Convergence, named Samajik Suvidha Sangam was established in 2010-11 under the Department of Administrative Reforms-GNCTD to converge various welfare entitlement schemes and services with the objective of making entitlements reach the poor through a single window system. Samajik Suvidha Sangam was envisioned to be the interface between departments, DCs office and Nodal Agencies and NGOs. To fulfill the objective, Samajik Suvidha Sangam has been engaging NGOs and CBOs in a partnership mode.

The mandate of the Mission was to bring together to a common platform the plethora of schemes to eliminate duplications, error records and strengthen the implementation mechanism by use of IT enabled system, rationalize administration, and incorporate partnerships with civil society organizations for more effective delivery. The long-term objective was to package useful social sector welfare schemes focusing on empowerment of the vulnerable population together at delivery level thereby maximizing their impact and efficiently utilizing scarce financial resources through active involvement of community in a concerted and focused manner. The Mission strives to enhance the visibility of schemes to all targeted communities; enhance the control/influence of the community/service recipient over the welfare schemes; strengthening the Organizations (GRC/NGOs/Government line Dept.) and its processes related to prompt service delivery; and incentives and reinforce appropriate mechanisms for receiving/providing services.

## **5.0.Project Overview:**

Mission Convergence (Samajik Suvidha Sangam), a flagship programme of the Delhi Government seeks to strike the right balance between various government departments, Community Based Organizations and the people by ushering major reforms in governance for empowerment and upliftment of the vulnerable population of Delhi. Mission has re-engineered the process of service delivery through a unique Public Private Community Partnership (PPCP) to make the system more responsive to the citizens.

Mission Convergence was conceived as a program me to help the government realize its goals of poverty alleviation and inclusive growth. Following are the stakeholders of the Mission Convergence:

- GRC-SK being run by NGOs
- DRCs being run by NGOs
- MNGOs running by NGOs
- CBOs
- Government Departments
- International Agencies such as UNDP, World Bank etc.
- MLAs
- Local Councilors and Ward Members

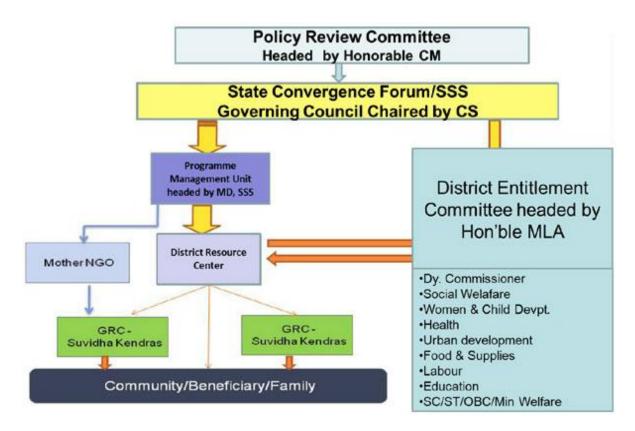
Mission Convergence aims to make Delhi a more inclusive city by integrating the existing social security schemes and delivering them through a unified structure in a decentralized manner with a parallel focus on empowering women through interventions in the areas of livelihood, health, non-formal education and legal literacy. All 45 schemes of nine departments, Government of NCT of Delhi were sought to be facilitated through Mission Convergence:

- 1. Health & Family Welfare Department
- 2. Education Department
- 3. Women & Child Development Department
- 4. Social Welfare
- 5. Food and Civil Supplies
- 6. Labor
- 7. Urban Development
- 8. Information Technology
- 9. SC&ST /OBC/Minority/ Backward Class Welfare Dept. and Corporation
- 10. MCD, NDMC and DDA, Technical Training Education

Besides difficulties in securing basic entitlements from a multitude of schemes executed by various departments viz. the Health & Family Welfare, Food & Civil Supplies, SC/ST/OBC & Minorities Welfare, Social Welfare, Urban Development, Labor and Information Technology; the administrative procedures were too complicated and documentation, procedure-intensive for the prospective beneficiaries resulting in many beneficiaries being left out to fend out for themselves despite eligible for entitlements.

For e.g. the preliminary identification of a widow pension case, or a handicapped scholarship case at the District level was the responsibility of the Line Department which is the Department of the Social Welfare at the District Level. To make this process more complex and for placating local political forces; MLA and Municipal Councilors were the exclusive endorsers of the entitlements, which returned back to the Central Social Welfare Department via District level once the endorsement was done by the MLA/Councilor. However this led to several months of back and forth perusal, and follow-up by the beneficiary for the entitlement from the District level to MLA and finally at the Central level with the Line Department. The Mission Convergence through process reengineering and process simplification sought to reduce the processing and sanction time for the widow pension and physically handicapped pension case to less than two months.

The Organization structure of the Mission Convergence was designed as follows:



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The Mission Convergence is governed by a Project Management Unit (PMU) constituted by the the Department of Administrative Reforms, GNCTD. The Chief Secretary-GNCTD heads the Mission and the PMU is headed by the Mission Director (MD), Samajik Suvidha Sangam (SSS).

Gender Resource Centres-Suvidha Kendras serve as first point of contact for the community. These structures have been set up by the government in partnership with the civil society organizations (CSOs) to reach out to people and take government programs to communities. GRC-SKs have been setup in areas having vulnerable families based on poverty mapping exercise with a mandate to cater to 15000-20000 households (approx... population of 100000). Starting from just 4 in number, a quantum jump has been made in the last 3 years to have 104 such centers and 20 extension centers all over Delhi. Besides assisting in availing entitlements, these centers work towards Social, Economic and Legal empowerment of women by interventions in the area of Legal Rights, Economic initiatives-skill building, microenterprises and entrepreneurship development and health.

In the institutional set up for Mission Convergence, the significance of setting up structures and delivery points closer to the community was realized from the outset. The need for making women as the focus to facilitate the process of change and empowerment was a learning borne out of previous experience of successful public private partnership programs for community outreach. The GRC-SKs today act as a single window and first point of contact for information and facilitation for improved access to the welfare services/entitlements to the vulnerable and needy.

## The GRC-SKs have the following objectives:

- To act as a catalyst for making Delhi safe for women through social legal and economic empowerment
- To improve health of women
- To impart skill for specific trades and to provide forward and backward linkages enabling women to be a part of productive work force to obtain good remuneration.
- To provide facilities with linkages for school drop outs to return to mainstream and to provide non-formal functional literacy
- To establish a mechanism for linking existing government schemes for women and to enable women to access it better.
- To raise awareness on issue of relevance and provide legal literacy about women rights.

• To set up a documentation center which acts as a clearing house for the information of women and works towards a system of affiliation of the organization working on the same issue.

The **Mother NGOs (MNGO's)** appointed by the PMU in consultation are assigned an all-encompassing district-level monitoring, training and capacity-building role. The MNGOs under the prescribed guidelines laid down by the PMU, work alongside the **District Resource Centers (DRC)** for monitoring the activities of the last mile GRC-SKs, ultimately responsible for the service delivery to the beneficiaries. The MNGOs and the DRC eventually on an ongoing basis as well as at the end of the month, report back to the PMU under a very decentralized structured Key Performance Indicators (KPI) driven impact and performance metrics.

## Roles and responsibilities of MNGO in GRC/SK Project

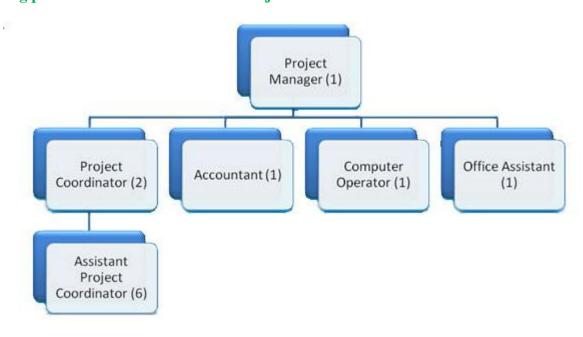
Mission Convergence has engaged three Mother NGOs (MNGOs) to facilitate, guide and supervise the functioning of the Field NGOs (FNGOs). Presently, 124 FNGOs (104 GRC-SKs, 18 GRC-SK extension centers and 2 Stand-alone extension center) located in different parts of Delhi are functioning as GRC-SKs under the guidance of three MNGOs Modicare Foundation, SOSVA (North) and Child fund India. The Modicare Foundation has recently closed its engagement with the GNCTD hence two MNGOs are functioning currently. The monitoring and evaluation of the FNGOs located in North-West and West districts, and are carried out by the Modicare Foundation, SOSVA (N) looks after FNGOs in East, North-east, North & New Delhi, the Childfund India looks after FNGOs in District South, South-West & Central.

### **MNGOs- Roles and Responsibilities:**

- 1. **Coordination/Facilitation:** Coordinate and facilitate the execution of the work of FNGOs.
- 2. Capacity Building and Training: Provide technical assistance in areas such as health, Self Help Groups, nutrition, legal literacy and livelihood generation through regular trainings and orientations to the FNGOs and whenever required among the beneficiaries.
- 3. **Linkages and Placement:** The MNGOs provide assistance to the implementing NGOs to establish and maintain linkages with all the concerned government departments and non-government agencies.
- 4. **Supervision of Record Maintenance:** Ensure that FNGOs maintain regular and accurate reports of their work. They collect the reports periodically, compile them in a uniform format, evaluate and maintain a computerized archive for follow-up.

- 5. **Setting-up of Management Information System:** Responsible for developing a computerized database with the help of NIC or IT Department. Data provided by the FNGOs is cross-checked for discrepancies and highlighted by them.
- 6. **Test Check of Project Accounts:** Guides and supervises the implementing organizations in maintaining project accounts.
- 7. **Performance Monitoring and Evaluation:** Monitor the performance of GRCs by scrutinizing the progress reports, visits to GRCs and verification with the beneficiaries. Any FNGO observed to be incompetent or adopting fraudulent means can be recommended for de-panelizing or blacklisting by the MNGO to the government.
- 8. **Project Closure Formalities:** Oversee the completion of project closure formalities by FNGOs.
- 9. **Consultancy**/ **Technical Support:** Provide technical support and their expertise to the Mission Convergence with regard to the GRC-SK project.
- 10. **Documentation:** Responsible for documentation of the publicity and advocacy literature related to the project.

## Staffing pattern of MNGO in GRC/SK Project



## **6.0 Roles and responsibilities DRC:**

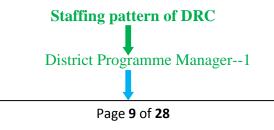
District Resource Centers are District level structures of Mission Convergence (Samajik Suvidha Sangam) based at the Office of the District Magistrate of each district and act as 'single window front office' responsible for the sanction and approval of the scheme entitlement. It is a single window for the community for welfare entitlement/schemes. The DRC are the lead interfaces between the community and the government departments, and along with the Deputy Commissioners, District nodal officers of the concerned departments and GRC-Suvidha Kendras provide the beneficiaries a platform to discuss their grievances and seek immediate redressed.

These structures also act as a repository of knowledge and information on services, schemes and programs of the Government. Dissemination of information on various schemes and benefits is carried out through outreach and community mobilization as per PMUs guidelines and specially designed outreach initiatives.

The DRCs are responsible for review and submission of completed forms with the help of GRC-Suvidha Kendras of their respective districts; for verification of the completed forms through the GRC-Suvidha Kendras; providing access to benefits of the schemes of different departments through single E-entitlement card.

These DRCs also monitor and collate the district level reports on the performance of community based structures of Samajik Suvidha Kendras of their respective districts.

S. No	Name of DRCs	District
1	Global Care & Development Society	North-West
2	Prayatn	South-West
3	St. Stephen's Hospital	North-East
4	Prerna	Central
5	Urban Health Resource Center	North
6	Center For Advocacy & Research	South
7	Datamation Foundation	East
8	Sahyog Charitable Trust	West
9	Prerna	New Delhi
10	Datamation Foundation	Shahadra
11	Center For Advocacy & Research	South-East



## Central Coordination Unit of Samajik Suvidha Sangam Survey

Survey is an important component of the identification process of vulnerable citizens. The survey has been carried out by nearly 100 organizations with active involvement of community. Nearly 1500 community based surveyors were identified, trained and supervised to prepare a mammoth database of vulnerable people living in the slums, resettlement and F, G and H categories of colonies. The coordination of such a massive task was to be given to an organization with very strong institutional capacity and experience of working with vulnerable community along with good understanding of research. Fortunately, the Community Health Department, St. Stephen's Hospital came forward to shoulder the responsibility of running the Central Coordination Unit.

Community Survey, Beneficiaries data generation and System Integration: Information Technology plays a major role in achieving the vision of "Convergence". A common beneficiary database based on vulnerability criterion, serves as the common base for identifying prospective beneficiaries. These beneficiaries are identified through an extensive community outreach survey carried out in all identified clusters from nine districts of Delhi. A common survey form was designed for the compilation of beneficiary survey data, collected from the slum clusters, homeless people and dislocated communities. A Nodal agency was made responsible for the field survey data collection and mapping. The Nodal agency was also entrusted the task of digitization of the survey data in standardized format. The survey format mapped coverage of the entitlement within the beneficiary unit, apart from entire socio-economic-demographic profiling of the household. Effort was made by the Mission Convergence to digitize the survey data covering more than 1.2 million households in 45 days time

Next steps entailed generation of the beneficiary lists district-wise. Subdisitrict-wise, entitlement-wise and also household-wise. For e.g. upon application of the entitlement and socio-economic-demographic filter if some entitlement such as school scholarship was not paid to the household, this identification was done from the database itself.

Obtaining beneficiary data of the scheme entitlements from the districts was a herculean task. Resistance and hurdles were encountered at the Departmental level and also at the District level in releasing the beneficiary-entitlement data to Mission Convergence, Despite strong political and administrative will and determination to make the Mission Convergence work successfully at the grass-root level; on account of various power centers, Departmental vintage in comparison to Mission Convergence that was considered as a newest administrative entity posing threat to the existing administrative and power structures. Only several rounds of discussions between the DC Office, PMU and the Line Departments could ensure release of the scheme-entitlement data to the Mission Convergence.

Even after scheme-entitlement data was obtained, implementation was not easy. The data existed in heterogeneous and inconsistent format. The Food and Civil Supplies data was entirely inconsistent with the Widows pension data. The archival historical data of the schemes existed in Excel, FoxPro, ASCII comma delimited in non-standardized format. It was a major challenge to map inconsistent, non-standardized format in the Mission Convergence application in Oracle designed, developed and implemented by a System Integrator appointed by Mission Convergence under a stringent framework.

Next stage in the schemes-entitlements and beneficiary entitlement identification also involved mapping and cross-matching of the survey data with the existing scheme-beneficiary beneficiary data.

This was done to make the exclusion data absolutely full-proof without any scope for double payment. Algorithmic database correction methods, name & address standardization techniques were adopted in order to facilitate error-free cross-matching and validation of data.

The Mission tried to make the institutional processes and mechanisms of availing schemes citizenfriendly, transparent, and efficient. A comprehensive pyramidal, multi-dimensional. Multi-layered work flow has been developed which incorporates the following features:

\*Three level/three stage receipt, scrutiny and validation of the data is integral to the workflow. Each workflow layer has been assessed thoroughly through a multi-stakeholder consultation to avoid redundancies, ensure process simplicity and ensure expeditious execution in the three-tier architecture of the application. The validation and scheme entitlement processing and sanction process is sought to be explained in this Case Study using following three schemes as illustrations-however to be noted that the Mission Convergence covers 40 schemes explained in the annexure-details of the workflow integration of three schemes is as follows::

<u>Swarna Jayanti Shahari Rozgar Yojana (SJSRY)</u> is a centrally sponsored scheme being implemented through nine Revenue Districts since 1998 focuses on providing gainful employment to the urban unemployed and underemployed. Since April 1, 2009, Mission Convergence has been nominated to implement the scheme at district level and monitor it at the PMU level as per the revised Guidelines 2009..

**Dilli Annashree Yojana is a** new scheme for providing food subsidy of Rs.600 in cash to the most Vulnerable/ Vulnerable Households (MV/V HH) not covered under BPL cards and Antodaya

AnnaYojana (AAY). The scheme is implemented by Mission Convergence. The above cash benefit is in addition to the other welfare benefits provided by the Govt. of Delhi in other welfare /Poverty Alleviation schemes. The money will be transferred in the bank account of the senior –most female member of the HH.

**Rashtriya Swasthya Bima Yojana:** In July 2009, Mission Convergence was identified as the implementing agency under RSBY by the Government of India. Mission had generated a database of approximately 5.15 lakh vulnerable and through its vast CBOs' network the enrolment saw a substantial increase. The entire process of the issuance of the RSBY enrollment, activation and monitoring of the RSBY was entrusted to the GRC-SK, DRC under Mission Convergence,

\*The schemes entitlement applications are received from the new beneficiaries at the DRC post initial field verification or on-spot verification of the applicant at the community outreach GRC-SK/. Post field verification of the application, the application is logged in the menu-driven user interface integrated with the Mission Convergence application and Portal; provided to the GRC-SK from where the data is transmitted to the DRC for further processing,. The physical application is also couriered through a special messenger to the DRC.

\*The scrutiny of the entitlements applications is done at the DRC staff, as well as validated with the existing beneficiary availment data; and if the applicant is found eligible for the entitlement the application duly recommended is forwarded to the Line Department for processing. Data exchange and data transfer is done electronically from the DRC to the Lind Department as email attachment. Concurrently an aggregated status report of the applications status scheme-entitlement wise, GRC-SK catchment area-wise, scheme-entitlement wise is sent to the PMU for monitoring and control.

Mission Convergence Integrated Application Portal: Mission Convergence (MC) Portal is the efront-end interface between service delivery partners (GRCs, DRCs, FPS, Schools, Empanelled Hospitals etc.) in scheme delivery in the State, for performing transactions using a standard browser and standard mobile protocol. The back-end integrated workflow integrated between the three-tier client-server architecture mapped from GRC-SK, DRC, PMU facilitates the flow of information and data between these entities vertically and horizontally between the three-tier architecture's stakeholders and the Line Departments covered; for service delivery, as well as monitoring.

The application portal integrates with the existing scheme-entitlement beneficiary database at one level as a master database; and uses the transaction database at the second level for the transaction validation and mapping. While each tier stakeholder is entitled to maintain its own data in a decentralized manner with password protection and data security; the work flow places automatic breaks on the functioning of the application next day in the absence of data exchange getting recorded systematically.

Exception alerts towards non-receipt of the data from 1<sup>st</sup>-tier to 2<sup>nd</sup>-tier and to 3<sup>rd</sup>-tier are automatically generated to enable action-oriented processing and data management.

The client-server architecture dovetails Oracle database at the backend. In the backend database; all entitlement data old and new gets integrated effectively. The Mission Convergence Portal uses Hindi interface for ease of use by the beneficiaries and the communities. The Application portal has been developed in ASP.NET front end.

Mission Convergence Data Center: The MC Data Center hosts the portal application, integration servers, intermediate servers, security, audit, transaction logging infrastructure and other servers to provide services through the portal and GR.Cs/SSKs/DRCs, and other service delivery points. The Mission Data Center is also the citizen master database generated from the door-to-door household and beneficiary survey repository. In addition; the Mission Convergence Data Centre also hosts the scheme-entitlements benefits data-both existing and new.

It was felt that due to the specialized nature of the application spanning multitude departments, host of schemes and entitlements and multitude of service delivery points in a 3-tier architecture; it would be near impossible to maintain the ICT infrastructure in the State Data Centre (SDC) hence a dedicated Mission Convergence Data Centre was sought to be created.

Rating/Accreditation Unit, Mission Convergence: As Samajik Suvidha Sangam is partnering with several NGOs (nearly 100), a comprehensive assessment of these NGOs for determining their organizational capacity and program me effectiveness is required. With this intent, the Rating Unit is established in Mission Convergence. The Rating Unit is functional at Samajik Suvidha Sangam from the month of September 2011. The Rating Unit is established with the technical support from the World Bank which extended its support to SSS through a National-level Technical and Managerial Support Institution based at Hyderabad named APMAS. APMAS supported SSS in developing the rating tool, user manual, strategy paper, pre-testing the tool with NGOs, organizing workshop with stakeholders, taking inputs from them in finalizing the tool and induction of staff.

The objective of the Rating Unit was to evaluate adherence by the NGOs to the minimum norms of Governance & Accountability, Transparency, Organizational Capacity and Program

 Implementation & Effectiveness based on a rating/accreditation tool

The Rating/Accreditation Unit helps Mission Convergence in tracking the overall performance (organisational & programmatic practices) of its current set of NGO partners, making assessment while selecting new NGO partners and in future serve the purpose of rating/accreditation of NGOs for other departments and programmes of the Delhi Government/other donors/NGOs voluntarily approaching the Rating Unit for rating/accreditation. The entire rating/accreditation exercise helps the NGOs to improve their organisational and programmatic practices, which in turn enhances the credibility of the NGOs amongst their stakeholders while the certificate issued (to A+, A, B+ & B) for 1.5 years for an NGO will improve their visibility. The Departments/Donors/Agencies shall rest assured about the credentials of these organization thoroughly assessed through various indicators by the Rating Unit and henceforth their suitability for partnership with the concerned NGOs.

The accreditation exercise involves extensive data collection, meetings with key NGO personnel, field visits, document reviews and analysis of process and programmes of NGOs. The process starts

with planning for accreditation exercise with in-house team and in coordination with NGO representative(s). Normally, a 2-3 member team visits the NGO for 2 days wherein first day is devoted for interviewing key NGO personnel based on the parameters mentioned in the Rating/accreditation tool & document review at head office and second day is devoted for field visit of project sites, meeting beneficiaries & field staff & reviewing field documentation & processes. However, the days & time to be spent on accreditation exercise depends upon size of the NGO, its location, number of projects that the NGO is managing and moreover on the need of the assignment in hand. Through the assessment exercise, NGOs are graded into A+, A, B+, B, C+ & C where A+ is  $\mathbf{C}$ the highest and the lowest grade. The Rating Unit shares the draft report with NGO inviting any comments/remarks on the report. The Rating Unit presents the report along with NGO comments/remarks (if any) to the Approval Committee, Rating Unit comprises of the experts from Mission Convergence and outside. The Approval Committee after review of reports and comments received from NGOs (if any), takes a final view on approval of grades & reports/ask the Rating Unit for review of the case. If approved by the Approval Committee, the NGOs (obtaining grades A+, A, B+ & B) are issued a certificate of accreditation from the Rating Unit along with final report. The NGOs obtaining grade C+ & C are also intimated on their grade along with final report.

Homeless: Homeless are among the most vulnerable citizens of Delhi. They are the most heterogeneous, unorganized and voiceless community. Many of them have shattered self-esteem and have lost hope for any good from the society. Samajik Suvidha Sangam has a strong mandate to reach out and serve the vulnerable population of Delhi. According to an estimate there are nearly one hundred thousand homeless in Delhi. Mission Convergence- Samajik Suvidha Sangam created a synergy amongst the already available facilities and made efforts to fill in the gaps.

The Governing Council of Samajik Suvidha Sangam in its meeting on 14 Nov, 2008 constituted a Special Empowered Committee to bring convergence of schemes and services for the *Homeless* in Delhi. The members of the committee were drawn from the various departments of Govt. of NCT Delhi, MCD, NDMC and subject experts working in this field. The Special Empowered Committee in its first meeting on 18 Nov 2009 felt the need for a separate mechanism and structure to address the issues of homeless under the Samajik Suvidha Sangam structure. It was decided to have one MNGO and 5-6 NGOs for running the operations for the homeless. The committee also decided to constitute a three member team consisting of Secretary, Social Welfare, Mission Director, Samajik Suvidha Sangam and Shri Harsh Mander to develop the modalities for selection of the organizations for the homeless. The Special Empowered Committee drew up terms of reference, process for selection and the budget for the MNGO and selected four NGOs for running five Homeless Resource Centre's viz.

1. Indo Global Social Service Society (IGSSS) for North District,

- Indo Global Social Service Society for New Delhi & Central Districts)(IGSSS selected for running two HRCs)
- 3. Society for Promotion of Youth & Masses (SPYM) for South District
- 4. Nirmana for North-West District
- 5. Humana People to People India for East District.

The selection committee finalized the Community Medicine Department of St. Stephen's Hospital as the MNGO for Homeless which started functioning from August, 2009.

Homeless Survey: Identification is crucial for providing entitlements and organizing services for homeless community. As the Homeless are wanderers they were found mainly at night and therefore survey was carried out at night. Each surveyed person was given a provisional card. Resource Centres of Homeless worked as service delivery organization and peripheral survey unit and was ,made responsible for collecting data.

### **Services for Homeless included:**

Module 1: Health and Samajik Suvidha Services for Homeless

Module 2: Night Shelters and Soup Kitchens

Module 3: Homes for Street Children

Module 4: Rehabilitation of Beggars

Module 5: Improvement of Asha Kiran and Services for Mentally Ill Homeless

Module 6: Policy and Operational Research Support

### 7.0 Outcomes and Benefits realized:

Mission convergence has been identified as the implementing arm for two centrally sponsored schemes in Delhi, apart from various others as indicated above and the benefits accomplished under these schemes are highlighted as an illustration-the Swarna Jayanti Shahari Rojgar Yojna (SJSRY) and the Rashtriya Swasthya Bima Yojna (RSBY). To implement the schemes effectively, the Mission instituted a dedicated team for each scheme and is utilizing its outreach network (DRCs & GRC-SKs) to reach out to community with the entitlement benefits and service. The SJSRY and RSBY teams coordinate with various concerned departments/agencies and field level workers for efficient execution of the schemes as is evident from the below outcomes:

\*20.000 beneficiaries have been trained in the financial year 2012-13 under SJSRY which is 60% target.

\*50,000 eligible beneficiaries were identified for the direct cash transfer scheme in the F.Y. 2012-13.

\*Mission Convergence has been running scheme called easy public distribution system (ePDS) with coordination of Food and Civil Supply Department, NCT of Delhi. Citizens are submitting their application forms relating to ration card services at 98 GRC-SK's in addition to the 70 circle offices of Department of Food & Supplies. **4596 ration cards have been issued by the** GRC-SKs in which 3082 are new ration cards and in 1514 modifications have been made.

\*Over 2 lakh persons have been enrolled under RSBY since July 2009 over a period of 7 months

Each GRC-SK facilitates approx 250-300 beneficiaries for various schemes in a month. Overall 30,000/- beneficiaries are facilitated by 120 GRC-SKs in a month in Delhi State to take the financial assistant schemes benefits.

The decision for the handover of new schemes such as the Health Insurance Scheme such as RSBY to Mission Convergence was a conscious decision on the part of GNCTD due to the Departmental level, District-level integration carried out by the Mission Convergence apart from community outreach to the most vulnerable population of Delhi carried out systematically through a survey process.

Likewise Dilli Annashree Yojana handover and SJSRY handover to the Mission Convergence was also a conscious decision despite Food and Civil Supplies Department and Department of Technical & Vocational Education, GNCTD presence; since it was felt that the Mission Convergence would be in a position to implement these schemes far more effectively compared to the Line Department due to demonstrated experience in Change Management, Community Outreach, Business Process Reengineering and e-Governance.

## 8.0 Issue and challenges faced during implementation:

Many departments/agencies under the Delhi government deliver various benefits/services to stakeholders like senior citizens, differently-able people, and economically weaker population, below poverty line (BPL) people and women. The distribution of benefits is ridden with problems like leakages, delay in delivery and duplication of efforts. Moreover the distribution of services under the various schemes is marred with lack of transparency and in-efficiency. The government faces challenges to inform the citizens about the various welfare hardly interact with each other leading to overlapping of work.

Different departments had different criteria of selecting beneficiaries and there exist over 40 different application forms for applying to various welfare schemes. There is multiplicity of

initiatives at the state level but no converging node at the point of delivery of services .to address these issues the government of national territory of Delhi (GNCTD) decided to converge various social services in form of Mission convergence and offer these services through centers called Suvidha Kendras or the gender resource (GRC).

Obtaining beneficiary data of the scheme entitlements from the districts was a herculean task. Resistance and hurdles were encountered at the Departmental level and also at the District level in releasing the beneficiary-entitlement data to Mission Convergence, Despite strong political and administrative will and determination to make the Mission Convergence work successfully at the grass-root level; on account of various power centers, Departmental vintage in comparison to Mission Convergence that was considered as a newest administrative entity posing threat to the existing administrative and power structures. Only several rounds of discussions between the DC Office, PMU and the Line Departments could ensure release of the scheme-entitlement data for the Mission Convergence.

Inconsistent data structures, duplication in the sanctioned entitlement cases sanctioned from various Departments posed major challenges in the identification of actual beneficiaries from the actual data.

Data exchange in the three-tier exchange could not get launched due to delayed implementation at every stage of implementation ranging from the approval of the system specifications, user acceptance testing (UAT), beta testing and actual launch of the application.

Lastly one of the key challenges in the implementation of Mission Convergence and this is not an isolated example, is one of ensuring sustained interest of all stakeholders in the effective implementation of the project. Due to large number of FNGOs and CBO as well as large number of Govt. Departments involved in the project implementation; it has been a struggle to ensure sustained interest. While Mission Convergence at one level accords extensive powers to the last mile in the entitlement chain viz. a GRC-SK which is a community structure; yet in the absence of an effective control and consistent audit trail mechanism; malpractices could not be curtailed at various levels. Various non-entitlement cases were validated and approved for sanction. These errors were detected by the Mission Convergence processing and entitlements application, bringing out the key lesson concluded from various administrative reforms and e-Governance projects across the country that ICT ensures greater transparency, reliability and accuracy as well as majorly curtails malpractices.

## 9.0 Key Lessons:

Most vulnerable and vulnerable people have been identified by doing survey of entitlements for various schemes of all nine departments. Systematic identification of the vulnerable population devoid of any 'judgmental' and 'interpretational definition is core to the success of any service delivery programme targeted towards the vulnerable. While it is extremely crucial to cover most vulnerable citizens within the ambit of welfare schemes; it is equally important to weed out through a systematic data collection and survey process all those who do not need any welfare schemes yet get themselves covered due to obvious shortcomings in the schemes implementation. The mission convergence due to multiple rounds of surveys and data validation has been able to authenticate the

most vulnerable populace of Delhi and target them systematically for the welfare schemes. Through two rounds of surveys in the identified, mapped vulnerable catchment areas more than 1 million prospective beneficiaries were identified of which a large number would have been covered under the entitlement coverage applying the selection criterion of the beneficiaries. However comparison with the beneficiaries-entitlement data showed an overlap of 15% unreported cases that were weeded out in the final entitlement.

All nine departments have been converged for smooth running of scheme, grievances and redressal of entitle holder. There has been a massive upsurge in the enrollment the beneficiaries in the schemes as well as in their off-take as well. For e.g. prior to the launch of the mission convergence, RSBY was struggling to activate the scheme and only 41,000 people were enrolled in RSBY. However due to clear integration of the mission convergence with the RSBY as well as the due to improved processes enabled by IT; the enrollment under RSBY increased to 2, 12,508 beneficiaries.

Decentralization of the schemes implementation process results in improved transparency and democratization. The district convergence forums established at the district level chaired by Deputy Commissioner of the respective districts ensured democratization and improved service delivery for the most vulnerable population.

The Mission Convergence implementation and success yet one more time reinforces the key lesson concluded from various administrative reforms and e-Governance projects across the country that ICT ensures greater transparency, reliability and accuracy as well as majorly curtails malpractices.

# 10.0. Methodology adopted for Case Writing:

We adopted a multi-dimensional, multi-pronged methodology for writing of this Case Study. This entailed both primary and secondary research including discussions with the Mission Convergence Staff at the PMU, DRC and GRC-SK. We also extensively interacted with the NGOs and other community organizations as well as some members of the Community for eliciting information about the impact of the Mission Convergence on their lives. These interactions spread over all Districts of Delhi were extremely detailed and exhaustive. Our own experience of being a Founder Member of the Mission Convergence as well as field management of running Seelampur GRC-SK and East Delhi DRC were also useful in developing the Case Study.

11.0. Case Fact Sheet

Mission Convergence Beneficiary Case Study:



**S. Wasti Zahara belongs** to a very poor Muslim family. She was born in Amroha District and she received primary education in Amroha District, Uttar Pradesh. She was interested in getting higher education but due to be huge financial problem she could complete education till 12<sup>th</sup> anyhow. She was married at the age of 20<sup>-a</sup> and after birth of her two children, she shifted to Delhi with her family. Her only source of livelihood was her husband's intermittent contracts, and to supplement family income she started home tuitions. She desired and dreamt to impart quality education to her children. She was informed by the GRC community mobilizer About the Gender Resource Center, Jaffrabad, where 4 vocational training courses were imparted for most marginalized people and she was introduced to the GRC's monthly newsletter along with GRC's pamphlet. Initially she started working as a volunteer for GRC. Several months later after undergoing Basic IT program, she was appointed as a Computer Instructor in the GRC project@ Rs. 5,000/- per month. Since then, she has been very happy with the change brought in her life by the Delhi Government, Datamation Foundation GRC-SK Jaffrabad.

Mrs. Anna Begum belongs to very poor Muslim family. She lives at 978, Gali No. 30/31, Jaffrabad,

Delhi-110053, and she is 65 years old. She visited to GRC-SK Help desk counter and shared her financial difficulties. The Help Desk Counselor of GRC-SK explained her Old age pension scheme of the Delhi Govt. She collected the widow pension form from the local MLA's Office. The GRC-SK helped her in filling the form along with supporting documents. The GRC subsequently submitted her application form duly completed and validated to the Department of Social Welfare (DSW) for further necessary



action. Currently she receives a pension of Rs. 1000/- per month. She is very happy with the change brought in her life by the Samajik Suvidha Sangam, Govt. of NCT of Delhi, Datamation Foundation GRC-SK Jaffrabad

Mrs. Famida belongs to very poor Muslim family. She lives in Jaffrabad area of Delhi. And is 58

years old. The GRC Community mobilizer visited her home and informed her about the Delhi Govt. Schemes. Since she is very poor and her husband had died, leaving her in debts. The Community Mobilizer explained her about the widow pension scheme and asked her to collect the form from the local MLA Office. She collected the form from the MLA Office and after that the GRC-SK helped her to filling the form. She submitted the form to Mission Convergence who forwarded after appropriate processing to the Department of Social Welfare and Mission Convergence helped her in completing the



paper work and documenhe tation. Finally she started getting a pension Rs. 1000/- per from tDelhi Govt. She is very happy with the change brought in her life by the Samajik Suvidha Sangam, Govt. of NCT of Delhi, Datamation Foundation GRC-SK Jaffrabad

Ms. Rihana Tauseef, belongs to very poor Muslim family, and currently lives at Gali No. 2, Vijay mohalla, Mauj Pur, Delhi-110053. She is 36 years old women, and as per entitlements she was found to be was entitled for Delhi Annashree Yojana Scheme—the Food Security scheme. The GRC-SK Community Mobilizer visited her home and informed her about her inclusion in the database of prospective beneficiaries. The GRC-SK Community Mobilizer handed over the pre-printed form for filling up the information. She filled her form and submitted to GRC-SK for further



processing and who processed the application after following due diligence process and forwarded the same to the Food & Civil Supplies Department, GNCT. Currently she receives Rs. 600/- per month under Delhi Annashree Yojna Scheme.

Mrs. Rasheeda belongs to very poor Muslim family, and currently lives in C-149, Gali No. 5, Subash Mohalla, Maujpur, Delhi-110053. She is 40 years old women, belonging to extraordinary vulnerable status. Her name was entitled for Delhi Annashree Yojana Scheme. GRC-SK Community Mobilizer visited her home and informed about her name in database. The GRC-SK Community Mobilizer handed over the pre-printed form for filling up the information. She filled her form and submitted to GRC-SK for further processing. Currently she received Rs. 600/- per month under Delhi Annashree Yojna Scheme.



Ms. Shabana belongs to very poor Muslim family. She has been living at 68, CPJ Block, New Seelampur,

Delhi-110053. She is 34 years old. She is a home maker but had a keen desire to work in order to support her family. However she was unable to search job for herself and when the the GRC-SK Community Mobilizer informed her about the vocational training employability programme of the SJSRY scheme, she got very interested and took admission in the retail management program. After completing her training in the Seelampur center of Programme Implementing Agency (PIA) under Mission Convergence. After completing her training she started doing marketing job and started earning Rs. 5000/- per month. She is very



happy with the change brought in her life by the Delhi Government, Datamation Foundation GRC-SK Jaffrabad.

Mr. Ankush lives in J-54, New Seelampur, Delhi. He is 24 years old young, and was languishing at

home due to financial difficulties. The GRC-SK Community Mobilizer informed him about the vocational training employability programme of the SJSRY scheme. He took admission in the training programme in retail, after completing training at the Center of Programme Implementing Agency (PIA) under Mission Convergence. Currently he works in a Jewelry Shop and earns Rs. 6000/- per month.



Mr. Sohrab belongs to very poor Muslim family, and lives at 12 A/62F, Street No. 3, Vijay

Mohalla, Maujpur, Delhi. He is 22 years old young. He has been interested to get training in some modern trades, however due to financial problems he was unable to pay the fees. The GRC-SK Community Mobilizer informed him about the vocational training employability programme of SJSRY scheme. He was impressed and took admission for training in the retail Management course. He completed their training in the Center of Programme Implementing Agency (PIA) under Mission Convergence. After completing the training he got a job and started earning Rs. 6000/- per month.



Mrs. Asha belongs to very poor Hindu family. She lives at E-13/B-18, New Seelampur, Delhi-110053. She is 36 years old and is a home maker. She has been facing financial problem as well as her family income historically has been very low. She holds BPL Card Holder. One day GRC-SK Community Mobilizer visited her home

and informed her about the SJSRY loan scheme. She was very impressed by the scheme and completed the SJSRY loan form and submitted to GRC-SK Office for further transmission. Her loan was recommended by the District Task Force



Committee and was sanctioned by the concerned Bank Rs. 50000/-. After securing her loan, she started her own business and earning Rs. 4000-5000/- per month.

Annexure A: Convergence and Operationalization of various welfare schemes of the GNCTD through Mission Convergence

Social Welfare					
S. No	Schemes	Detail	Remarks		
1.	Scheme for Old Age Assistance	old and disabled persons who are			

		subsistence.	
	Unemployment	• • •	Facilitating by Mission Convergence through GRC-SK
2.		disabled persons who have	
	Disabled	40% disability and are between the	
		ages of 18-55 years.	
		Rs. 10,000/- in case of	Facilitating by Mission Convergence
3.	National Family	death of primary breadwinner,	through GRC-SK
<i>J</i> .	Benefit Scheme	irrespective of the cause of death	
		viz. natural or accidental.	
		Life insurance protection covers to	Facilitating by Mission Convergence
		the poor aged between 18 years	through GRC-SK
		and 60 years. The beneficiary is	
		insured for Rs.50, 000/- in case of	
	Jan Shree	accidental death, Rs.20, 000/- in	
4.		case of natural death and	
	Beema Yojana	Rs.50,000 /-in case of permanent	
		disability. In the event of death of	
		the member, the sum assured of	
		Rs.20,000/- is payable, to the	
		nominee.	

Wome	Women and Child Development					
S.No	Schemes	Detail	Remarks			
1.	Integrated Child Development Scheme	Provides supplementary feeding for children in the age group of 0-6 years (and also for expectant women and nursing mothers).	Facilitating by Mission Convergence through GRC- SK			
2.	Pension for Widows	Provides to the economically poor widow. Rs. 1000/- per month.	Facilitating by Mission Convergence through GRC- SK			
3.	Financial Assistance for the Widows for performing the marriage of their daughters	Provides Rs. 20,000/- to the poor widows for performing marriage of their daughters.	Facilitating by Mission Convergence through GRC- SK			
4.	Financial Assistance for orphan girls for performing their marriage	A sum of Rs 20,000/- is provided to orphan girls for marriage.	Facilitating by Mission Convergence through GRC- SK			

		Under LADLI, on birth of a girl child in a	Facilitating	by	Mission
		hospital or nursing home in Delhi, a sum	Convergence	through	GRC-
		of Rs. 11000/- is deposited in her name	SK	_	
		(Rs. 10,000/- only for non-institutional			
		births). Further, a sum of Rs. 5000/- is			
		deposited each time when the girl gets			
		admission in 1st, 6th and 9th Standards.			
		Another sum of Rs. 5000/- is deposited			
		when she passes out 10th Standard and on			
5.	Delhi ladli scheme	admission in 12th Standard. The amount			
٥.	Denn radii seneme	so deposited would be redeemed at about			
		Rs. 1.00 lakh on attaining the age of 18			
		years.			
		Eligibilty: Girls born after 01.08.09			
		Applicant must be residing in Delhi for			
		past three years			
		Girl child should have been born in Delhi			
		as shown by Birth Certificate			
		Annual income of parents should not			
		exceed Rs 1,00,000/-			

Food	Food and Civil Supplies					
S.No	Schemes	Detail	Remarks			
1.	Antyodaya Anna Yojna	Families identified as poorest of poor are distributed 25 kg Wheat and 10 kg Rice at subsidized rates of Rs. 2/- per kg and Rs. 3/- per kg respectively. Sugar @ 6 kg per card monthly is also provided.	Convergence through GRC	Mission		
2.	Annapurna	This envisages supply of food grains @ 10 Kg. per head per month free of cost to people above 65 years of age and are destitute in the sense of having little or no regular means of subsistence from their own source of income or through financial support from family members or any other sources or are also not availing benefits of	Convergence through GRC	Mission		

National Old Age Pens	ion
Scheme (NOAPS) or S	ate
Pension Scheme.	

Healt	Health				
	Schemes	Detail	Remarks		
1.	Mamta	Under the Scheme, private nursing homes provide anti-natal care, institutional delivery and new born care/post natal care in slum areas. Pregnant women of BPL/SC/ST category and not having more than one living child are provided consolidated package of Rs.4000/- per delivery.			
2.	Janani Suraksha Yojna	Provides cash incentive of Rs.600/- for urban areas and Rs. 700/- for rural areas for delivery and post delivery care for BPL/SC/ST categories in case of normal delivery (admissible up to two live births).			
3.		Hospitals on Govt land provide free treatment to the poor	Facilitating by Mission Convergence through GRC		
4.	Mobile Van Dispensaries for JJ Cluster	llthe residents of JJ clusters of	Convergence through GRC		

			mobile dispensaries are being run. One mobile dispensary team visits two JJ clusters per day.
5.	School Scheme	Health	All Govt/ Aided Schools provide Facilitating by Mission free health checkups to students in primary classes
6.	Delhi . Nidhi	Arogya	This provides financial assistance upto Rs.1.5 lakh to those suffering from life threatening diseases for treatment in Govt hospitals.  Facilitating by Mission Convergence through GRC

Urban Development					
S. No	Schemes	Detail	Remarks		
1.	Swaran Jayanti Shahri Rojgar Yojna	It provides gainful employment to the urban unemployed or under employed poor by encouraging them to set up self employment ventures, women group loan, vocational /skill training, encourages Self Help Groups	Convergence through GRC-SK		

Labo	Labour Welfare				
S. No	Schemes	Detail	Remarks		

		Women workers get Rs 1000/-	Facilitating by Mission
		for delivery restricted to two	Convergence through GRC-SK
		deliveries only. Old Age pension.	
		Loan of Rs 500/-to buy	
		equipments. Loan of upto Rs	
		50,000/- to buy/construct house.	
		Assistance of Rs 2,000/- for	
	Schemes fo	marriage of self or children. In	
1.	Construction	case of disability Rs 150/- per	
	workers	month. Ex-gratia payment of Rs	
		5000 in case of disability. In case	
		of death Rs 1000/- towards	
		funeral expenses. Compensation	
		of Rs 15,000/- in case of sudden	
		death. Family pension Special	
		ration card. Membership of Jan	
		Shree Bima Yojana.	
		It provides health cover to the	Implementing by Mission
		poor families in un-organized	Convergence through GRC-SK
		sector.The total sum insured is	
	  Rashtriya	Rs. 30,000/- a family per annum	
2.	Swasthaya Bima	on a floater basis. It covers	
۷.	Yojana Billi	hospitalization expenses, taking	
	1 Ojana	care of most of the illness .	
		Cashless treatment in selected	
		hospitals upto Rs. 30,000/- per	
		annum is admissible.	

Education				
S.No	Schemes	Detail	Remarks	
1.	Subsidy for School Uniform	Rs. 500/-per student per year is given to all boys and girls students of classes I to XII of Government and Government Aided Schools without any income ceiling of their parents. This facility has also been extended to the students admitted under free ship quota in nongovernmental schools.	Convergence through GRC	
2.	1	Girls hailing from rural areas are provided free conveyance.	Facilitating by Mission Convergence through GRC	
3.	facilities in the age	To promote education new schools are opened while the existing ones are expanded.		
4.	Sarva Shiksha Abhiyan	To provide education to children between the age group of 6-14 years. The Govt also provides aid to Govt Schools for classrooms, toilets, drinking water, repair work etc.	Convergence through GRC	
5.	Mid-day-meal programme	To promote education, the Govt provides free cooked meal to students attending classes from 1 to 5. The food ensures an intake of 450 cal and 12 gm protein by each child.	Convergence through GRC	
6.	Grant-in-aid to aided school for uniform subsidy to girl students	Girls attending classes 1 to 12 get free school uniforms in Govt/ Aided schools.	(Convergence through (iR( )	
7.	Free supply of text books to Girls in Govt / Aided schools	Text books are given free of cost to all girl students enrolled from class I to XII in Government/Aided Schools	Convergence through GRC	
8.	LBS Scholarship to meritorious students	Scholarship is provided at the rate of Rs.400/- per annum to the students of classes VII & VIII, Rs.600/-to the students of classes IX & X and Rs. 1550/-per annum to the students of	Convergence through GRC	

		classes XI & XII subject to condition they have passed out with securing 80% and above marks in aggregate in the last annual exams and parental income is up to Rs.1.00 lakh per annum.	
9.	Free supply of stationery to SC/ST/OBC Min Students of class 6-12	a sum of Rs 45/- per month is given to students in Class 6-8, while those	Facilitating by Mission Convergence through GRC