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PRIA

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**Capacity Building
For
Strengthening Local Self-governance- An analytical study
(1995 – 1999)
By
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List of Acronyms

CBOs	Community Based Organisations
GS	Gram Sabha
MM	Mahila Mandals
OBC	Other Backward Classes
PRJA	Panchayati Raj Jagrukta Abhiyan (Panchayati Raj Awareness Campaign)
PRI	Panchayati Raj Institutions
PR & RD	Panchayati Raj and Rural Development
RSOs	Regional Support Organisations
SC	Scheduled Caste
ST	Scheduled Tribal
STOT	State Training of Trainers
VAs	Voluntary Agencies
ZP	Zilla Parishad

GLOSSARY

Abadi	Habitation
Anganwadi	Day care centers for children in Integrated Child Development Scheme Projects
Akalkkootom	The neighborhood groups
Bowdi	Water trough
Chaupal	The structure in central place of a Panchayat generally under a Shaded tree where community meetings take place
Chetna	Awareness
Gram	Village
Gram Panchayat	A village or a group of villages considered as smallest administration unit.
Gram Sabha	Assembly of all adults (above eighteen years of age) within a Gram Panchayat Area
Karmi	Secretary
Kavi Sammelan	Conventions of Poets
Mahila Mandal	Group of women in a village working on women's issues
Mahila Sammelan	Convention/conference, public meeting or gathering of women
Nehru Yuva Kendra	Youth groups at local level initiated by Government
Nukkad Natak	Plays at street corners
Padyatra	Rally by foot
Pahadi	Language of hilly people
Panch	Ward member
Panchayat bhawan	Building of panchayat office
Panchayat samiti	Elected committee of the rural local governing body at the block level
Panchayat Secretary	A multi-purpose development functionary at the panchayat level
Pradhan	Chairperson of the Gram Panchayat
Scheduled Caste	Constitutionally recognized under privileged section of society
Scheduled Tribes	Constitutionally recognized marginalised section of the society because of aboriginal in origin
Up-Pradhan	Deputy Chairperson of Panchayat (not all states have this post)
Ward	A Panchayat is furthered sub divided in smaller units based on the habitat
Zilla Parishad	Elected Panchayat members at the District level.

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Capacity Building for Strengthening Local Self Governance (1995 – 1999)

I. The Context

The concept of 'Panchayat Raj' is unquestionably Indian in origin. The ancient literature like *Rigveda*, *Manusamhita*, *Dharmashastras*, *Upanishad*, *Jatakas*, etc. mentions **auto local administration** which functioned merely by 'common consent' and with 'the real sanction of the local public opinion'. Even successive centuries witnessed adjustments and modifications almost always for the better till the Mughal period, but got eroded during the British Raj. After about fifty years of independence it was realized that Indian States could not administer development in rural India in the desired way. In the process of identifying a suitable unit of governance to bring about development in rural areas. Panchayati Raj was thought of as a vibrant and feasible way of development administration. At present Panchayat Raj Institutions (PRIs) are supposed to carry out their functions within the framework established by the provisions of the Constitution of India. PRIs have been proclaimed as the vehicles of socio-economic transformation in rural India.

The provisions given in the Constitution of India have some far reaching implications with respect to the governance of local areas in rural India. The comprehensive framework, if applied as envisaged, will truly transform the rural economy and give practical shape to people's participation in the process of economic development and social justice. It ensures full freedom to plan according to the local needs and local potential. By providing 1/3rd reservation for women and proportionate reservation for other socially excluded and deprived sections (tribals, Dalits, etc.), the constitutional framework for local bodies in India has provided opportunities for mainstreaming these sections of the society to the development process.

Democratic decentralization in India is coming in after nearly 50 years of centralization in the state machinery, public resources and bureaucratic structures. As a result, hierarchy of government departments and agencies have generated vested interests and exercise their responsibility to apply public resources in an unaccountable manner. On the other hand, nearly five decades of the state led model of development delivered from the top has created a sense of passive dependence on government agencies, programmes and resources among ordinary people in rural areas.

These provisions and the field realities gave an opportunity to work on strengthening these institutions so as to fulfill part of PRIA's mission. Part of PRIA's mission which could be fulfilled by strengthening Panchayati Raj Institutions includes the following:

- To work towards democratic governance in society, identify poor and the marginalized, and to focus upon changing women's role and status as agents and leaders of change.
- To address issues of poverty and powerlessness in order to alleviate economic inequity.
- To mainstream participation by youth, dalits, elders and focus on the rights of the ordinary citizen, to do away with social exclusion.

Within the above reality, a perspective of local self-governance in rural India had been articulated from the point of view of deepening local democracy and enhancing participation of the rural citizen for local development. In PRIA's approach, this perspective has been distinctly articulated.

PRIA's Perspective:

- ◆ Panchayati Raj Institutions (PRIs) are to be viewed as institutions of local self-governance and not as mere implementers of centrally determined development programmes. PRIs should not be allowed to become a third tier of development administration.
- ◆ Interventions in strengthening PRIs should focus on building, promoting and empowering new leadership of women, Scheduled Caste, Schedule Tribes and Dalits.
- ◆ Emphasis must be placed on active participation in decision-making by women (and other weaker sections) with a view to enhance their role, status and leadership in local self-governance.
- ◆ PRIs should assert their access to and control over local natural and human resources, as well as other development resources being available with state and national governments. Bottom-up comprehensive planning based on micro-planning exercise, is to be the basis of self-governance.
- ◆ Strengthening PRIs will entail stating clarity of their roles, systems of governance, accountability, transparency and interlinkages between three levels.

Democratic decentralization can truly happen when all actors perform their roles and responsibilities as envisaged in the provisions, in the changed scenario.

II. Why Capacity Building?

The answer to this question is complex. Democratic decentralization in the above mentioned scenario had led to a lot of uncertainty and ambiguity in functioning. The various direct actors like the Government, rural citizens (known as Gram Sabha members), elected members associated with local development did not know how to work with or as institutions of local development. Besides them, even the various indirect actors like voluntary organisations, community based organisations, etc. did not know how to intervene. The media did not know how to project this issue. Policy makers were also grappling with the issue of matching the provisions with field realities.

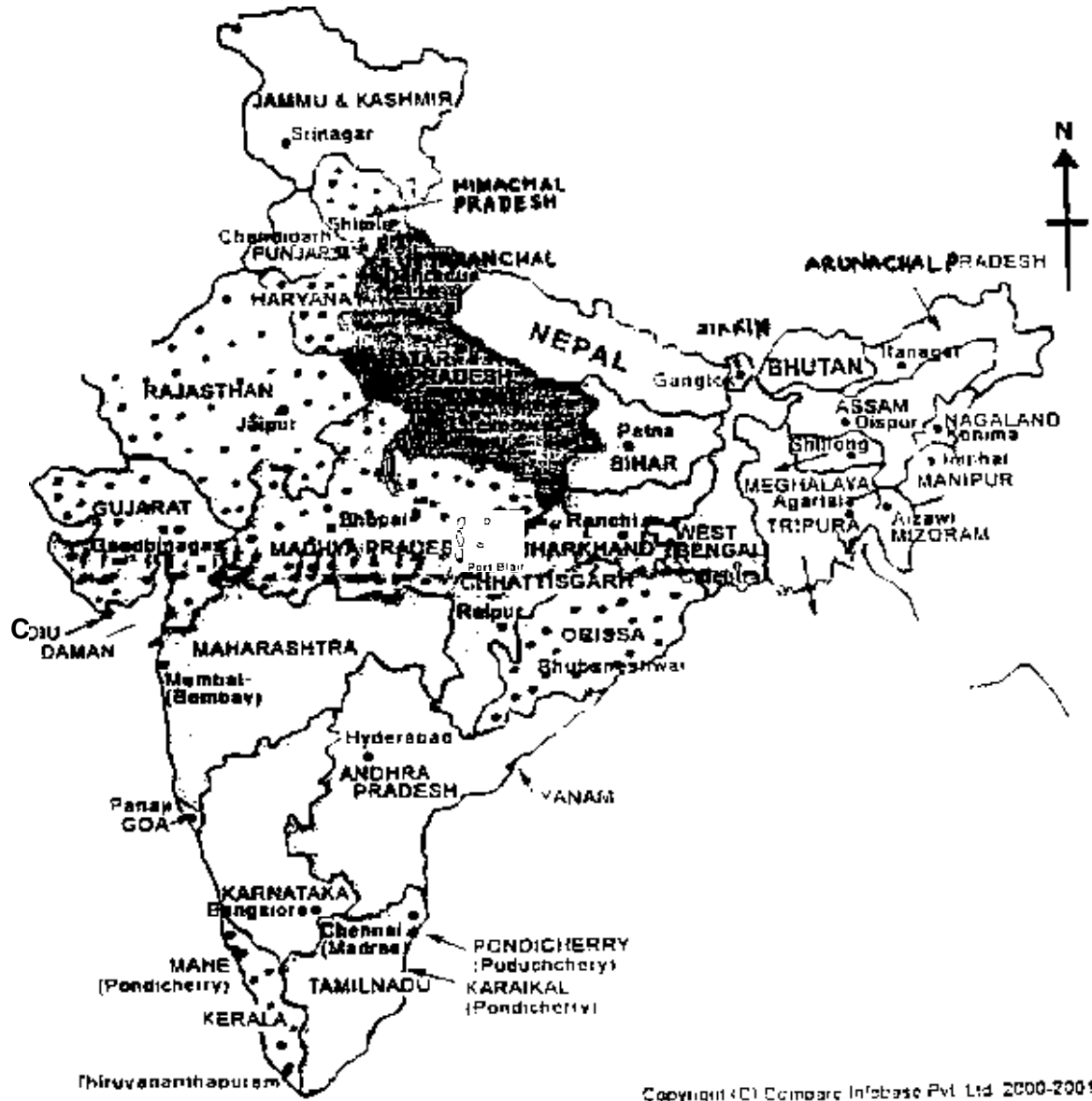
Under these circumstances, the efforts to work towards the realization of PRIA's perspective in strengthening Panchayati Raj Institutions required sustained interventions for capacity building of different developmental actors. Moreover, the complexity and diversity of the situation in India demanded various kinds of methods for capacity building.

The aim behind capacity building to all actors and constituencies was to enable a convergence of the effective functioning of PRIs as institutions of local self-governance in the perspective elaborated above. All the capacity building interventions were interwoven, one method supplementing or complementing others. These interventions cannot be done in isolation of one another or in a scattered way or even intermittently. Moreover, the overwhelming number of elected members made the task more difficult and complex. (There are about 3.4 million representatives of Panchayats at all levels out of which nearly 1.1 million are women. They represent more than 0.22 million Gram Panchayats, about 6000 Panchayat Samities and about 500 Zilla Parishads).

A network of organisations named as 'Regional Support Organisations' in different states with the same perspective for strengthening local self-governance came together and started capacity building interventions. Fig 1 shows the constituencies covered by PRIA and Network of Regional Support Organisations* (popularly known as NCRSOs). Eight organisations developed the strategy to work on this issue in ten states. Depending upon the capacity of RSOs it was planned that quantitatively capacity building interventions would be made for about 100 Panchayats in each state from September 1995. This was too small a fraction of the 3.4 million Panchayat representatives to make the impact visible. The map shows (on the adjoining pages) the area of intervention where the first and second rounds (except Gujarat and Orissa till date) of elections took place and long term capacity building interventions were made systematically.

* NCRSOs were Cencored & PEARL in Bihar, CYSD in Orissa, JANAMITRA in Karnataka, SAHAYI in Kerala, SAMARTHAN in Madhya Pradesh, SSK in Uttar Pradesh, UNNATI in Gujarat & Rajasthan, PRIA in Haryana & Himachal Pradesh, PRIA is also considered as one of the Regional Support Organisations.

POPULATION MAP



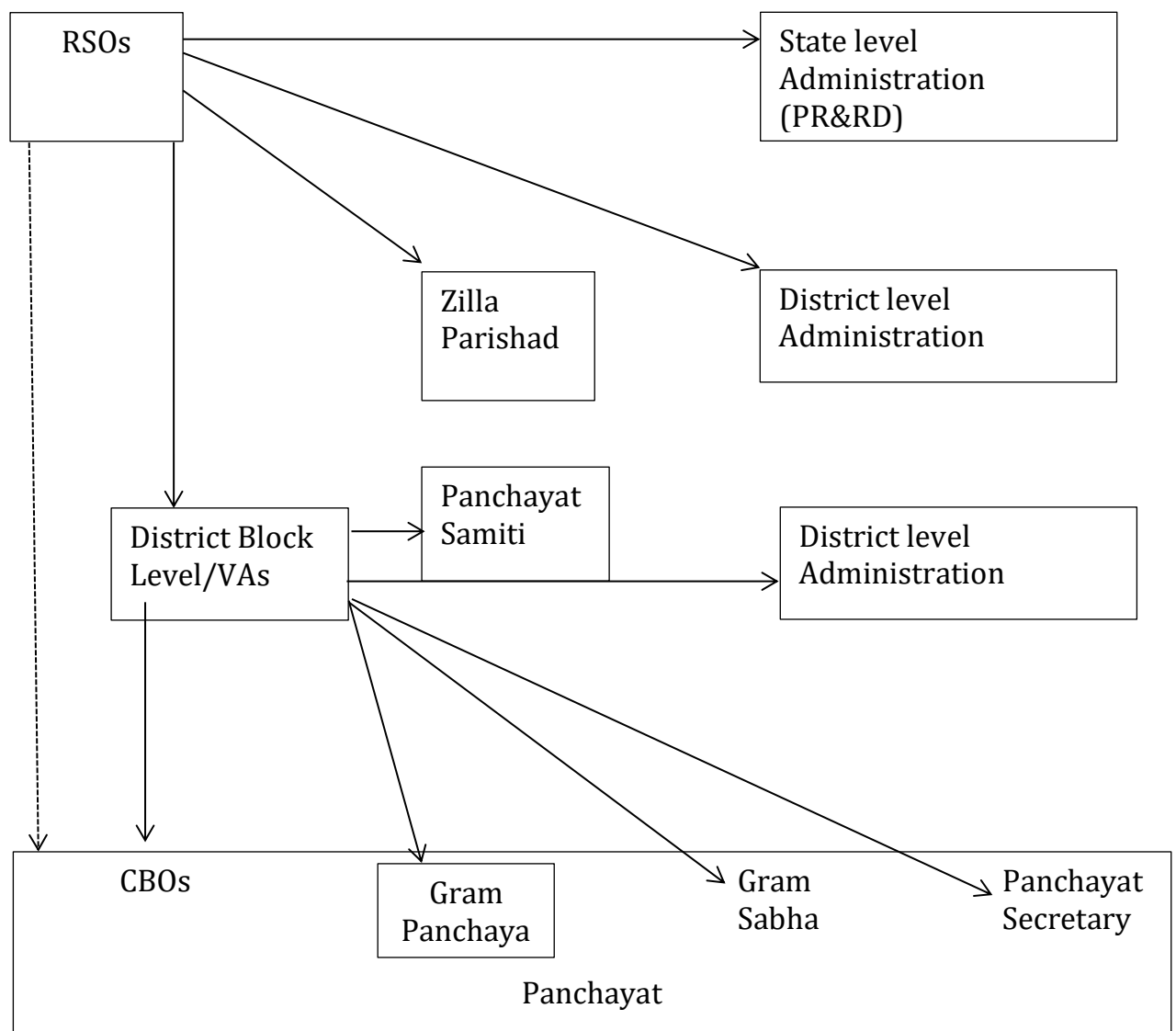


Fig. 1

With the beginning of this Joint venture, we also gave ourselves a certain framework of programmatic interventions for capacity building:

1. Active and effective elected members

- Regular attendance in Panchayat meetings and gram sabha meetings.
- Raising questions related to Panchayat functions in these meetings.
- Number of proposals they put up during the meeting.
- Nature of proposals accepted.
- Involvement in the preparation of the agenda.

2. Effective Gram Sabha

- Organising the regular gram sabha.
- Attendance of Dalits, OBC and Women in the Gram Sabha and their participation.
- Active participation of villagers.

3. Developing people-centered Panchayat plans

- Involvement of people and Gram Sabha in the preparation of annual plans.
- Human Resources Development as major focus of Panchayat plan (it was coined as micro plan).
- Building linkages between the different actors².

Despite the good intention of these elected members, Gram Sabha members or Government officials, the lack of knowledge, skills of effective functioning and ability to work as a team may not bring the desired result.

Linkages in Dimensions of Capacity Building and Constituencies of Strengthening Local Self Governance

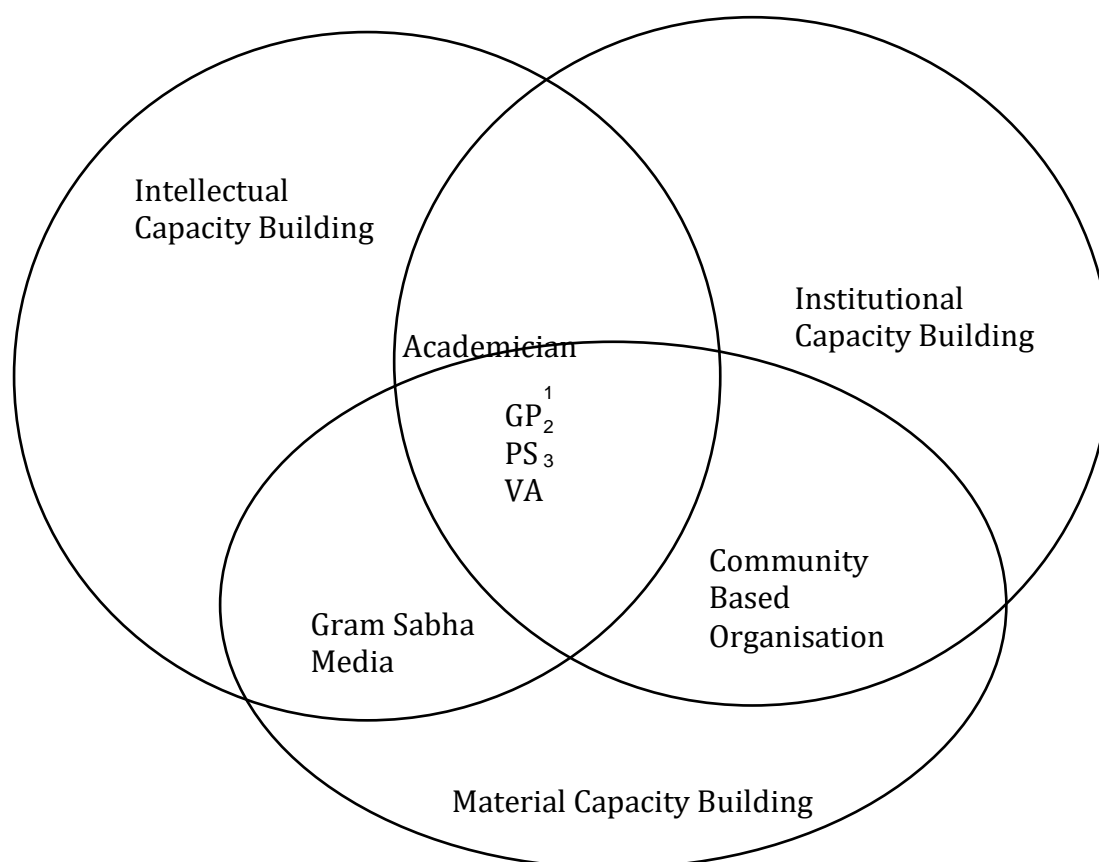


Fig. 2

In this framework, three different dimensions of capacity building intellectual, institutional and material interventions address the needs of different constituencies for enhancing capacity at the level of individual and organized collectives. The three dimensions of capacity building are relevant and important for effective functioning of local self-governance as individual or organized collectives. Focusing upon one or the other makes sustainability of capacity enhancement efforts doubtful.

The purpose of this paper is to make an attempt to consolidate the experiences of capacity building of four constituencies (elected Gram Panchayat members, Gram

¹ Gram Panchayat

² Panchayat Secretary

³ Voluntary Agencies

Sabha members, Government Officials and Vas) by PRIA and the Network of Regional Support Organisations, where systematic and sustained capacity building interventions were made. The States are Gujarat, Haryana, Himachal Pradesh, Kerala, Madhya Pradesh, Orissa, Rajasthan & Uttar Pradesh. Our capacity building interventions henceforth are based on this learning.

It was mid 1995 with the above mentioned perspective, PRIA and the NCRSOs decided to work on this issue in ten States of India. Although as mentioned the theme of Panchayati Raj Institutions has existed since ancient times, but after the Conformity Act it became imperative to understand the constitutional framework of democratic governance and the space it has provided. A 'five days' capacity building workshop (named as Master Training of Trainers) was organized (26th to 31st of August 1995) with twin objectives to build the capacity of the staff of PRIA and NCRSOs to understand the perspective of working on this issue and enhance knowledge on democratic governance. For areas where urgent intervention on capacity building was needed for strengthening Local Self-Governance. They were capacity building of elected members and Gram Sabha members, informative material development for them, micro plan at Panchayat level and doing research and advocacy. A total of 39 participants from 10 States attended the programme. The methodologies used were participatory training methodology besides lectures from the practitioners, group discussions and case studies. It was a unique experience where Heads of Organisations, the experienced and inexperienced staff, the eminent practitioners were brought together and issues were thrashed out and understanding on the theme was built.

The impact:

- Since most of the staff did not have previous experience in working on this issue, the capacity of the staff was enhanced.
- Eight organisations developed a multipronged strategy to work in ten States*.

The capacity building of this network remained a continuous process. Specific inputs like capacity to identify research issues and develop a framework for participatory research analyse and synthesize the findings and dissemination were given. It was also felt that huge data would be generated in the process and there is a need to manage this data electronically so that relevant information could be extracted. Developing capacity of the network to manage the data electronically was also done.

Capacity of the network to involve the community in preparing the micro plan was built. With a view to deriving conceptual clarity with regard to planning with PRIs, PRIA organized a five-day (25th – 29th March 1996) workshop in which 29 participants from 9 States participated. The objectives of the workshop were as follows:

- To understand and critically assess the planning process at the macro and micro levels.
- To develop a common understanding of a micro planning concept.
- To chart out area specific micro planning for different RSOs.

Besides these, there were regular half yearly review meetings to keep ourselves together on the track. These meetings built the capacity of the network to reinforce the perspective, refresh the understanding, learn from others experiences, and share innovative ideas, state specific field realities and difficulties faced. Attending

* At the time of reporting the network is working in sixteen States.

seminars and workshops organized by others and visits to different areas has also built the capacity of the network.

III. Capacity Building of different constituencies for strengthening local self-governance

As already mentioned the Regional Support Organisations in selected states identified specific areas of interventions and built the capacity of various developmental actors like Gram Sabha members, Gram Panchayat members (Pradhans and Ward panches) with specific focus on women, tribals and Dalits, voluntary agencies and government officials.

1. Building Civil Society: Capacity Building of Gram Sabha Members

Building capacity of elected members only may not help in realizing the dream of PRIs as the units of Local Self-governance unless the common rural citizens known as Gram Sabha members take active part in their own development. Unless they became vibrant, the elected members may not be able to develop the Panchayat in a desired way or else may behave like contractors of development without having accountability and transparency to the common citizen of Panchayats. The situation is worse in remote areas, lack of awareness of GS members is common. The Pradhan acts as a demi-God among the poor illiterate Ward. Panches are illiterate and are not aware of the roles and responsibilities. In this situation the Pradhans in these remote areas enjoy absolute authority³.

In this scenario the Gram Sabha members', capacity needs to be built so that they can support functioning of the institutions and also keep a check on them. They need to ask pertinent questions and suggest solutions. Women need to be encouraged for not only being present, but also to participate actively by asking questions and giving suggestions.

Given below are some of the methods whereby capacity of Gram Sabha members was built.

1. 1 Orientation Meetings to build capacity

Different States have adopted different kind of orientation meetings with GS members. The purpose of these meetings was to discuss the problems, issues and identify the needs of the people and also to link with PRIs. The major issues that evolved during the course of these meetings were:

- Infrastructure development
- Abolition of contractors for development schemes
- Identification of beneficiaries
- Relationships of Gram Sabha members with government officials like Panchayat Secretary, Junior Engineer, Patwari, etc.



Strengthening Gram Sabha Members

In Gujarat and Haryana efforts were also made to strengthen Gram Sabhas directly through intensive dialogue and orientation meetings with GS members with a special focus on women and other marginalized groups like the Dalits. Meetings were held and video taped along with the documentation of the same.

In **Himachal Pradesh** three meetings were held with Gram Sabhas on 9th, 10th and 11th June, 1997 at Tatwani, Meharna and Lahat Panchayats in Kangra, respectively. A series of meetings at gram sabha levels were done from 16th to 21st November 1999 in the selected Panchayats of Chamba, a remote district. In these meetings the suitable dates for three-day workshops were also decided. The first workshop at Jadeja Panchayat took place from 22nd to 24th Nov 1999 and second workshop was from 25th to 27th November 1999 at Batt Panchayat. The RSO acted as facilitator besides providing learning materials. To build the linkages between other developmental actors, the Zila parishad members and local line department officials were also involved. The film 'Sanshodhan' by Govind Nihalani was also video screened. A meeting was organized at Bhaled Panchayat on 4th February 2000 at Panchayat Bhawan to sensitize the GS members about their role and responsibility. The need and importance of their participation in the GS was also shared. This was attended by the elected members, MM members and youth groups also.

In **Madhya Pradesh** to activate the Gram Sabha members on 27th Nov, 1999 at Madhuban, Mou, a meeting was organized by the partner organization 'Amar Sahid Chetna Sansthan'. The focus of the meeting was to understand the link between GS and PRI members. The uniqueness of this meet was the cultural programme after the meet where Bhajans (devotional songs) on women's empowerment were sung. Legal training programmes for Gram Sabha members at Sidhi were conducted based on the demand from the field. 35 women Gram Sabha members participated in this training.

In **Rajasthan** from 1996 four strategies were developed to strengthen Gram Sabha members:

- Making the GS members aware about the importance of GS through ward panches;
- Partnership with Government in conducting GS meetings;
- Meetings with elected members and GS members thereby making them aware about the importance of PRI and GS;
- And through rally – Padyatra.

In Kerala 130 orientation meetings in 14 districts were held in order to strengthen the Gram Sabhas. Altogether 8000 Gram Sabha members have participated in these programmes. The content included Panchayat Raj Act and Rules, Power and Responsibilities of Gram Sabha members, the importance of peoples participation in various stages of planning, Ayalkkootom and the concept of decentralization. Experience sharing of the participants and group discussion on field realities were common features of these meetings.

The impacts of these meetings were as follows:

- Increased interest in and realization of the need for capacity building.
- Demand for intensive and village level training camps.
- Widespread awareness of GS members on Panchayat related issues.
- Diminishing social ostracism against women participants and gradual recognition of their role as elected members.

1.2 Innovative Ways of Orientation of Gram Sabha members

The following paragraphs describe innovative ways of capacity building interventions of gram sabha members in different states.

The Mahila Sammelan in Haryana

A sammelan took place on the 28th of December, 1999 at Ratia Anaj Mandi at District Fatehabad, Haryana. 3000 women participated in the sammelan. The Administration took special interest in the sammelan.

The Kavi Sammelan in Himachal Pradesh

Based on the past experience in the state where the cultural media proved to be an effective method for awareness negation, it was decided to organize a kavi sammelan. This was held at the Senior Secondary School, Shahpur, and district Kangra. It was a combined effort of RSO and VA 'Samaj Seva Parishad' in Rait, Kangra. Eleven poets from different parts of Kangra district participated and recited their poems in **Pahadi** and Hindi on various aspects of Panchayati Raj, like role of Panchayats, importance of Gram Sabha, etc. The special objectives were as follows:

- To obtain poems and songs on the issue and get them published in the form of a booklet for mass distribution.
- To provide a common platform to the poets to share their views on **PRIs**.

These poems have been compiled and translated into Hindi. This collection of poems Hindi and Pahadi have been published in the form of booklet – "**Raj Panchayati Da**".

The Vikas Utsav (Development Fair) in Himachal Pradesh is being jointly organized by RSO and VA 'SSP' every year in April. The objective of the Utsav was to create awareness among the people for Panchayati Raj; to honour two women PRI members for outstanding contribution to the village development. The utsav was addressed by Vas, Government officials, elected members and local important actors like teachers etc. The sale cum exhibition of books and pickles are also organized.

The Padyatra in Rajasthan and Himachal Pradesh – Panchayati Raj Chetna Yatra was organized by the VA 'Shanti Maitri Mission', Pugal, Bikaner, Rajasthan. This padyatra covered thirteen villages of five panchayats (Gangajali, Meker, Aduru, Tharusar, Ramai) from 16th September 1997 to 24th September 1997. In these nine days using local resources and keeping in mind the local language and culture the importance of Gram Sabha and PRIs were discussed through drama (Natak), cultural programmes, exhibition, video films.

The Padyatra started with the inauguration by the District Collector at Gangajali Panchayat and concluded by the Minister, Rural Development and Panchayati Raj at Pugal in Bikaner. The balloons (with seeds of local trees) were aired by local school children in the inauguration programme. It served two purposes – children the future of rural India listen to the discussion of PRIs and the seeds so distributed through balloons may grow into a tree as the season was congenial. The interesting feature of this Padyatra is that the meetings were addressed all along by those who have understanding of PRIs. The outcome of this padyatra were as follows: The local Government officials, elected members, Ministers associated with Panchayats, media, local key actors, resource



Padyatra

persons of PRIs were brought together. The GS members capacities were built to address the issues of their daily lives to the Panchayats. The message on importance of GS has subsequently yielded in active participation in GS meetings.

Pre-Gram Sabha Awareness Campaign in Haryana

A 'Gram Sabha Awareness Campaign' was organized in three phases prior to the Gram Sabha meeting scheduled for October 2, 1999 at Block Ratia in District Fatehabad.

First phase – A poster was prepared to make people aware about the Gram Sabha scheduled for Oct. 2 in collaboration with the Directorate of Panchayat, Haryana. These posters were distributed all over Haryana in all the 5,958 panchayats of 110 blocks of 19 districts.

Second phase – This phase focused the intervention in two districts i.e., Fatehabad (five blocks) and Rohtak (one block). Each panchayat was visited, the Gram Sabha members and elected members were met and issues were identified for the GS meeting.

Impact of the campaign

- GS members in general and women in particular attended the meeting and raised issues of drinking water, toilets, schools, roads, etc.

Third phase – As a follow-up, the issues that were discussed during the Gram Sabha meeting are being followed up with the Pradhan and Block Development Officer.

Learning from the Gram Sabha campaign:

- People in large were not aware about the Gram Sabha meeting.
- In many places even the sarpanch was not aware about the issues to be discussed during the meeting.
- The dates allocated by the state government were not suitable to a majority of people as this is the harvesting time and everyday leaves for the farms by early morning. They have to miss a day's wage to attend the GS.

1.3 Capacity Building of Community Based Organisations

Special focus was made to strengthen community-based organisations so that as organized collectives they could support PRIs. The objective is to use these groups to sensitise other GS members to take active part in the GS. The content of the meet generally focused on holistic development and strength of Gram Sabha. The physical development is only a part of the holistic development. The holistic development also includes normal development, spiritual development, economic development and social development. The strength of Gram Sabha is not known to the members of Gram Sabha themselves, hence the quorum is never complete.

Strengthening Mahila Mandals: The orientation workshop was conducted with the association of partner VA 'New Hope' for two days (7th & 8th of November, 1995) for the village women (consisting of Mahila Mandal members, Balwadi workers and cooperative groups) of two blocks of Kangra district at Palampur.



Strengthening Mahila Mandals

Strengthening Youth Groups: Involving Nehru Yuva Kendra to orient youth on Panchayati Raj was done on March 5, 1997 at Ahmedabad, Gujarat. A total of 23 female and 3 male participants attended the programme.

Strengthening Youth Groups and Mahila Mandals together : In Haryana, posters on the role of gram sabha were prepared and widely disseminated through existing village groups like Mahila Mandals, youth groups etc.

Strengthening neighborhood Groups (Ayalkkootom)

As already mentioned, in **Kerala** through 130 orientation meetings in 14 districts *Ayalkkootom* (the neighborhood groups) were specially focused to build capacities.

Interactive Meet with Mahila Mandals and elected members

A meeting was organized at Bangana Block by Government of Himachal Pradesh and VA 'Energy Environment Group', Una, HP. This was attended by all the Pradhans, Up Pradhans, panches and members of Mahila mandals of all Panchayats (25) of Bangana Block. The media also covered this programme.

Strengthening Village Education Committee

In Uttar Pradesh the RSO organized a joint programme with VECs and elected members in 14 Panchayats to strengthen the link between the Panchayats activities and their extended roles.

Strengthening Self Help Groups

A meeting was organized on 19th February 1999 at SSP office for the role of SHGs in the GS meeting. 47 members from Shivika, Rait, Anadika, Laxhmi Naushera, Chamunda and Jwala, Naushera* took part in the meeting.

Strengthening Water Committee in Gujarat: Training of village water committee members of Amereli District by partner organization 'CEE' was done in May, 1996 at Ahmedabad where 10 female and 25 male participants attended the programme.

1.4 In the process of preparation of a Micro plan

Micro planning process requires people to interact with each other to share their concerns and ideas for planning for a sector. If the planning process has to be democratic and sustainable, then all concerned people's (the stakeholders) feelings, ideas and plans have to be taken into consideration. Coming together on a common platform is also an empowering process for the poor and disadvantaged. People get an opportunity to clarify their stands, their misconceptions. Therefore, Micro planning requires:

1. All stakeholders to come together.
2. Mobilizing the disadvantaged and the poor.
3. Providing them with an opportunity to interact and share.
4. Facilitating sharing of problems and developing action plans on solutions.
5. Constant follow-up on action plans made.

A micro plan may not generate all needed resources, but it can create good will, cooperation, and mutual support in ensuring quality of services and maintenance of community infrastructure. It creates opportunity to constructively channelize the community human power for collective development. Micro plan is an important instrument for human resources development and developing community

* Name of self help group

cohesiveness. It may not be the right mechanism for infrastructure development, but in the process people can identify the kind of infrastructure that they need.

Haryana

During July 26-27, 1996 a two day meeting was organized at Khetavas GP with VA 'Asha Sadan'. The purpose of this meeting was to explore the possibility of long term involvement of a micro plan exercise. Panchayat members from seven wards, MM members, YG members and GS members actively participated. A total of 50 participants (30 women and 20 men) attended the meeting. As a follow up a series of meetings with local villages and Vas were held. Micro plan Process at Dhana panchayat, Salwan Block, District Rewari RSO undertook intensive micro planning activities with the involvement of the elected representatives and community members. Following the participatory research methodology, the entire exercise took 9 months after which people centred micro plans emerged in both the Panchayats. Through continuous interactions, several issues, needs, priorities, resources etc. were brought to the forefront. Follow-up of those plans were being carried out. Details of the concerns and future directions are given in **Annexure I**.

Himachal Pradesh

On an experimental basis a micro plan exercise was carried out at Kehar panchayat in Mandi Sadar block of Mandi District from 1996-1998. Besides this panchayat, a similar exercise has been replicated by the initiative of the Pradhan of Salwan panchayat of Mandi District. A sequence of events in conducting the micro plan at Kehar given below indicates active participation of Gram Sabha members. A diary of events is given in **Annexure II**. The details of the issue-based microplan at Khanora Panchayat, Garla Panchayat, Mayna Panchayat Maroohn Panchayat, Vyara Panchayat are given in **Annexure III**.

What happens when people are not involved?

Micro plan Process at Mansimbal Panchayat, Bhawarna Block, District Kangra

The micro plan in this panchayat was initiated in by the RSO and Block Development Office. The Panchayat Secretary and Pradhan took initiative but people did not join in the process. There was no information gathering by door to door survey through which rapport is built. The meetings were called in each ward. The Pradhan, Up-Pradhan, panch of that ward and PS member were present. However, not more than ten or twelve GS members attended those meetings. Finally prioritization was done by the panch and present GS members with help of Pradhan, Panchayat Secretary, Up-Pradhan. A compilation of the wards prioritization was done in Panchayat Bhavan in Panchayat meeting. The report was written by the Panchayat Secretary and submitted to the Block Development office.

Lesson learnt: Contrary to other places the Government took interest but Gram Sabha members did not find the micro plan important to solve the day to day problems.

Kerala

In order to enhance the capacities of the Local Vas, the elected members of the Panchayats and the local leaders with skills in the use of micro-planning techniques, special workshops were conducted in the Block of Sasthamcotts, and six other Panchayats in different parts of the state with the collaboration of local voluntary groups. From July to September 1996 orientation sessions were conducted in 3 places. West Kallada for one day, at Kasegod for 3 days and at Idukki for 3 days.

On 13th October 1996 an orientation seminar was held at Neendakara, Alappuzha in collaboration with VA 'WIN'. It was attended by 60 people of whom 20 were women. The themes of the seminar were centered around topics such as social audit by people, people centred planning, transparency in the functioning of the Panchayat, people's participation in programme planning, implementation, monitoring and evaluation. A one-day orientation was conducted at PARAPPA, Kasaragod district on 11.12.96 with V.A. 'Society of Love'. It was attended by 63 persons of whom 33 were women. The content of the programme included micro plan processes, and people's participation in the developmental activities.

Madhya Pradesh

Samarthan directly intervened in the two Panchayats (Jamunia Tank and Rajpura) of the Sehore district for the micro plan. After the intensive work of one year with these two Panchayats 10 new Panchayats have also been selected in the Sehore district. The process has been replicated.

Implementation of a people's plan in Jamunia Tank and Rajpura Panchayats

In the Jamunia Tank Panchayat, implementation of the plan prepared by the people is ongoing. Construction of a culvert (pullia) has been completed. The construction work was done by the people themselves in the Scheduled Caste dominated area. In Rajpura Panchayat, a drain has been constructed for which the people contributed Rs.16,000/-. Besides this, a road has been constructed in this Panchayat for which the Panchayat has contributed Rs.20,000/- and a similar amount has been collected from the community. The RSO has contributed Rs.11,000/- for this purpose. Moreover, in Hasanpur village, Rajpura Panchayat, the community has contributed and influenced the Panchayat in the construction of a 2 KM long road. The youth especially took the initiative to mobilise local resources in terms of labour and materials.

Based on the experiences of micro planning in the two Panchayats mentioned above, one area where micro planning has been replicated is in Kathawn Hazi Panchayat, Gohad block, Bhind District, Madhya Pradesh. This was initiated in October 1998. The planning process has been carried out in four phases¹². The entire planning process was completed in about six months.

Orissa

The RSO successfully conducted micro-planning exercises at the Panchayat Baligaon, Koraput district. The 'Baligaon micro planning' process report was completed in 1999 and translated into Oriya for wider dissemination. The training programmes on micro planning for PRI members and Gram Sabha members of Atalguda, Kanguguda and Jaliaguda village in Koraput district were also conducted. In 1999 the RSO and VA 'Gopinath Yuvak Sangh' jointly initiated a micro-planning exercise in Panchayat Rajas of Khurda District. The October 1999 super cyclone, however, interrupted the process.

Rajasthan

Four Panchayats of Jawaza Block, Ajmer District (Naikalan, Durgawas, Kabra and Jawaza) had been identified for microplan. The "Jawaza project" (Rural University Experiment in educational innovation), VA 'MMVS', Artisan Alliance (AAJ) and other local NGOs, Associations of weavers and leather workers has helped in initiating the process with the Panchayats and villagers.

Uttar Pradesh

Madhupur and Pipra were selected for the micro plan Both are headed by women Pradhans. While the Pradhan of Madhupur belongs to general category and is a school teacher, that of Pipra is a scheduled caste house wife with hardly any exposure to public life and cannot even sign her name. Details of the problem analysis and learning are given in **Annexure IV**.

1.5 Information Dissemination

Information dissemination is a method through which the capacity of Gram sabha members were built. Panchayat Resource Centres at Panchayat level or Village Information Centres at Village level or of Block or District Resource Centres at Block or District level were opened as sources of information dissemination to build the capacity of Gram Sabha members. There is information which is important for Gram Sabha and elected members and does not trickle down to the Panchayat level. Hence, these centres would fill this gap. There are many schemes that need to be implemented through Panchayats but they themselves may not be aware of them.

Panchayat and PM's Girl Child Scheme

The union Govt. has decided to mobilise panchayats and Aganwadi workers for implementation of Prime Minister's Girl Child Scheme which is intended to benefit an estimated 22 lakh families living below poverty line. The girls eligible for the grants under the scheme will be identified with the help of these two institutions for admission into schools.

1.6 Conducting Gram Sabha Meetings

Besides this, prior to the gram sabha meetings (the dates are either announced or fixed) Gram Sabha members were motivated to attend these meetings. It is interesting to note that neither Gram Sabha members are willing to attend nor the elected members are keen to let them know the actual purpose of GS and share the statement of expenditure of the last six months which is mandatory under provision.

It was observed in 1996 that Sarpanches and Secretaries in Haryana were very nervous as they have never conducted GS before. In many meetings GS members were very vocal. Sarpanches were not prepared to respond to accusations, queries, etc.

In the Gram Sabha meeting of Dadamb, Kangra, Himachal Pradesh a woman member asked the Panchayat member to furnish the details of annual income-expenditure before signing their names in the attendance register. Instead, the Pradhan asked them to sign the register first. Members insisted and Pradhan could not convince members to sign in the register and Pradhan Ms. Panna Koti left the place.

2.0 Elected Representatives: Capacity Building for Accountability

As already mentioned, the elected members do not know their roles and responsibilities given in the provision. They consider themselves as contractors of infrastructure development. To build their capacity to function as unit of local self-governance various methods were used. Besides structured events, on-site support

was also provided. As already mentioned, a microplanning process which involves all stakeholders was done to build capacity of elected representative. The impact of such interventions is given at the end of this chapter. Negotiations with higher tiers and with the bureaucracy were also done.

Capacity Building needs of elected members were assessed during the field visits and informal interaction with various stakeholders in the field or at the state level. But in some states formal interactions were organized to understand the needs of capacity building.

2.1 Workshops assessing capacity building needs of elected members

In Himachal Pradesh, two such workshops were held in Kangra district with VAs 'New HOPE' and 'Samaj Seva Parishad'. The first one was held at Kher on 3rd May 1996 with New HOPE, while the second one was held at Rait on 4th May 1996 with Samaj Seva Parishad. The objectives of these two workshops were to identify the existing problems which are hampering the effective functioning of Panchayats and also to identify possible solutions, to identify training needs of the PRI members, to build rapport with PRI members and establish a network between PRI members, PRIA and the two voluntary agencies.

In **Rajasthan** prior to capacity building intervention, the needs were identified. The training needs articulated by ward members, Gram Panchayat, Panchayat Samiti and Zilla Panchayat members after first election after functioning for more than two years were still on the following. Panchayati Raj Act, the new set up, rural development scenario, Administration and financial management of PRIs and behavioral skills like leadership and team building and participatory decision making.

Besides these efforts, in mid-1999 a study to understand the capacity building needs of elected women members exclusively at Sikar District was done. The major findings were as follows:

Almost all women were elected for the first time and they were illiterate. They do not take part in Panchayat or Gram Sabha meetings. Instead of them their husbands go and attend the meetings. They were also not aware of their duties and responsibilities. Although trainings have been attended by the elected members but since they were not exclusively for women, they did not get the opportunity to participate actively. Only lecture methods were used. Learning materials were very difficult to comprehend.

2.2 Capacity Building of Gram Panchayat members

Different States had different approaches for structured events in capacity building interventions. One common thing which was woven all along is that the simplified act was prepared by RSOs and given to the elected members. Several other educational materials and other important information were collected prior to these trainings.

The objectives were mainly

- To impart knowledge regarding the history of Panchayati Raj Institutions.
- To understand 73rd amendment with the focus on development, decentralization and local self-governance.
- To generate a simple understanding of the new Act and its features.
- To discuss strategies for effective implementation of the Act.
- To equip the participants with the necessary skills and capacities required to change their role effectively.

- To focus on the role and responsibilities of the Gram Sabha and the need to activate it.

The following pages describe various models, modules, designs, methodology and learning materials used in these events.

Attempts were made to use several participatory methods to involve the participants and deepen their understanding of roles and responsibilities vested onto them by this Act. The role of gram sabha was emphasized in all the trainings and wherever possible local resource persons (Gram Sabha, Gram Panchayat members) were used.

In Gujarat training for Gram Panchayat members was organized by 'Prayas' on March 30, 1997 at Mangalore, Bharuch, where 3 male and 25 female participants attended the programme. Training of selected Panchayat was conducted at Gaddu on Sept 18-19, 1996 where 15 male and 7 female participants attended the programme. Training of selected Panchayat at Poshina at Sabarkantha District was conducted at Ambaji on Sept 12-14, 1996 where 23 female and 7 male participants attended the programme. Similarly training of selected Panchayats of Poshina by NPYM was done at Ambaji on Feb 20-22, 1997 where 16 female and 4 male participants attended the programme.

In Haryana a series of capacity building interventions were done from 16-18 June, 9th – 11th July, 16th – 18th July, 29th – 30th July 1996 with **VA 'Haryana Nav Yuvak Kala Sangam'** at Meham block, District Rohtak. A sample training design is given in **Annexure V**.

In Himachal Pradesh the RSO organized a 'one day' capacity building programme with VA 'Chinmaya Tapovan' at Sidhbari, near Dharamshala, HP. The participants were elected representatives from different Panchayats of Kangra district. In all there were 40 elected PRI members.

A workshop on 'Field Experience Sharing' was organized on 23rd May 1999 at Himachal Panchayat Sansadhan Kendra, Maiti. 4 pradhans, 4 panches, 1 up-pradhan and 1 panchayat Samiti member and 1 CBO member attended the workshop beside the VA.

This training proved to be especially helpful for the ward members who had not had such an opportunity

Issues that emerged

- No fixed time for the beginning of the monthly meetings;
- Absence of GP members both at monthly meetings and Gram Sabha meetings;
- Quorum and participation of youth and women in GS,
- Lack of united funds and people's participation in development.

In June and July 1999, a training of elected members at Panchayat level was undertaken in two Districts, Mandi and Kangra. This was done in collaboration with the Government of Himachal Pradesh, Panchayat Training Institute at Baijnath and was sponsored by UNICEF. In Mandi, training of Pradhans and up-pradhans was done in all 10 blocks in two phases. A total of nearly 800 members were trained. A similar training programme was also undertaken in Kangra district, where ward

members, pradhans and up-pradhans of 13 blocks were trained. A total of 4000 elected representatives of Gram Panchayats and Panchayat Samitis were trained in Kangra.

A series of clustered training programmes were conducted by VA in thirty Panchayats of Pachehad block Sirmour district. The learning materials that were partly complimentary were provided on payment.

In **Kerala**, the RSO conducted a two day intensive training for Panchayat members at Harippad, Alapuzha Districts. 35 elected representatives including Pradhan and Up-Pradhan from six Panchayats participated, of which 14 were women. The training included skills related to preparation of reports and minutes, effective communication, leadership styles and accounting procedures. Two leadership programmes were also conducted, one in Parappa, Kasaragod District and the other in Alapuzha.

A special management training was organized at West Kallada for three days from 17 to 19 November 1996 focusing on leadership and communication skills. It was attended by a group of 35 persons, consisting of Panchayat members, Conveners and resource persons from the government sponsored peoples campaign for the 9th plan and representatives of the Vas.

In **Madhya Pradesh** training for Gram Panchayat representatives and the secretary to increase awareness of the state act was undertaken in February, 1996.

During the follow-up training and also internal meetings at Panchayat level, majority of Sarpanch and Secretaries were asking for support in maintenance of Panchayat accounts. On an experimental basis Samarthan organized a one day workshop on 16th June 1996 for Sarpanchs and Secretaries of village Panchayats in Janpad Panchayat building, Morena. Social Characteristics of the Group was as follows: SC-52, St-0, Others-73 (Total-125; 118 male and 15 female). Level of literacy of elected Panchayat was low and the level of literacy of newly appointed Panchayat secretaries was medium. Major objectives were primarily to sensitize and build a clear understanding of the importance of effective accounting system and secondly to provide knowledge and understanding of the standard accounting systems procedures.

Outcome:

- A preliminary understanding on the major provisions of state PR act was developed.
- Major areas of weakness were identified.
- A common understanding on the needs to strengthen capacities for accounting system was developed.

A regional workshop on Panchayati Raj Institutions and participatory development in Vindhya region for 4 days was conducted in 1998 where 40 participants attended the program. The objective was to build the perspective on Panchayati Raj Institutions and Participatory development. During this year, a Panchayat and Health program was conducted to orient on leprosy. This one day orientation program was attended by 62 participants. Being leprosy prone areas this has helped them to plan a strategy for health and leprosy awareness in Panchayats. A one day meeting with elected Sarpanch of the villages of Morar Block was organized by VA 'Gopal Kiran Shiksha Aur Sanskriti Samiti'.

All the VAs have conducted trainings for elected members. They not only arranged local resource persons but also managed local resources for these trainings. RSO had provided a very limited financial support, in the range of Rs.350-400* per training. Details of the event with name of the VAs, dates of training and venue are given in **Annexure VI**.

In **Orissa** the RSO conducted orientation cum awareness programmes for people in general and Panchayat representatives in particular so that the significance of participation in Ward Sabhas and Gram Sabhas could be recognized. The faculty and material support was provided by RSO on the VAs when they were conducting training programmes for elected members till 1998. RSO conducted eight training programmes, in which 288 PRI representatives and prospective trainers participated. It collaborated with VA 'Lok Vikash' to organize five training programmes in Jalpur district. For details refer to **Annexure VII**.

In **Rajasthan**, Government training institutes have organized training programmes for elected members in 1995 and 1996. It is interesting to note that one lakh twenty thousand elected members were to be trained by these institutes but neither was there co-ordination among these in the states nor did they involve other Non-Government training institutes. Logistical problems, inexperienced resource persons, lack of seriousness about training programmes on the part of trainers and participants had diluted the impact. The learning materials which were distributed were inadequate to address the day to day problems of conducting the affairs of PRIs. Ward members were not trained in few areas. The trainings did not give due attention to different needs of women elected members hence they did not find training very useful. Besides all learning materials were meant for only the literate, all the illiterate members were excluded. Sammelan for elected representatives was also held in October 1999.



Sammelan for Elected Representatives

In **Uttar Pradesh**, the RSO organized two 'one day' training for members of Gram Panchayats and Gram Sabhas. A total of 42 persons participated from 14 Gram Panchayats and the Village Education Committees. These were held in Lucknow. Three days PRI training for elected Panchayat members (4-6 July 96) was organised by VA 'Gramonati Sansthan, Mahoba', UP. A total of 45 participants attended the training (Male-20, Female-25, ST-2, SC-35, Others-8). Block Development Officer and District Development Officer attended the meeting. Twelve VAs conducted capacity building events in its operational area. The RSO provided resources as trainers and materials to conduct the programme and give effective feedback. Details are given in **Annexure VIII**.

In the area of training, RSOs have altered their strategy in 1998, based on the experience of working in the past. In UP working with small groups in an intensive and continuous manner, combined aspects of training and micro planning were found more relevant to the field situation.

2.3 Micro plan Processes

It has already been mentioned in the chapter on capacity building of Gram Sabha members about micro plan processes in different states. Given that all stakeholders

* At the time of report Rs.47=1\$ US

were involved in this process, stated below is the impact of this capacity building intervention.

- **Increase in level of confidence of Gram Sabha and the elected members:** Regular interaction with the representatives and the community has led to increase in the levels of confidence of the community and the representatives. The women sarpanch and the representatives have gained confidence. The increased confidence of the representatives has helped her in establishing contacts with the local administration and the other tiers of the Panchayats. The Sarpanch now attends various state level meetings.
- **Accessibility to the information:** the information in their day to day life could be accessed from the sources. Some examples-
 - Providing information to the community regarding various schemes.
 - Encouraging discussions in gram sabha.
 - Discussing issues in the gram panchayat meetings.
 - Seeking clarifications with the government officials.
 - Negotiating with the local level MP/MLA for getting benefits.
- **Increase in the awareness levels of the Gram Sabha and the elected members:** The various awareness programmes have raised the level of awareness among the community members and an understanding has been created on the powers and the functions of the gram sabha. Their understanding has helped in establishing proper coordination with Panchayats.
- **Participation of the Gram Sabha and the elected members has increased:** The GS has started coming together and analyzing the situation. The community has prepared the plan according to their need and they have also taken the responsibility of implementing these plans.
- **Increase in participation of the women and marginalized groups:** The women have started coming to attend meetings and they have started raising issues and discussing these issues in the Panchayats. The Dalit ward members have started conducting meetings in their ward to resolve their issues.
- **Regularization of Panchayat and Gram Sabha meeting:** The meetings have been regularized. The GS members have started participating in ward level meetings to identify and prioritize problems before gram sabha meetings. The regular attendance of women has increased in the meetings.
- **Formation of community level groups:** Various community level groups have been formed such as Mahila Mandals, Youth Mandals. These mandals have come up as pressure groups and they are intensively supporting Panchayats to carry out their functions.
- **Establishing viable linkages:** The process of bottom up planning has helped the gram sabha, gram panchayat to have proper coordination and also establish linkages with the other institutions and agencies, etc.
- **Local Government (District and Block level) have recognized the process:** In some states the Government had accepted as an effective way of planning at the panchayat level and utilizing available resources for development.

2.4 For the first time elected tribals, women/Dalit members

Exclusive events were organized for elected tribal, women and Dalit members.

2.4.1 Environment Building: Women Pradhan and VA Heads

Before starting capacity building interventions in states like Uttar Pradesh environment building was done. Two workshops were organized. The first was a workshop for elected women panchayat representatives held in July 1995 in Lucknow. The workshop provided an opportunity to 43 participants to articulate their expectations from Vas. It also sharpened RSOs own understanding of the ground realities. Second one was for both male and female gram panchayat elected representatives.

2.4.2 Training Needs

In **Rajasthan**, a study done in Sikar and Jhunjhunu District shows even after functioning for more than two years women still felt that the training needs are to attain literacy. The articulation and assertion training to overcome psyche and political culture of oppression, exploitation and resultant deprivation, mobilization of support networks and pressure sub groups to resist politics of 'no-confidence motions', to oust them from power positions were the foremost needs. The legal literacy, confidence and self-esteem building, overcoming fear of traditional institutions, taboos, etc. were also expressed as needs.

2.4.3 Exclusive Women Trainings

In **Himachal Pradesh** exclusive women elected members of Lambagaon and Bhawarna was done in September 1996. At **Devgadh Baria** in Madhya Pradesh, VA conducted training for women Pradhans. 30 women attended the programme. Educational material was also provided.

Exclusive Women Elected Representatives Training



In **Rajasthan**, **PRIA** along with the district administration had conducted a series of training programmes in three blocks of District Sikar and Jhunjhunu. A total of 500 women elected representatives as well as women Gram Sabha members were trained.

For the first time, they got an opportunity where their voices were heard in front of the trainers. They also got an opportunity to interact with Government officials.

Pradhan of Mau Gram Panchayat in Shrimadhapur block is 27 years old, married and educated up to high school. She is a very dynamic woman, elected for the first time as Pradhan. She claimed that she belongs to the erstwhile ruling party. When the state ruling party was in power she very effectively handled the Panchayat work and implemented all development schemes and programmes. Peoples accepted her as a good leader. But since the government of the other party has acquired power in the state the situation has changed drastically. Since last year she is facing real difficulties in the Panchayat. During Gram Panchayat meeting, drunkard people constantly create problems and paralyse the work of the Panchayat. She is also not able to get the funds in spite of all the necessary formalities completed by her.

In **Orissa**, the RSO along with Lok Vikas organized three, four day training and orientation workshops for elected women representatives of the Panchayats of the

Badachanda Block, Jeypore District. 37 elected representatives took part in the programme.

In **Uttar Pradesh**, the RSO organized 'one day' trainings for women members at Auraiya 33 women from 14 Gram Panchayats participated.

2.4.4 Innovative ways of Strengthening Women Leadership: Mahila Sammelan in Haryana

'Strengthening leadership of women in PRI' was the theme around which a sammelan was organized at Rewari district, Haryana by the RSO on 7th March 1999. Over 900 women elected members participated in this state level meeting inaugurated by the State Panchayat minister. They spoke about the issues and problems that needed to be addressed in order to strengthen their leadership. The process was initiated by sharing the findings of a study on women in PRIs carried out by the RSO in that area. According to this study an increasingly large number of women elected members are effectively taking on their roles as leaders.

Mahila Sammelan in Madhya Pradesh

The story of Rummebai – a tribal women panchayat leader in Madhya Pradesh: The Chief Minister of Madhya Pradesh organized a Mahila Sammelan in Bhopal where chairs were laid out for the Ministers and mats were laid on the floor for elected women representatives. The meeting began. One of the representatives stood up and questioned the chief minister, "you keep talking about women and women's equality. You talk of reservation for women and we are in politics now, the people have elected us. Is there is a shortage of chairs in Bhopal?" The next day chairs were brought in and the chief minister thanked the women representative for having raised the issue. The woman who raised this question was Rummebai Invati, a 37 year old member of the Kurai Block Panchayat of Seoni district of Madhya Pradesh.

2.4.5 Exclusive Tribal Women Trainings

In **Madhya Pradesh** Mohanpur Khurd in Guna district is a tribal Panchayat. This tribal Panchayat has its own tribal Panchayat vis-à-vis new Panchayat. This Panchayat has a woman Sarpanch, the wife of a local moneylender, who is also a tribal and has a strong control over the community. A one day meet was organized for discussing various issues related to the Panchayat and their day to day issues. The elected members and senior villagers expressed the need for a training to know about Panchayati Raj act and amendments properly. VA 'Prayatan' took the responsibility of conducting the training.

In **Orissa**, a training programme for elected tribal women representatives in Boipariguda Block of Koraput District was organized.

2.4.6 Exclusive Tribal Trainings

In **Orissa**, RSO conducted training for elected Tribal Panchayat representatives on 08/10/1998 at Chandi Khol with VA Lok Vikas.

2.5 Onsite support – Beside these structured events for elected members, regular onsite support was provided by Vas.



Exclusive Tribal Training

The news spread in Madhya Pradesh towards the end of 1996 that the cheques issued by the Panchayats should be countersigned by the BDO for any withdrawal, in connivance with the Bank. Shakti took up this issue and found that no government order had been passed. Pradhans have been informed about it and BDO has also agreed not to harass Pradhans by such tactics in future.

The trained VAs personnel were to work closely with elected Panchayat representatives not merely as trainers, but also as effective capacity builders.

2.6 Negotiating with higher levels

Capacity building of gram panchayat members with high level that is Panchayat Samiti and Zila Parishad level to develop effective linkages between three tiers was also done.

2.6.1 Interface between the three tiers

In Haryana

In order to strengthen the organic link between the three tiers as envisaged in the Act, RSO and its collaborating VAs have held a series of one-day dialogues between representatives of the three tiers at Block Jhajjar Districts Rewari. This was the first occasion where representatives of all three tiers came together under one roof to discuss issues related to economic development and social justice along with strategies to strengthen the organic link so that each one has an important role to play in the process. Issues of accountability and transparency leading to good governance were discussed at length by all the three tiers. It was discovered that many of the problems could be solved at their level since they arose purely out of gaps in communication and linkage between the three tiers. There is very little understanding of the underlying perspective of decentralization, with this an amendment was made. By and large, elected representatives of all three tiers see themselves as mere implementers of centrally determined schemes of the government. The government too promotes and reinforces this role of the representatives.

Concentrated efforts were made at block Barara, district Ambala with the VA 'Racheri Janta Vikas Gram Udyog Samiti'. In order to ensure the active participation of the block and district level government functionaries, efforts were made to involve them from the planning stage. This proved to be quite successful as they sent our invitation letters on their letterheads (in addition to the RSO). 40 participants including elected representatives from the Zilla Parishad (both chairperson and members), Panchayat samite and gram Panchayat along with several block level functionaries actively participated. Meaningful discussion took place on the role and responsibilities of elected representatives at each level, the barriers to their effective functioning and need to strengthen the organic link. Spaces and mechanisms were discussed through which the three tiers could strengthen their links and functioning in the existing scenario.

2.6.2 Capacity building of Panchayat Samiti members

In **Himachal Pradesh** the Government under a UNICEF project had requested the RSO to conduct 'Training Programmes for Elected Panchayat Samiti Members' to build their capacity as effective PRI functionaries. From 12th to 30th of July training programmes were organized at all thirteen blocks of District Kangra. The design flowed from power structure and Constitutional Amendments, new Panchayati Raj and HP Panchayati Raj, social and gender justice, constitutions of Panchayat Samiti

and Standing Committees, no confidence motion against chairman and vice chairman, powers and functions of Panchayat Samiti, control audit and inspection, information regarding various government schemes like Jawahar Rojgar Yojna and watershed development.

The learning:

- Gram Panchayat has both administrative and financial powers in practice while Panchayati Samiti has none.
- Panchayati Samiti members meet four times a year. The resolution passed is sent to ZP and concerned authority but no one takes any notice of the resolutions.
- Panchayati Samiti members are not gram panchayat members hence are not welcomed in the panchayat meetings.
- Panchayati Samiti members suggested that this tier be abolished and lakhs of rupees can be saved as they do not add value by their presence in three tiers.
- Block Development Officer's Annual Confidential Reports are not being written by Panchayati Samiti chairman hence they no longer attend the meetings.
- The only grant Panchayati Samiti gets JRY. They divide the funds among themselves equally.
- The standing committees have no finance hence there is no point of having audit, finance and planning committee.
- Government does not pay any attention to the social justice committee.
- Majority of Panchayati Samiti members have not seen HP acts and rules.
- Government is not ready to hand over the powers. Unless Panchayati Samiti members stand united they will not be able to get power from the Government.

Training Needs of Panchayat Samiti and Zila Parishad in Rajasthan

A study has been done in Rajasthan where training needs of the Panchayat Samiti and Zilla Parishad along with the Government counterpart was done in 1997. Joint trainings at this level were advocated.

Training Needs:

- Greater need for problem solving orientation in training sessions, catering to resolving field related problems. Inputs on birth-death registration, domicile certificate, conversion of abadi lands, public distribution system, mobilizing financial resources of Panchayats desired, as presently they are not being covered in detailed clarity.
- Integrating gender issues in development areas.
- Assist woman sarpanches and ward members for greater effectiveness in their role performance.
- Need for behavioral issues like motivation, coordination, conducting meetings and minutes recording, team building, community participation and communication skills etc.

In **Uttar Pradesh** a training for elected Block level members was organized by VA 'Vir Bundelkhand Samajothan Mauranipur' on 1-3 July 96. A total of 35 participants attended the training (Male 30, Female 5, ST 7, SC None, Others 28). People were eager to know more about their functions & funds.

2.6.3 Orientation of Zila Parishad members

In **Orissa**, the RSO and All Orissa Panchayat Parishad (AOPP) jointly conducted a training programme for Zilla Parishad members.

Sensitizing Supply Side:

3.0 Capacity building of Government functionaries

The three levels of elected members have corresponding three levels of Government functionaries to deal with as shown in the Fig2. Panchayat Secretaries are at the Gram Panchayat level, Block Development officials at block level and District level administration at district level.

3.1 Capacity Building of Panchayat Secretaries

Panchayat Secretaries also known as Panchayat Karmies are only Government functionaries who have direct link with Gram Panchayats but there is an acute shortage of properly trained Panchayat Secretaries. Even senior Panchayat Secretaries are not very effective as they have also not undergone any orientation course to work in the new atmosphere ushered in by the conformity act.

In **Kerala**, K. Sreedharan from Trichur, a Panchayat Secretary who has attended training programme conducted for elected members have started contributing articles in publications like "Panchayat Raj", published by the directorate of Panchayat, Government of Kerala.

In **Madhya Pradesh**, orientation programmes were organized for Panchayat Karmis and **Key Resource Persons**. A large number of local youth have been appointed as Panchayat Karmis by the Panchayats. There was a felt need to orient them to understand the new Panchayati Raj systems as well as their role in it. They also needed to know how to manage the registers and accounts of the Panchayats. As a result, training camps for Panchayat Karmis were organized in three clusters in Sehore district by Samarthan. About 45 Panchayat Karmis were oriented on the following issues:

- Their roles and responsibilities.
- Relationship building skills with the Sarpanch, Gram Sabha and Government Officials.
- Accounts and book keeping.
- Sensitization on gender issues to promote women's participation.
- Importance of the Gram Sabha and ways of promoting information sharing with Gram Sabhas.

After these orientation and training camps, the Panchayat Karmis identified around 18 people from the Panchayats who were later oriented at the Panchayat to support the activities of the Gram Panchayats.

In **Rajasthan**, the original two year training programme for Panchayat Secretaries had been reduced to 45 days training programmes in 1996-96 leading to training gaps.

3.2 The Government Training Institutes –

The Government training institutes have the responsibility of building the capacity of the elected members. But these institutes have certain strengths and limitations in strengthening these institutions. Ideally every divisional HQ should have a regional training center for panchayat level training.

3.2.1 Physical Infrastructure

All the Government run training institutes in all the States have sufficient physical infrastructure available. But most of the training institutes lack basic training materials like projector, flip charts and markers.

Rajasthan Government Training Institutes have sufficient infrastructure like training halls, rooms, spacious land, staff quarters etc. But even after spending 35 lakhs on construction works in 1995 and 1996 in the Dungarpur centre, the basic training materials like projector, flip charts and markers were not available. Three Training Institutes at Ajmer, Jodhpur and Dungarpur in Rajasthan are sharing a workload of 10-11 Districts. There is a mismatch between establishment costs and training programme costs.

3.2.2 Learning Materials

Even the learning materials are out dated and difficult to read because of the poor photocopy quality. The language is mostly official. Even if it is in local language it is generally very difficult to comprehend, as simple language is not used.

3.2.3 Human Resources

To run training institutes the trainers are pooled from different government departments mostly on deputation. They may not have competencies as trainers besides having knowledge base for Panchayati Raj Institutions. Even the staff is not generally oriented to the new role. The staff members lack understanding of Participatory Training Methodology. More so, with the general feeling that the training institute is a punishment posting, not much pride is associated with the work.

The RSOs in different states are trying to use the available sources of government training institutions to fill the gap of resource.

4.0 Preparing Change Agents: Capacity building of Voluntary Agencies

Each state level RSO build the capacity of VA staff for strengthening Local Self Governance. The VAs who have grassroots presence and would work with elected members directly were identified and selected by RSOs with mutual consent. The strengths of these organizations were the good rapport and ability to work with the community. They were aware of the local language, culture, difficulties faced by the community and their needs.

For capacity building of the VAs two approaches were made depending upon their link with the field:

- For the intervening areas that were new for the RSOs after selecting VAs, a Head of organizations orientation meet was organized. This helped in two ways, firstly the perspective on working on this thematic area was developed, secondly the training needs and ground realities were understood.
- Where the RSO had been working for long like in Gujarat, the State level Training of Trainers programme was organized where capacity of both the Head of Organizations and staff was built to work on this thematic area.

4.1 Building capacity of Head of Organization

Head of Organizations meet was organized in some States with the following objectives:

- To identify the need of training and acquaint them with the future strategy.
- Also to sensitize the heads so that they consider the programme their own.

In **Haryana** on 19th and 20th December, 1995 a workshop was held in PRIA. A total of 18 participants from 16 organizations attended the workshop.

The foremost suggestion that emerged was to hold a state training of trainers at **Haryana** in order to equip their staff with the details of the act to enhance their training capacities.

In **Kerala** from 14th to 15th October 1996, 'Sahayi' conducted a two-day state level consultation of members of voluntary organisations in Kerala on the role of the voluntary groups in strengthening the PRI. It was attended by participants from 38 organisations from 12 districts of the state.

In **Himachal Pradesh** the training was held on 22nd and 23rd of January 1996. A total of 25 participants from 18 organisations attended this meeting. They were mostly from 5 districts, namely Chamba, Kangra, Mandi, Una and Hamirpur.

In **Uttar Pradesh** on 19-20 October, 1995 a meeting was organized where a total of 38 participants attended the programme (Male-28, Female-10, SC-7, ST-7, Others-24). On 15-17th Nov 1998 to upscale the intervention another Head of Organisations meeting was done at Banda where more VAs capacity was built to work on this issue. A two day meeting was organized at Jhansi from 5th to 6th July 1999 in order to obtain the profiles of Jhansi based voluntary organisations and to develop working relationships and develop a rapport with them.

Impact – A network of VAs was floated who were willing to work on this issue on long term basis.

4.2 Capacity Building of Staff of Voluntary Agencies

Based on the training needs of all participating regional support organisations State Training of Trainers (STOT) Programme was conducted. The main objectives of STOT were as follows:

- ◆ To develop an understanding of local self-governance and the new Panchayati Raj act.
- ◆ To understand the concept of participatory training and the role of trainers.
- ◆ To develop a different strategy towards the development of elected women panchayat representatives.
- ◆ To formulate future strategy for Panchayati Raj intervention by individual organisations.

Although in the beginning intensive capacity building interventions like STOT were done but after this onsite and structured capacity building of staff was done continuously and regularly.

In **Gujarat**, STOT was organized during January 10-13, 1996, for the staff of voluntary agencies. In this training programme, thirty two functionaries (15 females and 17 males) from 13 VAs participated. On November 20, 1996 a one-day training programme on budget preparation was organized. With VA 'ASAG' and VA 'SARATHI' staff orientation programme was conducted and facilitated on April 13, 1996 at Godhar. Thirty participants (25 male and 5 female) attended the programme.

The unique feature of the Gujarat intervention was a two phased STOT. This has given more space to understand some concepts of strengthen PRIs and then practice this in the field. The second phase had helped in reining the old concepts and bring in new ones.

Another advanced state level training programme was held during January 29-31, 1997 in which 42 functionaries from 32 organisations participated.

The staff of VA 'Rajpipla Social Service Society' underwent a three days training on Tribal Self Rule.

In **Haryana** 'seven-day STOT was organized at Rai in Haryana. Twenty-eight representatives from eleven organisations participated in this training. During Oct 14-16 1996 PRIA organized a two day meet for voluntary organisations of Haryana at PRIA. The aim was to share the experiences of one year work on PRI, evolving a common goal/perspective and determining the future. Fifteen participants from ten organisations attended the programme. The outcome was that the network of VAs got strengthened, a common perspective developed, and clarity on PRI and future plan was built.

In **Himachal Pradesh** during 23rd to 27th February, 1996, a five-day STOT was organized at the Regional Mountaineering Centre, Meclodganj, District Kangra. There were representatives from 12 organisations. Uniqueness of this is this that elected panchayat members also attended the programme. An orientation cum capacity building workshop on strengthening Panchayati Raj Institutions was conducted at Shimla from 28th to 30th October 1999. The participants were representatives of NGOs, elected members, mahila mandals and youth groups. The workshop was attended by fourteen VAs, two CBOs, two elected members. A total of 23 participants attended this programme. Participants shared their future action plan also. A two-day workshop was organized on 3rd and 4th of February 2000 at Municipal Conference Hall at Nahan, Sirmour with VA 'YUMDHA.' The workshop was attended VA members, elected members, intellectuals, Mahila Mandal and Youth group members. The highlight of this workshop was that the Zila Parishad Chairman was supported to inaugurate the programme and leave but when experiences were shared he took special interest and attended all the sessions. A total of 37 participants attended the programme.

In **Kerala** the 'seven-day' STOT was conducted from 17th to 23rd January, 1996 at the West Kollada Social Welfare Society in the Sastharcotta block in which 37 delegates from 25 organisations from 9 districts of Kerala participated. A state level orientation on micro-planning was organized at the Community Panchayat Hall of Ahirappally Panchayat in Trichur district from 13th to 16th December 1996. The main aim of the programme was to train a core team of facilitators from 18 collaborating VO group in relation to micro-plan work. A one day micro planning orientation was conducted at Santhigram in the Trivandrum district on 9th December, 1996. It was attended by 39 VAs.

In **Madhya Pradesh** the STOT was organized in January 1996, in Bhopal. 13 participants from 9 organizations (from Bundelkhand, Malwa and Chattisgarh regions) attended the training workshop. The attendance in this workshop was low because of heavy rains in many of the regions which hampered the travel of a large number of participants. Another training was also held in July 1996 for staff of VA to increase and systematize their accounting procedures. As a follow-up measure of the trainings, all the above organisations have agreed to conduct accounts training for their respective Panchayats. 55 Mahila Samakhya (A grassroots programme for women) Sahyogini (staff) training was done for 2 days in 1998 to orient the Sahyogini and the Panchayat Representatives.

In **Orissa** STOT was organized between 17-23rd May 1999, in which 25 community organisers and field coordinators of different NGOs working in seven districts of Orissa took part.

In **Uttar Pradesh** due to territorial constraints coupled with the geographical pattern of the networking, two separate STOTs were organized: One at Lucknow for VAs of eastern UP and the other at Chitrakoot for the VAs of Bundelkhand.

Eastern Uttar Pradesh

On 15-21 Nov, 1995 STOT was organized where a total of 30 participants attended the programme (M-15, F-15, SC-5, ST-13, Others-12) In this training as many as 16 resource persons gave their views and ideas in strengthening Local Self Governance. This has also helped in building links with local key organizations like UNICEF, Panchayati Raj Department, CAPART, SIRD, etc.

Bundelkhand Region

A training of trainers programme was organized from 27th Nov – 3rd Dec 1995 at Banda where a total of 22 participants attended (M-14, F-8, SC-5, ST-10, Others-8). The objectives, methodology, contents remained the same.

A training programme was organized by the RSO for the staff of 'Disha Samajik Sansthan'. Another training programme for "Panchayati Activities" was organized from 20-23rd September 1999 for another VA 'Pratinidhi Sansthan', Barhaz Balia. A two day orientation training was provided to VA 'Mahila Evam Bal Kalyan Utthan Samiti', Para Chaura Bagh, Ghazipur from the 26th – 27th September 1999 on social work, group formation and their responsibilities.

There were hurdles in understanding the concept, preparation and implementation of micro plans. A 'Micro plan Refresher Training Workshop' was organized for thirty VAs in March 1998 by RSO to identify the hurdles and overcome it collectively.

IV. Conclusions

The complex regional variation in India has a wide array of constituencies at different levels of understanding that are critical direct or indirect actors of Panchayati Raj Institutions. This has made us realize that capacity building interventions are the need of the hour. They should be need based and situation specific. The concrete evidences of working on this issue for the last 6-7 years has reinforced our faith in capacity building interventions to yield results.

1. Significance of Capacity Building

Capacity building interventions have made the constituencies realize the need of appropriate and timely information. This has created a demand for the information and access to information on a regular basis. Hitherto the information has been treated as property of the privileged class. This has been demystified. Capacity to process the information and sharing among others has had a cascading effect on elected members. The ability to question Government functionaries who hold all the powers of development of the Panchayats had been in increase. Although with those who have the power for so long the magic wand approach may not work immediately, however questioning collectively is a significant step towards development of panchayats. More and more capacity building interventions have been demanded by the elected and Gram Sabha members.

There is a significant increase in the level of awareness of Gram Sabha members and elected members. This has helped in understanding different processes of functioning of these institutions. The underlining stake of various stakeholders has been more clear and the need for functioning as individual and collectives have been understood. These interventions have also developed skills of different constituencies to conduct meetings, provide leadership, timely decision making, communicate effectively and manage the resources in an appropriate manner.

2. Capacity Building for Empowerment

These capacity building interventions when focused specially to the excluded class like the women, Dalits and tribals had more impact. Since these classes have different framework for learning hence these interventions have made them realize their own potential. These opportunities have brought the changes in the behavioral pattern. The behavioral changes in an otherwise dormant life pattern of first time elected members have helped in mobilizing human, material and natural resources. Capacity building interventions address the role of Panchayats as decision making bodies. These have helped in playing their role more efficiently and with confidence. The realization to the importance of the information and access to resources has come through these interventions and helped them become empowered.

Our experiences show that in spite of having certain disadvantages the women elected member after capacity building interventions could address issues like land grabbing, selling of illicit liquor, etc., this is indeed an empowering process. Sometimes even male elected members would not like to raise tricky issues like these in their own Panchayats, fearing bad reputation.

The tribals whose rights of livelihood through forests were snatched in the name of protecting the flora and fauna are now collectively coming together for their rights to protect the forest within the jurisdiction of their Panchayats. There are instances where connecting roads through the forests were not being built for so long under the pretext that the trees could be felled. After the capacity building interventions and access to information the connecting road could not be built by the Panchayats. And it was an all-women tribal Panchayat.

So far Dalits in a village have been doing certain specific activities since generations which were thought as suitable to them. They were neither allowed to sit in *chaupal* nor allowed to speak. But after the events they themselves took initiative to go to the Chaupal. Now they have been not only allowed to sit and attend the meetings but also air their views. There are examples where the dalit ward members who since generations is ferrying goods through the mule in hills have not attended any Panchayat meeting after being elected. After capacity building interventions he has realized the importance of the meeting and started attending the meeting and can articulate his view on the matter concerned.

3. Methods in Capacity building

The previous chapters describe our experiences of using various methods of capacity building interventions for varied constituencies. Though there are state specific variations however some common methods that weave all along are found very effective.

3.1 Educational Materials

The materials prepared by the RSOs and the partners were innovative, region and language specific. Special framework was thought of prior to developing materials. Almost all the RSOs have simplified the State Panchayat Act in a simple state language. This has helped the literate constituency to understand the premises in which they are intervening. In structured events simplified materials were disseminated for future references. Various forms of learning materials were prepared. They were in shape of posters, pamphlets, fliers, handbills, newsletters, etc.

Since in India after every 50 KMS even the colloquial language changes, special emphasis was given on languages. Bright primary colours have been used for more impact. There were simple sketches which could be understood by everyone.

The oral traditional methods of *Nukkad Natak folk songs* were also used for both literate and illiterate groups. Interactive games and flip charts were prepared and found very useful in capacity building interventions. All events were documented and disseminated for others references. This has helped in organizational/institutional learning too.

3.2 Workshops

The workshops are found to be very effective where participants could bring their own experiences and field realities and work together to formulate common understanding and strategies. The workshops take care of the learnings of the participants from one stage to another. Group discussions were found to be especially useful. The unique features in these workshops were the future action plans whereby the participant own agenda in terms of actions could be incorporated. These were found more effective with Government functionaries and staff of VAs.

3.3 Camps

One day or half day camps have enabled us to reach GS members or elected members quantitatively in their own context with minimum resources. Although this has the limitation of taking up one or two issues in each camp depending upon the duration but the positive side of it is that keeping in mind the number of Gram Sabha members and elected members in India this is a very effective method. Our recent experiences of **Campaign mode of capacity building** coined as PRAJA has helped us reach the Gram Panchayat members after the second round of elections to about 0.66% of blocks (as mentioned the total number of blocks are around 6000, 53

blocks have been intervened in January – March)* in four states (Haryana, Himachal, Rajasthan & Uttar Pradesh). This has proved to be a low cost intensive method whereby we can elect members soon after they have been elected and orient them to the new roles and responsibilities. Moreover, the elected members felt that their identity have been honored by at least calling them to a capacity building structured event. They were happy to be able to express their views and develop a link among themselves. Similarly in one state (Madhya Pradesh) clustered approach of campaign mode of strengthening Gram Sabha members has helped us to reach 265 Panchayats. This method is very effective with elected and Gram Sabha members. The challenge is to make these campaigns self-sustainable without the use of imported interventions outside the context and be able to keep this alive and regular.

3.4 Trainings

Trainings had been always participatory with focus of learnings to 'KAS' that is Knowledge, Attitude and Skills. The exchange of knowledge, behavioral changes and skills building by practically doing are the foremost areas addressed in the trainings. Large and small group discussions, role plays, case studies (oral and written), exercises, simulations, etc. and learning materials were used to substantiate the learning. The outcome is very impressive but cost in terms of time and resources are quite high and this may not help to reach all elected members soon after the elections. Once the training is delayed there is a likelihood that the elected members may not understand the true role as envisaged in the provisions and may fall back to the prey of powerful stakeholders and act as the third tier of implementers. This method is found to be useful with VA staff.

3.5 Field Visits

The base of field visits are the learning by seeing. Field visits have been found very useful whereby the elected members and VA members could see the successful (or not so successful) models. The focus is on how it has been done elsewhere and how it could be replicated in their own context. Though this method needs coordination of time and is a little expensive but the impact is always more. Our experiences of visits made by elected members specially women or dalit members to another Panchayat where the panchayat is being (for women or dalit visitor to woman or dalit headed) developed in similar context helps. This brings enthusiasm and more concrete action taken by VAs and elected members after the visit.

3.6 Projects

Different other developmental actors work on various developmental projects in the Panchayats. These projects need to be integrated with the Panchayat ongoing activities. Hence the capacity building interventions if integrated with ongoing projects or schemes have more impact. The watershed development projects, total eradication of leprosy or blindness projects, etc. in the Panchayat needs to be integrated with the panchayat activities rather than as standalone interventions. This will strengthen Panchayats rather than promote parallel bodies that may hinder the functioning of constitutionally framed bodies. Projects could be more effective and enlarged.

3.7 Linkages

The capacity building interventions provide a platform for the participants to come together. This creates lateral as well as horizontal linkages. Among themselves they can develop horizontal linkages and may act as peer pressure group. Lateral linkages between three tier help them understand each other's functions and roles better and jointly may bring desired changes fast. The administrative linkages developed are also useful for the day to day work of panchayats. The challenges are

* Details are in Annexure IX

to make self-sustainable linkages without being externally pushed. These linkages could be of different levels like lateral network of all Gram Panchayat members, network of all Panchayat Samiti members, network of all Zilla Parishad members, network of all local CBOs or horizontal network at block or Zilla level. Experience shows that cluster network can be sustained with less effort.

4. Enabling Environment for Capacity Building

The enabling environment for capacity building is as important as the interventions. This is more true for those who have not been brought to the mainstream of development and provisions have given them an opportunity. Prior to women capacity building interventions, if the environment is built by visiting their families or briefing the family members about the objectives and expectations, the impact is more. Sometimes even after doing this due to the social system a woman member may not be allowed to come to the event alone hence for effective learning another family member could be invited.

In India Government servants are accepted as the most powerful persons. Hence, BDOs or District administration needs to be put in the picture before any capacity building interventions. This helps in rapport building before the proper environment is built.

The experience of strengthening of these institutions in the past 6-7 years makes it clear that effective local self-governance is still a distant dream and requires enormous capacity building interventions to realize its potential.

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Micro plan process at Dhana Panchayat in Haryana

Concerns and Future Directions

The planning process in Dhana was completed in October 1997 and since then, the implementation process has begun. Finances for some of the planned projects had been generated and negotiated. The number of tap connections had increased from 6 to 14 as a result of community contribution and Panchayat initiative. Two water tanks had also been constructed, a new transformer had been installed in order to deal with the electricity problem but deeper issues of land encroachment and women's continued active participation in the Panchayat remain unresolved.

Land Encroachment

The issue was of critical importance because the encroached upon land belongs to the harijans (allotted). The encroached land mostly belonged to the dominant Jat caste. The sarpanch of Dhana was also a Jat and very keen on solving the problem but unable to do so. The matter at the moment was in the Sub Divisional Magistrate Court however it seemed like any solution to the problem would not be worked out. In spite of repeated discussion during meetings and initiative taken by the Panchayat any amicable solution to the issue continued to be evaded. The issue was obviously related to the wider issue of caste and class vis-à-vis who controls the resources and power. Nevertheless a process has been set in motion and it is hoped that eventually the people of Dhana will be able to resolve the issue.

Participation of the marginalized and access to resources:

The schedule caste community continues to struggle with the issues of access to resources the land encroachment issue remains unresolved and placement of facilities like electricity pole of water taps in the wards dominated by them was still the last priority. The panches in the Panchayats representing the SC and backward communities still found themselves marginalized and getting the needs of their wards across a constant struggle. During planning process participation and initiative of men and women from the schedule caste and backward classes was the highest.

Women's Participation:

Women's participation and support during the planning phase was immense however their continued participation in the implementation phase has reduced. The Panchayat had two women panches but they still hardly ever attend the Panchayat meeting. Reasons for this are closely linked to the social norms and roles that women have to play in their day to day life. Given the fact that women do more work than men and work much longer hours their participation in implementation gets automatically reduced. Moreover it was also a question of interest and what they considered of value i.e. their interest in the cutting and tailoring centre was responsible for the start of that centre, they did fight for entry in the 'chaupal' and got it. Perhaps the struggle was just beginning.

Budgeting in Planning:

Planning for economic development implies the necessity of formulating budgets for the planned activities but one of the major concerns of the planning process in Dhana had been the lack of a budget to go about with the activities. The reasons for this are twofold-one neither the Panchayat members or gram sabha members and nor the PRIA facilitators had the required expertise to formulate budgets and two it was not the focus of the planning process but on hindsight it was becoming clear that if we were talking about planning and resource allotment then the financial aspects of planning had to be taken into account while undertaking bottom up planning initiative.

People and Panchayat of Dhana:

- Hitherto the marginalized group i.e. women and scheduled caste had begun to realize the power of functioning in a group in order to start a struggle for their rights.
- In a society where more than two individuals could not hold a discussion, a discussion, a process of group meetings for problem resolution as well as discussions on issues of common concern has begun.
- Some of the members of Gram Sabha (through their active initiative) had emerged as community leaders, realizing the importance of their role in the development of the village.
- The gram sabha on the whole had become aware of their own power vis-à-vis the authority vested in them by the Haryana Panchayati Raj Act. From the point where they constantly expressed helplessness at the way the Panchayat and the government functions they had come to a point where they knew that they could take action (that there are ways and means by which they can take action).
- The entire process had enabled the people to express their needs and plan for those needs-realizing their own role in the process and the role that is played by the Panchayat and the government.
- The Panchayat had learnt to function more cohesively in the interest of the people at large.

Diary of Events in Microplan preparation in Himachal Pradesh**1996****Phase One**

March 21-25: Micro-planning workshop held at PRIA, New Delhi in order to make a common framework for PRIA and NCRSOs.

May 17-19: Training workshop for core group on micro planning in Kehad Panchayat, Mandi, Himachal Pradesh. Preparation of educational material for the volunteers workshop.

May 23: One day meeting of the Gram Panchayat members (Kehad) in order to introduce the concept of participatory bottom up planning and to identify volunteers from each of the 11 wards.

May 27-28: Training workshop for group of volunteers in the Panchayat complex of Kehad Panchayat.

June 3-11: Ward wise meeting held in all the 11 wards of Kehad Panchayat to acquaint the people about that concept and process of micro planning, its necessity, importance and peoples involvement in it.

Phase Two

June 20: The second phase of our exercise began with a one day meeting with the volunteers and briefing them about the first task of phase two i.e. the socio-economic household survey. For this purpose sample survey of two households was done the same evening in order to get the volunteers accustomed with the questionnaire. Also the points which are missing were included in consultation with the volunteers.

June-July: Socio-economic survey of all the households in six villages of Kehad Panchayat was carried out by the respective volunteers of each ward.

July 19: One day meeting with the volunteers to discuss mainly the problems being faced and peoples reactions to our micro planning intervention.

July 20-21: Two days workshop on micro planning held at Aryan Bunglow hotel, Mandi. The purpose of this two days meeting was mainly to assess the activities carried out and to discuss and solve the problems being faced by the people involved in it.

Phase Three

July 30 – Aug 11: Tabulation of the data collected from the socio-economic survey by the volunteers.

Aug 21-25: Making of the master tables for compilation of the data collected.

Aug 25: One day meeting with the volunteers to discuss and review the ongoing work, especially the problems being faced.

September: Tabulation and compilation of the data by members of the core team.

October: Building up a framework for analysis and writing of the report by members of the core team.

November: Tabulation and analysis of the data continued. Also members of the core team and a few of the volunteers prepared charts to depict the findings of the survey in a graphical manner which can be easily understood by the people.

Detailed mapping of all the villages in the Panchayat was done by two of the volunteers. These maps were based on those of the Patwari, locally known as "lattha". The natural and physical resources available in the villages were shown on these maps.

Phase Four

December 26: One day meeting with the people of Kehad village (one of the six villages of this Panchayat) for community problem analysis i.e. sharing of the findings of the survey with the people, discussing the problems being faced by them and prioritizing the development activities. This meeting was held in the presence of the Pradhan, UP-Pradhan and the respective ward members of Kehad village.

1997

Following are meeting of community problem analysis, where findings were shared, problems and priorities were identified, a Village Development Committee was constituted and a plan was made at the village level based on the main problem and felt need of the people present.

January 18: Meeting held in Bhiura

January 21: Meeting held in Khiuri

January 22: Meeting held in Satoh

January 26: Meeting held in Rigar

January 28: Meeting held in Chawari

January 30: Meeting held in Kehar

Issue based Micro plan Process at Khanora Panchayat, Sinhuta Block, Chamba District

For the last five years the community and elected members from Khanon Panchayat of Block Sinhuta of Chamba District have been persuading the Block Development Office to build a four hundred meter stretch of pucca road. But nothing happened, our new partner 'Himachal Gramin Vikas Parishad' in partnership with Samaj Sewa Parishad and community contribution has built the road. The contribution for the road was in response to the appeal made by the partners to the villagers to revive the age old tradition of self-help to maintain roads, bawri, grazing fields and other daily usage community property. After completion of the road a meeting was held with the community to inaugurate the road by the locally respected elderly person. Media coverage of the community initiative was given on its own.

Micro plan Process at Garla Panchayat, Bhawarna Block, Kangra District

This Panchayat is divided into two parts as Sonn Khadd is flowing between the Panchayat. This Panchayat has seven wards. Four wards are on one side and three wards are on another side. This Panchayat is on the slopes. Agriculture is the main occupancy and is dominated by OBCs (Chowdhuries). Micro plan process was started in this Panchayat with the partnership of Block Dev Office, CTT and PRIA.

Lessons Learnt –

- Although it is important to involve the Government in one process of micro plan but sometimes the speed of work may hamper the quality of participation.
- People are willing to contribute and are willing to take responsibility for dissemination of the information.
- Land Dynamics play an important role in micro plan. All parties for land related plans should be present in the micro plan process. All problems and suggestions are always related to the lands.
- For implementation of the microplan GS members wanted to form their own committees for implementation.
- Panchayat Chowkidars are considered important actors in development.
- According to the new rule line departments need to be present in microplan preparation meetings etc. Only the will this plan be considered valid.

Micro plan process at Mayna Gram Panchayat, Block Renukaji, District Sirmour:

This is a woman headed Panchayat. It was Aug – Sep 1999. The data was compiled and shared in a Gram Sabha meeting on 9th July. The DC was planning to come but finally could not come, the BDO attended the meeting along with PS. Subsequently the needs were prioritized and contributions were assured. A report was prepared by Sirmour Surbhi with the help of volunteers. The same has been sent to the BD office. The response came that since panchayats are going to be dissolved hence this microplan will be considered only after the next panchayat election.

Micro plan Experience of Maroohn Gram Panchayat:

Maroohn Panchayat in block Bheru Mahadev in district Kangra is a woman headed Panchayat. This panchayat is in the plain land with part of it covered by forest. The population is 2285 according to survey done for microplan. For administrative purpose, this has been divided into seven wards. Volunteers felt that while collecting the data the actual condition of their own ward people was realized.

Lessons Learnt:

- Social functions are more important than the Gram Sabha.
- Villagers said that the graph shows that villagers are uneducated but the Saksharta Abhiyan depicts that villagers have become literate, hence so much money in that campaign has gone waste. Even through the graph they came to know about the caste situation in panchayat.
- If this microplan is accepted by the Government, people will contribute from their side also.
- People take keen interest in knowing about their own ward.
- The village dynamics play an important role in microplan preparation.

Micro plan Process at Vyara Gram Panchayat, Panchrukhi Block, District Kangra:

Vyara Panchayat is situated about a KM away from Panchrukhi Block Head Quarter. 90% of the villagers occupancy is agriculture and they are predominantly other backward classes. The total number of GS members is 1453.

Lessons Learnt:

- There is a need to build the capacity of the people to understand their own need and prepare a microplan.
- Villagers consider the individual problems as the main problem rather than collective problems.
- Microplan process has to some extent tried to demystify the perception of people that development will be done by elected members only.

Problem Analysis of Microplan Intervention at UP:

When villagers were prompted to look into the functioning of the Panchayat and analyse its shortcomings, it emerged that there should be monthly, or rather fortnightly meeting of the Gram Panchayat. But the problem is that members are not rising upto their responsibility putting aside ego hassles and disputes. They prefer to complain from behind. In fact many of them are quite unaware of their responsibility. Moreover their power has not been clearly spelled out. Apart from that the fear of no-confidence motion against Pradhan is always hangs on the Pradhan.

Learnings

1. Panchayat is such a powerful concept that it is truly a vehicle of development. A defunct Panchayat, when activated with meetings held at regular intervals, reveals surprising enthusiasm, motivation and creativity bringing to light the tremendous potential, that the people possessed.
2. Strengthening the Panchayats is a community initiative. It also influences the learning of the community in the following manner.
3. Involvement of people at every stage of planning so that they own the end result.
4. Inter personal relationship of Panchayat representatives, villagers and other actors, etc.
5. Establishing relationship with local administration and other actors of the civil society.

Annexure V

Haryana

A sample of training design

Programme Schedule 1

Day	Participants	Topic	Method	Material Distributed
Day 1 morning session	Women Panchs and Sarpanchs	<ul style="list-style-type: none"> ➤ History of PRI ➤ Meaning of PRI in the context of local self governance ➤ Main features of the act 	Lecture and participatory discussion	<ul style="list-style-type: none"> ➤ Simplified act ➤ A small note on what is development
Afternoon session	Same as above	<ul style="list-style-type: none"> ➤ Details of the act. ➤ Role of gram sabha 	Lecture method and participatory discussion	<ul style="list-style-type: none"> ➤ Details of the act simplified further in a picture book.
Day 2 Morning session	Male Sarpanchs and Panchs	<ul style="list-style-type: none"> ➤ History and meaning of PRI ➤ Understanding the meaning of local self governance ➤ Main features of the act with a special emphasis on the role of women 	Lecture method participatory discussion	<ul style="list-style-type: none"> ➤ A note on what is development
Afternoon session	Male Sarpanchs and Panchs	<ul style="list-style-type: none"> ➤ Details of the act ➤ Role of Gram Sabha 	Use of flash cards and participatory discussion	<ul style="list-style-type: none"> ➤ Picture book on the details of the act.

Annexure VI

Madhya Pradesh

The following NGOs have organized training programmes in 1998:

Organizations	Training	Venue
Gopal Kiran Shiksha Aur Sanskriti Samiti, Gwalior	6-8 April 16-18 April 24-25 April 11-12 May	Gram Panchayat Adpura Gram Panchayat Phoosawali Gram Panchayat Ratwai Gram Panchayat Gadi
Sambhav, Gwalior	12-13 June 17-18 June	Shivpuri Ghat Gaon, Gwalior
Gaur Samaj Seva Samiti, Shivpuri	8-9 June	Gram Panchayat Kushiyara, Shivpuri
Prayatna, Guna	16-17 June	Mohanpur Khurd
Dr. Bhim Rao Ambedkar Shiksha Prasar Samiti	11-13 March 1-20 June	Gram Panchayat Jhankri, Gohad Gram Panchayat Virkhedi Dang, Bhind

Annexure VII

Orissa

The following table sums up the awareness building and orientation programmes conducted in 1999.

Awareness and Skill Building Programmes

Date	Place	Collaborating Organizations	Participants	Topic Covered
17-23	DRTC May 99	Bhubaneswar	25	Evolution of PRIs, provisions of 73 rd amendment Act, powers and functions of PRI members, PRI finances, Government schemes, role of women in PRIs role of Gram Sabha and Palli Sabha.
04-07	Siha May 99	Lok Vikash		
18-21	Chatia	Lok Vikash	35 35M	
18-11	Aruha UP Office	Kok Vikash	35 20 M 15 F	
24-27	Patpur	Lok Vikash	34 2 M 32 F	
29 Sep 99	Badchana	Lok Vikash	72 63 M 9 F	Role of Gram Sabha and Palli Sabha in revitalizing the PRI system
07-09 Sep 99	DRTC Bhubaneswar	AOPP	25 ZP members	Powers and functions of Zila Parishad (ZP) members, the concept of SHG: SGSY : the (M) scheme and its implementation process.
15-18 March 2000	Boipariguda Koraput		25 F GP Pradhan and ward Panchs	Evolution of PRIs, provisions of 73 rd amendment act, Scheduled areas Act, Powers and functions of PRI members, PRI finance, Government schemes, role of women in PRIs, role of Gram Sabha and Palli Sabha.

M: Male

F: Female

Annexure VIII

Uttar Pradesh

The following figures serve as a quantitative indicator of the output of capacity building interventions.

No. of capacity building events	:	12
No. of elected members trained	:	248
Male	:	121
Female	:	127
SC	:	187
ST	:	0
Others	:	61

By end of 1997 in UP 12 more capacity building programmes were conducted and this includes two environment building workshops. 12 follow up visits for the training of elected members of Panchayati Raj institutions. So far, about 400 people have been covered under the Programme. Their break up is being presented in the following table.

No. of persons attended	:	400
(Both VA personnel & elected members of PRI)	:	
Male	:	200
Female	:	200
SC	:	267
ST	:	23
Others	:	110

Annexure IX

**Campaign Mode Capacity Building
January – March 2001**

S.No.	District	Block	Number of Panchayats	Name of Organisation
HARYANA				
01	Fatehabad	Ratia	62	PRIA – Haryana
02	Panchkula	Barwala	33	PRIA – Haryana
03	Jhajjar	Jhajjar	71	Badlav Kendra
04	Rohtak	Kalanaur	24	Nav Yuvak Kala Sangam
05	Mahendragarh	Mahendragarh	82	Jan Seva Kendra
HIMACHAL PRADESH				
06	Kangra	Nagrota Bhagwan	52	PARAS, Yol
07		Bhawarna	41	PARAS, Yol
08		Rait	57	SSP, Rait
09		Lambagaon	51	New Hope, Sulah
10		Sulah	47	New Hope, Sulah
11		Baijnath	54	Asha, Baijnath
12	Chamba	Chamba	37	Education Society, Chamba
13	Una	Una	56	EEG, Una
14		Amb	48	EEG, Una
15	Mandi	Chountra	36	Asha, Baijnath
KERALA				
16	Kasargod	Neeleshwar	45	Society of Love, SAHAJAT
17	Kozhikode	Kunnamangalam	42	SAHAYAT
18	Alappuzha	Pattanakkad	56	SAHAYAT
RAJASTHAN				
19	Barmer	Barmer	40	IDEA
20		Balotra	35 + 80	Yasundhra Seva Samiti and REDS
21		Baitu	35	Lok Kalyan Samiti
22		Balesar	35	Samaj Avam Paryavaran Sansthan (SAVPS)
23	Jalore	Ahore	53	Sankalp
24	Jodhpur	Shergarh	40	Jai Bhim Shikshan Sansthan
25	Jaipur	Bagru	20	AKANSHA
26		Viratnagar	52	Jagruti Sansthan
27	Ajmer	Kekri	53	Mahila Jan Adhikam Samiti
28	Sawai Madhopur	Bounli	83	Mahila Jan Adhikam Samiti
29	Dangarpur	Aaspur	20	Bagad Han Jagruti Sansthan
30	Tonk	Malpura	40	GVSTK
31	Alwar	Behor	82	PR Jan Sama

32	Bikaner	Kolayat	35	Rashtriya Ekta Avam Manav Vikas Sansthan
33		Bikaner	25	Sadbhavana Vikas Samiti
UTTAR PRADESH				
34	Mirjapur	Madihan	45	SGVS – Mirjapur
35	Jhansi	Badagaon	51	Margshree – Jhansi
36	Pratapgarh	Kalakankar	53	IRTDI – Pratapgarh
37	Banda	Badokherkhurd	52	Gram Unmesh BANDA
38		Mahua	70	PASK-BANDA
39	Sultanpur	Amethi	44	SVSS-Amethi-Sultanpur
40	Deoria	Bhatni	58	Ma Vindhyavasini MPSS Bhatni Deoria UP
41		Gauribajar	76	Dr. BGSS – Deoria – UP
42	Gorakpur	Sardarnagar	53	Jan. K.S. Chauri-Chaura, Gorakhpur, UP
43	Kanpur Dehat	Sarvankheda	54	NSS – Kanpur
44	Baharich	Ricia	67	SSS – Rica, Baharich UP
45	Gonda	Nawabganj	61	GVJK – Nawabganj
46	Chandauli	Naugarh	27	PAPUS, Allahabad
47	Varanasi	Kashi Vidhya Peeth	85	BJJS, Varanasi, UP
48	Gajipur	Muhamdabad	78	BJPS, Gajipur, UP
49	Maharajganj	Mithora	77	Shaswat, Maharajgang, UP
50	Balrampur	Gasedi	90	CRC, Tulsipur, Balrampur
51	Mujaffarnagar	Uoon	65	Shram, Shamli, Muzaffarnagar
52	Sitapur	Kherabad	66	Regional Programme Office – SSK Kamlapur, Sitarpur
53	Kheri	Palian-Kala	60	Tharu Development Society Palian-Kala Kheri

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