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**PRI**

1995

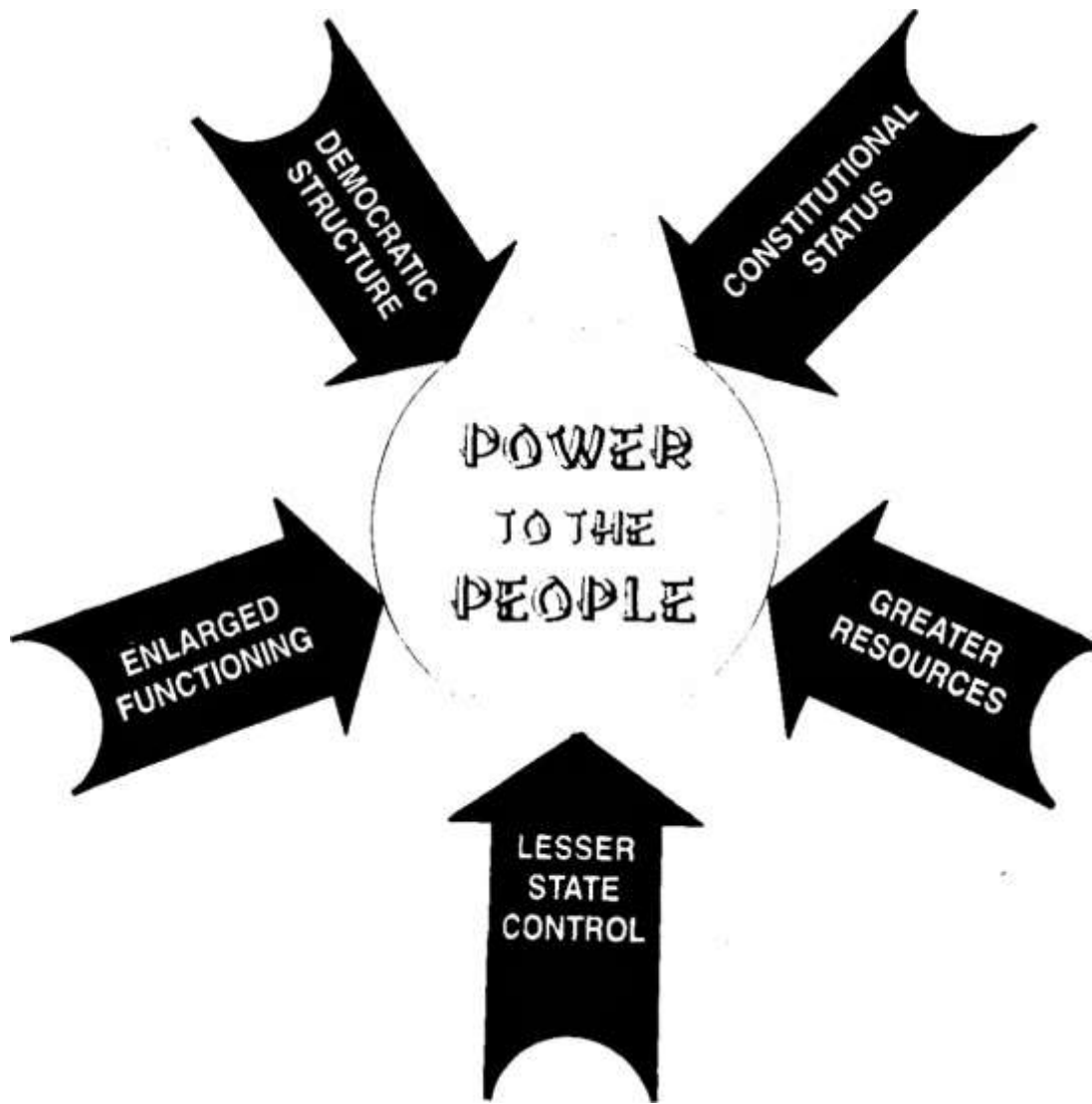
# **Annual Progress Report on Joint Action Programme on PRI**

“Independence must begin at the bottom. Thus, every village will be a republic or Panchayat having full powers. It follows, therefore, that every village has to be self-sustained and capable of managing its affairs

.....Such a society is necessarily highly cultured in which every man and woman knows what he or she wants and, what is more, know that no one should want anything that others cannot have with equal labour. In this structure composed of invulnerable villages, there will be even widening, never ascending circles. Life will not be a pyramid with the apex sustained by the bottom.”

M.K. Gandhi, 1946

# PANCHAYATI RAJ IN INDIA A NEW THRUST



Source : "PANCHAYATI RAJ IN INDIA : A NEW THRUST"  
Written by : BAJPAL ASHOK & VERMA M.S., 1995

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## **INTRODUCTION**

The Panchayati raj system - the indigenous model of grass roots democracy in rural India symbolizes the aspirations of our freedom fighters, Constitution makers and the common populace to re-implant and nurture the ancient native variety of self-government popularly known as Panchayats (village republics) from time immemorial and their determinations to forge links with this hoary political structure in free India. This lofty aspiration coupled with the realisation that good government is no substitute for self-government was largely responsible for the incorporation in the Constitution of the Directive Principles (Article 40) that The State shall take all steps to organize village panchayats and endow them with as much power and authority as may be necessary for them to function as units of self-government".

The new 73rd constitutional amendment provides a unique opportunity for promoting grassroots local self-governance in rural areas of the country. The new constitutional provisions also open up new possibilities for strengthening people's participation in decision making about their own development.

## **NEED FOR COLLECTIVE DIALOGUE**

The fresh winds of constitutional change and the new waves of political transformation provide significant pace to NGOs to play catalytic role by strengthening local self-governance thus enhancing the potential for community participation and responsibility in their own development. Secondly, the local self-governance can also become the basis for further elaboration and strengthening of grassroots in the rural areas. Thus, promotion of grassroots self-governance under new constitutional amendments has strategic importance for our work.

The NGOs have a number of highly motivated individuals at grassroots who have direct access to the people and enjoy their confidence, this will go a long way towards legitimizing the opportunity for empowerment of the people. A state level consultation was organised in this context during end of the year, 1993.

## **IMPORTANCE OF INTERVENTION**

- The Panchayati raj Institutions are to be viewed as Institutions of Local Self-Governance not as the implementors of centrally determined development programmes. Bottom-up comprehensive planning needs to be strengthened as a key requirement for self-governance at the grassroots.
- Emphasis must be placed on the active participation of rural people in different development processes.
- Intervention in strengthening PRI should focus on building, promoting and empowering leadership at grassroots, with special focus on women and SC/STs.
- Strengthening PRI will ensure from their understanding about various roles, system of governance, accountability and interlinkages.

## **THE PURPOSE OF INVOLVEMENT IN THE PROCESS**

- The resistance of bureaucracy in particular, development administration at the state and district levels is uniformly wide spread. Devolution of power may leave the unprepared PRI system at the mercy and wishful disposal of the large and overpowering bureaucracy. In this light, strong bottom-up pressure through

successive generations of PRI can be utilised to overcome the political and bureaucratic barriers to local self-governance.

- It was generally agreed during the state consultation that the grassroots voluntary organisations can play significant roles in promoting and strengthening PRI. As they have been promoting the concept of people's participation, group building, and empowerment as a basic strategy of sustainable peoples centered development.
- The grassroots voluntary organisations and activists with the support of village leaders will be able to work directly with local communities and elected representative of PRI.
- Lastly, given the nature of our political and bureaucratic system, continuous dialogue, advocacy and intervention is needed to influence policies towards local self-governance.

#### **BROAD OBJECTIVE or PRI INTERVENTION:**

- To enable people, understand the significance of self-governance and create a lobby mechanism at the state level.
- To enhance understanding on Panchayati Raj Act and rules by the PRI functionaries.
- Capacity Building of elected members of Panchayati raj Institutions
- To create a replicable support system model to try out collaboration in Micro-Planning at the Panchayat level between PRI and VOs.

#### **STRATEGY**

The basic strategy of intervening in support of PRIs is based on current assessment of realities in the ground.

- The civil society organisations can be placed significant role in promoting PRI. The role of grassroots voluntary organisations and activists is directly involved in promoting and strengthening PRI. This is so because voluntary organisations have been providing the concept of people's participation, organisation building and empowerment as a basic strategy of sustainable peoples centered development.
- Despite stimulation and intervention over the last 18 months through regional and national networks many grassroots voluntary organisations and activists are still unable to play this role particularly in the states where elections through PRJs have not yet been conducted. Therefore, building capacity
- and encouraging participation of such voluntary organisations and activists is an important strategic intervention for support organisations at this juncture.
- In order for support organisations, to play its role with grassroot NGOs and voluntary organisations, their own capacity and acquisition of knowledge on PRI need to be strengthened. This may require a series of training as well as awareness of PRI activities in various forms. Simultaneously, motivation, encouragement and building the knowledge on PRI will be an important part of this strategy.
- The grassroot voluntary organisations and activists with the support of cultural groups will then be able to work directly with local communities and elected representative of PRI, specially aimed at promoting greater participation of women as elected representatives in PRIs as well as members of Gram Sabha and Palli Sabha at the community level.
- Lastly, given the nature of our political and bureaucratic system, continuous dialogue, advocacy and intervention is needed to influence policies towards local self governance, sensitisation. orientation as well as lobbying with state and national level decision and policy makers based on ongoing studies and action research at

micro levels will have to be carried out if PRIs can acquire their full potential in our country.

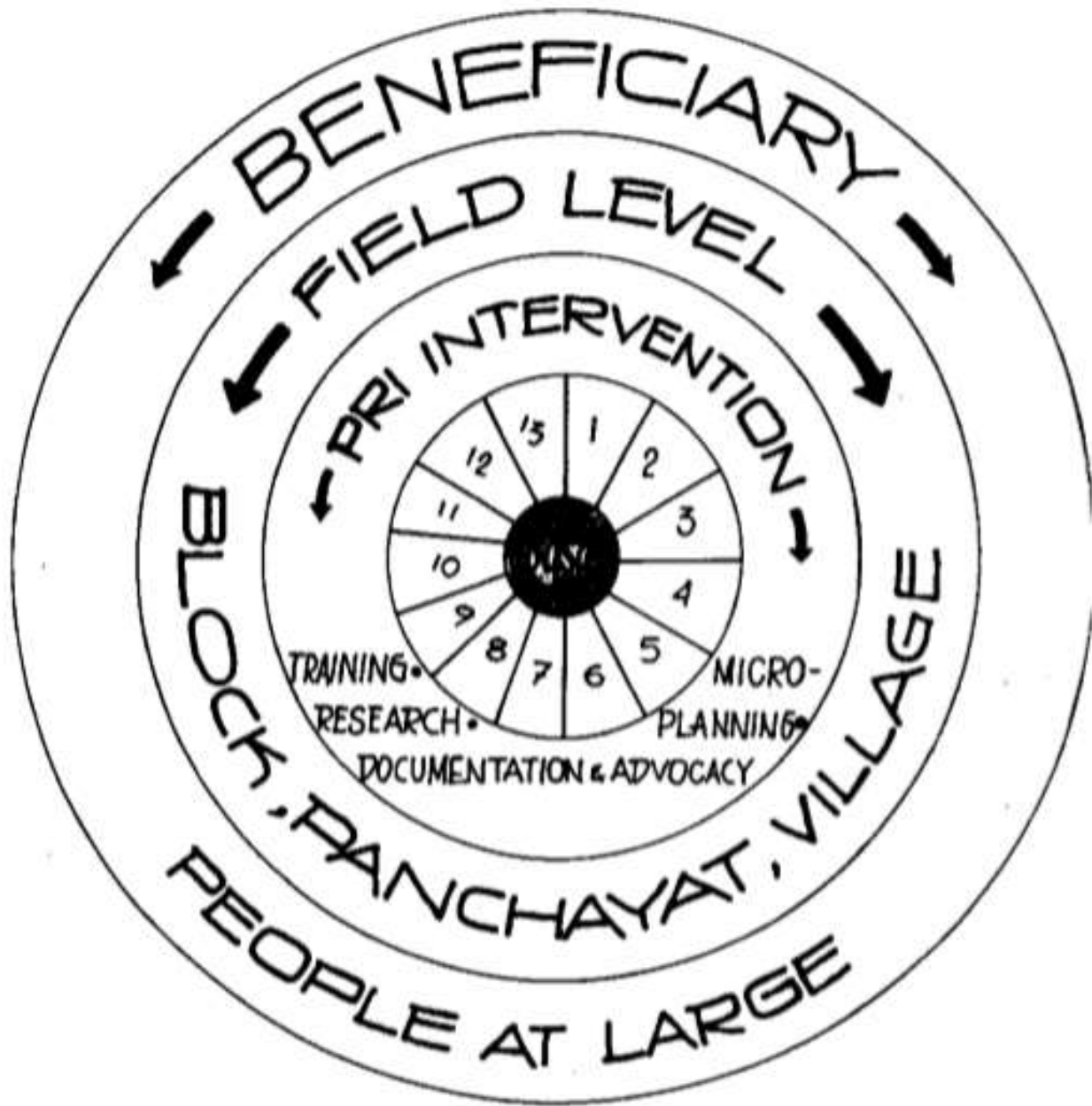
To carry forward the above objectives and strategy: CYSD has formed a team for this purpose. (Please see Fig. 1 and Table 1 regarding the PRI team members, Fig. 2 for the location of partners in the State). As a strategy the collaborative joint action plan has been developed with 13 (thirteen) partner organisations spread in 12 districts.

#### **OPERATIONAL STRATIGY:**

- Selection of Area : Each partner organisation has selected one block and two panchayats for PRI intervention
- Formation of a Team; Each organisation selected 4-5 members (both male and female) to participate in PRI activities.
- The selected team members from the organisation will be provided training on PRI
- Each and every partner organisation will organise campaign on voter education, people's rights and responsibilities with relation to 73rd amendment and 11th schedule.
- The trained members will provide training to village people, leaders and elected members of Panchayati raj.
- All the members of partner organisations will share their learning from the experience through process documentation and action research.
- Lobby and Advocacy

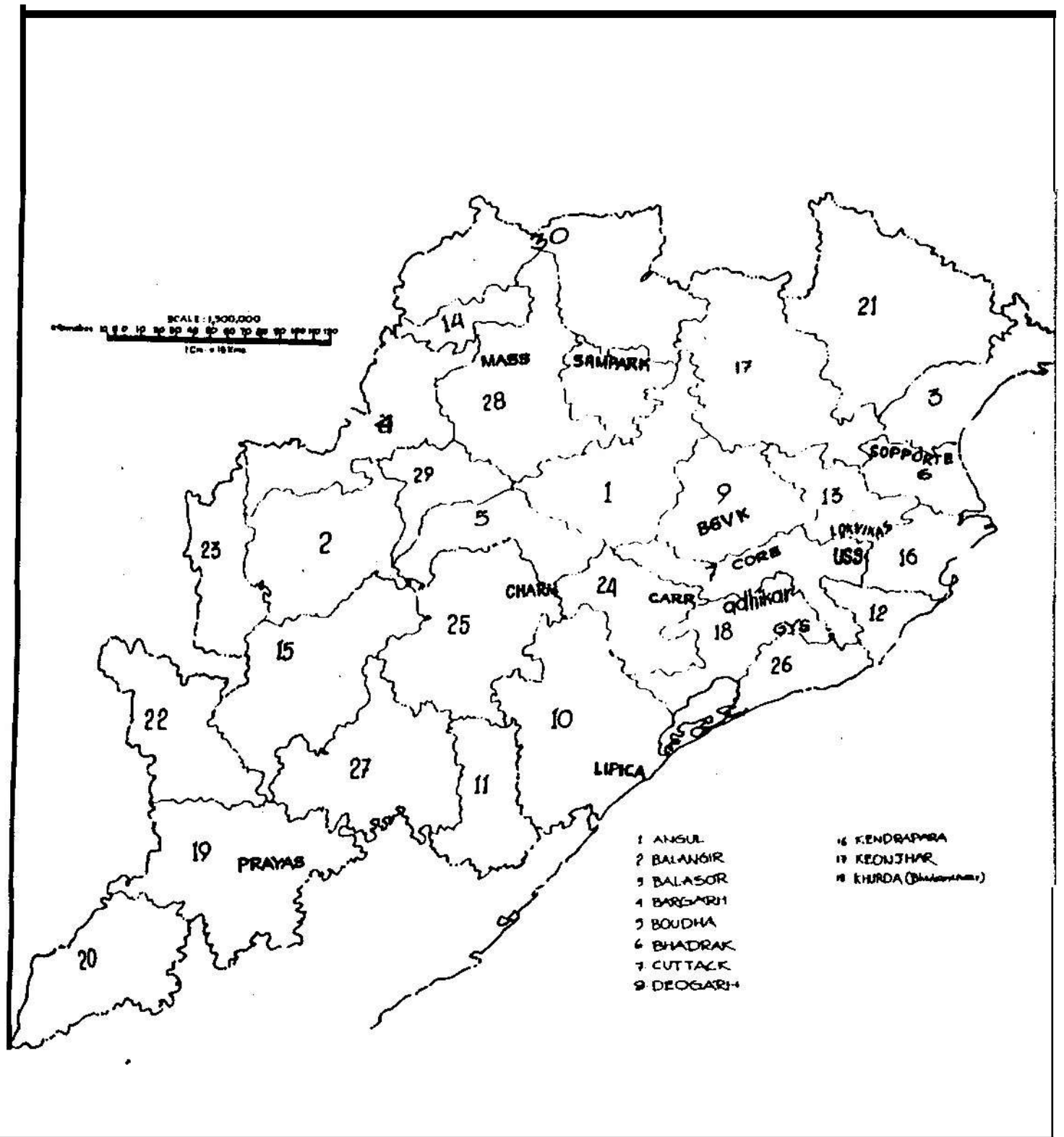
All the partner organisation will create lobby mechanism to ensure that the spirit of 73rd Amendment is operationalised.

**CYSD PRI INTERVENTION STRATEGY**



- |                         |                     |                       |
|-------------------------|---------------------|-----------------------|
| 1. ADHIKAR              | 6. LIPICA           | 11. SOPORTE           |
| 2. CARR                 | 7. LOKVIKAS         | 12. UTKAL SEVAK SAMAJ |
| 3. CHARM                | 8. MASS             | 13. VGVK              |
| 4. CORE                 | 9. PRAYAS (Koraput) |                       |
| 5. GOPINATH JUBA SANGHA | 10. SAMPARK         |                       |





**Table 1**  
**LIST OF PARTNER NGOs**

S.No	Name of ORGN	District	Block	Graam Panchayat
1	ADHIKAR	KHURDA	JATNI	MALIPUR ANGARAPADA
2	BIBEKANANDA GRAMA VIKAS KENDRA (BGBK)	DHENKANAL	ODAPADA CHHENDIPADA	KALANGA GHATIPIRI
3	CHARM	PHULBANI	KHAJURIPADA	ARAPAJU KHAURIPADA
4	CORE	CUTTAK	ATHAGARH	KUMARAPUR GOBARA
5	CARR	NAYAGARH	BHAPUR	FATEGARH MANIPUR
6	GOPINATH YUVA SANGHA	KHUDRA	BALIPATANA	RAJASA SUMANASASAN
7	LOKVIKAS	JAJPUR	BADACHANA DHARMSALA	HARIDADASPUR DARPANA
8	LIPICA	BERHAMPUS	PATRAPUR	SAMANTARAPUR THUMBA
9	MASS	SAMBALPUR	BENGALI	TABADABAHAL JHANKARPALI
10	SAMPARK	DEOGARH	BAROOTE	SAUALI AND GURUSANG
11	SOPPORTE	BHADRAK	BHADRAK	AMRULI
12	CYSD-PRAYAS	KORAPUT	BOIPARIGUDA KUNDRA	ASNA, BALIGAON HALADIKUND
13	UTKAL SEWAK SAMAJ (USS)	CUTTACK	BADACHANA & TANGI-CHOUDWAR	SAMIA, SAFA

Source: Compiled by CYSD PRI Cell

## CYSD: THE JOURNEY SO FAR

### 1) TRAINING

S.no	Subject	Major Focus	Period	No. of Participants	Level of participants
1	STOT PH-I Training	Voter education, 73 <sup>rd</sup> Amendment, 11 <sup>th</sup> Schedule, Communication	25-29 Dec 95 (1 week)	49	Partner org. trainers
2	Training for Village leaders	-do-	3 phases (3 days each) Jan, Mar, Apr	30 (in each phase)	Village leaders
3	Awareness camp	Voter education duties And responsibilities of the People, role of women, Reservation for women	2 days each Jan, Feb, Mar, Apr, May, Jun July	100 (in each phase)	Voters
4	Cultural Orientation workshop	Dissemination of information street play, puppet show etc	22-26 July 96	61	Partner Cultural team members

## 2) DOCUMENTATION

S. No	Title of the Material	Content	Language	Target Group
1	Voter's Know how	Basic Information about voting process, voters' duties and responsibilities	Oriya	Voters
2	Bhuria Committee	Reservation on SC/ST, Special Attention towards SC/ST Development in PRI System, Land, Water and Forest acquisition system in schedules areas	Oriya	All
3	Action song	Panchayat slogan on power to the people, people's rights and duties, role of women	Oriya	Voters
4	Voter education kit and PRI kit	73 <sup>rd</sup> Amendment, 11 <sup>th</sup> schedule, State And 3 tier PRI system	English	Trainers and PRI Functionaries
5	Preparation of leaflets and posters	73 <sup>rd</sup> Amendment, 11 <sup>th</sup> schedule, State And 3 tier PRI system, selection of leader	Oriya	Trainers and voters
6	Pre-Election book	Who is a voter, qualification of a candidate, reservation of seat, Orissa PRI rules, Election rules	Oriya	Trainers and voters
7	Collection of Orissa PRI rules and regulation from Orissa	PRI Amendments and Notification	English	PRI functionaries, Trainers and voters
8	Newspaper Clipping	Notification, Peoples' opinion about election etc.	Oriya	-do-

## 3. RESEARCH

- To know whether STOT Phase-I training has direct impact on rural people.
- Whether our partner organisations are self-sufficient to organise PRI training and workshop.
- To know the level of community participation, awareness and effectiveness of leadership role by female/SC/ST, level of utilisation of local resources by the Panchayat, involvement and contribution of PRI partners in influencing government
- Functional participation of women, their understanding and perception of roles and responsibilities, understanding the factors that favour and disfavour women in decision making process

## **MICRO PLANNING**

- Collected information from the people on availability of resources, need/expectation of people, skill/ potentialities of people, availability of government schemes and problem faced by the people.
- Visited by PRI team accompanied by Hr. Satinder Singh Sahani, PRIA to Bolpariguda block for the reconnaissance of the block in general and &Upon Panchayat in particular on micro planning.
- Developed a check list for the collection of background information of the area.

## **OTHER ACTIVITIES**

### **Educational Support**

- Informal meetings (orientations / visits) Organised different meetings with the community people and partner organisations rearing their role and responsibility and how to involve more people in our Panchayati raj intervention.
- Workshops / training camps attended by your staff/ NGOs other than your own planned training / workshops: Attended different training programmes organised and conducted by State level NGOs like SARIATI, VISWAS, ISED. AVARD, Rajiv Gandhi Foundation and Food and Agricultural Organisation (FAO)

## **PART II**

### **IMPACT OF ACTIVITIES**

Our impact of intervention is based on cognitive and attitudinal changes, decision-making strategy, participation of women and involvement of grass-roots in Panchayati raj Institutions.

It may be too early to perceive a radical change but from the training feedback received so far:

- "We had power but were confused about its use. This training has helped us in clearing them".
- "I have developed confidence to address all of you. You have enlightened us about law and its usefulness".
- "Though I am literate I never had an opportunity to address a group or even sit with a group. So, to talk was a big issue for me. Now I have overcome this fear because of training and here I am talking confidently to all of you"

### **Inferences and Indications**

Case 1: In one village meeting it was observed that less number of women were participated in the discussion and they were escorted by the male members of their family. But in subsequent meetings they came unescorted. In the first two or three meeting they were passive listeners during the discussions. But in subsequent meetings they raised several issues. In one village, one of the women was irregular in attending the meetings but whenever she attended, she raised several issues like water problem, communication, upkeep of village trees and grazing ground for cattle,

supply of commodities in the fair price shop, round the year employment, setting of primary health centre and repair of school building etc. were raised.

Another noticeable change was the community feeling surpassing the caste and creed barriers. Our PRI workers in one village could mobilise all the villagers to attend a ritual which was restricted to a single caste in the village. The villagers were accepted her leadership was they say helped a lot in the development of the village by getting funds for digging up a well and getting up a primary school in the village.

The changes in these villages are spectacular and the participation of women in the village affairs is mostly responsible for that. It indicates that women are willing to participate in the PRI activities.

Case 2: (I am quoting another case where I made a discussion with one-woman ex-representative who was in the diverse women mela on PRI organised by CARR. one NGO, Orissa). An under matric ex-ward member of a grama panchayat has this to say after the workshop, "The Panchayats have all along been dominated by men. True, it is difficult to carry on without men's support but women also have a wider role in the total development of the area of the Panchayat and Panchayat Samiti. This lesson has learned through this workshop". Here, we have identified that how women are more sensitized about their roles and responsibilities.

A gentle reaction came by another woman, "women members in the family are as usual powerless. They have been made a show piece? We have gathered here to know more about our rights and duties". So, the above discussion indicated that big gathering of women has a great impact on women and the women are more sensitised through this programme.

In our direct interaction we have observed that people have developed confidence in choosing an efficient leader who could be able to think and accelerate the village development activities. One important thing we noticed that old villagers gathered patience to listen to and to take suggestion from the youngsters who are now the frontline workers I stake holders in Panchayati raj activities. The gap between so called traditional people and the youth is decreasing. Through this process, all the categories of people are sensitised. They felt that each and every person in the village have a direct role in this process.

Case 3: In another observation with remote tribal people of Thumba Block of Berhampur the scheduled tribe people are, still unaware about the Panchayati raj system. They are deprived of government schemes and facilities. We made an hour-long discussion with them about the Panchayati raj System and their duties and responsibilities. Really, we do not have any words to express the way they listened to our discussion.

From the above interactions with people, we think that the rural people have developed confidence to carry forward their village development programme.

It is observed from the field that the major task would be to orient and train the people, particularly women, in the intricacies of the process of decision making and in the administration. A glimpse of the subject matter covered (role of Panchayats, Village Based Planning, Rules and Regulations, Voter Education, etc.) in the training programme may be quite relevant here.

Training, of course cannot make them leader. it depends on the attitude and motivation to take the initiative and mobilise other. Secondly, women's direct

involvement in the Panchayati raj system also depends on the attitude of family and village people. It was all along felt that unless power was given to women they would not be able to set things right for themselves and do what they desire to do for society. Lastly, an educational process has to be initiated (whether formal or non-formal) which can enable women in Panchayat to shoulder their responsibilities judiciously.

## **ANTICIPATED PROBLEMS**

There is provision in the 73rd Amendment that reservation of 1/3rd seats for women in the local bodies in Orissa is intended for (1) empowerment of women, (2) Participation of women in the Panchayati Raj system and (3) Changing the quality of village leadership. Women's entry into the village political system would ensure change in the political system of the village. At the Gram sabha and Panchayat levels a new leadership would emerge which is expected to administer better the financial resources and would provide constructive thinking in village administration and its development.

With the direct interaction with villagers particularly women, our PRI team observed that, getting women for the reserved posts would be difficult in a state where traditional notions about the status and role of women have a firm grip in the village cultural milieu. There are too many structural and cultural odds which raised doubts about indicating women to the village local bodies. Some of these are:

- Women are adversely affected by the caste and class divisions, feudal attitudes, patriarchal nature of the family and village social environment, ethnic and religious separatism etc.
- Women have to share responsibilities of village administration in addition to their responsibilities in the family and the farm. There is no culture of sharing of household work among men.
- The family work schedule would be disturbed as there would not be fixed hours of work because women representatives have to attend to people's problems.
- Women would not be physically secure when they will go out to attend Panchayat meetings or problems of the people. No villager would reconcile with the odds that women would face after becoming members of the rural local bodies. Therefore, women would not get cooperation from men.
- Most women do not have freedom of choice in family or firm decision-making. Therefore, in the Panchayat administration their choice would be limited to the choice of the male members mostly the husbands or adult children.
- Traditional concepts of gender roles in the family is so firm that the women representatives would engage themselves in household work as usual and the men in their families would discharge the political responsibilities on her behalf.
- Women in Orissan villages suffer from a lower self-image because of social subjugation and lack of economic independence. Added to these they lack in formal education and knowledge of public affairs. Therefore, they would not like to burden themselves with the task of village administration.

## **PART III**

### **FUTURE PLAN**

After a series of interventions i.e. training. Awareness camps, Panchayat melas and direct interaction with the people a noticeable improvement is developed among the community people. Now the villagers gathered confidence in choosing an efficient leader who could be able to think and accelerate the village development activities.

Further to our interaction with the people and PRI partners, we think, our intervention process will build move confidence within the people so that they could be able to see a real Panchayati raj Institution in the village.

In order to facilitate a continuous improvement in the process and to realise the vision of a vibrant PRI in the hands of the people, we have planned to make a future strategy of our intervention for coming years.

#### **a. ON TRAINING**

- Planning to organise and conduct, STOT Phase I training workshop for PRI elected representatives. The Major focus will be based on 73rd Amendment, role and responsibilities of elected representatives with special focus on women/ SC/ST. Amendment made to Orissa Panchayati raj Act and the notification issues.
- Training on research methodology which will focus on concept, research methods and sampling. More emphasis will be given to strategy of data collection.
- Training on Micro Planning which will be based on situational analysis, resource mapping, participatory planning process and issues to be taken care during micro planning process.

#### **b. ON RESEARCH**

- Comparative research study will be based on progress of Panchayati raj activities (women and SC/ST headed panchayat a special focus on decision-making, leadership activities. etc.)
- The level of awareness of the trained PRI members compared to the untrained PRI members
- The impact of 73rd Amendment in rural development through the process of micro planning.
- Integration of women The study will be focused on functional participation of 'women, their understanding and perception of roles, understanding the factors that favours and disfavours women to manage the decision-making space given to them, their ability to utilise basic micro planning methodology to address their issues and concern.

#### **c. ON DOCUMENTATION**

- Preparation of script printing (script made by partner organisation)
- Poster printing
- Pre-election information on "how to give a vote in a ballot box"
- PRI handbook (one for elected member and one for PRI worker)
- Compilation of PRI rules and regulations published in Orissa Gazette.



- Paper clipping and disseminations

#### **d. MICRO PLANNING**

The planning will be based on

- PRA exercise on social and resource mapping, survey and data analysis
- Finalisation of action plan with community member
- Programme implementation
- First review meeting (project functionaries, community, members, govt. officials)
- Second review meeting
- Third review meeting
- Monitoring (with a structured framework with members after 6 months)
- Finalisation of the report
- (See Annexure I for detailed information)

#### **e. NETWORKING WITH GOVERNMENT**

The Planning and Coordination Department of Govt. of Orissa circulated a notification on collaborative action between Govt. and NGOs. The main points in the notification are:

- Constitution of Block Level Coordination Committee: Block Level Coordination Committee on NGOs should meet regularly, earmark the fields and allot areas and programmes to specific VOs/NGOs for aforesaid collaborative relationship.
- After allotment of specific areas to VOs/NGOs by the Block, the concerned VOs/NGOs will take up their awareness drive programmes.
- Implementation of the programme as relating to building up of awareness of the electorate should always be taken much ahead of the election programme to the Panchayati Raj Bodies and before political parties enter the election campaigns. Therefore, a specific data-line on the generation of awareness drive may have to be stipulated to the NGOs so that during electioneering the VOs/NGOs should be kept imparted and shall be strictly restricted not to poke their nose into political issues arising in elections.
- The VOs/NGOs should aim at generation of awareness amongst the electorate and prepare them in such a fashion that the persons with right conduct, right attitude and approach are elected to the Panchayati Raj Bodies.
- The curriculum and course content on the orientation and training system for the elected personnel of the Panchayati Raj Bodies may be supplied by the Panchayati Raj Department to the VOs/NGOs undertaking such training programmes in the respective block areas, so that all ongoing programmes of Government are taught to the representatives in a capsule form.
- The Panchayati Raj Department should also provide funds for aforesaid awareness as well as for the training programmes to be conducted in each Block.
- Every Panchayat has valuable natural resources such as land, water, forest etc. These resources need to be identified, inventoried and mapped. This is known as Panchayat Resource Mapping. The VOs/NGOs may help the Gram Panchayats in preparing PRM and also drawing up Panchayat Action plan at various levels.

- The VOs/NGOs can provide professional support to the G. Ps, in areas of Planning, area mapping, formulation of shelf of project training, building up a management information system evaluation and resource mobilisation.
- Functional Committees for specific programmes, professions and areas may be constituted by Gram Sabha which would promote direct participation of the people. These committees should be the decision-making bodies for the Gram Sabha and also, they will oversee the expenditure being incurred in various development programmes intended for the benefit of the people. The VOs/NGOs may be allowed to participate in such Gram Sabh6 and help the people in right thinking, right approach and right decision.
- The Gram Sabha may draw the Annual Action Plan for there are in which participation of the VOs/NGOs may be invited.
- The Panchayati raj bodies ought to know women· s rights as prescribed in different state laws and Central Laws and should be educated to protect the 5uch rights at the base level. For these purposes. NGOs may be given certain responsibility to guide Gram Sabhas and form Mahila Samities and Mahila Mandals for educating women on their rights

### **SUPPLEMENTARY INFORMATION**

#### **A. STUDY ON THE ROLE OF STATE GOVERNMENT IN STRENGTHENING LOCAL SELF GOVERNANCE**

1. State Government Policy (Rule, Act etc.) on strengthening the local self-governance (Panchayati raj)

Since 1990, Orissa State Government has taken steps to revive the 3-tier Panchayati raj system in order to realise the goal of decentralised administration and decision making with the participation of the people themselves especially at grassroots level.

The Orissa Gram Panchayat Act, 1964 and Orissa Panchayat Samities Act. 1959 were amended in 1991 , 1992 and 1993 respectively. The Orissa Zilla Parishad Act, 1991 was also enacted in 1991 to constitute Zilla Parishad at District levels. This act has been extensively amended so as to bring about conformity with the provisions of the 73rd Constitution Amendment Act, 1992.

The State of Orissa is constituted of 5,264 Gram Panchayats and after a lapse of 8 years, elections to Gram Panchayats were conducted in the year 1992 and the managerial responsibilities were handed over to the elected representatives.

#### **GRAM PANCHAYAT**

The salient features of the Gram Panchayat election are:

- The Sarpanch is directly elected by the voters of the Gram Panchayat
- Naib Sarpanch post is reserved for the women members
- On the basis of population proportionate seats are reserved for scheduled caste and scheduled tribal candidates
- One-third of the total wards are reserved for women candidates including SC and ST women candidates

- Panchayat election has become mandatory and it has to be held at an interval of five years as is in case of State Assembly and the Parliament. In case of dissolution of Gram Panchayat, reconstitution of Gram Panchayat has to be held within six months of dissolution.
- The term of office is counted from the date of the first meeting of the Gram Panchayat
- Constitution of a State Finance Commission is provided under the Act to review the financial position of Gram Panchayats
- Gram Panchayats have been vested with power of supervision of women and child welfare programme, social forestry, rural housing, small scale industries and public distribution system in addition to the other regular functions.

### **PANCHAYAT SAMITI**

Under the 3-tier Panchayat System, the Panchayat Samities discharge important responsibilities. Panchayat Samities are constituted in each block under the Orissa Panchayat Samities Act, 1959.

The Salient Features of the Panchayat Samities are follows

- The reservation of seats for SC and ST members is done on the basis of their population to the total population in the Panchayat Samiti.
- Where two seats will be reserved for SC and ST people, one seat will be reserved for SC and ST women candidate
- One third of the total seats are reserved for women members including women members of SC and ST category
- The chairman is elected from among the elected members of Panchayat Samities at their first meeting
- Provisions has been made to reserve the office of the Vice chairman for a women candidate
- Sarpanchs are ex-officio's members, without any right to vote
- The financial positions of the Panchayat Samities shall be reviewed by the State Finance Commission, constituted under Orissa Gram Panchayat Act. Panchayat Samities do not enjoy powers to impose taxes and depend on the State Govt's grants for different developmental activities

### **ZILLA PARISHAD**

The Zilla Parishad ceased to exist in the State with effect from 1968. The State Government enacted the Orissa Zilla Parishad Act, 1991, in order to transfer the power of planning, control and supervision of developmental activities to Zilla Parishad at the district level. After enforcement of the constitution (Amendment) Act, 1992, it has become necessary to amend the existing provisions of the Orissa Zilla Parishad Act.

- Members are to be directly elected on the basis of adult suffrage from a Zilla Parishad constituency to the Zilla Parishad in conformity with the provisions of the constitution
- It is mentioned in the Constitution (Amendment) Act, 1992 that Zilla Parishad constituencies should be delimited keeping in view of the geographical contiguity and population as far as practicable
- Reservation of seats for SC and ST members had to be done on the basis of their ratio to the total population of the districts
- One-third of the seats are to be reserved for women members including SC and ST women
- The Chairman of the Panchayat Sami is the ex-officio member
- All MPs/MLAs/Chairman of Urban Local Bodies / Cooperative Banks / District Level officers are to be members of the Zilla Parishad, however without no right to vote
- The President and Vice-President of Zilla Parishad are to be elected from among elected members of Zilla Parishad
- The Post of Vice-President is reserved for the women
- Financial provision of the Zilla Parishad is to be reviewed by the State Financial Commission
- Provisions have been made for appointment of a State Election Commissioner by the Governor to manage, supervise and conduct the election to the Zilla Parishad
- Provision has been made to constitute a State Council of Chairmen of all the Zilla Parishads under the chairmanship of Chief Minister, so as to resolve disputes between two or more Zilla Parishad. They are required to aid and advise Government on proper functioning of Panchayati Raj Institution
- DRDA with poverty alleviation programme etc. will provide secretarial back-up to the Zilla Parishads. The Project Officer, DRDA will function as Secretary to Zilla Parishad.

**Source: Orissa Gram Panchayat Rules, Acts, Notification, 1994, Published by Panchayati Raj Department, Govt. of Orissa**

## **2. What are the Special / distinct provisions in the State PRI Act.**

In State Panchayati raj Act, (Notification dated 22nd December, 1993) there is a special provision in the State Panchayati raj Act, formation of Orissa Panchayati raj Finance Commission and transfer of power to the Panchayati raj Institutions.

## **3. To operationalize the policy and act. what are the steps taken by the State Government/ Govt. Institutions e.g. training of elected members, government staff? as what level? what to train? by who?**

(See Table II)

**Table II**

**Name of Government Institutions Involved in Strengthening Local Self-Coverage in Orissa**

S.no	Name of government Institutions	List of activities	List of publication/ audio video	Area of operation
1	MAHILA VIKAS SAMABAYA NIGAM, BHUWANESHWAR	Training for elected women representatives at district and Panchayati level and involving NGOs State level training of trainers (STOT)	Various training reports Audio reports posters	All over orrisa
2	STATE INSTITUTION FOR RURAL DEVELOPMENT, BHUWANESHWAR	Training for elected chairperson, vice-chair person and sarpanch  They are organising trg. Programmes at their institution based at BBSP  Training for PRI govt. functionaries profile study of ex-elected women representatives		
3	DEPARTMENT OF PANCHAYAT, GOVT OF ORISSA	Formed a state level task force to device strategy for strengthening PRI in Orissa. This task force comprising representatives from NGOs, funding agencies and various govt. department  Organised state level training of trainers (STOT) in collaboration with UNICEF		

**4. Status of State Finance Commission, its deliberations. Report published? If so, what are the main recommendations.**

Till today, the State Finance Commission is not formed. Recently Honorable Minister, Panchayati raj Department is thinking to set up State Finance Commission before the Panchayat Election.

**5. Which are the concerned Ministries and departments dealing with this? Who are the responsible persons?**

- Ministry of Panchayati raj Department, (Hon'ble Minister Mr. Hemanand Biswal)
- Secretary, Panchayati raj Department, (Shri S. Bandopadhyay, IAS)
- Deputy Secretary, (Mr. Jagdish Prasad Agrawal. OAS,)
- Under Secretary, (Mr. Himanshu Sekhar Mishra), OAS

**6. Role of various state government training and research institutions in Organising training of elected members. Name the institutions and describe their role. (Please see Table II)**

**7. Is there any policy statement and/ or demonstrated interest on the part of government to work with NGOs on this issue. Please write clearly.**

Yes, the Ministry of Planning and Coordination Department. Government of Orissa circulated one notification regarding the collaborative relationship between VO's / NGOs and Panchayati raj Bodies.

**8. What was your interaction with government? At what level? With whom? For what? What outcome/ Results?**

A state level task force is already formed to device strategy for strengthening PRI in Orissa NGOs, Government Officials. Funding agencies are the members in this task force.

A direct state level interaction is developed with SIRD, Mahila Vikas Nigam, PRI Department for the PRI elected representatives and PRI functionaries.

A TOT Manual (Oriya) is published with the support of NGOs, UNICEF, PR Department and eaintent educationists.

**9. Your analys.is about the role of government (so far) on this issue. what should be the government's role on this issue (be specific with argument)**

**ELECTION**

We have observed that Panchayat elections may not be held in the State after the rainy season despite of the State Election Commission's assurance. According to sources, majority of the legislatures in the State Assembly are still not in favour of holding the elections even after the rainy season, which has prompted the State Government to initiate a serious exercise to find a way to defer the elections further. With direct discussion with the State Election Commission Secretary, we observed that State Election Commissioner may not agree to further defer the elections because

- A large number of developments organisations/institutions/funding agencies have already stated their PRI activities since last two years to strengthen local self-governance In the State,
- Mahila Vikas Samabaya Nigaim (MANAVI), State Institute of Rural Development (SIRD) and Department of Panchayati Raj., Government of Orissa, State NGOs and UNICEF have already formed a state level task force to device strategy for strengthening PRJ in Orissa. The task force has prepared 8 TOT Manual for elected PRI representative.
- In Orissa a number of NGOs have developed a special team for this purpose. (See Table II). All the team members have taken strategic decisions to activate the Panchayati Raj objectives. The special team have conducted different training programmes organised awareness campaign prepared posters, leaflets, action songs on voters education, duties and responsibilities of voters, selection of leader, reservation of seats. Rules and regulations in 73rd Amendment. The research group of the special team have also observed with the interaction of the people and opined that this is the high time to held Panchayat election in the State because the rural artisans, with our direct interaction. are more sanitized about the Panchayati Institution and their role and responsibilities.
- The funding agencies have al so started the PR I activities with the support of NGOs in Orissa ((See Table IV)

Since the initial preparation is over, there is nothing in the ground to justify the further postponement of Panchayati raj Election. On the other hand, the system becomes operative we could know what are the deficiencies in our present preparation, what more inputs are needed, what modifications of the skills of the people are required and this will also help a correct assessment of the system as to its appropriateness and adequacy considering the specifics of grassroots reality.

So, the Govt. should take an immediate step to conduct Panchayat Election Just after the rainy season.

### **FORMATION OF ORISSA PANCHAYATIRAJ PINANCI COMMISSION**

- In the Orissa Grama Panchayats (amendment ordinance. 1993) the State Finance Commission shall consist of five members including the Chairman. The chairman and the members of the commission shall be honorary. The Commission, after reviewing the day-to-day income and expenditure of the Panchayat institutions ask all the three tiers. shall make recommendations to the State Government. The Secretary to the Panchayati raj Department of the State Government shall be an ex-officio member of the Finance Commission and shall also have the authority to convene its meetings, in consultation with the chairman.

But the Act does not mention as to how the members of the Finance Commission are to be nominated and by whom. So, the issue is pending with the Ministry of Panchayati raj Department, Government of Orissa.

### **B. STUDY ON THE ROLE OF VOLUNTARY DEVELOPMENT ORGANISATIONS (VDOs) AND OTHERS IN STRENGTHENING LOCAL SELF GOVERNANCE**

**1. Which organisation (PO's, VDO; s, Donors etc.) are active on this issue? Their focus of work on this issue? Their activities? Prepare a list in a tabular form, (Please see Table III and IV).**

**2. Role of various networking institutions on this issue?**

**A. SANHATI:** 30 NGOs from all over Orissa are member of this network who are actively involved in strengthening local self-governance in Orissa and the objectives are

- To raise awareness among the people on the Panchayat Raj Act
- To facilitate village meetings to select suitable candidates for different positions
- To organize short training courses for the potential candidate and village youth leaders (both men and women) on Panchayati Raj Act and build a conscious I pressure group to keep vigilance on the elected representatives in the future, and
- To facilitate free and fair election

**B. AVARD:** Association of Voluntary Agencies for Rural Development (AVARD) is presently doing Panchayati raj activities with the collaboration of CYSD on the underlined objectives.

- To share information about Panchayati Raj Spirit of the 73rd Constitutional Amendment and Position in States



- To assess need for a training programme
- To formulate a training module based on the needs and experience of participants., and
- To identify specific needs of NGOs in relation to working with Panchayats

**C. RAJIV GANDHI FOUNDATION:** Recently two regional workshops has been organised by the Rajiv Gandhi Foundation on Panchayati raj Act, Rule, and the Provisions in 73rd Amendment. The major objectives are:

- Legal literacy - provisions of the constitution and laws of the Panchayat
- Devolution of power, function and responsibilities
- Mobilisation and organisation of people and securing their participation in the entire planning and implementation process

### **3. What kind of relationship do you have with them?**

Prepared training manuals, provided training to ex-elected representatives, developed posters, pamphlets voter education kits with the cooperation of networking institutions.

### **4. What should be the role of VDOs and other organisations and groups to strengthen local self-governance in the State ? What will be the role of your organisation on this?**

- The first and the crucial role which only voluntary agencies can play in that of a catalyst in the empowerment of poor. In Orissa. Several VOs are involved in strengthening local self-governance in Orissa, ( See Table IV). This call is for mobilisation and organisation of poor and other vulnerable sections of the society. It is in this context that the Panchayati raj institutions assume in enhancing local action for participate development within the Panchayati raj system, there could be committees and dealing with the welfare of different functional and occupational groups.
- Securing peoples participation which is way important. for the success of local govt. as it increases acceptability and utilization of services
- Educating, mobilizing and organizing the rural poor at the grassroots level and makin8 them aware of their rights and responsibilities
- Training and motivating & grassroots Organising seminars, conference and professional growth.

## **OUR INTERVENTION**

### **Broad Objective**

- Play catalytic role in strengthening the popular democratic process but refrain from participation in election process directly
- Focus on constitutional issues like Decentralisation, grassroots governance, people's autonomy and accountability



## SPECIFIC ROLE

- Organise different training programmes and will support the above organisations by providing resource materials to disseminate the information.
- Build models and do experiment to the impact of PRI intervention
- Promote rural leadership and act as an innovator.

**TABLE III  
LIST OF VOLUNTARY DEVELOPMENT ORGANISATIONS INVOLVED IN STRENGTHENING  
LOCAL SELF-GOVERNANCE IN ORISSA**

S.no	Name of NGO	List of Activities	List of publication/audio/video	Area of operation
	AGRAGAHRI, KASHIPUR RAYAGADA	Two no. of regional workshop to review the present pri rules and provisions  Awareness campaign meetings training	News bulletin Workshop report poster	Undevided Koraput, Dhenkanal & Mayurbhanj
	ISKD 20 Dharma Vihar Bhubaneshwar	National level seminar & workshop to review the provisions made available for women  Training for elected women (pri) representatives  Awareness campaign, Meetings Profile study of ex-elected women representatives	Reposts of different workshops and seminars Nutan panchayati raj byabastha mahila  Word member, sarpanch, naib sarpanch, samiti member and chairman's role in pri Status of women in PRI (present & past) A video cassette (nutan diganta)	
	OVWA, Bhubaneshwar	Both states and district level workshop on pri and health	AMARI SASAN ANARI DAT News bulletin	Nuapada, Kalahandi Koaraput Puri Nayagarh Sambalpur Keonjhar Jharsuguda Bargarh Angul
	VISWAS, Nuapada	Training awareness campaign	PANCHAYTI RAJ Posters, leaflets Audio cassettes	Nuapada
	NATTA CHETANA, BSSR	Training on pri for cultural groups		Selected districts of Orissa
	ANTYODYA CHETANAYA MANDAL	Street plays awareness, training	NUTAN PANCHAYTI RAJ BYABASTHA	Mayurbhanj

Compiled by: CYSD PRI cell

**TABLE IV**  
**LIST OF FUNDING AGENCIES INVOLVED IN STRENGTHENING LOCAL SELF-  
 GOVERNANCE IN ORISSA**

S.no	Name of the Funding Agencies	List of NGOs getting support from funding Agencies	Activities Supported By Funding Agencies	Area of operation
1	ACTION AID, BHUWANESHWAR	<ul style="list-style-type: none"> <li>• ANKURAN</li> <li>• AGAARGANTHE</li> <li>• SAMAJH SEVA SADAN</li> <li>• WITTED ARTISTS ASSOCIATION</li> <li>• MANDAV KALYAN PRATISTHAN</li> <li>• KIRTI, KRONJHAR</li> <li>• CENTRE FOR COMMUNITY DEVELOPMENT (PARLAKHENUDI)</li> </ul>		KORAPUT DAYAGADA DHEKAMAL GANJAM SAMBALPUR KRONJWAR
	OXPAM, BHUWANESHWAR	VISHWAS, NUAPADA	TRAINING CAMPAIGN, AWARENESS, PUBLICATION, AUDIO VISUAL AIDS	NUAPADA
	UNICEF, BHUWANESHWAR	<ul style="list-style-type: none"> <li>• PANCHAYTI RAJ DEPARTMENT, ORISSA</li> <li>• MAHILA VIKAS SAMABATA NIGAM</li> </ul>	<ul style="list-style-type: none"> <li>• STATE LEVEL TRAINING OF TRAINERS (STOT)</li> <li>• DISTRICT LEVEL TRAINING OF TRAINER</li> <li>• BLOCL LEVEL TRAINING OF TRAINERS</li> <li>• PUBLISHED TRAINING MODULES FOR PANCHAYTI RAJ INSTITUTIONS</li> </ul>	ORRISA

Source: copied by CYSD PRI cell

CYSD gives importance to people's-oriented approach and to play the role of motivator and facilitator.

### **STEP - I: SITUATIONAL ANALYSIS**

- Interaction of Project functionaries along with villagers through informal steps like village meeting, group discussion, sharing of experiences.
- To find out needs and problems with respect to social, environmental, health, educational, and economical.

### **STEP - II: RESOURCW MAPPING**

- The availability of local as well as human resources (skill, talent, etc.) to be identified to the process of PRA.
- Other than local resources, the possibilities of resource linkages of mainstream agencies could identify.

### **STEP - III: PARTICIPATORY PLANING PROCKS**

- Consolidating the findings of STEP- I and STEP- II process, the planning process will be initiated along with the community members.
- In this process, the government functionaries and elected representatives will also play a major role.
- During this planning process, the importance is attached to people's suggestion and prioritizations.

### **FOLLOWING ISSUES TO BE TAKEN CARE DURING MICRO-PLANNING PROCESS**

1. People oriented approach
2. Output of group discussion, village meeting, door to door interact! on, training, sharing of experiences, sharing of particular problems of family,
3. situational analysis
4. identification of available resources and human resources(skills)
5. linkage of resources with problems
6. setting the vision
7. planning to achieve the vision
8. implementation of activities
9. review
10. monitoring and evaluation

### **SPECIFIC PLAN ON MICRO-PLANNING ACTIVITIES**

#### **A. Setting objective (both organisation and micro-planning) and goal**

Organization's Goal: To bring the people of proposed Panchayat into the mainstream development process through interventions of Panchayati raj/ micro planning process.

Micro Planning Goal To strengthen the local self-governance through enhancing community participation and responsibility in their own development.

Objectives: (Both in terms of organizational level and micro-planning process)

- To play as a facilitator I motivator in giving importance to
- People's-oriented approach through CYSD micro planning process
- To increase the level of community participation in decision making in the development process
- To enhance the potential of local leaders to take the
- Leadership in community development and management programme
- To promote and strengthen the people's institution and to carry out their own activities in their community as well as in Panchayats
- To have a common understanding on village resource and identify the resources like forest, land, water, etc.
- To identify the unutilised resources of the area and to think up in what way these resources can be utilised
- To identify issues affecting the resources and try to solve those problems through planning process

## **B. Approach details (area, issue, stakeholder, data. information)**

**1. Area:** One panchayat (Baligaon) of Baipariguda Block, Koraput

### **2. Issues:**

- Utilisation of local resources Participation of people (ensuring equal representatives of men and women) and different institutions
- effective distribution and entitlement
- objective appraisal of poor
- public distribution system
- common resource management
- income generation
- Literacy

### **3. Group**

- people's institutions (CBO)
- Panchayat Development Society (Representatives of members from each village institution/ people's institutions)

### **4. Stakeholder**

- Project functionaries
- Government officials
- PRI Officials

### **5. Data/Information Gathering Process**

- Primary data collection (issue-based) demographic/socio-economic/ cultural/natural resources through survey method/PRA
- Secondary data collection (through mainstream agencies)
- Statistical Analysis through SPSS

**During the process of data collection, following steps will be taken into care of:**

- Principles of resource allocation
- Imbalances of allocation (if any)
- Allotted and existing resources link up
- Set up indices (objectives)
- Distributing norms

- Need Assessment Study
- Action Plan
- Role of NGO (purpose of our intervention)

**D. Establish starting point**

- Rapport building through informal discussion
- Group discussion
- Village meeting
- Sharing of experiences awareness campaign

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