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PRI A

research report

July, 1998



Appraisal Mission to Study the Proposal of Government of Rajasthan on Training Needs for PRI Members

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List of Abbreviations

IGPRS Indira Gandhi Panchayati Raj Sansthan

ETC Extension Training Centre

SIRD State Institute of Rural Development

PS Panchayat Secretary

GP Gram Panchayat

ZP Zila Parishad

CEO Chief Executive Officer of Zila Parishad

DRDA District Rural Development Agency

Executive Summary

Subsequent to the enactment of the Rajasthan Panchayati Raj Act 1994, elections of all three tiers (i.e. Zila Parishad, Panchayat Samiti and Gram Panchayats), were held in 1995 in the state.

As a result of the new amendment, approximately one lakh and twenty thousand elected representatives came into existence. In order to equip these representatives (of which approximately 90,000 were elected for the first time) with the implications of the act and their roles and the required skills to effectively discharge the same, several training programmes were conducted by the State Training Institutes (Rajasthan) and other government agencies/bodies.

Government training institutes organised training programmes for PRI members in 1995 and early 1996.

However in recent years there has hardly been any training programmes organised by these agencies for PRI members.

1.0 Training Institutes

1.1 Indira Gandhi Panchayati Raj Sansthan: From 1988-89 to 1998-99 (July 1998), IGPRS has trained 1513 Panchayat members and 7157 government officials. In the period between 1995-96, it trained 770 Panchayat members and 1214 officials.

1.2 Regional Training Centres: Presently there are three regional training institutes located in Ajmer, Jodhpur and Dungarpur districts which are responsible for training elected representatives of all the three tiers from 10-11 districts each. These centres conducted several trainings during 1995- 1996. The centres are mainly engaged in training new batches of VLWS.

1.3 State Institute of Rural Development: In Rajasthan, the SIRD was established in 1981-1982. The Rajasthan State Institute of Public Administration (RIPA) Jaipur, an apex training institute of the government of Rajasthan, has been identified and ever since functioning as SIRD. Training being the primary function of this Institute, it has conducted a large number of trainings, for elected representatives at different levels, such as "Decentralised Planning" and "The New Panchayati Raj System". In all, eight trainings were conducted during 1995-96.

2.0 Impact of Training

2.1 The Principal of the Mandor training centre, Jodhpur, pointed out that the attendance of both the elected representatives and the government officials in their joint training programmes was very low. Similar problems were highlighted by the Principal of the Dungarpur training Institute.

2.2 Zilla Parishad members of Jodhpur who went to Jaipur for a 4 day training at IGPRS, had to return after the first day as there was no electricity at the training Institute. ZP pramukh, Jaipur, had a similar experience of returning back on the first day itself due to a boycott called by ZP pramukhs of the opposition party.

2.3 At the training programmes, inexperienced resource persons having neither expertise on the subject nor any practical experience, used only lecture methods without any space for discussion and participatory learning. The lectures were highly theoretical and did not address practical issues. Inadequate boarding and lodging facilities and non-provision of travel allowance, were some of the important reasons cited by the ZP members and Pramukhs for their low attendance.

2.4 The Zila Parishad Pramukhs of both Jodhpur and Dungarpur alleged that there was no genuine political will to empower them and without devolution of power, the whole purpose of training programme is defeated.

2.5 The PS members alleged that there was a definite lack of seriousness about training programmes both on the part of the trainer and the participants.

2.6. Although, the trainings conducted for pradhans at IGPRS had been quite successful, they were cancelled thrice creating a lot of inconvenience to the participants.

2.7 Sarpanches had received 3-5 days training at the respective regional training centres which were not very useful as most of the representatives were inexperienced and therefore could not relate to the information provided.

2.8 There had been no follow-up trainings whereby the elected members could share their practical experiences and find solutions to their problems.

2.9 Learning materials provided in these training programmes were inadequate to address the day to day problems of conducting the affairs of PRIs.

2.10 Ward members of Gram Panchayat had undergone trainings only in a few areas.

3.0 Involving women Government Initiatives

3.1 While the attendance of elected representatives in the trainings was low, the attendance and participation of women was even lower. Even women who attended the trainings did not remember much about what they had learnt. Some of the reasons cited were:

- There were no separate training programmes for women and as they were new and inexperienced it was difficult for them to actively participate.
- At the regional training institutes, there was no woman trainer and no information was provided to them about the specific role of women leaders and the rationale behind one third reservation introduced in the Panchayati Raj Act.
- Women representatives across the three tiers felt that they had not received any information of women specific schemes through which they could help other women in their constituencies.
- A number of the PS and ZP women representatives were unable to attend the trainings due to various logistical problems.
- All the learning materials were meant for literates. A large number of women representatives were uneducated, yet no special trainings were designed to equip them with the relevant information and skills for effective discharge of their duties.

4.0 Existing Capacities of the Institutes

4.1 IGPRS: The Indira Gandhi Institute has 10 full time staff members apart from clerical staffs, of which 6 are administrative officers and 4 belongs to academic faculty. The training faculty are all on deputation from colleges. The capability of most of these faculty members vis-a-vis training is quite low.

Training modules are quite outdated and require substantial modification the trainers have not undergone any structured capacity building training programmes to enable them to execute their roles effectively as trainers. The Budget of the Institute is Rupees 53 lakhs of which a mere Rupees 2.8 lakhs is spent on training. There is no structured recruitment policy resulting in adhoc placement of staffs.

4.2 Mandor Centre, Jodhpur: According to the faculty with whom the investigators interacted, the learning materials are outdated, training design require modification and staff strength has to be increased. There are many vacancies and currently, only one training faculty along with the Principal manage all the training programmes. Although, the annual budget was Rupees 10 lakhs a mere Rs.60, 000 was allotted for training.

4.3 Dungarpur Centre: The Dungarpur training institute also has a dearth of support staffs. It does not possess vehicles, new learning materials or modules; besides, there is no earmarked budget for training.

4.4 The training programme for G.P members was organised only once and that too just after the 1995 election. The lack of information, awareness, understanding were reflected during the participation of members in the Gram Sabha, Gram Panchayat, Panchayat Samiti meetings.

4.5 Often Panchayat meetings got postponed due to lack of sufficient attendance. This was the general pattern in almost all the G.Ps visited by the team.

5.0 Training Needs:

The training needs articulated by the elected members could be broadly grouped under four key areas:

5.1 Panchayati Raj

1. 73rd Constitutional Amendment: Main Provisions
2. New PR Act & Rules of the State: Salient Features
3. Democratic decentralisation: Structure and Organogram, committees, district planning, function of PRI's (3 tier)
4. Roles and responsibilities of elected heads of PRIs
5. Political participation of deprived sections: women, SC, ST & OBCs.
6. Panchayati Raj and Social justice through political reservations.
7. Significance of Gram sabhas: How to operationalise the constitutional mandate.

5.2 Rural Development

1. Development schemes for rural areas:
2. Social development schemes for rural areas

5.3 Administration and financial management of PRIs

1. Office administration
2. Planning for development
3. Budgeting and use of funds
4. Audit and accounts
5. Handling litigation
6. Recommendations of X finance commission
7. Mobilising new resources through taxes, levies/penalties/fees etc.
8. Maintenance of Panchayat records

6.0 Training Needs for Zilla Parishad Members/Panchayat Samiti Members and Ward members:

6.1 Effective local self governance through PRIs:

- PRI resources
- Existing and possibilities
- Right to Information, transparency and accountability
- Mobilising community participation for development
- Responsive administration- values and ethics

6.2 Special Training Needs for women, SC/ST/OBC members of PRIs:

- A campaign approach to raise literacy levels through motivation by dovetailing the same under TLC-campaign efforts.
- Teaching articulation and assertion techniques to overcome the traditional psyche and socio-political oppression, exploitation and resultant deprivation.
- Mobilising support networks and pressure groups to resist political subjugation through the politics of 'no confidence motions.
- Building solidarity across gender, lines to fight for the cause of empowerment and self-governance.
- Negotiation and lobbying skills.
- Generating awareness about basic human rights and civil liberties.
- Building confidence and self esteem.
- Identifying gender parameter in development.
- Overcoming traditional social taboos.
- Developing leadership and communication skills

7.0 Training needs for village Panchy'at secretarv VLWS/Gram Sevaks:

- Need for greater focus on practical field based trainings rather than class• room intensive training.

- How to assist women Sarpanches and ward members effectively in their role performance, in the wake of their political debut.
- Social values like integrity and honesty should be inculcated through training.
- Behavioural trainings like motivation, co-ordination, team building, community participation and communication skills, needed.

8.0 Training methodologies for capacity building at various levels:

8.1 The Framework and process:

The basic framework for training of PRIs has to cater to the following felt needs expressed by the elected members:

- Joint training programmes elected representatives and their official counterparts from ZP/PS and GP levels.
- Joint trainings of women PRI-leaders, with male elected members as a strategic intervention to overcome the taboo of public life.
- Exposure visits and learning from peers.

8.2 A decentralised approach to training has to be institutionalised; with identification and empanelment of multi-disciplinary trainers, combining expertise of working with PRIs and development sector.

9.0 Problems encountered by the Training Institute

The following changes were needed at the training institute level:

9.1 IGPRS: The training rooms and meeting rooms require air conditioning. The unused hall, in the top floor can be converted into a dormitory for participants. Mini bus is required for exposure trips. Sufficient training. learning materials like books, periodicals on the related subjects etc. is also required.

9.2 There are enough faculty members at the institute but except for one, all others practically have no background of training. Faculty members should be carefully selected and recruitment policy should be regularised.

9.3 ETC (Mandor: Jodhpur) Introduction of 2 more faculty positions, use of some unused rooms for training purpose. The existing training room also requires renovation. Sufficient provision of training, learning materials (viz., Flip Charts, markers, boards, related journals, books, photocopy machine etc.).

9.4 Optimum use of existing infrastructure should be the top priority of all institutes.

9.5 There is hardly any competent person at the government department to look after the training programmes.

9.6 The existing system of co-ordination among the government department ETC's and IGPRS (technically an autonomous institution) requires strengthening.

9.7 Another area which needs attention is the communication process between the government department and the ETCs.

9.8 Overall, the problem of fund constraint was Conspicuously present.

9.9 The original two year training programme for Panchayat Secretaries has been reduced to a 45 day training programme leading to training gaps.

10.0 Capacity building of training faculty of training institutes

There exists a need to provide on the job capacity building opportunities to the faculties of training institutes through exposure to TOTs at NIRD, PRIA, LBSNAA and other GOs/NGOs of excellence. Exposure/field visits for faculties to study successful PRI-models in other states/countries should also be introduced.

11.0 Organisational restructuring

More academic/training and research faculty positions are required, alongwith streamlining of the administrative staffs.

12.0 Involvement of Voluntary Agencies

12.1 A number of voluntary agencies in Jaipur, Dungarpur, Jodhpur and Udaipur are performing exceptionally well. These organisations conduct training programmes for elected members, community groups. prepared training modules and learning materials. These organisations can be effectively used for training elected members.

12.2 Similarly SIDA supported primary education programme in various parts of Rajasthan, PAHEL programme can contribute to the training of Panchayat representatives.

12.3 At the state level, government department should constitute a task force comprising government official as well as representatives from various voluntary organisations to plan various capacity building initiatives. Similar process should be followed at the training centres also.

12.4 NGO's mode of working and capacity building has to be studied by the faculty members. So direct link should be established with the NGOs to utilise their experiences. The Chief Executive Officer (CEO) of Z.P. at the district level should initiate these collaborative efforts.

12.5 If the government staffs are exposed to various situations and experiences change will come spontaneously. Government/SIDA can also consider to provide financial support to some NGOs to organise innovative capacity building programmes for elected members in collaboration with local Government departments.

13.0 Role of elected members in strengthening their functioning

13.1 At present there is no initiative at the elected bodies and members' level to strengthen the process of PRI's functioning.

13.2 All the Gram Panchayat have "Panchayat Ghar" (building/rooms). At Present these buildings are used for G.P meetings. The state government should take the initiative to house "Panchayat Information Centre" in these buildings. The G.P., GS

members can come to these centres and discuss various issues and share informations. Panchayat Secretary, Sarpanch, Ward Members can meet at Panchayat Ghars periodically to interact with people and, extend support. Government staffs can also come to the GP office to discuss various issues and schemes.

13.3 At present, Sarpanches periodically meet at Panchayat Samiti meeting. A system should be developed whereby they can collectively share their problems, discuss the possible solutions and necessary support required.

13.4 Ward members should be encouraged to interact at the ward level with Gram Sabha members so as to promote the above process. Government should convert the Panchayat Building in to a centre of activity.

14.0 Role of Panchayats in Utilisation of Resources

14.1 At present all the Panchayats depend entirely on government allocation of resources. Plan and budget prepared in a proforma is circulated by Block office. This plan is then sent to Panchayat Samiti (PS). The PS forwards the same to DRDA. The DRDA on its part sanctions the money. For some schemes money is allotted by Block office. Normally Gram Panchayat plans the budget, based on the last year's allocation.

15.0 Suggestions for Effective PRI Functioning

- The development plans should be thoroughly discussed at the G.S. and G.P levels. The draft plan should be displayed on the Notice Board for 15 days. Recommendations and suggestions has to be considered at the G.P. meetings. Then the finalised plan should be sent to the PS.
- Implementation process should be clearly spelt out and discussed. The agenda and proceedings of G.P. meetings has to be displayed on the Panchayat Notice Board. This will lead to increased transparency. Peoples' active participation in the whole process should be encouraged.
- At present, budget is managed by the Panchayat Secretary. Panchayat members and Sarpanches are not aware about various sources of funds. Through orientation and training these informations can be communicated to them.
- Panchayats should try to access institutional finance for specific activities.

16.0 State Panchayat Act and the Reality

There is a wide gap between the state Act and the real situation vis-à-vis PRIs.

16.1 Gram Panchayat and more particularly Sarpanches have somewhat clearly well defined roles but G.P. member's role is not clearly spelt out. Similarly P.S. and Z.P. members are confused about their roles.

16.2 The Panchayat Samiti does not have any power. It just act as a "Post Office" to receive the G.P. plan and forward the same to DRDA.

16.3 At Z.P. and P.S. meetings, all the line department staffs are invited. But particularly attendance of line department staffs in these meetings are very poor. On

an average 4-5 persons and that too mostly junior staffs attended the meeting. At the meeting elected bodies give suggestion to them.

16.4 The financial power have not been entrusted to the elected body, still now the CEO of ZP and BDO of PS share the power with the Chairperson.

16.5 The District Planning Committee (DPC) remains non-functioning. As a result ZP members and Chairperson in particular are frustrated.

16.6 Central government's suggestion to make ZP Chairperson the head of DRDA has not been implemented. The Collector still heads DRDA.

16.7 Panchayat Secretary (PS) is also under the administrative control of BDO.

16.8 Although, right to information was incorporated in the State Panchayat Act information sharing was seriously lacking.

17.0 Suggestions for Translating the Implications of the Act into Reality

- The power and responsibilities should be clearly delineated for each tier. Role and functions of the elected bodies should be clear, properly communicated and openly shared with all concerned.
- Funds should flow directly to G.P.
- Funds allocated for PS and ZP should flow directly to them.
- There must be clear communication about the 'fundamental objectives of the Panchayats as self-government at the levels of bureaucracy, Panchayats and people.
- The functions to be performed at a particular level should be clear and relative autonomy. In the present context, except Sarpanch of G.P., no other functionaries have any clearly defined functional role.
- The functional machinery of governance should be strengthened at all three levels. There should be qualified people as functionaries. Systems and procedures should be streamlined and developed. BDO, extension officers, Panchayat secretary should be properly trained to work with the elected body.

18.0 Panchayati Raj Institution-A Perspective

The study team envisages the role of PRIs to be as follows:

- Panchayati Raj Institutions are to be viewed as institutions of local self governance, and not as mere implementors of centrally- determined development programmes. Bottom-up comprehensive planning, based on micro-planning exercise, is the key to self-governance. PRIs should not be allowed to become the third tier of development administration.
- 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.

- Interventions in strengthening PRI should focus on building, promoting and empowering new leadership of women, SC/ST and OBCs.
- PRIs should assert their access to and control over local natural and human resources, as well as other development resources being available with the state and national governments.
- Bolstering PRIs will entail clarity of their roles, systems of governance, accountability, transparency and interlinkages.
- Strengthening Gram Sabha and participation of local people in Gram Sabha (G.S.) generates an increased level of capacity, solidarity and organisational skills which in turn helps to sustain development.
- Participation of G.S. is virtually the only way to evolve appropriate and community-specific strategies.
- Development cannot succeed and sustain without substantial inputs of local knowledge, technology, resources and organisation. This can only be made available through active involvement of G. S.

19.0 Comments on the Proposal

- There should be one proposal
- Proposal should clearly spell out the following:
 - * Aim and objectives of the project
 - * Strategy to be followed to achieve the objective
 - * The link between the strategy and programme initiatives.
 - * SIDA/GOI support should be utilised for training
- Various training institutions should be brought under one umbrella.

IGPRS organise training for Zilla Parishad Members, CEO's, BDO's and PS members in some cases. They should organise maximum 20 programmes of 100 days duration for Panchayat functionaries and ZP, PS members. They should also plan for exposure trip to the districts.

- Government Department and IGPRS can jointly identify people who can become potential trainers at the district level. Potential members of the team are local and concerned Government staff, experienced elected members, local NGO workers who show interest in the matter.
- IGPRS should include some practical field based studies, case studies which can be utilised as learning materials in the training and also developed as a resource base.
- IGPRS should develop as a state resource Centre on Panchayati Raj.
- Linkage with IGPRS and ETC should be clearly established.
- IGPRS and SIRD should come together under one administrative head.

- ETC requires to be consolidated and its existing infrastructure should be utilised optimally.
- Training staffs should be trained to do their work efficiently; developing the right attitude and motivation of the staffs is very crucial. The knowledge and skill level of trainers should also be upgraded.

20.0 Suggestions on Intensive work in Four selected districts

- The team proposes that four districts should be selected preferably from four different regions. The selection should be on the basis of poor socio-economic status, low participation of women and weaker sections in self governance, high concentration of SC and ST's etc.
- A training plan for entire district should be prepared. A training team comprising of Government staff, NGO's, can be formed in each district to execute the training programme. A small team comprising of 2-3 persons should move from block to block and organise cluster level (comprising 2-3 G.P's) orientation programmes. It may be of 2 to ½ day duration.
- Besides, a few three day long structured combined training can be organised (with govt. staff like PS and Sarpanch members). Emphasis should be put on refresher course, orientation, training in phases. The term of present body will end in the next one and half years. Thus, orientation of community members, groups will be an important area too. Orientation of functionaries is also necessary so that they can play more supportive role.
- A joint collaborative campaign to be planned in these districts for 100 percent coverage in two and half years. The trainer teams from four districts will meet to share the experiences among each other and learn from them and plan for the next six months. IGPRS should facilitate this process of sharing and learning. IGPRS can also provide their study findings and other information support to the teams.
- During the team's visit, female members opined the need for organising separate meetings in the initial stages. So, separate meetings for them in the initial stages should be brought into practice.
- An advisory cum monitoring committee should be formed at the state level as well as ETCs and selected district level comprising of government officials, ZP chairperson, selected PS, GP heads and NGO representatives to periodically monitor and advise on various aspects.
- The estimated budget stands around Rs.12 Crores and the tentative project period is 36 months.

21.0 Role and Involvement of Voluntary Agencies

- NGOs should be actively involved in the entire process; their experiences should be utilised at the state level through participation of joint task force, preparation of training design, training materials. Similarly ETCs should involve local NGOs in their activities.
- In the selected districts, NGOs should be more actively involved in the entire process. In fact, a major part of the responsibility can be transferred to them.

A Summary of Finding and Recommendations

Findings:

1. In Rajasthan, after the 73rd Amendment, the first election was held in early 1995. Government training institutes organised training of PRI members in 1995 and early 1996. In recent years, there is hardly any training organised by these institutes for PRI members. Hence, there is a need for training at various levels.
2. There is a conspicuous lack of collaboration among the various training institutes like IGPRS, ETC and SIRD.
3. Linkage with NGOs or other similar bodies is absent, albeit some of these organisations are doing excellent work.
4. There exists a wide hiatus between the recommendations made in the act and the ground reality. Rules are not properly framed, procedures and guidelines are not prepared and there is lack of communication at various levels.
5. The roles and responsibilities of Panchayat Samiti and Zilla Parishad lack clarity. Their role is merely supervisory and advisory in nature without any decision making power. Panchayat Samiti and Zilla Parishad members are unhappy with this state of confusion.
6. Due to the lack of support, clarity over power, awareness and understanding, the Gram Sabha and Gram Panchayat's functioning has declined over the years.
7. The infrastructures of training institutes like IGPRS, ETC and SIRD are not utilised at the optimum level.
8. The role and manpower profile of the training institutes are not at the desired level. People prefer NGO training to government run training programmes.
9. The content and methodology of training programmes are basically theoretical in nature and not adequately grounded in reality.
10. Overall, there is a lack of emphasis on training.
11. Due to policy changes and lack of clear instructions from the higher authorities some ETCs face resource constraint, albeit huge amount of money languishes in their bank account.

Recommendations:

1. One proposal should be prepared in consultation with various interest groups comprising of the achievable objectives over the years.
2. Duplication of work at the department and SIRD should be avoided. SIRD and IGPRS should merge.
3. The training programmes should be supported by documentation, preparation of appropriate training manuals. IGPRS should become a State Resource Centre on Panchayati Raj. Apart from imparting training, it should also be involved in field based studies. The findings from the latter should be used for training as well as for changing operational guidelines of the department.

4. Training should be made thoroughly decentralised. IGPRS should train only ZP, PS members and in few cases selected Sarpanches. It should also train CEOs, BDOs and line department staffs. All the three existing ETCs have to be reinforced in terms of manpower, training related infrastructure like computer, photocopier, projector, and training aids and materials.

5. On a pilot basis, three to four districts can be covered under this project. A district level training unit with eight to ten staffs has to be set up in each district. Among these staffs at least 6 of them should be trainers (with proper gender balance). They should be provided with infrastructural supports such as office, vehicle and training related materials. Infrastructural supports like computer, photocopier etc. and office upkeep expenses should be provided.

The districts should be identified after taking into account their poor state of human development index (like low socio-economic development, minimal women's participation in local governance and fewer developmental interventions by government and NGOs)

The trainers will impart orientation and training to the members of trainers and organise exposure visits and experience sharing. The team should comprise of government staff as well as others experienced in training.

IGPRS should provide the initial training for the team and organise biannual review, sharing and planning meetings.

6. Since Panchayat election is due in early 2000, it is proposed that along with elected members' orientation, more emphasis should be accorded to functionaries' training and training of community groups during 1999. The later part of 1999 and early 2000 period should be utilised for preparation of training programmes for newly elected representatives.

7. The project period should be for three years of which the first six months should be preparatory stage.

8. In contrast to IGPRS proposal, large physical infrastructural support is not required. The IGPRS building is already equipped with huge unutilised infrastructure. Only the training rooms and top floor halls need to be furnished.

9. IGPRS should also utilise office space of ETCs, since the latter are mainly involved in field based training.

10. Collaboration and partnership has to be established with other agencies voluntary groups and SIDA supported projects.

11. Advisory and monitoring groups should be formed at IGPRS, ETCs and in elected district level.

12. An area demanding immediate attention is changes in the government policies, procedures, operational guidelines based on the Act. Training loses its significance unless people use the learning for changing their situation.

13. Training module, should be practical and need based. Information, and awareness are important but the skill to use that learning in real life situation is more significant.

14. The methodology followed should be based on collective sharing and learning mode with effective facilitation.

15. There exists a need for regular training of faculties at various institutes. They should attend programmes on training methodology, research methodology, documentation etc. to keep themselves updated and effective. Needless to mention, they should be thorough about their subject.

A sound recruitment policy should be developed to ensure the entry of suitable faculties and staffs.

16. Emphasis should be laid on capacity building of women and weaker sections of the society.

Chapter One

Introduction

The following pages contain Appraisal Report of the Mission to examine the two proposals submitted by Government of Rajasthan for training of Panchayat members. The Terms of Reference (TOR) (see Annexure) covered some other related issues also. The mission team comprising of Mr.Chandan Datta, (Team Leader), Ms.Shagun Mehrotra (PRIA), Mr.Binoy Acharya (Unnati, Rajasthan) and Prof.Anita (Indira Gandhi Panchayati Raj Sansthan (IGPRS) visited five districts viz., Kota, Jaipur (during June 23-30) and Jodhpur, Dungarpur, Udaipur (during July 28 to August 6, 1998).

The team visited 9 Panchayat Samities, 22 Gram Panchayats, whereby interactions were held with some 525 elected members and 200 official representatives across the 3 tier structure of PRIs. Around 35 meetings were held including, some focus group discussions with members. The average attendance of these meetings were 15. The team met women members and members belonging to weaker sections also. (Annexure II provides the schedule of the mission).

The report is divided into 8 chapters. The Chapter One contains Introduction while Chapter Two discusses the past activities related to training and its impact on various groups and PRI functioning. The next Chapter deals with emerging training needs and related training process, content, methodology etc. Chapter Four analyses the existing training infrastructure and areas requiring changes and also highlight some issues which demand policy decisions. The following Chapter examines the existing status of collaboration and suggests the possibilities. This chapter also focuses on the role of elected members to enhance their capacity building and effective functioning. Chapter Six examines the various issues highlighted in the state act and the exact reality. The next Chapter deals with the conceptual aspects of self governance and its operational aspects. The final Chapter contains the comments on the proposals and suggestions for improvements.

Chapter Two

Past Activities and its impact

2.1 Subsequent to the enactment of the Rajasthan Panchayati Raj Act 1994, elections of all three tiers (i.e. Zilla Parishad, Panchayat Samiti and Gram Panchayats), were held in 1995. As a result of the new amendment, approximately one lakh and twenty thousand elected representatives came into existence. In order to equip these representatives, of which approximately 90,000 were elected for the first time, with the necessary knowledge of the act including their roles and responsibilities along with the skills to effectively discharge the same, several trainings were conducted by the State Training Institutes and other government agencies/bodies.

2.2 On the basis of the study carried out in 5 districts of Rajasthan namely Kota, Jodhpur, Jaipur, Dungarpur and Udaipur. an analytical account of the trainings and their impact, initiatives taken by the government to involve women and the weaker sections and the existing capacities of these Training Institutes, has been presented in the following pages.

I. Training Institutes

2.3 Indira Gandhi Panchayati Raj Sansthan: It is the key training institute in the state for training elected representatives and government functionaries on Panchayati Raj. Based in Jaipur, IGPRS undertakes broadly 10 different kinds of training programmes:

1. Joint training for ZP pramukhs and CEO's
2. Joint training for PS pradhans and BDO's
3. Technical training for JEN's and AEN's
4. Training for accounts staff(financial management of ZP&PS.
5. Joint training for PS and ZP members.
6. Training for ZP pramukhs/ PS pradhans & CEO's/BDO's.
7. Training for PS members and extension officers
8. Technical Foundation Course for watershed development teams.
9. Training of trainers
10. Community Convergent Action training (UNICEF sponsored).

(Between 1988-89 to 1998-99 IGPRS trained 1513 Panchayat members and 7157 government officials).

2.4 Regional Training Centres: At present there are three regional training institutes in Ajmer, Jodhpur and Dungarpur districts which are responsible for training elected representatives of all the three tiers from 10-11 districts each. These centres carried out several trainings during 1995-1996; just after elections. Presently they are engaged mostly in training new batches of VLWs.

2.5 State Institute of Rural Development: In Rajasthan, the SIRD was created in 1981-1982. The Rajasthan State Institute of Public Administration(RIPA) Jaipur, which is an apex level training institution of the government of Rajasthan, has been identified and ever since also functioning as SIRD. The annual budget allocation to SIRD is equally shared by the governments of India and Rajasthan. Training being the primary function of this Institute, they have conducted a large number of trainings, some of which are for elected representatives at the ZP level such as

"Decentralised Planning" and "The New Panchayati Raj System". In all eight trainings were conducted during 1995-96.

2.6 Impact of Training (Based on the study findings)

2.6.1 The Principal of the Mander training centre, Jodhpur, pointed out that the attendance of both the elected representatives and the government officials in their joint training programmes was very low. From an expected 100 participants only 10-40 actually came for these trainings. Similarly the Principal of the Dungarpur training Institute informed us that they had organised four camps of five days each for Zilla Parishad members from five districts in which only 66 people had participated of which only 22 were women

2.6.2 Zilla Parishad members of Jodhpur who had gone to Jaipur for a 4 day training at IGPRS, returned after one day as there was no electricity at the training Institute. ZP pramukh, Jaipur, had a similar experience of returning back on the first day itself due to a boycott by ZP pramukhs of the opposition party.

2.6.3 Inexperienced resource persons having neither expertise on the subject nor any practical experience, used lecture methods without any space for discussion. The lectures were highly theoretical and did not address practical issues. Inadequate boarding and lodging facilities and non provision of travel allowance, were some of the important reasons cited by the ZP members and Pramukhs for their low attendance and interest in trainings organised by IGPRS. In contrast the trainings they had attended at SIRD were held as good as they used more participatory methods and the resource persons were experts on their subjects.

2.6.4 The Zilla Parishad Pramukhs of both Jodhpur and Dungarpur felt that there was no genuine political will to empower them and without power, training became useless and meaningless to them. In their words "if you train us we will get more aware and hence complain more". They felt that they were educated and fully aware of their roles and responsibilities and therefore needed no training. So, instead of stereotypical training programme, focus should be on changing their mind set.

2.6.5 The PS members had a 3 day training at Mandor but they spent two days travelling and did not remember anything. They too like the Zilla Parishad members complained of having no powers. The trainings according to them have no importance only eating/drinking and making noise. In other words there was no seriousness about trainings both by the trainer and the participants. One member said "when we asked about our duties they said ask the state government".

2.6.6 Although, the trainings carried out for pradhans at IGPRS had been quite successful, they were cancelled three times creating a lot of inconvenience to the participants.

2.6.7 Sarpanches had received 3-5 days training at the respective regional training centres which were not very useful as most of the representatives were inexperienced and therefore could not relate to the information provided.

2.6.8 There had been no follow-up trainings whereby they could share their practical experiences and find solutions to their problems.

2.6.9 Learning materials provided for in these trainings were inadequate to address day to day problems. The trainers only gave lectures and wrote on the blackboard leaving no scope for discussion and active participation.

2. 6. 10 Ward members of the Gram Panchayat had only in some areas undergone trainings which too were only for a day and not very useful. They were totally unaware of their roles.

2. 7 Initiatives taken by the government to involve women

2.7.1 While the attendance of elected representatives in the trainings was low, the attendance and participation of women was even lower. Even those who attended the trainings did not remember too much about what they had learnt. Some of the reasons cited were:

- There were no separate training programmes for women and as they were new and inexperienced it was difficult for women to actively participate.
- The resource persons only lectured and did not allot any time for discussion. Participatory methods were not used to elicit discussion and help them to seek clarification.
- At the regional training institutes, there was no woman trainer and no information was given to them about the specific role of women leaders and the reason for the one third reservation introduced in the Panchayati Raj Act.
- Women representatives of all the three tiers felt that they had not received any information of women specific schemes through which they could help other women in their constituencies.
- A lot of the PS and ZP women. representatives were unable to attend the trainings as they were held at Jaipur and it was difficult for them to go so far.
- As a large number of women representatives are uneducated yet none of the trainings were designed to equip them with the relevant information and skills for effective discharge of their duties. All the learning materials were meant for literates.

2.8 Existing Capacities of the Institutes

2.8.1 IGPRS: The Indira Gandhi Institute has 10 full time staff members apart from clerical staff, of which 6 are administrative officers and 4 belongs to academic faculty. The training faculty are on deputation from college education with political science, sociology, history, English Literature as their academic subjects. The capacity of these faculty members vis-a-vis training is quite low apart from a few like the Director of the Institute and Prof. Anita who has experience of working in the R.D. and P.R. sector for over two decades at senior positions and has herself undergone training at University of Birmingham, U.K. and IDS, Sussex in Rural Development. Prof .Anita who has worked for over 12 years in the Training Sector with Institutes like RIPA, Tribal Research Institute (TRI), and now IGPRS and is a "Trainers Training', 'Recognised User' empanelled with Department of Personnel and Training, Government of India As a Trainer she has competence in rural, tribal and womens' development. However, her experience and competencies are also not utilised.

2.8.2 Training modules are totally outdated and have not been modified nor have the trainers undergone any structured capacity building programmes to enable them to execute their roles effectively as trainers. The Budget of the Institute is 5 3 lakhs of

which a mere 2.5 lakhs is spent on training. The residual amount is for maintenance and salaries. There is no structured recruitment policy resulting in adhoc placement of staffs. As the director put it "this institute has become a dumping ground". Most of the resource persons for the trainings are drawn from Institutes and departments having no role in the planning and designing of these training programmes.

2.8.3 Mandor Centre, Jodhpur: According to the faculty with whom we interacted, the learning materials were outdated, training design required modification and staff strength has to be increased. There were many vacancies and currently, only one training faculty along with the Principal managed all the trainings. People did not want to come as the institute was located around 12 km away from Jodhpur and they were unable to provide any facilities like vehicle etc. Although the government had instructed that they organise trainings for elected representatives from IO districts, there was no fund available for the same. Their annual budget was 10 lakhs of which only Rs.60,000 was allotted for trainings and from this amount they had to use some as establishment costs which were very high. They suggested that there should be a comprehensive state policy for trainings as well as a workshop should be organised of resource persons and senior officials to develop proper training design and material. There were no training modules and very little learning materials were actually distributed. Even though, they had a library, participants could not use it as there was no librarian available.

2.8.4 Dungarpur Centre: The Dungarpur training institute also has many vacancies of support staff; it does not possess vehicles, new learning materials or modules; besides there is no earmarked budget for training. Although Rs.23 lakhs had been transferred to them from SIRD (Udaipur centre of RIPA) and Zilla Parishads, they were not allowed to use either the capital or the interest on it for trainings. They were very enthusiastic and had taken a lot of initiative with the limited resources available. There was a communication gap with the Directorate (Jaipur) and they were yet to receive the budget allocated for them in April 1998. They need more staffs and capacity building of their existing staffs. Even the basic requirements like chairs and books had been acquired by them from the Mander training centre. To visit any place to conduct trainings or to follow-up on their own training programmes they had to take permission from the Director at Jaipur who had never visited this Institute. The faculty members cannot move more than 6 Kms. without seeking the Director's permission.

Training was organised only once for G.P. members and that too just after election in 1995. The lack of information, awareness, understanding were reflected during the participation of members in the Gram Sabha, Gram Panchayat, Panchayat Samiti meetings. Tables, clearly shows that attendance was extremely poor in G.P. Often Panchayat meetings got postponed due to lack of sufficient attendance. This was the general pattern in almost all the G.Ps visited.

Similarly, except once in 1995 first Gram Sabha meeting had to be postponed due to lack of attendance. Ten per cent of total voters presence is necessary for any G.S. meeting. From 1996 onwards nowhere G.S. meeting was held without postponement. For second meeting quorum is not necessary. So with the participation of 20-30 people G.S. meetings were held in many places.

TABLE No.1

FREQUENCY AND ATTENDANCE OF KUKAS (G.P.) MEETING

S. No	Date of meeting	Total G.P. Meeting	Member present	Remarks
1	June 8, 1998		5 Males	
2	June 22, 1998		1 Female+ 2 Male	P
3	May 5, 1998		1 Female+ 3 Male	
4	April 22, 1998		1 Female+ 2 Male	P
5	April 8, 1998		1 Female+ 1 Male	P
6	March 23, 1998		1 Female+ 2 Male	P
7	March 9, 1998		1 Female+ 5 Male	
8	February 23, 1998		1 Female+ 3 Male	
9	February 9, 1998		1 Male	P
10	January 22, 1998			Planned but nobody come
11	January 8, 1998		1 Female+ 3 Male	

P=Postponed due to lack of quorum

Total G.P. members= 12 (Including women sarpanch)

TABLE No.2

FREQUENCY AND ATTENDANCE OF KUKAS (G.P.) MEETING

S. No	Date of meeting	Total G.P. Meeting	Member present	Remarks
1	June 10, 1998	24 (Including women sarpanch)	5 Males	
2	March 25, 1998		2 Female+ 9 Male	
3	March 3, 1998		2 Female+ 9 Male	
4	February 21, 1998		3 Female+ 13 Male	
5	February 10, 1998		2 Female+ 4 Male	P
6	January 10, 1998		2 Female+ 5 Male	P
7	December 10, 1997		2 Female+ 8 Male	
8	November 25, 1997		3 Female+ 8 Male	
9	November 10, 1997		3 Female+ 8 Male	
10	September 25, 1997		2 Female+ 9 Male	
11	September 12, 1997		1 Female+ 5 Male	P
12	April 11, 1997		1 Female+ 5 Male	P
13	July 10, 1997		1 Female+ 6 Male	P
14	June 25, 1997		1 Female+ 9 Male	
15	June 10, 1997		2 Female+ 96 Male	

P=Postponed due to lack of quorum

Total G.P. members= 24 (Including women sarpanch)

Status of Panchayat Secretary

Gram Panchayat	Total Members	Secretary	Remarks
Digod	15 plus sarpanch comprising 4 villages	<ul style="list-style-type: none"> - Old batch - Years of experience - Attended 8 days training at Dungarpur ETC in December 1996 	Looking after 3 gram panchayat
Jalimpura	9 plus sarpanch	<ul style="list-style-type: none"> - Old batch - Years of experience - No recent training 	Looking after 2 G. P. Also posted as a new panchayat

		attended	secretary without training
Garaband		- Old batch	Posted are here for two month Also look after 2 G.P. No recent training attended
Khera Rasulpur		- Old batch - Attended training	Looking after one gram panchayat
Aranya Khera		- New batch - No training, 1 and ½ years posted here	Looking after 2gram panchayat

2.9 Status of Panchayat Secretaries

2.9 .1 Panchayat Secretary (PS) is the only government functionary directly working with Gram Panchayats, But there is an acute shortage of properly trained Panchayat Secretaries.

2.9.2 Senior Secretaries are also not very effective. Most of them have not undergone any orientation course in recent years to work in the new atmosphere ushered in by the 73rd & 74th Amendment Acts.

2.9.3 The Panchayat Secretaries also need intensive training on the various aspects of PRIs related to their work.

Chapter Three

Training Needs of PR Is at various levels and Process

3.1 A) Elected Leaders/Chairpersons & Vice Chairpersons of Zilla Parishads/Panchayat Samitis and Gram Panchayats:

The training needs articulated by them could be broadly grouped under four key areas:

(I) Panchayati Raj: New Set-Up

- (i) 73rd Constitutional Amendment: Main Provisions
- (ii) New PR Act & Rules of the State: Salient Features
- (iii) Democratic Decentralisation: Structure and Organogram, committees, district planning, function of PRIs (3 tier)
- (iv) Roles and responsibilities of elected heads of PRIs" Powers and duties
- (v) Political participation of deprived sections: women, SC, ST & OBCs - Panchayati Raj and Social justice through political reservations.
- (vi) Significance of Gram sabhas: How to operationalise the constitutional mandate

(II) Rural Development Scenario:

(i) Development Schemes for Rural Areas:

a) SSO & JRD, Sector/DRDA Schemes

- Poverty alleviation schemes
- Employment Generation Schemes
- Area development schemes
- State specific schemes

b) Panchayati Raj and Rural Development Deptts. Schemes

- c) Tribal Area Development Department's Schemes
- d) Scheduled Castes Development Corporation's Schemes
- e) Women and Child Development Department's Schemes.

(ii) Social Development Sector Schemes

- a) Universalisation of Primary Education
- b) Total literacy campaign/post literacy campaign
- c) Non formal education and other innovations in education – Lok Jumbish, Shiksha Kanni, Gururnitra, Saraswati Yojana, Balika Shiksha Programme,
- d) Primary health care and health for all
- e) Family welfare schemes for population stabilisation
- t) Social welfare department's schemes and national social assurance programme.

(III) Administration and financial management of PRIs

- a) Office administration
- b) Planning for development
- c) Budgeting and use of funds
- d) Audit and accounts
- e) Handling litigation
- f) Recommendations of X finance commission
- g) Mobilising new resources: taxes/levies/penalties/fees etc.

h) Maintenance of records

(IV) Behavioural Skills

- a) Leadership and team building
- b) Motivation and supervision
- c) Participatory decision making
- d) Participatory development through mobilising effective community participation
- e) Responsive Administration
- f) Effective Public Speaking
- g) Conducting effective meetings
- h) Conflict resolution
- (i) Inter personal relations (elected and officials leaders)
- G) Communication and negotiation skills
- (k) Grievance Redressal
- (l) Curbing delays in disposal
- (m) Social audit and right to information
- (n) Transparency and public accountability
- {o} Values and ethics for effective local self governance
- (p) Gender issues in development
- (q) Reservation for deprived sections and the cause of social justice
- (r) Participatory Rural Appraisal
- (s) Participatory Evaluation

3.2 (B) Zilla Parishad Members/Panchayat Samiti Members/ Ward members

Panchayati Raj: new Set-up

- a) 73rd Constitutional Amendment: Main Provisions
- b) New PR Act & Rules of the state: Salient Features,
- c) Democratic decentralisation: structure and functions of PRIs (3 tier set-up)
 - Organogram
 - standing committees
 - district planning committee
 - village based planning through Gram Sabhas.
- d) Roles and responsibilities of members of PR Is at each level.
- e) Political reservation for Social justice
- f) Making Gram sabhas effective for rural development planning
- g) Enhancing women's participation in development

II Rural development schemes of DRDAs, RDPR, TAD, SCDC & WCD

III Social Development Sector Schemes of primary education. TLC, NFE, PHC & FW, Social Welfare esp. NSAP

- ##### IV Effective local self governance through PRIs.
- PRI-resources - existing and possibilities
 - Right to Information, transparency and accountability
 - Mobilising community participation for development
 - Responsive administration- values and ethics.

3.3 C) Special needs of women, SC/ST/OBC leaders/members of PR Is having training implications

In addition to the key areas for training and issues highlighted in respect of each area, earlier at levels A & B; some special training needs that are contextually of

greater relevance in case of elected representatives who have stepped into the political arena by virtue of political reservation under

73rd constitutional amendment act, can be delineated as follows:

3.4 i) Need for a campaign approach to attaining literacy levels through motivation by dovetailing the same under TLC-Campaign efforts.

ii) Articulation and assertion training to overcome the psyche and political culture of oppression, exploitation and resultant deprivation.

iii) Mobilising support networks and pressure groups to resist political subjugation through the politics of 'no confidence motions' to oust them from power-positions.

iv) Federative strategies by linking up across women, SC, ST, OBC and other caste/creed sections for demonstrating solidarity for the cause of effective local self governance

v) Negotiation and lobbying skills (It was observed that more often than of GPs headed by women, SC, ST, OBC elected members were ore deprived intention of development schemes and the fruits of development as compared to Gram Panchayats where sarana caste embers were leaders.

vi) Legal literacy: Awareness of basic human rights and civil liberties and whom to approach for help and support in situation of crisis

vii) Confidence and self esteem building

viii) Gender concerns in development

ix) Overcoming fear, traditional institutions, taboos precipitated by social ostracising along gender. caste and creed lines.

x) Leadership and communications skills

3.4 (D) Training needs of government functionaries of PRIs

For the government officers who are counter parts of elected leaders holding executive positions at the ZP and PS levels - the training needs are much the same as those articulated in respect of the elected heads at these levels (stated at A). Also a joint training strategy to train Zilla Parishads/up Panchayats with CEOs and Pradhans/Up Pradhans with VAs was advocated by elected leaders and officials alike for maximising mutual understanding and team spirit for working together.

3.5 (E) Training needs of village Panchayat secretary (VLWS/Gram Sevaks)

Besides existing contents and curricula covered in the crash-condensed foundation course of one and a half months duration initial training of Gram Sevaks inclusive of 4 papers viz. (I) Rural Sociology {Social Education} (II) Development and construction schemes (III) Accounts & (IV) Panchayati Raj covering about 35 prescribed topics, in-depth interaction with a batch of 128 Gram Sevaks undergoing training at Mandore training centre, Jodhpur, brought to the fore the following acutely felt training needs:

- (i) Need for greater focus on practical/field attachments based training rather than mere class-room intensive training the VLWS advocated need for a 50:50 judicious mix of theoretical learning and field training.
- (ii) Greater problem solving orientation in training sessions, catering to resolving field-related problems
- (iii) Inputs on birth/death registration; domicile certificate, conversion of abadi lands, public distribution system, mobilising financial resources of panchayats desired, as presently not being covered in detailed clarity.
- (iv) No focus on integrating gender issues in development at present
- (v) How to assist women Sarpanches and ward members for greater effectiveness in their role performance in the wake of their political debut.
- (vi) Value education- strong input needed
- (vii) Workshop with their elected leaders-counter parts to understand mutual roles and responsibilities in handling all matters of the Panchayat
- (viii) Behavioural issues like motivation, co-ordination, conducting meetings and minutes recording team building, community participation and communication skills, etc .

3.6 Training methodologies for capacity building at various levels

3.6.1 Framework and process

The basic institutional framework for training of PRIs has to cater to following guiding principles, based upon their own felt needs expressed to the study team:

- (i) Joint training methods: in terms of training opportunities to be made available to elected representatives and official counterparts jointly from same ZP/PS/GP.
- (ii) Joint trainings desired by women PRI-leaders, along with men as strategic for building confidence and helping overcome hesitation of public life.
- (iii) Exposure visits and learning from Peers.
- (iv) A decentralised approach to training has to be institutionalised; with identification and empanelment of multi disciplinary training teams combining expertise of working with PRIs and RD sector schemes whether in government organisations, NGOs or academia. Such composite training teams have to be mobilised at the state level district levels, block levels and Gram Panchayat levels, as well to make the training system competent, diverse, innovative, dynamic and self sustaining. The training activity flow-chart would then look like:

State Level: Training of Distt. Training. teams (DTTS)

DTTS train: ZP & PS levels of PRI elected members and officials in their own district and also train the block training teams (BTTS)

BTTS: Trains Panchayat level PRI officials and non-officials, trained official Gram Panchayat training teams.

(v) Essentially participatory approach to training of PRIs--entailing weaning away from class-room and overriding emphasis on lecture-method (one way doling out of information); and building in creative training pedagogy by way of - workshops, dialogues, syndicate- group work, brainstorming, role play, role clarification, exercise screening of video documentaries and analytical discussions, simulation exercises, games, behavioural instruments, peer group, interactions, experiential learning, study/exposure visits to demonstration projects/model villages/model Gram panchayats etc., continuing learning after training through dissemination of performance-aids and facilitating on the job training (JT) strategy

(vi) Strong component of field study visits and peer interaction.

(vii) Systematic approach to training-pre-training (TN) during training and post training.

Systematic approach of training of PRIs

Pre-training phase: Identification of Training Needs (TNA/ITN)

During training phase: Design and implement training. along participatory framework keeping in mind entry behaviour of trainer group with participants.

Post training phase: Review training impact:

- Immediate (just after training.)

- long term (after 6 months)

Based on this review, revise the content, methodology of the training. Ideally at least two phase training should be organised followed by refresher course. This pattern will take care some of their practical problems.

ix) Setting up of Gram Panchayats as a continuing education Resource Centre for Training of PRI officials and non-officials

With IEC-materials in easy Hindi/local Idiom in print/ A-V media/folk media etc. with similar resource like IEC-banks in each Panchayat Samiti and Zilla Parishad.

3.6.2 Design and content for training of PRIs

These will have to be evolved for each level-ZP/PS/GP leaders (official and elected) and members separately, and so also for technical, accounts, and extension staff of ZPs and PS.

Chapter Four

Existing Training Infrastructure and areas for Changes

4.1 All the training institutes have sufficient physical infrastructure--IGPRS have couple of training rooms and halls, 10 faculty members, support staff, ETC, Mandar is located in a campus of over 100 acres of land. Earlier three institutes used to run in this campus. Now most of the buildings, facilities are remain unutilised. ETC Dungarpur also have training rooms, offices, hostel facilities and staff quarters. Most of the staff prefer to stay at Dungarpur and staff quarters remain empty.

4.2 In the last three years over Rs.35 lakhs was spent on various construction at Dungarpur centre. However, basic training materials like Projector, Flip Charts, markers etc. were not available. Budget allocation for training was just Rs.60,000/- for Mandore centre. Dungarpur centre was yet to receive the allocation. Mandor had only 2 training staff; the principal who was working for two years was a BDO (Animal Husbandry was the parent department) and another from education department working in the institute for the last three years. Library support and learning materials were also poorly organised in these institutes.

4.3 The following changes were needed at the training institute level:

4.3.1. IGPRS Level-The training rooms and meeting rooms require air conditioning. The unused hall, in the top floor can be converted into a Dormitory for participants. Mini bus is required for exposure trips. Sufficient training, learning materials like books, periodicals on the related subjects etc. is also required.

4.3.2 There were enough faculty members at the institute (Total 10). However, except one all others had practically no background of training. Faculty members should be carefully selected. Training institute appointments should be carefully planned. The faculties should also have opportunities for further learning.

4.4 For ETC Mandor, Jodhpur we suggest introducing 2 more faculty positions, use of some unused rooms for training purpose. Present training room also requires repairing. Sufficient provision of training, learning materials (viz., Flip Charts, markers, boards, related journals, books, Xerox machine etc.) also be provided.

4.5 One important area we need to emphasise is that optimum (effective and efficient) use of existing infrastructure should be the top priority of all these institutes. There were under utilisation of various resources all around. It was not the physical resources alone. Proper placement of staff, effective utilisation of manpower should also be on the agenda.

4.6 There were hardly any group, competent person at the department to look after the training. Deputy Director looking after training should have sufficient background of training. In fact, we feel person responsible for training should be more senior and experienced person and capable of co-ordinating and dealing with various departments. In fact full time Director of IGPRS can become the co-ordinator of training.

4.7 The present system of co-ordination among the department and JGPRS (technically an autonomous institution) requires strengthening. The department will continue to select trainees from ZP, PS staff and IGPRS to provide training. Even the communication from department at the state level with the Principal of training centre at times was not clear. Annual training calendar was prepared at the state

level without consultation of Principals; new training programmes identified at the state level and sent to the centre created overlapping and administrative problems. All these need to be sorted out.

4.8 Another area which needs attention is the smooth and regular communication between the department and the centres. One Principal observed that he has not meet the Director for the last one year and no senior officials visited the institute except at times of VIP visits.

4.9 There was fund constraint. However, we noticed that over Rs.23 lakhs was lying with Dungarpur centre for the last one and half years. These money was sanctioned to 11 Zilla Parishads in 1995-96 for training of Panchayat members and Udaipur centre-of RII'A. At the later stage when decisions were taken that Dungarpur centre would look after the training of elected members, various Chief Executive officers (CEOs) transferred the money to the centre. There was no clear instruction about how to utilise this money. Only recently, sanction was granted to use this money for one joint training, programme. We learnt that similar was the case in the other two centres.

4.10 State Finance Commission recommended that each Panchayat should have a Panchayat Secretary. Over 800 new people were recruited and placed in the Panchayats. The original two years training period was now reduced to 45 days. There were 115 Junior Engineers and 155 LDCs posted in the department. All these people had undergone training at various training centres. Thus reducing the training for elected members. In fact after 1995-96 these institutes rarely conducted training programme for elected members. The newly elected members require orientation, understanding, information, knowledge base, skill etc. to perform their new roles. While we appreciate the need for training of staff, we also emphasise the training of Panchayat members particularly at the Gram Panchayat level.

4.11 Merger of SIRD with IGPRS is strongly recommended on convincing grounds of constitution and bylaws and nature of IGPRS as a registered autonomous body modelled after NIRD and created vide a cabinet decision of the state government solely with the explicit purpose of emerging as a centre of excellence for training, research, resource centre and think tank to the government in the area of PR & RD, both at the state level as well as regionally for north India (Hindi speaking states).

4.12 Presently SIRD is under the state administrative training institute which was a historical accident as it was entrusted to RIPA in 1981-82, whereas IGPRS was born and created by the state government with the specific mandate for training and research in PR & RD sector in 1988-89. This duplicity of illogical structures is neglecting of PRI and rural development sector training and research - as the focus is diluted in this area in the state training academy of administration, whereas, all the financial resources from Go\1. of India continue to enrich the Institute's infrastructure with little contribution to focused and sustained PRI trainings.

For the last two years SIRDs are not receiving any GOI grant.

4.13 Every divisional HQ should have a regional training centre for Panchayat level trainings. Presently, only 3 exist at Ajmer, Jodhpur and Dungarpur sharing a workload of 10-11 districts' Panchayat level training of officials and non-officials resulting in inability to cope with systematic trainings and refresher courses so crucially important for effective functioning of PRIs. However, only the existing centres start functioning effectively, new full fledged centres be set up.

4.14 Problem of understating in training institutions as well as PRIs (all levels) needs to be urgently addressed to enhance effectiveness. Some posts of specialised training faculty need to be augmented to cater to all the training needs of PRIs and RD-sector, viz. engineering stream, accounts/financial management of PRIs, watershed management, economists specialising in rural economy and credit systems, rural management experts; computer programme and professional librarian and documentation staff etc. with ensuring financial implications.

Mismatch between establishment costs and training programme costs in training institutes of RDPR sector needs to be rectified.

Institute	Establishment cost	Program cost
IGPRS	53 Lakhs (p.a.)	2.50 Lakhs (p.a.)
ETCs	10 Lakhs (p.a.)	0.60 Lakhs (p.a.)

4.15 Capacity building of training faculty of training institutes

There exists a need to provide continuous job-enrichment capacity building opportunities to faculty of training institutes through exposure in TOTs at NIRO, PRIA, LBSNM and other GOs/NGOs of excellence. Exposure/field study visits for faculty to study PRI-models in other states/countries for effective local self governance should also be introduced.

4.16 Selection policy and incentives to trainers of PRI-training institutes.

Rather than becoming dumping ground for persons with no training commitment, academic background/aptitude, a structured selection policy for recruiting quality trainers with desired expertise needs to be evolved for PRI training institutes based upon special selection rules and incentive packages to attract the right talent.

4.17 Organisational restructuring

More academic/training and research faculty positions are required, alongwith streamlining of the administrative overload of under worked positions as in IGPRS.

Chapter Five

Collaboration with other Institutions

5.1 Presently there is hardly any collaboration among the various groups working on PRIs. Training at various institutes are conducted by the faculty members by inviting speakers mostly the officials from the other government departments or retired officials.

5.2 During our visit, we came across a number of voluntary agencies in Jaipur, Dungarpur, Jodhpur and Udaipur who were also working in this area. Some of them were performing exceptionally well in small pockets like ASTHA in Udaipur. These organisations conducted training programmes for elected members, community groups, prepared training modules and learning materials. Similarly SIDA supported primary education programme in various parts of Rajasthan, employment of community members as primary school teacher, PAHEL programme in Dungarpur can contribute a lot to the training of Panchayat representatives. Over the years all these organisations have gained valuable experience to work with people, make them informed, aware and capable to manage their own affairs.

5.3 Strengthening of Panchayati Raj Institutions cannot be possible only through Panchayati Raj Department or Government Training Centre. Various experiences and competencies have to be tapped and utilise in the training programme. At the state level, department should constitute a task force comprising government official as well as representatives from various voluntary organisations to plan various capacity building initiatives. Similar process should be followed at the training centre level also. Experience of NGOs (as resource persons) should be utilised for training of elected members, government staff at Government Training Institutes; and exposure visits should be organised in NGO's field area.

5.4 NGO's mode of working, capacity building process etc. has to be studied by the faculty members. During our visit many members and staff appreciated the training programme organised by NGOs. So direct link should be established with them to understand the process and utilise their experiences. We also suggest that Chief Executive Officer (CEO) of Z.P. at the district level should develop these collaborative efforts.

5.5 The foregoing partnership should be viewed as a strategic alliance to strengthen Panchayati Raj Institutions. This kind of collaboration has worked well in Total Literacy Campaign. The collective strength of experience and capacity will help to attain the goal to train elected members effectively. For active partnership, there is a need to change the mind set of concerned groups and individuals, particularly the government staffs.

5.6 The team feels that if the government staffs are exposed to various situations, experiences and learn new things, change will come spontaneously. Government/SIDA can also consider to provide financial support to some NGOs to organise innovative capacity building programme for elected members in collaboration with local Government department in the selected district on a pilot basis.

5.7 Training, learning has no significance unless this learning is applied in real situations. For optimal and effective use of the capacity of trained members, government support to elected bodies becomes very important.

5.8 Role of elected members themselves in strengthening their functioning:

At present there is no initiative at the elected bodies and members' level to strengthen the process of PRI's functioning. There are a number of possibilities where elected members can actively participate in the process.

5.8.1 All the Gram Panchayat have "Panchayat Ghar" (building/rooms). At present these buildings are used only for fortnightly G.P. meetings. These infrastructures should be utilised at its optimal level. Government should take the initiative to house "Panchayat Information Centre" in these buildings. The G.P., GS members can come to these centres and discuss various issues and share informations. Panchayat Secretary, Sarpanch, Ward Members can meet at Panchayat Ghars periodically to interact with people and, extend support. Government staffs can also come to the GP office to discuss various issues and schemes.

5.8.2 All Sarpanches periodically meet at Panchayat Samiti meeting. A system should be developed where they can collectively share their problems, discuss the possible solutions and necessary support required as also provide their suggestions for improvement. Again, learning from the experience of peer group members will be much more appropriate and practical.

5.8.3 Some Zilla Parishad members, President as well as Panchayat Samity members expressed their willingness to work with other members, to involvethem in orientation and training. TI1is interest should be systematised.

5.8.4 Ward members should be encouraged to interact at the ward level with Gram Sabha members so to promote the above process. Government should convert the Paachayat Building in to a centre of activity by providing materials, information base, use this centre for various visits etc. Initially arrange and facilitate structured meeting among the Sarpanches. Provide support to members who are capable and interested to be involved in training programme. Support should be extended for exposure visits to various institutions (NGOs), Panchayat offices etc. who are doing exemplary work in order to relate the training with reality.

Process to ensure active participation of elected members in utilisation of available resource and the capacity needed to access resources for development at the local level.

5.9At present all the panchayats depend entirely on government allocation of resources. Panchayat Secretary gets instructions from Block Development Officer (BDO) about the allocation. He inform the same to the Sarpanch and accordingly actual plan is prepared. Even though Gram Sabha, Gram Panchayat has to analyse problems, identify needs, all these are normally by passed. Plan and budget prepared in a proforma is circulated by Block office. This plan is then sent to Panchayat Samity (PS). The PS forwards the same to DRDA. The DRDA on its part sanctions the money. For some schemes money is allotted by Block office. Normally Gram Panchayat plans the budget, based on the last year's allocation.

5.10 Nonnally allocated fund is utilised through Gram Panchayat committee. However, in reality, Sarpanch takes the initiative to spend the money. Panchayat Secretary (PS) help him. Money is released in various instalments, this led to confusion and conflict at times. Although in the G.P. meetings, Sarpanch/PS has to

explain in detail and this has to be recorded in the proceedings. But in reality Sarpanch and PS do the work and other members are not involved or informed. Though in many construction project, they work as daily wage labours. We came across some conflicts and allegations about the implementation of schemes. Some of these conflicts are due to political differences. In cases where women or weaker section member became Sarpanch whereas traditional elite who was the erstwhile Sarpanch was now a Up-Sarpanch or just a member gave rise to conflicting situation. Block office staff particularly Junior Engineer create problems by citing various rules, regulations and procedures. Instead of performing supportive, facilitating role they create hindrances at times. Apart from this there are genuine mis-appropriation by Sarpanches also.

5.11 To improve the situation, the study team suggests the following:

5.11.1 The plan should be discussed at the G.S. and G.P. thoroughly. The draft plan should be displayed on the Notice Board for 15 days. Recommendations and suggestions has to be considered at the G.P. meetings. Then the finalised plan should be sent to the PS. The same plan also need to be circulated through Notice Board. When the sanction notice comes, it should also be put on the Notice Board. Implementation process should be clearly spelt out and discussed. The team emphasise that agenda and proceedings of G.P. meetings has to be displayed on the Panchayat Notice Board. This will lead to increased transparency. It is true that everybody can not agree about the procedures and decisions but at least they will be informed. Peoples' active participation in the whole process should be encouraged.

5.11.2 At present budget is managed by the Panchayat Secretary. Panchayat members and Sarpanches are not aware about various sources of funds. Through orientation and training these informations can be communicated to them. In many districts allocation for social benefit schemes remain unutilised. Again there are many sources for funding income generating activities. All these sources has to be trapped.

5.11.3 Panchayat should be encouraged to contribute for their self development. It may be a matching contribution with government on a 50:50 basis. There are instances in other states, where Panchayat contributed for their self development. Later additional support has come from the government.

5.11.4 Panchayats can also access institutional finance for specific activities.

5.11.5 An important point to note is that Gram Panchayat spend on an average one fifth of the total amount spent on the Panchayats by other departments. Thus 80 per cent of the money is spent by various line departments without any information to Gram Panchayat. In this situation how ethical is it to say that Panchayat should impose tax? In fact, Panchayats are not in favour of imposing any taxes. Moreover, barring a few G.Ps, income from taxes are very meagre.

5.11.6 So we propose that a large percentage of state budget should be allocated to G.P.s. Kerala allocated 40 per cent of their state budget to Panchayat bodies and this was reflected in the state budget. The budget document provide the details of allocation to each G.P., P.S., and Z.P. (70 per cent of this (40 per cent) for G.P. and 15 each for P.S. and Z.P.)

5.11.7 How can an elected body and line department run independently while Act says that Panchayat have the power of regulating 29 departments? This is an intriguing question to be sorted out. Panchayat bodies should have the power to

regulate the finance. For instance, Z.P. President should be the functional head of DRDA. P.S. Chairperson should deals with Block level affairs and Sarpanch and G.P. can look after the entire developmental activities at the G. P. level.

5. I I.8 Thus, it is not merely a question of capacity enhancement of members, but major changes in the operational procedures of the PRIs are also called for.

Chapter Six

State Act and Supportive Process

There is a wide gap between the state Act and the real situation vis-à-vis PRIs.

6.1 The functions are not really transferred to Panchayat bodies. Although, Gram Panchayat and more particularly Sarpanches have somewhat clearly well defined roles and responsibility. G.P. member's role is not clearly spelt out. Similarly P.S. and Z.P. members are confused about their role. In the act their role are of supervisory and advisory nature. Z.P. and P.S. members interviewed by us attended on an average three training programmes right from IGPRS to local institute. In these trainings, role, responsibilities etc. were discussed, various types of information regarding planning, co-ordination etc. were given to them. But they alleged that they cannot use the same as member. The ZP has a mere advisory role. But it is ironical that an elected body can only advice and does not have an active decision making role.

6.2 Obviously, Z.P. and P.S. members are unhappy about this. So Z.P. meet every three months to discuss and suggest things. Then all these suggestions are sent to DRDA. The Panchayat Samiti normally meets every month. They does not have any power. They just act as a "Post Office" to receive the G.P. plan and forward the same to DRDA.

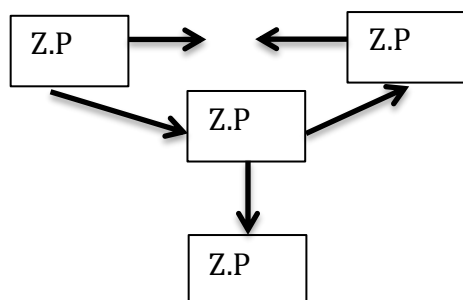
6.3 The P.Ss are only responsible for Primary Schools. Chairperson of PS sign in the cheques for their salary. P.S. discuss about their transfer etc. Other educational institutions are looked after by the education department. In fact, all the line departments are working independent to P.S.

6.4At Z P. and P S. meetings, all the line department staffs are invited. But except Dungarpur District and Aspur Block, attendance of line department staffs in these meeting are very poor. On an average 4-5 persons and that too mostly junior staffs attended the meeting. At the meeting elected bodies give suggestion to them. Most of these suggestions remain in paper. Normally, the line departments implement their own plan prepared at their level without peoples involvement.

6.5Financial power arc also not entrusted to the elected body. The CEO of ZP, BDO of PS share the power with the Chairperson and that too for a very small amount.

6.6District Planning Committee (DPC) formed through circular and ZP Chairperson has become the head of DPC without administrative control. Chief Planning Officer is the Member Secretary. However, it remains non-functioning. As a result ZP members and Chairperson in particular are frustrated.

6.7Central government's suggestion to make ZP Chairperson as head of DRDA is also not implemented. Collector still remains as the head of DRDA. Since DRDA having the financial control, co-ordinate with line departments, even the CEO of ZP, who is also a senior officer do not possess much power and functions. CEO is the controlling officer (Administration control) of BDOs but BDOs are also accountable to the Collector. Plan prepared at the GP. level, go to DRDA via P.S. Figure below explains the position of ZP.



- ZP (CEO) have Administrative Control over BDO
- BDOs are reporting to the Collector
- Sanctioning Authority is the Collector
- Financial Control is with -- DRDA

6.8 Panchayat Secretary (PS) is also under the administrative control of BDO and not under Panchayat Samiti (PS). In fact Panchayats have no staff on their own. In some districts the ZP have also given the responsibility of implementing some of special programmes like sanitation and environment, construction of low cost latrine etc. One person is placed at ZP and he is co-ordinating with BDOs in selected blocks to implement this programme. Recently ZP was given the responsibility of recruitment of School Teachers. Except a few the staff in the ZP are on deputation from various departments.

6.9 Right to information was incorporated in the State Panchayat Act. However, during our field visit we have not seen the updated information (for the last three years) being shared through notice board. Only, in Jaipur district, we came across few information of 1994-95 printed in the Panchayat building.

6.10 Suggestions

In this situation, the team suggest the following:

6.10.1 It is very important that power and responsibilities should be clearly delineated for each tier. Whatever power, functions given to the elected bodies should be clear, properly communicated and openly shared with all concerned.

6.10.2 Flow of Funds: Funds should be placed directly to G.P. At least at the state level G.P. wise allocation to be made and communicate the G.P. about the allocation. Funds allocated for PS and ZP placed directly to them.

6.10.3 ZP to be intimated about line departments allocation and line departments should involve elected bodies seriously and sincerely for planning and implementation of their allocated money.

6.11 Consultee process for Planning

6.11.1 G.S. usually identify the problem, analyse the same and identify needs. Then it is finalised at G.P. level. A cluster of 8-10 GP. level discussion takes place on these plans. All the concerned departments attend the meeting and explain their role in the process. Then they plan with responsibility chart, budget, time frame etc. send the same to ZP.

6.11.2 State government need to specify the role of P.S. Some people with whom we interacted strongly, question the role of the intermediate tier.

6.11.3 Technical expertise of the department staffs and the participatory approach should be utilised in the planning process.

6.12 Transparency

As mentioned earlier, G.P. building should be the centre of activity. A big Notice Board (Black Board) should be installed in each G.P. office and all the important communication from PS, ZP, various departments, important decision at the G.P. level, allocation of funds, funds received, utilisation of funds etc. should be properly communicated through this Notice/Black Board. The PS and Sarpanch along with other members should take the responsibility to implement them. Panchayati Raj department should take the initiative to operationalise this.

6.13 Use of Funds at G.P. Level

The implementation of schemes and expenditure should be done by a committee comprising of Panchayat as well as Gram Sabha members. Peoples committee should be formed in each village which will take the responsibility of implementation. In many NGO programmes peoples committees are responsible for implementation. The composition of the committee can be decided at the G.S. This committee should closely work with G.P.

Chapter Seven

Self-Government as Policy to Operationalise

7.1 The main question facing the Panchayat is whether they are there for development functions only or for the wider purpose of Self-governance? The 73rd Constitutional Amendment defines Panchayats to mean institution of Self-government. The reality in the state is far away from self-government. All stakeholders look it as 'an institution facilitating development'.

7.2 In this situation there must be clear communication about the 'fundamental objectives' of the Panchayats as self-government at each level; i.e. bureaucracy, Panchayats and people.

7.3 The functions to be performed at a particular level have to be made clear and linked with relative autonomy. There is lack of agreed definition in this area. In the present context, except Sarpanch of G.P., no other functionaries have any clear cut, agreed functional role. Some look PS and ZP as supervisory and advisory body which they themselves disagree. Functional responsibility should be clear for each level.

7.4 The idea of 73rd Constitutional Amendment was to change the Collector centric bureaucratic administration to people centred democratic self governance, Hardly any attempt has been made towards this direction. Even now the DRDA headed by the Collector is the supreme body. This body takes all decisions regarding the plans. In this situation the role of PS and ZP is not clear.

7.5 In the Act, Panchayats have been entrusted with some functions, However, functionaries are with development department. This creates many contradictions. Self governance have little meaning without the control over implementing staffs. All development staffs at the PS and ZP level should be transferred to Panchayats on deputation.

7.6 The functional machinery of governance should be strengthened at all three levels. There should be qualified people as functionaries. Systems and procedures should be streamlined and developed. BDO, extension officers, Panchayat secretary should be properly trained to work with the elected body. Their existing capacity is far below the desired level.

7.7 Out of 8 BDOs we met, except one all are from Animal Husbandry department. Out of these, five have not attended any systematic training programme in recent years on the issues related to PRIs. All the four CEOs we met are very senior officers. However, they require thorough training and orientation on this issue. Though many things are not happening, but CEOs should be thorough about various aspects of PRIs. Though standing committees are 1101 operational in almost all the ZPs and PSs we visited but CEOs should have the knowledge of various standing committees and its role.

7.8 Finance: At present Panchayats are getting only a small part of development fund directly. Roughly 80 per cent of development fund are being spend by line department without consulting elected body.

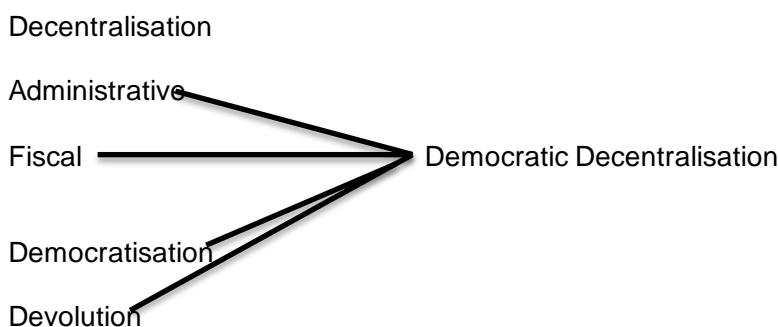
7.8 .1 Even Panchayat scheme, funds are released in numerous, unpredictable instalments making proper implementation difficult. Central government suggestion

and procedure for use of funds are not followed. The Sarpanch never know how much would come and when to come.

7.8.2 The Panchayat remains as a spending agency of money received from the State/Central government. Except in few cases there are virtually no attempt to raise resources through taxes. Local collection is hardly 8-12 per cent of the amount they handled. By failing to mobilise resources the Panchayat have served to increase the cost of functioning because now their own cost has to be added to the continuing cost of Pre-Amendment situation.

7.8.3 It is not the case that no resources can be raised/tapped at the Jocal level. It is true that there are constraints mainly political, legal and administrative in nature. However, government should take initiative towards this direction. We feel, budget should be allocated to ZP, GPs to prepare plans. This also require lot of homework at their level and intensive capacity building programmes.

7.9 Democratic authorities at the lower levels will not be successful if they lack administrative authority and administrative power to plan, and financial resources to implement these plans. So some fiscal decentralisation which provides financial resources and some administrative decentralisation that supplies bureaucratic resources for implementation is necessary. Thus decentralisation process must entail all three aspects -- democratic, fiscal and administrative.



7.10 Perspective of Panchayati Raj Institution

The constitution guarantee regular election, one third participation of women, representation of weaker sections, power to plan for development schemes. power to Gram Sabha etc. and state government agreed on the same. However, we feel that the perspective of Panchayati Raj Institutions should be:

1. Panchayati Raj Institutions are to be viewed as institutions of local self-governance, and not as mere implementors of centrally-determined development programmes. Bottom-up comprehensive planning, based on micro-planning exercise, is the key to self-governance. PRIs should not be allowed to become the third tier of development administration.

2. 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.

3. Interventions in strengthening PRI should focus on building, promoting and empowering new leadership of women, SC/ST and OBCs.

4. PRIs should assert their access to and control over local natural and human resources, as well as other development resources being available with the state and national governments.

5. Boistering PR is will entail clarity of their roles, systems of governance, accountability, transparency and interlinkages.

6. Strengthening Gram Sabha: Participation of local people through Gram Sabha (G.S.) generates an increased level of capacity, solidarity and organisational skills which in turn helps to sustain the development process.

7. Participation of G.S. is virtually the only way to evolve appropriate and community-specific strategies.

8. Most development efforts have no hope of succeeding and sustaining without substantial inputs of local knowledge, technology, facilities and organisation. This can only be made available through active involvement of G.S.

Chapter Eight

Comments on the proposal

1. There should be one proposal
2. Proposal should clearly spelt out the following:
 - i. Aim and objectives, goal of this project i.e. in clear terms what the projects want to achieve within a time span of 2-3 years.
 - ii. Strategy to be followed to achieve the goal.
 - iii. The link between the strategy and Programme Initiatives.
3. We suggest that SIDA/GOI support should be utilised for training - training at the state level, ETC level and in selected 3-4 districts on a pilot basis to develop a model. The experiences can be utilised for wider coverage.
4. It is very important to bring various training institutions under one umbrella. Presently SIRD, IGPRS, ETC, etc. are functioning independently.

Who will do What

1. IGPRS should clearly spell out how they fulfil their objectives: They have sufficient physical infrastructure, which is not being utilised properly due to lack of competent staff, autonomy and of course lack of fund, After addressing the above, they can easily organise training for Zilla Parishad Members, CEO's, BDO's and PS members in some cases. They should organise maximum 20 programmes of 100 days duration for Panchayat functionaries and ZP, PS members. They should also plan for exposure trip to the districts.

2. Department and IGPRS jointly can identify people who can become potential trainers at the district. Members of the team should be very carefully selected. IGPRS alongwith ETC should organise orientation course for this team. This team will be responsible for organising training at the selected districts. IGPRS team along with ETC team will work with them. Potential members of the team are local concerned Government staff, experienced elected members. local NGO workers who have interest and experience on this issue etc.

3. IGPRS should include in some practical field based studies, case studies which can be utilised as learning materials in the training and also developed as a resource base. These areas can also be mentioned in the proposal.

4. IGPRS should develop as a state resource Centre on Panchayati Raj. First requirement is the placement of appropriate staff, their orientation exposure through structured training programmes and necessary resources/ infrastructure required for the same.

Physical facilities

5. The building require air conditioners especially in the Class Rooms. The cost for the same will come to around Rs. 10 lakhs. Four to five computers and one photocopier is also needed to prepare learning materials, data base etc.

6. The team is not convinced about the need for additional hostel floor. Firstly they have to plan training programme in such a way that existing hostel facility can be utilised for 250-300 days. In addition to top floor. the hall can be converted into a dormitory. The necessary infrastructure required for this should be provided.

7. Linkage with IGPRS and ETC should be clearly established.

8. IGPRS and SIRD should be together under one administrative head. There should not be any duplication of work. In the proposal, steps taken towards this direction should be mentioned. SIRD can access resources from NTRD

9. ETC Level

ETC requires to be consolidated. Existing infrastructure should be utilised properly - It is now being utilised hardly 25% of its full capacity.

10. Training staff should be properly trained to do their work; attitude and motivation to work on this issue is more important. Information, knowledge and skill of trainers should also be developed.

11. Under this project their training support, training at their level and some basic training infrastructure needs to be provided.

Intensive work in Four selected districts:

12. The team proposes that four districts should be selected preferably from four different regions. The selection should be on the basis of poor social economic status, low participation of women and weaker sections in self governance, high concentration of SC and St's etc. (Sikar/Jalore/Churu/Jhunjhunu/Banesware/Bharatpur, etc. can be identified.

13. A training plan for entire district should be prepared. A training team comprising of Government staff, NGO's, to be formed in each district to execute the training programme. A small team comprising of 2-3 persons should move from block to block and organise cluster level (comprising 2- 3 G .P's) orientation programme. It may be of two day duration to half day duration. The idea is that trainers team to reach the members. The participants will assemble in the morning and disburse in the evening.

14. Besides, some three day long structured combined training can be organised (with govt. staff like PS and Sarpanch/members). Emphasis should be put on refresher course, orientation, training in phases. The term of present body will end in the next one and half years. So orientation of community members, groups will be an important area too. Orientation of functionaries is also necessary so that they can play more supportive role.

15. A joint collaborative campaign to be planned in these districts for 100 percent coverage in two and half years. The trainers' teams from four districts will meet to share the experiences among each other and learn from them and plan for

the next six months. IGPRS should facilitate this process of sharing and learning. IGPRS can also provide their study findings and other information support to the teams.

16. During our visit female members opted for initial separate meeting. So separate meeting should be organised for them preferably proximal to their residence.

17. An advisory cum monitoring committee should be formed at the state level as well as ETCs and selected district level comprising of government officials, ZP chairperson, selected PS, GP heads and NGO representatives to periodically monitor and advise.

18. The estimated budget is around Rs.12 crores and the tentative project period is 36 months.

Suggestive Activities and Overall Budget

(Details to be worked out at the time of preparation of proposal)

I. IGPRS Level:

A. Training of elected members (ZP, PS), Panchayat officials like CEOs, BDOs etc.

5 days training for each batch

25 participants in each batch

20 trainings in a year

For two and half years

Organise separate and joint training

- Orientation, training of district level team and ETCs at IGPRS level Twice in a year for two and half years

- Facilitation at the field level. B. Field based studies Documentation

Preparation of learning materials.

C. State Resource Centre on Panchayati Raj

To organise, process, store, disseminate the information and materials

D. Training of staff/faculty

E. Two additional faculty for two and half years

F. Physical Infrastructure

Air-conditioning of Training Rooms Upgradation of upstairs hall

G. Work related infrastructure

Six computer

Photocopiers

Access of materials

H. Ongoing expenses @ Rs.10,000/- P.M. I. Any other (not maintenance)

(Over the period of three years) Rs.1.00 Crore

Note:

*We do not propose buying of vehicles. But whenever require, it can be hired.

We suggest that present level of establishment and salary support should be continued. Additional support can be utilised for programme activities and new initiatives like studies, documentation, preparation of learning materials, setting up of State Resource Centre etc.

*Merger of IGPRS and SIRD will also bring fund from central government and state government.

II. At Extension Training Centre (ETC) Level-three in number)

A. Five additional faculty staff for two and half years.

B. Upgradation of Physical infrastructure @ 15 lakhs for each centre over the period.

C. Training related materials like six computer @ two for each centre, photocopiers and other related materials and recurring cos! for the same for two and half years.

D. Training of elected members 2/3 times and officials, staff 1/3 times to utilise 250 man days in each year for two and half years for each institute .

E. Field training, exposure of trainees

F. Study, Documentation

G. Exposure of staff, faculty for three years

(Over the period of three years) Rs.3.50 Crores

III. District Level Training Set up in Four identified districts

A. 0 member team with three support staff for each district. Their salary for 36 months.

B. Office rent for 36 months and related basic infrastructure.

C. Training related materials

Computer: One in each unit, photocopier, preparation of materials, Documentation.

D. Recurring expenditure

E. Training at the Blocks, G.Ps. level

@ 500, days of each district (in two groups) (Details to be worked out)

F. One vehicle for each unit

G. Acquisition of materials (like video, audio materials)

H. Exposure, orientation of staff

{Over the period of three years) Rs.6.00 Crores

IV. Preparation of bulk learning materials Rs.0.75 Crores

V. Review, Advisory Team Rs.0.10Crore

VI.Support to NGOs in the related areas within these four districts

Rs.1.15 Crores

Total Rs.12.00 Crores

Annexure-1

TERMS OF REFERENCE FOR THE MISSION

Area A

The team will look into the following areas:

- 1.The processes involved in the capacity building of PRI functionaries at the GP, PS and ZP levels and its impact at various levels; information, knowledge and skill base and its use in Panchayat functioning.
- 2.The methodologies and procedure involved in participation of women members at the three levels and village women at Gram Sabha and women groups in GP, PS and ZP.
- 3.To study the government initiatives towards strengthening Panchayati Raj Institutions especially the capacity building of members and its impact. Analyse the existing capacity of people who are imparting training. (To study the existing training modules, designs, contents and methodologies).

Area B

- 4.The training needs at various levels and weaker sections (women, SC, ST) of members and to make the representatives confident to take on the responsibilities as envisaged in Panchayat Act and rules. Also find out the training needs of government functionaries who are directly or indirectly involved in the PRI.
- 5.The evolution of some training methodologies for capacity building at various levels; framework; design, content and process.
- 6.The existing training infrastructure of government and find out areas of changes.
- 7.The scope of partnership among the government, NGO (other institutions I groups) in organising capacity building of elected representatives including the incharge of other SIDA supported projects in the state .
- 8.The possibilities of evolving a system where elected members themselves participate in learning, resolving and strengthening their own functioning.

9. The processes in order to ensure active participation of elected members in utilisation of available resources and the capacity required to access resources for development at the local level.

Area C

The other objectives of the study are -

10. To look into the State Act and related operational procedures and system developed by the state government. Some of the areas will be:

i) To examine the linkages between functions, finances and functionaries at the Panchayat level; functions, flow of funds and relationship with functionaries of various government departments at Block and District level and suggest changes with flow of funds, transparency, consultative process for planning use of funds at the GP level.

ii) To look into the concept of "Self Government" at GP level and its operationalisation.

iii) To look into the proposal presented by GOR and suggest areas for improvements and changes.

Mission Team

1. Mr. Chandan Datta, PRIA, Team Leader
2. Ms. Shagun Mehrotra, PRIA
3. Mr. Binoy Acharya, Unnati
4. Prof. Anita, Govt. of Rajasthan

IGPRS Training progress at a glance (Since inception from 1988-89 to 31.7.1998)

S. No.	Year	Proposed programme	Programme conducted	Non-officials trained	Official trained	Total persons trained
1	1988-89	4	4	146	30	176
2	1989-90	22	22	129	781	910
3	1990-91	47	41	224	800	1024
4	1991-92	54	45	126	1000	1126
5	1992-93	80	40	118	1608	1726
6	1993-94	92	29		863	863
7	1994-95	59	25		861	861

Post Elections of 1995, Trainees Trained at IGPRS, Jaipur

S. No.	Year	Proposed programme	Programme conducted	Non-officials trained	Official trained	Total persons trained
1	1995-96	45	9	205	52	257
2	1996-97	42	15	234	118	352
3	1997-98	58	45	288	746	1034
4	1991-92	74	18	43	298	341
Total				1513	7157	8670

Training for new VLW At Dungarpur PTC

S. No	Period	Duration	Invited VLW	Attended	Percentage
1	April 15 to July 13, 1997	90	50	49	100%
2	July 21 to October 11, 1997	90	51	49	100%
3	October-November, 1997	90	65	63	100%
4	April-May, 1998	45	40	40	100%
5	July 6 to August 21, 1998	45	61		

VLW Regular Course at PTC, Dungarpur

S. No	Period	Duration	Invited Participants	Participants Attended
1	February 17-26 1997	10	32	18
2	May 15-20, 1998	06	55	12

Joint Training at PTC Dungarpur

Period	Duration	Invited Participants	Participants Attended
May 12-14, 1998	3	26 Sarpanchs+ 11 PS Members+ 11 VLW 11JE+ 11Cashier= 70	5 Sarpanchs+ 3 PS Members+ 4 VLW + 2JE+ 4Cashier= 18

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PRIA (1998): Appraisal Mission to Study the Proposal of Government of Rajasthan on Training Needs for PRI Members



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