



Knowledge. Voice. Democracy.

PRIA

research report

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Multi sectoral strategic intervention a study on its impact

Introduction:

Panchayati Raj in India has come into existence through a long process of evolution. The adoption and enactment of Constitution (Seventy Third Amendment) Act. 1992 has provided statutory status to Panchayati Raj. All the states in country, barring those excluded from its preview, have enacted legislation to be in conformity with the amendment. There are about 217,300 village panchayats existing in 22 States and 3 Union Territories, covering 96% of about 5.79 hundred thousand villages and nearly 99.6 % of rural population. The composition and the average population per Panchayati Raj Institution (PRI) vary across the states. Reservation of seats for weaker sections (Schedule Castes, Schedule Tribes, Women, etc.) has been provided for each tier of the PRI. Today, democratised and representative PRIs have been expanding to cover length and breadth of the country. There has been an increasing trend to empower PRJs; to undertake development programmes aiming at alleviation of poverty beside usual civic and welfare functions. But in reality, Panchayati Raj resources and capability still fall short of rising requirements.

Under these circumstances, Society for Participatory Research In Asia (PRIA) and the Network of Regional Support Organisations (NCRSOs) decided to undertake strategic intervention for strengthening PRIs. The regional support organisations (RSOs) of the network are CENCORED (Centre for Communication and Resource Development, Patna), CYSD (Centre for Youth and Social Development, Bhubaneshwar). SAHAYI (Trivandrum), SAMARTHAN (Bhopal). SSK (Sahbhagi Shikshan Kendra, Lucknow) and UNNATI (Ahmedabad). The rationale for this intervention is to enhance the potential for community participation and responsibility .in their own development that is, people centred and people-controlled development. The constitutional provisions provide new opportunities and possibilities for building up new' leadership from among the women and other weaker sections. The PRIs can also become the basis for further elaboration and strengthening of civil society in the country.

A broad framework of strategic intervention was developed on the following principles: 1. PRIs are to be viewed as institutions of Local Self Governance and not mere implementors of centrally - determined development programmes. 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 (new) leadership in local serf governance. 3. PRIs should assert their access to and control over natural and human resources, as well as other development resources being available with state and national governments. 4. Strengthening PRIs will entail clarity of their roles, systems of governance, accountability, transparency and inter-linkages.

In many areas, successful conscientization, group building and promotion of local leadership among marginalised sections have already been achieved through the efforts of voluntary organisations and activists. As a result, these voluntary agencies (VAs) and activists can be enabled and mobilised to play a more di reef role in the promotion and strengthening of PRIs. Therefore, building capacity and encouraging participation of such V As and activists is an important strategic intervention.

Therefore, a programme of strategic intervention in this regard was finally undertaken by PRIA and NCRSOs in the year 1995. There are five major components of this programme:

1. Orientation, Training and Educational Support.
2. Preparation and Dissemination of Educational Materials.
3. Micro-planning or Bottom-up- planning.
4. Research and Documentation
5. Influencing Government

A multiplying effect intervention has been undergoing. Three strata of target groups have been intervened. First stl'3tum consists of persons from PRIA and NCRSOs, who work with second stratum. The persons from local VAs belong to this stratum. The third stratum constitutes the elected PRI

members (as well as gram sabha members). Local VAs closely interact with third stratum on a regular basis. In this way, the intervention covers 110 districts of 9 states, A total of 174 VAs and 651 Gram Panchayats have been directly intervened so far.

As mentioned earlier, Research and Documentation is one of the important component of the said programme. To improve upon the present status of the programme, from time to time a number of studies have been undertaken to learn more and more about the intervention itself and also to supplement the other components on the basis of research findings.

The present paper is an attempt to elucidate the differences between the 'intervened' and the 'non-intervened' ones. These differences have been measured on various scales (indicators). One of the important aspects of comparison being the comparison of awareness level of intervened and non intervened VA- as well as PRI- members (Gram Panchayat members). The awareness level have been measured uniformly throughout the states by administering a series of common questions related with different tiers of PRI. These measures of awareness are only an approximation of the reality. Beside this, the exercise attempted here has several other limitations. Even so, it may provide some measure of prevailing PRI (act) awareness in different parts of the country. In this regard profiles of the VA- and PRI- members across the states have been studied. It must, however, be remembered that intra-state inequities are often glaring and the order of such inequities may differ, as between different states. As such, 'average figures' for a whole state may not reflect the true picture. These possibilities are fully recognised.

Our observations in this paper on 'quantified impact' relate to awareness level, participation, formation of committees (samities) and some other indicators. These indicators are not all-encompassing reflectors of the reality. We do recognise that for a truly comprehensive picture of reality, other indicators also need to be taken into account. However, the use of these indicators (which we have used) will be justified not only as being most easily measurable and quantified but also as reflecting the status of knowledge-the power, a very powerful instrument for social transformation.

Material and Method:

The findings in the present papers are based on a number of studies conducted during past one year. These studies had been undertaken by different RSOs under almost common frame works. However, the data for the present study come mainly from the surveys of VA and PRI members, conducted during February-May 1997. The separate questionnaires were used for VA members and PRI members. However, there was a common questionnaire for VA members across the states. Similarly a uniform common questionnaire was used for PRI members from every state. Only those questions were included in both the questionnaires which had equal relevance to all the respondents in every state. The state- and sex- wise coverage of above surveys have been tabulated in table 1.

Table 1. The sex-wise distribution of intervened respondents

State	VA Member			PRI Member		
	Male	Female	Total	Male	Female	Total
Bihar	32	15	47	NA	NA	NA
Orissa	5	8	13	NA	NA	NA
Haryana	3	3	6	52	32	84
H.P.	6	1	7	11	4	15

Kerala	19 (22)	11 (8)	30 (30)	17 (18)	13 (12)	30 (30)
M.P.	15 (7)	5 (1)	20 (8)	215 (157)	122 (82)	337 (239)
U.P.	11	5	16	99 (12)	so (10)	149 (22)

Figs in brackets correspond to respective numbers for non-intervened ones.

NA: Not Available

Here it may be mentioned that those VA and PRI members who have received training, printed/audio/video materials and other supports (from PRIA & NCRSOs) have been tanned as the intervened ones. The rest are 'non-intervened' ones. An attempt has been made to include both intervened as well as the non-intervened VA members and PRI members. To make the comparison valid, wherever possible, only those non-intervened members have been surveyed who are 'similar' to the intervened ones. To get the data the VA surveyed who are 'similar' to the intervened ones. To get the data, the VA members were interviewed by the RSO members. With the technical support from respective RSOs, VA members interviewed the PRI members to elicit the information on structured questionnaire; It was endeavored on the part of the investigators (interviewers) that the interview session should not be too boring to the respondents. It should not be like a strictly question-answer session. The investigators first created a favorable environment then administered the questionnaire. To ward off any inconsistency in responses, an in-built cross checking consistency instrument, in the form of additional questions and notes to the interviewer, was incorporated in each questionnaire. So, the data obtained may be considered as quite reliable. However, due to prevailing ground realities the 'non-response rate' is quite high for some specific questions in both the questionnaires.

As part of the above survey one specific questionnaire was administered to Gram Sabha members of 4 Gram Panchayats (GPs) in Kasaya, Padrona, U.P. Out of these 4 GPs, two are intensively intervened by SSK, Lucknow. The other two GPs from adjoining areas which are similar in socio-economic structures to the intervened ones were surveyed to make a comparison on different indicators of PRI development. Interestingly, all of these four panchayats are headed by women members. Two panchayats (one from intervened and other from non-intervened areas) are headed by women from SC community. Similarly, the Pradhans of one intervened and one non-intervened GP belong to OBC community. From each GP more than 30 members of Gram Sabha belonging to different sections of the society were interviewed to answer the pre-fabricated questions. Thus in all we have responses from more than 60 intervened and 60 non-intervened gram sabha members.

Intervention:

In this section we shall discuss about the coverage of the programme, the profiles of second and third stratum of our target group (VA and PRI members). The last of this section has been devoted to a study of some of 'means' of intervention.

Coverage:

The table 2 gives the state-wise reach of the multi-sectoral strategic intervention undertaken by PRIA and NCRSOs. The network through its 174 collaborating VAs has intervened members and people from 65 Gram Panchayats of 110 districts in 9 states. In Bihar where the PRI elections have not been held so far,

Table 2: The state-wise 'coverage' of the intervention

S.No.	Name of the RSO	Name of the State	No. of Districts	No. of VAs	No. of GPs
1.	CENCO RED	Bihar	38	55	160
2.	CYSD	Orissa	12	13	55
3.	PRIA	Haryana	6	12	60
4.	PRIA	H.P.	3	5	40
5.	SAHAYI	Kerala	11	14	45
6.	SAMARTHAN	M.P.	15	15	60
7.	SSK	U.P.	14	28	85
8.	UNNATI	Gujarat	6	17	88
9.	UNNATI	Rajasthan	5	12	58
	TOTAL	-	110	174	651

CENCORED (and PEARL, an organisation based at Ranchi) with the help of its 58 collaborating VAs is interacting with people in general and the probable future PRI representatives in particular. In rest of the states the RSOs with the help their collaborating VAs interact with about 500 Gram Panchayat members (in total) directly.

VA Member:

From the surveyed VA-members (Table 3) it has been found that the average no.

Table 3: The Mean 'Coverage' by VA- members and their mean age

S.No	Name of the State	Avg. No of GPs Covered By VA Member			Mean Age of VA Member	
		VA	Male	Female	Male	Female
1	Bihar	5	2	2	34	32
2	Orissa	2	1	1	27	25
3	Haryana	7	6	9	40	34
4	Himachal P.	18	9	5	33	21
5	Kerala	1	1	1	32	32

6	Madhya P.	9	9	6	33	29
7	Uttar P.	18	10	10	34	28
8	Total	6	4	1	33	30

of Gram Panchayats with which VAs interact as organisations is 6. The number of GPs covered by an average male VA-member comes out to be 4. The same figure for a female VA-member is 3. The striking inter-state variation in average number of GPs covered by VAs and their members (U.P., H.P.= 18 and Kerala=1) should be interpreted in the light of inter-state variation in the average size of the GPs. The average size (population) of GP in Kerala is more larger than that of a GP in the state of U.P. Interestingly, the average figures for age show that both male (mean age= 33 years) and female (mean age= 30 years) VA-members are quite young. Out of these members 59.2 % of males and 49.1 % of females are married. Looking at the sum total figures for the percentage of members who reside in the same area where they work, it has been found that 74.2 % of male and 71.9 % of female VA members reside in the same area in which they work.

Our sample of VA-members include 39.5 % and 32.8 % of members belonging to general caste and the OBCs, the two dominant rural caste-groups, respectively. The proportion of SC and ST members working as VA members is markedly less perhaps because of many socio-economic and cultural factors associated with VA-memberships. The literacy level of VA members are quite high. As seen from table no. 4. the proportion of VA members who are graduate or above is about 57 %. In fact, only 3.4 % of the VA members are not high school passed.

Table 4.: Caste and Educational Qualifications of VA-Member

Ed. Qualification	SC	ST	OBC	General	Minority	Total (Row%)
Primary		1	2			3 (1.7)
Middle	2		1			3 (1.7)
High School	6	1	13	12	5	37 (20.9)
Intermediate	4	1	14	11	4	34 (19.2)
Graduate or above	7		28	47	18	100(56.5)
Total (Column %)	10.7	1.7	32.8	39.5	15.3	100.0

Table 5 reveals that most of the VA-members have categorised their occupation as 'Social Work'. In terms of percentages, it has been found that 56.7% of Male- and 63.2% of Female- VA members' occupation is social work. Actually these educated VA members are paid employees of respective VAs. However, the inclination of rural students towards such type of work is not so note-worthy as stems from the fact that only 5 to 8 percent of VA members belong to student community.

Table 5.: Occupation and Sex of the VA-members

Sex	Occupation- Percent Distribution				
	Agriculture	Business	Service	Student	Social Work
Male	16.7	1.7	20.0	5.0	56.7
Female	7.0	0	21.1	8.8	63.2
Total	13.6	1.1	20.3	6.2	58.8

PRI Members:

For our study, PRI member stands for Gram Panchayat member. We have data on 908 PRI members from 5 states. These states are Haryana (84), Himachal Pradesh(15), Kerala(60), Madhya Pradesh (S78) and Uttar Pradesh (171). The figures in parentheses denote the respective sample size (of surveyed PRI members) from the concerned state. Table 5 describes the distribution of mean age of PRI members and their monthly family income. As usual the income figure may include estimation biases. As seen from the table the average age of both male and female PRI members is around 40 years. Except in case of M.P. and U.P., on average the female PRI members are younger than their male counterparts. The average income figures from two relatively less developed states M.P. and U.P. show that the women PRI members belong to relatively richer families. This fact (economic status of elected PRI members) holds true within every major caste category.

Table 6: The distribution of Age and Family Income (Rs) of PRI members

Name of the State	Mean Age		Mean Family Income (Monthly)	
	Male	Female	Male	Female
Haryana	43	43	1728	1660
Himachal Pradesh	43	39	1467	2800
Kerala	43	37	3161	3080
Madhya Pradesh	39	40	1197	1307
Uttar Pradesh	38	39	1419	1661

Table 7: Caste and Ed. Qualifications of Male PRI-members (Percent Distribution)

	SC	ST	OBC	General	Minority	Total
Illiterate	23.7 (64.5)	34.4 (65.5)	11.0 (57.0)	5.3 (17.6)	19.4 (40.0)	22.7 (55.8)

Literate	16.7 (8.1)	10.9 (13.1)	18.1 (17.7)	5.3 (20.6)	(5.1)	12.9 (14.5)
Primary	19.3 (8.1)	23.5 (9.5)	22.8 (7.6)	5.3 (8.8)	30.6	21.5 (8.2)
Middle	17.5 (3.2)	11.5 (7.1)	17.3 (6.3)	18.4 (8.8)	5.6	14.5 (5.9)
High School	10.5 (6.5)	9.8	18.1 (6.3)	26.3 (35.3)	19.4 (20.0)	14.1 (8.6)
Intermediate	8.8 (3.2)	8.7 (4.8)	3.1 (3.8)	21.1 (2.9)	13.9 (10.0)	8.6 (4.1)
Graduate & above	3.5 (6.5)	1.1	9.4 (1.3)	18.4 (5.9)	11.1 (10.0)	5.8 (3.0)
Total	22.9 (23.0)	36.7 (31.2)	25.5 (29.4)	7.6 (12.6)	7.2 (3.7)	100.0 (100.0)

Note: Figs in brackets are corresponding figures for female PRI members

Regarding the educational qualifications, it has been found (Table. 7) that 55.8% of female PRI-members are illiterate. While this percentage for male PRI members is 22.7. This difference in literacy figure is not limited to a particular caste group. There is a clear-cut variation among different caste groups. Within every caste group the condition of female PRI members are not better. Even the upper caste women do not enjoy the same educational status vis-a-vis their menfolk than the SC women. Infact, their condition is worse than their SC sisters if we compare intra caste conditions of male and female PRI members. It seems that women's backwardness has nothing to do with the caste system.

In response to a question regarding the personal expenditure incurred by member, it has been found that on average a woman PRI member has spent Rs. 1,052 from her (family) pocket as compared to Rs. 882 spent by an average male PRI member in fighting PRI elections. If we consider income estimation biases to be constant for both males and females, it has been found from the data that on average a woman has to spend more than her male counterpart to win panchayat election. It may be noted that on average women PRI members belong to richer families. Most of the women members get total support from their families. It has been found from the data that about 86 % of women PRI members say that they get 'total' support from their families. As per the data, the majority of the PRI members (83 % Males and 95 % Females) are the first timers.

The joint family system is still very common in rural India. Even then from the data we find that 49 % of PRI members' family is the nuclear family followed by 46 % belonging to the joint family system. Only 5% of the PRI members belong to extended type of families. Perhaps the nuclear family system provides more freedom to contest the PRI elections. Analysing the responses from PRI members it has been found that about 80 % of PRI members depend on agriculture as their livelihood.

Process:

The process of intervention began with MTOT (Master Training of Trainers) held at PRIA and attended by RSO members. The second stage was to organise STOTs (State Training of Trainers) in different states. Finally, a number of TOTs (Training of Trainers) were organised for local VA members to orient them on Panchayati Raj. In addition to these training, a number of specific training and follow-up training were organised. These training and workshops were supported by distribution of printed/audio/video materials on Panchayati Raj. The PRI members in particular and the people in general were intervened by local VAs. With the technical support of respective RSOs. The training and materials were adapted to suit the need of the people in general and the weaker sections of society in particular.

An analysis of the survey data shows that 83% of the surveyed VA-members have read copies (simplified version) of PRI-Act. Out of total VA members, 92% have read/heard/seen something on PRI. About 48 % of total VA members have attended TOTs conducted by PRIA & NCRSOs and 83 % have attended other (other than the TOT) training/workshops.

Similarly in case of PRI members about 56% of the total sample (including 32% non-intervened members) have attended more than one training or workshop on PRI. Almost all of the intervened PRI members have received educational materials on PRI- Most of these materials are the printed materials from PRIA & NCRSOs. In case of the non-intervened ones the accessibility to such learning materials is only 11%.

However when asked about the focus/objectives of the training it was found that most of the training and follow-up training centred around the awareness generation. The responses related to focus of the training and workshops were categorised by the investigators into one or more of the three categories, namely, (a) Awareness Generation (b) Attitudinal Changes and (c) Skill Development. When all the related responses were taken into account, it was found that more than 75% of the training/workshops and other educational materials were directed towards awareness generation. About 16 % of these had their focus on skill development and the rest were used to modernise the attitudes of the target group. The respective figures in case of PRI members are 78 % for awareness generation, 10 % for attitudinal changes and 12 % for skill development. It seems that the said intervention has primarily focused on awareness generation. This fact must be taken into account when we study the impact of the intervention.

The Impact:

The study on impact is basically a comparison of intervened and non-intervened members of target groups. Since the basic aim of our interventions is to strengthen the PRIs, we shall begin with the analysis of impact of our intervention on Gram Panchayat members. Also as VAs are one of the most important component of facilitation of our intervention programme, their members are equally important for the sustainability of our intervention. So, the impacts on their members have also been studied. In addition to some specific impacts (the quantified ones) which have been discussed in this paper, a short note on other impacts has been given in the annexure.

PRI Member:

Beside the quantifiable impacts which have been studied in the following paragraphs, a number of impacts have been studied/observed on PRI members. These may be summarised as :

1. Awareness about PRI among masses especially among women, dalits and other weaker sections of society.

2. Development of technical and managerial skills of PRI representatives through a number of training and workshops organised for PRI members at their own places.
3. Development of a sense of solidarity (with Panchayati Raj) among the people, specially among women and dalits.
4. Understanding of people centred development among intensively intervened community (areas of micro-planning),
5. Identification of common issues for collective actions.
6. Activation of village panchayat communities (samitis).
7. Regularisation of non-formal meetings of Ward Sabhas/Gram Sabhas and Gram Panchayats.
8. Rise of PRI as an issue among masses. and
9. Lessening of governmenta1 apathy towards PRI.

The intervened VA members have intervened at PRI members level in their respective areas of interactions. Under these intervention programmes, the PRI members and the commoners have received many types of inputs. To compare the impact of our interventions, we have taken into account data &om those states from where we have both intervened as well as non-intervened members in our sample. Thus, we have data from states of Kerala, U.P. and M.P. The interstate inequities do not allow us to pool the data 6-om every state. So, an intrastate comparison of the members have been made. Since the data from each state is large enough. using the 'Central Limit Theorem', the population may be regarded as asymptotically normal. Thus the use of statistical exact tests may be justified in testing the significance of differences of means of different study variables.

A comparison of mean PRI awareness scores of intervened and non-intervened members reveals that awareness of intervened members is significantly higher than that of the non-intervened members (table 8). The differences in mean scores have been found to be significant for each tier of PRI. These differences have been tested through the one-way ANOVA (Analysis of Variance).

Table.8: State--wise Distribution of Mean Awareness Scores

PRI Tier	Mean Awareness Score						Significance
	Kerala		M.P.		U.P.		P.Value
	Intervened	Non-intervened	intervened	Non-intervened	Intervened	Non-intervene	
Gram Sabha	4.2	3.3	2.3	1.7	1.6	0.5	0.0000
Gram Panchayat	9.4	6.8	4.8	2.6	4.3	3.6	0.0038

Panchayat Samiti	4.4	3.0	1.6	1.2	t .4	0.9	0.0053
Zilla Parishad	4.4	3.2	0.8	0.6	1.1	0.4	0.0466
Total	22.3	16.2	9.4	6.2	7.1	7.0	0.0001

However, when we take gender disaggregation the women PRI members' awareness score is not better than their male counterparts. Actually, the mean of total awareness score for women PRI members are significantly less than the male PRI members in all the three states. As seen from the table 9, this is true even in case of PRI members from intervened areas. That is, even though we have taken special care of women PRI members in our intervention programmes, women still lag behind the men on awareness score.

Table 9.: Mean Total Awareness of intervened PRI members

Name of the State	Male	Female	Significance
Kerala	19.3	19.2	P =0.0000
Madhya Pradesh	9.2	6.0	
Uttar Pradesh	8.3	4.7	

When we compare (table 10) the participation, as indicated by number of Gram Sabha and Gram Panchayat meetings attended, the pooled mean number of GP meeting attended by intervened members from the pooled state-data is 12 which is significantly ($P=0.0384$) higher than 10, the same figure for non-intervened ones. But in case of Gram Sabha meeting (including the non-formal GS meetings), there is no significant difference in pooled means for intervened and non-intervened ones. However, these figures for different states are very different, as can be seen in table 10. The figures for GP and GS meetings from the state of Uttar Pradesh are not available for non-intervened members. Similarly figures on 'initiatives' are not available for non-intervened PRI members from U.P. and M.P. So, the states have not been included in respective significance testing.

From table 10, it has been found that on an average a PRI member from intervened Gram Panchayat attends significantly higher number of GP meetings in a year than higher non-intervened counterparts. However, same is not true for Gram Sabha meetings. The data from M.P. shows that the mean number of GS meetings attended by intervened PRI members is not significantly different from that by the non-intervened members.

Table 10.: Mean number of GP/GS meeting attended/initiated by PRI member

Mean No. of (during last year)	Kerala		Madhya	Pradesh	Significance
	intervened	Non-intervened	Intervened	Non-intervened	
GP meetings Attended	28	22	11	9	P= 0.0384

GS meetings Attended			4	3	P = 0.4556
GP meetings initiated	9	6			P = 0.0318
GS meetings initiated	2	2			P = 0.4228

Again in case of initiatives taken by PRI member to organise the Gram Panchayat meetings, the Kerala example shows. that the situation in intervened areas is better than that of non-intervened area. But when it comes to Gram Sabha meeting, initiative taken by intervened members are not significant. Be it participation in GS meeting or initiative taken to organise GS meeting, intervention has made no impact. Infact, it seems that the Gram Sabha has not received due attention from PRI members.

In the micro-planning areas of SSK, Lucknow, it has been found that in the most recent gram sabha meeting the total attendance as well as the attendance of women is significantly higher than that in the gram sabhas of non-intervened areas. In non-intervened GPs only 56 % of the respondents said that the meetings of gram sabhas are presided by Pradhan alone when she is present in the meeting. The rest named either husband of Pradhan or the panchayat secretary as the presiding person for GS meetings held. in their panchayats. However, this percentage was 9.3 % in case of intervened GPs. Here it may be noted that pradhans of all the 4 surveyed GPs are women from SC and OBC communities. So, it may be inferred that the problem of proxy panches, prevalent in most of women headed panchayats, has been minimised where such intervention has been made.

It has also been found from the same study that in intervened GPs, about 52 % of the surveyed persons are aware of the role and functions of gram panchayat's samitis. These samitis has been formed and are active in intervened areas. While no such committees have been formed in non-intervened panchayats. As for mere awareness about these samitis are concerned, only 3 % of the non-intervened respondents know about these samitis. In response to questions related with JR Y fund utilisation and related works done in the concerned panchayat, it has been found that more than 40 % of the respondents from intervened areas have rated their respective Pradhans higher on performance scale (of their own- the respondents were asked to categorise the performance of Pradhan as High, Medium and Low) while the same percentage comes down to 22% in case of non-intervened area. The majority of respondents common intervened GPs have rated the performance of their pradhans as 'Low'.

VA Member:

As in case of PRI members some discernible impacts have been studied/observed on VA members. Some of them have been quantified in following pages. The other ones may be summarised as:

1. Creation of a team of trainers at VA Level.
2. Enhancement of VAs' organising capacity as well as the general capacity to take up PRI - issues.
3. Development of VAs' technical skills.
4. Knowledge about how to maximise the utility of available minimal resources.

To compare the intervened VA members with the non-intervened ones, we should have two homogeneous groups of the same. Bearing in the mind the inter-state variations, we are taking into account only two states Madhya Pradesh and Kerala from where we have data on both intervened as well as the non-intervened VA members. It has been found from the data that in case of status of VA members, there is very little variation between two states. In our sample for impact analysis we have pooled data from these two states to form only two categories - the intervened and the non-intervened ones. Since the data on the other characteristics of the respondents reflect inter-state homogeneity. such aggregation is justified. However, for this sample, we are not sure about the population • assumptions related with • statistical exact-tests'. Because of this reason we have employed non-parametric tests for testing the significance of the differences in two groups, namely, intervened and

non-intervened ones. The rest, Mann-Whitney U- Wilcoxon Rank Sum W Test, is the most powerful alternative of Student's t-test for testing the differences of the means. The test is as good as the t-test.

Table 11.: Awareness Level of VA members across the states and the sex

Name of the State	Male	Female	Total
Bihar	87.3	87.5	87.3
Orissa	58.4	56.5	51.2
Haryana	88.0	65.3	76.7
Himachal Pradesh	86.7	84.0	86.2
Kerala	73.4	71.2	72.7
Madhya Pradesh	78.4	38.0	69.7
Uttar Pradesh	64.4	36.0	56.8

Table 11 gives a picture of overall percentage awareness of VA members. The mean awareness level is the mean of sum total of percent scores for Gram Sabha, Gram Panchayat, Panchayat Samiti and Zilla Parishad. The plight of female VA members on awareness scale is worst in Madhya Pradesh and Uttar Pradesh. Surprisingly, in Bihar where PR1 elections have still not been held, (and so, whole intervention has been directed towards VA- members) the PRI- awareness among VA members is quite high. In other places including the state of Kerala. The women lag behind the men in case of awareness measures. The Bihar example shows that given the time, intervention may make a strikingly positive difference.

Table 12: Mean Awareness Scores of VA Members

PRI Tier	Maximum Attainable Score	Mean Score (Awareness)		p
		Intervened	Non-intervened	
Gram Sabha	5	4.4	3.7	0.0000
Gram Panchayat	10	8.7	6.7	0.0000
Panchayat Samiti	5	3.6	2.6	0.0013
Zilla Parishad	5	3.5	2.2	0.0001
Total	25	20.1	15.2	0.0000

• The P value has been obtained by Mann-Whitney U- Wilcoxon Rank Sum W Test

Table 12 is based on data obtained from VA members of Kerala and Madhya Pradesh. As seen from the table, the intervened VA members' mean scores for all the tiers of PRJ are significantly higher than those of the non-intervened ones. It shows that the effort put in awareness generation has paid rich dividends.

Conclusions:

The analysis of the results confirms that the multi-sectoral strategic intervention has made positive effects on PRI members and VA members. The awareness levels of VA members and Gram Panchayat members have been enhanced significantly. However, the gender gap in awareness still persists- female PRI members' awareness level is significantly less than that of the male PRI members.

As found from the data, the focus of our intervention (which was primarily for awareness generation) should give more emphasis to attitudinal changes and skill development to make a much more effective and sustainable impact.

In case of attendance in and initiative for the GP meetings, it has been found that the intervened PRI members frequently attend these meetings and take proper initiative in this regard. However, Gram Sabha as such needs due attention.

Taking into account the findings of the present and the related studies, it has been found that the said innovative interventions are effective and sustainable.

Annexure

(Other Impacts Observed/Studied)

1. Trainings:

Voluntary Agency level

- Creation of common understanding among the Voluntary agencies: The State level training of trainers and follow up training programmes created a common understanding and clarity on the 73rd Amendment act, its implications among the different stakeholders. It has helped in improving their knowledge, attitude and skills which in turn has raised their level of awareness and confidence.
- Emergence of PRI as an important issue at the Voluntary agency level. During the training, environment was created where voluntary agency members realised that PRI is an important issue on which further interventions are required and they have taken PRI as an important intervention in their programme.

PRI functionaries' level

- Increase in participation of women and marginalised sections during training: Participatory training methods provided space to the people who are normally neglected to come forward and share their views and experiences. This has helped in developing the feeling of self-respect and confidence among themselves.
- Creating opportunities of interface for Panchayat members with the development administration: During these training programmes other related issues of concerns were raised by the participants which normally does not happen otherwise. Discussions on various issues were made with the government officials present in the training which led to clarification of many doubts. For example, in the case of Madhya Pradesh, government officials like the BOO were invited to the accounts training which gave an opportunity to the panchayat members to share the particular problem being faced by them.

2. Micro-Planning:

Voluntary Agency level

- Micro planning exercise has helped the staff members to understand the process of bottom-up planning. Now, they feel confident and comfortable to replicate this process elsewhere in their work area.
- Voluntary agencies other than those with whom these exercises have been carried out have also become aware of the process of bottom-up planning which they too want to undertake in their own areas.

PRI functionaries' level

- This exercise has raised the level of awareness and confidence amongst the PRI representatives and community based organisations which will be instrumental in sustaining the programme.
- The bottom up planning process has developed a sense of self-reliance among the PRI member and community. The weaker sections of the community feel that their views are also recognised. They have started feeling that they can also systematically plan and undertake activities with support of the government.

- Regularisation of panchayat and Gram Sabha meetings and participation level of the women members has increased. People have started feeling that the meetings are the opportunities where they can share their views and can clarify their doubts regarding panchayat functioning. Slowly these meetings are becoming more open and transparent.
- Panchayats have started utilising the opportunities and resources whatsoever available with them, in a manner in which they have to do it in future.
- Local government (district and block level) have recognised this process as an effective way of planning at the panchayat level. Simultaneously the PRI members have also realised the importance of having inter-linkages with the - line departments of the government.

3. Information Dissemination:

Voluntary agency level

- Information regarding new Amendment Act has helped the VA members to clarify doubts regarding new changes. This understanding of the new Act has helped them to motivate and guide Panchayat and Gram Sabha members in a better way.
- The newsletters published by the VAs have helped them to share their experiences and highlight the major issues of concern.
- The educational materials prepared in locally understandable language are unique in themselves, since no other agency has done this kind of work. State governments have also recognised these materials as the basic literature. For example, in Uttar Pradesh the PRI training manual is being utilised by the State Institute of Rural Development for its training of newly elected Panchayat representatives. More than 1000 copies of manual prepared by Samarthan in Madhya Pradesh has been provided as priced publication to a number of panchayats, VAs, donor agencies and government 'departments.

PRI functionaries level

- Minimum necessary information regarding the new Amendment has reached at the grassroots.
- Many of the doubts regarding the new changes have been clarified among the PRI members, through newsletters informal meetings, publication material and orientation programmes
- To reinforce the learning generated during the training and fill up information gaps, it was felt necessary to disseminate necessary information at the grass root level with participation of community and panchayats. Resource centres were established in UP, MP, HP, and Bihar. In these resource centres information regarding the amendments in PR acts, and other panchayat related materials are kept. Moreover, mere resource centres are repository of local and regional level information, office orders and new programmes which are directly relevant to the panchayats and small VAs.

Objectives

- To Study the difference between Intervened and non-intervened constituencies on quantified indicators, primarily the awareness level

Strata of Target Groups of Multiplying Effect Intervention

First stratum: PRIA & NCRSOs

Second Stratum: Voluntary Agencies (VAs)

Third Stratum: PRIs With emphasis on Gram Panchayat Members from weaker sections of Society

The State wise Coverage

Name of the RSO	Name of the State	No. of District	No. of VAs	No. of GPs
CENCORED	Bihar	38	58	160
CYSD	Orissa	12	13	55
PRIA	Haryana	6	12	60
PRIA	H.P.	3	5	40
SAHAYI	Kerala	11	14	45
SAMARTHAN	M.P.	15	60	60
SSK	U.P.	14	28	85
UNNATI	Gujarat	6	17	88
UNNATI	Rajasthan	5	12	58

Impact-Awareness of GP Members

State-wise Distribution of Mean Awareness Scores

PRI Tier	Mean Awareness Score				Significance		P-Value
	Kerala		M.P.		U.P.		
	Intervened	Non-intervened	Intervened	Non-intervened	Intervened	Non-intervened	
Gram Sabha	4.2	3.33	2.3	1.7	1.6	0.5	0.0000
Gram Panchayat	9.4	6.8	4.8	2.6	4.3	3.6	0.0038
Panchayat samiti	4.4	3.0	1.6	1.2	1.4	0.9	0.0053
Zila Parishad	4.4	3.2	0.8	0.6	1.1	0.4	0.0466
Total	22.3	16.2	9.4	6.2	7.1	7.0	0.0001

Figures in bracket are maximum attainable score for that tier of PRI

Sample Size:

Kerala: 30 intervened, 30 non-intervened

M.P.: 337 intervened, 239 non-intervened

U.P.: 149 intervened, 22 non-intervened

U.P.+M.P. Intervened = 486 GP members
Non-intervened = 261 GP members

Gender - Gap within Intervened Group

Mean Total Awareness of Intervened PRI Members

Name of the State	Male	Female	Significance
Kerala	19.3	19.2	P=0.0000
Madhya Pradesh	9.2	6.0	
Uttar Pradesh	8.3	4.7	

Sample Size

Madhya Pradesh: 215 (male), 122 (female)

Uttar Pradesh: 122 (male), 50 (female)

Mean Number of GP/GS Meetings Attended/Initiated by PRI Members During last One Year

Mean No. of	Kerala		Madhya Pradesh		Significance
	Intervened	Non - Intervened	Intervened	Non - Intervened	
GP meetings attended	28	22	11	9	P=0.0384
GS meetings attended			4	3	P=0.4556
GP meetings attended	9	6			P=0.0318
GS meetings attended	2	2			P=0.4228

Memory Bias = Constant

Impact at PRI Level

1. Awareness about PRI among masses especially among women, dalits and other weaker sections of society.
2. Development of technical and managerial skills of PRI representatives through a number of trainings and workshops organised for PRI members at their own places.
3. Development of a sense of solidarity (with Panchayati Raj) among the people, specially among women and dalits.
4. Understanding of people centered development among intensively intervened community (areas of micro-planning).
5. Identification of common issues for collective actions.
6. Activation of Panchayat Samities.
7. Regularisation of non-formal meetings of ward sabhas/gram sabhas and gram panchayats.
8. Rise of PRI as an issue among masses.
9. Lessening of governmental apathy towards PRI.

Impact: Awareness of VA-Members

Mean Awareness Scores of VA Members

PRI Tier	Maximum Attainable Score	Mean Score . Awareness		P Value
		Intervened	Non-intervened	
Gram Sabha	5	4.4	3.7	0.0000
Gram Panchayat	10	8.7	6.7	0.0000
Panchayat Samiti	5	3.6	2.6	0.0013
Zila Parishad	5	3.5	2.2	0.0001
Total	25	20.1	15.2	0.0000

- The P value has been obtained by Mann-Whitney U-Wilcoxon Rank Sum W Test

Sample Size : Kerala and Madhya Pradesh

Intervened = 50

Non-intervened = 38

Intervention

Focus of Trainings and Materials Received by

PRI members

1. Awareness Generation > 78%
2. Attitudinal Change < 10%
3. Skill development > 12%

VA Level

1. Awareness Generation > 75%
2. Attitudinal Change < 9%
3. Skill Development > 16%

CONCLUSIONS

- Average 'quantified' awareness level of intervened ones is higher.
- Within intervened groups, gender gap still persists.
- Intervention has primarily centered on the awareness generation.
- Innovative intervention is sustainable and effective.

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Participatory Research in Asia
42, Tughlakabad Institutional Area, New Delhi-110062
Ph:+91-011-29960931/32/33
Web: www.pria.org