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BIHAR

Capacity Assessment and Capacity Development Strategy (CA-CDS) Report

*for Strengthening Panchayati Raj Institutions
in Bihar*



Ministry of Panchayati Raj
Government of India
2012

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ABOUT THE REPORT

Ministry of Panchayati Raj (MoPR) has the challenge of responding to the Capacity Building and Training (CB&T) needs of over three million elected representatives and functionaries associated with the three tiers of Panchayati Raj Institutions (PRIs) in the country. The States are provided funds and other support for CB&T related interventions under various schemes of the ministry, including the upcoming Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) which would further expand MoPR's support to the States/UTs to strengthen the Panchayati Raj Institutions (PRIs).

As such, traditionally, various training institutions such as State Institutions of Rural Development (SIRDs), Panchayati Raj Training Institutions (PRTIs), Extension Training Centers (ETCs), Panchayat Training Centers (PTCs) etc are involved in delivering scheme-specific training programmes, including those aimed at improving capacities of elected representatives and officials of PRIs. A number of NGOs too have been working in this area either directly or in partnership with the training institutions. However, the challenge of simultaneously covering large numbers and ensuring delivery of quality CB&T interventions in a systematic and on-going manner using appropriate strategies remains.

In this regard, while continuing its efforts under RGPSA to strengthen the State and district level training institutions to enhance their CB&T delivery capabilities, MoPR, in partnership with the State Panchayati Raj Departments (PRDs), has prepared Capacity Assessment and Capacity Development Strategy (CA-CDS) Reports for Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Odisha, Rajasthan and Uttar Pradesh under the MoPR-UNDP Capacity Development for Local Governance (CDLG) Project. The main objective of the Reports is to provide the State PRDs and the State Training Institutions various State-specific strategies to be used at different levels to build capacities of the PRI elected representatives and functionaries in a systematic and on-going manner while addressing issues at the individual and institutional levels along with creating an enabling environment.

MoPR would like to acknowledge the contribution of State PRD, SIRD, authors of report, UNDP and the CDLG Project team.

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MESSAGE

Ministry of Panchayati Raj (MoPR) has been supporting States and UTs in their efforts on Capacity Building and Training (CB&T) of more than three million elected representatives and functionaries associated with the Panchayati Raj Institutions (PRIs) in the country under its various schemes. To further strengthen its contribution, MoPR has developed Capacity Assessment-Capacity Development Strategy (CA-CDS) Reports for seven States including Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Odisha, Rajasthan and Uttar Pradesh in consultation with the respective State PRDs under the MoPR-UNDP Capacity Development for Local Governance (CDLG) Project, with the help of experts from agencies such as the UNDP-Regional Center in Bangkok (RCB) (UNDP-RCB), Ramana Development Consultants (RDC), Kerala Institute of Local Administration (KILA), National Institute of Rural Development (NIRD) and Institute of Rural Management Anand (IRMA).

Under the leadership of MoPR's National CDLG Project Cell, the process of developing these CA-CDS reports included a series of national and state level preparatory meetings, field visits by the experts assigned for each of the seven States and consultations to validate the findings. Taking note of the ground realities in the States, the CA-CDS reports bring together State-specific strategies to be used at different levels to make the on-going PRI CB&T efforts more effective towards the larger goal of strengthening the PRIs as institutions of local governance. Considering the significance of the subject, the Reports would serve as a useful reference while planning PRI CB&T in the States including Bihar where the report has been prepared by the RDC team.

I would like to thank Ms. L M Vas Secretary (MoPR) for her guidance and support and also acknowledge the role of my predecessor, Mr. Sudhir Krishna, the then Special Secretary (MoPR), who headed the CDLG Project from 2009-2011, for his leadership to this initiative from the very inception. My thanks are due to the Principal Secretaries/Secretaries PRDs and Director SIRDs for taking time out to engage with the experts sent by MoPR, providing them with guidance and insights on the issue concerning PRI elected representatives and functionaries in their respective States, and also sharing their opinion on the drafts of the reports in the National Workshop on Capacity Assessment held on 20th May 2011 and the follow-up presentations of the final reports in the respective States. I also thank UNDP for supporting this initiative.

I would also like to thank Mr. Sanjeev Sharma, National Project Manager, MoPR-UNDP CDLG Project, the authors of the CA-CDS reports, and other members of the National CDLG Project cell including Ms. Komal Bhatia, Ms. Antara Barkakoty and Mr. Rajesh Kumar for their efforts in bringing this initiative to a logical conclusion on time.

I hope State PRDs and SIRDs will find recommendations of these reports useful while formulating their CB&T plans.

(Ashok K. Angurana)

अमिताभ वर्मा, भा0प्र0से0
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MESSAGE

Capacity Building and Training (CB&T) is critical for enhancing the effectiveness of the elected representatives and functionaries of Panchayati Raj Institutions (PRIs). While the training institutions in Bihar undertake a number of CB&T related interventions throughout the year, it is important that all these interventions are conceived and delivered as part of a well-considered strategy to enhance the performance of PRIs in the State.

In this regard, the Capacity Assessment and Capacity Development Strategy (CA-CDS) Report for Bihar, which is developed in close consultations between MoPR and the State PRD, is an important document that would help in planning and implementing the CB&T in a holistic manner. Therefore, we would like to thank MoPR, UNDP and the CDLG Project team for their efforts to bring out the report. We would also like to thank Raman Development Consultants (RDC) team for their contribution in this endeavor.

We take note of the recommendations of the report and shall make good use of it.

(Amitabh Varma)
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MESSAGE

The challenges faced by the institutions that are mandated to develop capacities of elected representatives in the Panchayati Raj system are well known. Not only does the system have to respond to the herculean task of training millions of elected representatives every five years, they have to be sensitive to the different competencies that they have.

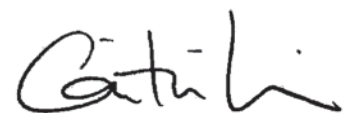
This calls for having a capacity development strategy for the state as a whole that is based on a capacity assessment taking into account institutional strengths and challenges of all the stakeholders in the state. While trainings needs assessments are ingrained in the training systems, a holistic capacity development strategy based on an in-depth capacity assessment is required to be in place.

Preparation of state specific capacity development strategies so as to enable states to develop capacities of Panchayati Raj Institutions overcoming the challenge of training large number of elected representatives while maintaining quality was one of the prime objectives of the Ministry of Panchayati Raj and UNDP project “Capacity Development for Local Governance”. The initiative of capacity assessment followed up by preparing capacity development strategy was undertaken in seven UN Focus states one of which is Bihar.

The UNDP capacity assessment tool was pilot tested in the state of Chhattisgarh and a group of experts was trained on the methodology. The UNDP capacity assessment framework reflects the interplay among three dimensions – the three levels at which capacity is nurtured (individual, institutional and policy), the functional capacities that are required and the core issues. This is a flexible tool and has been adapted in different context across different countries across the world. The tool was then replicated in six states.

The state specific capacity development strategies thus prepared are based on a thorough assessment of the existing capacities in the state and have been developed through a consultative process with the state government. The Reports elaborate the roles of the panchayats as per state Acts and Rules, review the existing capacity development apparatus (including training institutions and NGOs), identify the gaps and propose the way forward.

I am confident that the reports will provide strategic guidance and the roadmap to state governments for designing future interventions in a holistic manner and look forward to the implementation of the recommendations of the reports.



Caitlin Wiesen
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ACRONYMS

ADRI	Asian Development Research Institute
ANM	Auxiliary Nurse Midwife
AP	Andhra Pradesh
ASHA	Accredited Social Health Activist
ATI	Administrative Training Institute
AWW	Anganwadi Workers
BAS	Bihar Administrative Service
BCC	Behaviour Change Communication
BDOs	Block Development Officers
BIPARD	Bihar Institute of Public Administration & Rural Development
BRGF	Backward Regions Grant Fund
BSWAN	Bihar State Wide Area Network
BWDS	Bihar Water Development Society
CA	Capacity Assessment
CB&T	Capacity Building & Training
CBOs	Community Based Organizations
CENCORED	Centre for Communication Resources Development
CDDP	Capacity Development for District Planning
CDLG	Capacity Development for Local Governance
CDS	Capacity Development Strategy
CPR	Centre for Panchayati Raj
CRS	Community Radio Stations
CSOs	Civil Society Organizations
DC	Development Communication
DRDA	District Rural Development Agency
DPR	Detailed Project Report
DPRO	District Panchayati Raj Officer
DRP	District Resource Persons
ERs	Elected Representatives
EWRs	Elected Women Representatives
ETCs	Extension Training Centres
FAQs	Frequently Asked Questions
FGD	Focus Group Discussion

GDI	Gender Development Index
GoI	Government of India
GoM	Group of Ministers
GP	Gram Panchayat
GR	Government Resolution
HDI	Human Development Index
HDR	Human Development Report
HR	Human Resources
IAS	Indian Administrative Services
IAY	Indira Awas Yojana
ICDS	Integrated Child Development Scheme
ICT	Information and Communication Technology
IEC	Information Education Communication
IT	Information Technology
KM	Knowledge Management
KVIC	Khadi and Village Industries Commission
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MDM	Mid-Day Meal
MEALS	Monitoring Evaluation and Learning Systems
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MoIB	Ministry of Information and Broadcasting
MIS	Management Information System
MLA	Member of Legislative Assembly
MLTC	Middle Level Training Centre
MMR	Maternal Mortality Rate
MoPR	Ministry of Panchayati Raj
MoRD	Ministry of Rural Development
MP	Member of Parliament
MRP	Master Resource Person
MSTI	Mukhia Sarpanch Training Institute
NCBF	National Capacity Building Framework
NCCT	National Council of Cooperative Training
NFHS	National Family Health Survey
NGOs	Non-Governmental Organizations
NIRD	National Institute of Rural Development
NRHM	National Rural Health Mission
p.a.	per annum

p.m.	per month
PD	Project Director
PEOs	Panchayat Extension Officers
POS	Package of Services
PPP	Public Private Partnership
PR	Panchayati Raj
PRD	Panchayati Raj Department
PRIs	Panchayati Raj Institutions
PRTI	Panchayati Raj Training Institute
PS	Panchayat Samiti
PS-PRD	Principal Secretary – Panchayati Raj Department
PSFs	Panchayat Support Functionaries
RCH	Reproductive and Child Health
RDD	Rural Development Department
RP	Resource Person
RTI	Right to Information
SATCOM	Satellite Communication
SC	Standing Committee
SCs	Scheduled Castes
SDI	Social Development Institute
SHGs	Self-Help Groups
SIHFW	State Institute of Health and Family Welfare
SIRD	State Institute of Rural Development
SP	Strategic Planning
SSA	Sarva Shiksha Abhiyan
STs	Scheduled Tribes
SPVs	Special Purpose Vehicles
ToR	Terms of Reference
ToT	Training of Trainers
TSC	Total Sanitation Campaign
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
VV	Village Volunteer
WCD	Women and Child Development Department
WDC	Women Development Corporation
ZP	Zilla Parishad

GLOSSARY

Adhyaksh	Elected leader of a Zilla Parishad
Gram Sabha	Body of people who are on the electoral list of the constituency
Gram Panchayat	Constitutes a village or group of contiguous villages whose population is at least 2,000 and not more than 10,000
Gram Katchahary	The body incorporate which acts as a court at the Gram Panchayat level
Mukhia	Elected leader (Chairperson) of the Gram Panchayat
Nyaya Mitra	Secretary appointed in every Gram Katchahary
Panch	Elected member of the Gram Katchahary
Panchayat Sachiv	Panchayat Secretary at the Gram Panchayat level
Panchayat Samiti	Elected representative body in every block
Pramukh	Elected leader (Chairperson) of the Panchayat Samiti
Sarpanch	Elected leader of the Gram Katchahary
Up-Mukhia	Vice Chairperson of the Gram Panchayat
Up-Pramukh	Vice Chairperson of the Panchayat Samiti
Up-Adhyaksh	Vice Chairperson of the Zilla Parishad
Up-Sarpanch	Vice Chairperson of the Gram Katchahary
Vikas Mitra	Government appointed functionary at the Gram Panchayat level in-charge of rural development schemes.
Zilla Parishad	The people's elected representative body at the district level.

ACKNOWLEDGEMENTS

The report on, ‘Capacity Assessment and Capacity Development Strategy for PRI-CB&T, Bihar’, is a result of discussions, consultations, and contributions of many stakeholders in Panchayati Raj, capacity building, and training in the state. The report underwent several changes with inputs from the national CA&CDS workshop held under the chairmanship of Shri A.N.P. Sinha, Secretary, Ministry of Panchayati Raj.

We would like to thank the Ministry of Panchayati Raj, Government of India, particularly Shri Sudhir Krishna, IAS, then Special Secretary, Ministry of Panchayati Raj and National Project Director, the CDLG Project for giving us this opportunity which has enriched both our learning and perspective. We would also like to thank Shri Sanjeev Sharma, National Project Manager, UNDP-GoI Project on CDLG for his valuable inputs and guidance.

We would also like to acknowledge Shri Manoj Srivastava, the current Secretary, Panchayati Raj Department, Government of Bihar, for his valuable time and his comments and suggestions on the report. We would like to thank Shri Deepak Prasad, then Secretary, Panchayati Raj Department, Government of Bihar for taking keen interest in the assignment, providing valuable inputs, and sharing with us the state’s vision of PRIs. We would also like to thank various officials of the Panchayati Raj Department, Government of Bihar, particularly Shri Surendra Prasad, Assistant Director, for providing us with insights, information, and inputs. The Bihar Institute of Public Administration & Rural Development, Patna also helped us by giving an update about CB&T initiatives and the situation in the state; he also shared various training modules with us. We would like to thank Shri Amitabh Verma, IAS, Director General, BIPARD and Principal Secretary Animal Husbandry, and Secretary, Cooperatives, Government of Bihar for valuable suggestions and his vision on CB&T in PRIs. We would also like to thank Shri V.K.Pathak, Deputy Director, BIPARD for his time and inputs.

We would like to express our sincere gratitude to the UNDP-CDLG team, Bihar and Ms. Seema Singh, State Coordinator, the CDLG Project and her team members for facilitating this exercise and providing all relevant information and documents.

This report is enriched thanks to consultations and meetings with ETCs, other training and academic institutions, line departments, special project experts, elected representatives, resource persons, CSOs, and other administrators in the state.

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DISCLAIMER

This abridged version of the report on the ‘Capacity Assessment and Capacity Development Strategy for PRI-CB&T in Bihar’ has been prepared as per the requirements of the Ministry of Panchayati Raj and inputs from the state. It is based on highly subjective judgments of the study team backed with field studies and documents and data as listed in the report. This report provides specific suggestions and strategies with summary plans and budgets. The detailed report has already been submitted to the state. However, the report needs to be modified by the Panchayati Raj Department, Government of Bihar as per the state’s requirements.

This document is meant for the use of the Ministry of Panchayati Raj, India and the Panchayati Raj Department, Bihar and cannot be used by anybody else without their prior permission.

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EXECUTIVE SUMMARY

The Study

This study on, 'Capacity Assessment and Capacity Development Strategy for Panchayati Raj Institutions in Bihar', was carried out for the Panchayati Raj Department (PRD), Government of Bihar (GoB) and the Ministry of Panchayati Raj (MoPR), Government of India (GoI). A 4 member team conducted the exercise from June to October 2010 under contract with the Ministry of Panchayati Raj-Government of India (MoPR-GoI).

The focus of the study is on the capacity of the state to deliver capacities to elected representatives (ERs) and support functionaries in the context of the National Capacity Building Framework (NCBF).

The Report

This abridged report, prepared for the Ministry of Panchayati Raj, presents a summary of the conclusions and recommendations of the study. The detailed report comprising work plans and budgets for the various strategies has been submitted to the state.

Enormous Task of PRI-CB&T

The massive task of developing capacities of nearly 4 lakh ERs and support functionaries in Bihar in a timely manner while maintaining high quality will require more than 45 lakh training days for participants in a year.

Achieving this will mean facing various obstacles:

- **Within the state PRD** — Lack of presence of institutions like the Panchayati Raj Training Institute (PRTI) with the sole focus on PRI-CB&T, scarce resources and newly revived Extension Training Centres (ETCs), and a low skill base within the state PRD to facilitate empowering processes for ERs.
- **Outside the state PRD but within the state government** — Non-convergent training efforts of other line departments creating a 'training noise', and non-pooled funding for CB&T at the state level.
- **Within civil society** — Existence of poverty due to power differentials.
- **Within ERs** — Large numbers, opportunity costs of training especially for ERs who are daily wage earners, low functional literacy, weak absorbing capacities, and high turnover rates due to rotating reservations.
- **At the policy level** — Structures parallel to PRIs/Standing Committees (SCs) created by other departments under national programmes like the Sarva Shiksha Abhiyan (SSA) and the National Rural Health Mission (NRHM), and non-implementation of pooled funding for PRI-CB&T.

Conceptual Framework for Capacity Assessment

A conceptual framework guided the capacity assessment (CA) exercise. Though developed for Bihar, the framework can be applied to all the states/UTs in assessing capacities for PRI-CB&T.

According to the framework, the overall capacity of the state to delivery PRI-CB&T comprises of seven capacities. When all the capacities are at the same level then results occur. Piece-meal improvements in any or some of the capacities may not yield desired results as the other capacities will become bottlenecks.

The capacities comprise of:

- **Legal capacity** — Defined as the capacity of PRIs because of laws and statutes.
- **Policy capacity** — Defined as the directing force of an institution/sector and specifies broad intentions/objectives/purposes usually formalized/written, which should be achieved through proposed and ongoing programmes/interventions.
- **Strategic capacity** — Strategies are ways/guidelines for converting inputs to outputs/outcomes. While policy is a normative guideline, strategies evolve from interactions of sectors/institutions with their environment. Strategic capacity is the capacity of PRI-CB&T delivery due to strategies.
- **Institutional structural capacity** — Institutional structures are work relationships and interlinks of various institutions/designation holders among each other through defined parameters of authorities, responsibilities, and reporting. The capacity of the institutional structure is defined as the capacity of the institutional structures to deliver PRI-CB&T.
- **Systems capacity** — Systems are standardized ways/methods/procedures/protocols/guidelines of doing repetitive tasks. Systems capacity is the capacity of delivering PRI-CB&T due to systems.
- **Infrastructure capacity** — The capacity of PRI-CB&T delivery due to infrastructure. Infrastructure here comprises of all types of infrastructure relevant for PRI-CB&T delivery, including physical, numbers, and geographical spread of ETCs, Information and Communication Technology (ICT), and human resources (HR).
- **Financial capacity** — The capacity to deliver PRI-CB&T due to the funds available and their norms.

Capacity Assessment Findings

The report recognizes the efforts of the state towards improving PRI-CB&T through the creation of a cadre of Master Resource Persons (MRPs) and District Resource Persons (DRPs), developing basic modules for training of ERs as well as that of trainers, ongoing implementation of the first round of training aimed at covering 100 per cent ERs and Panchayat Support Functionaries (PSFs). The state PRD has come out with a 3-year strategy and capacity building plan for Panchayats in Bihar (2009–12) that has many good initiatives like resource centres at various levels, helplines, and satellite studios.

However, significant issues and challenges remain in all the capacities. These are identified in the CA exercise.

- **Legal capacity** — Two significant issues identified here are:
 - Need for modifications in existing contiguous acts impinging on the PR canvas to ensure smooth devolution.

- Non-clarity of roles, responsibilities, and powers of SCs and chairpersons of SCs vis-a-vis body incorporates and their presidents.
- Policy capacity — Seven key bottlenecks here are:
 - Non-convergent design of GoI programmes/schemes.
 - Non-convergent implementation of PRI-CB&T at the state level.
 - Non-optimal planning of PRI-CB&T by the state PRD.
 - Non-incentivized, non-mandatory environment for PRI-CB&T users.
 - Lack of a nodal PRTI in the state and setting up of ETCs.
 - Limited ICT usage for PRI-CB&T.
 - Non-observance of devolved functions and procedures.
- Strategic capacity — The key issue identified here is the concept and focus only on output-oriented training as opposed to holistic Capacity Development (CD). The training is non-differentiated (non-segmented for different entitlement holders), mainly aimed at providing information and knowledge, has very limited use of adult and experiential learning approaches, almost no use of ICT, and a weak monitoring and evaluation (M&E) system.
- Institutional capacity — The key issues identified here are:
 - Lack of a nodal institution for PRI-CB&T.
 - Autonomy of the nodal institution for PRI-CB&T.
 - Creating and strengthening/increasing the geographical reach of ETCs.
- Systems capacity — The key issue identified here is that of weak systems and non-existent databases based on an analysis of 14 systems of the state PRD.
- Infrastructure capacity — The key issue identified here is paucity of infrastructure including physical and IT/ICT, limited number of ETCs, and lack of involvement of civil society organizations (CSOs) for CB&T delivery in the state.
- Financial capacity — Funds are not a constraint at present. However, with the proposed strengthening and scaling up fund requirements will shoot up to several times the current levels.

Summary of Recommendations

The summary of recommendations, including policy level recommendations to be addressed by MoPR for strengthening capacities to achieve 100 per cent coverage as per NCBF norms comprises of:

Legal Capacity

- The state should carry out a detailed study and identify and rectify all existing relevant acts in tandem with the state PR Act and provide due legal cognizance to the state PR Act.
- The state should frame appropriate rules and regulations to clarify delegation of powers and duties between body incorporates and their members and constituents/SCs.

Policy Capacity

- MoPR should implement the recommendation of NCBF for creating a non-lapsable pooled fund from all centrally sponsored scheme (CSS) grants for PRI-CB&T in a time-bound manner in consultation with all concerned ministries.
- Concerned ministries (health, education, etc.) should modify their existing programmes and schemes to include PRIs and their structures like SCs at various levels and recognize the constitutional space and authority provided to them and modify proposed compositions of parallel structures for programme implementation (for example, Rogi Kalyan Samitis and Village Education Committees). MoPR should take up advocacy among concerned ministries for achieving this.
- Bihar should create a CB&T coordination committee under the aegis of Principal Secretary (PS)-Planning and Coordination/Chief Secretary with Member-Secretary as PS-PRD for attaining convergence of PRI-CB&T directed at the rural population with membership of all PS-secretaries of concerned line departments.
- The state PRD should transform the current training approach to holistic capacity building with outcome orientedness and a strong M&E system.
- MoPR should revise the cost norms (BRGF's schemes and RGSY) appropriately to ensure that the end users of training do not have to incur costs, at least not incur out of pocket costs.
- Bihar PRD should set up an autonomous nodal institution for PRI-CB&T with an empowered constitution and result oriented systems and work practices, increased numbers of ETCs with better physical and IT infrastructure and HR strength to ensure sustainable high quality outcomes in PRI-CB&T with strong and interested leadership at the helm of PRTI.
- There has to be an increase in the use of ICT tools and multi-modal delivery of PRI-CB&T in the state to enhance effectiveness.
- Bihar PRD should ensure the compliance of devolved functions and procedures as specified. In the spirit of devolution it should begin with its own department and prevail upon other concerned departments also to do so.

Strategic Capacity

The state PRD should fine-tune and implement a package of 12 strategies to ensure the holistic capacity development of PRIs. The strategies recommended include:

- Holistic development strategy for elected women representatives (EWRs).
- Modified training strategy through a differentiated approach towards training (different methodology mix, training material, etc.) and defining the core content.
- On the job training for ERs.
- Empowering engagement processes among Panchayat extension officers (PEOs) and ERs.
- Facilitating the development of a peer network (horizontal learning).

- Recognizing and rewarding role models from among PRIs and ERs (role model development strategy — beacon Panchayats).
- Development communication.
- Convergence.
- Research.
- Knowledge management.
- Continuing education of the delivery structure for resource persons.
- Capacity delivery strategy.

Institutional Structure Capacity

An autonomous nodal institution has to be created whose mandate will be holistic CB&T of PRI-ERs and PSFs. This institution will be supported by:

- 11 ETCs in order to ensure complete geographical reach.
- 534 CSO partners, one in every block, for delivery of the CB&T strategies as well as partners engaged for various functions depending on the need of the package of strategies.
- Higher number of resource persons (2,136) for 100 per cent coverage.

System Capacity

PRTI will develop/fine-tune and implement 14 identified systems/protocols/frameworks/databases of:

- Training needs assessment (TNA).
- Training module design.
- Training documentation, evaluation, and reporting.
- On the job training.
- Planning, reporting, and evaluation of exposure visits.
- Identifying, selecting, training, and evaluation of trainers/mentors.
- Convergence guidelines.
- Research management.
- Operational planning.
- Database management.
- Management information system.
- Procurement management.
- Contract management.
- HR system.

Infrastructure Capacity

Infrastructure capacity should be strengthened by:

- Creating a nodal PRTI as per proposed specifications and estimates.
- Creating 11 new ETCs as per proposed specifications and estimates.
- Adequate provisions for equipment, IT/ICT, and furnishing as estimated.

Financial Capacity

The proposed funds required to implement all the recommendations are estimated as:

No.	Strategy / Intervention	Total Cost (in Rs Crore)
1.	Establishing PRTI *	8.8
2.	Establishing 11 ETCs *	42.35
3.	Training strategy	155.46
4.	Development communication strategy**	3.75
5.	On the job training of ERs strategy	0.54
6.	Empowering engagement process among PEOs and ERs strategy	Mentoring training of PEOs which has been estimated in the detailed report
7.	Facilitating the peer network development strategy	No additional costs
8.	Role model development strategy	0.51
9.	Convergence strategy	No additional costs
10.	Research strategy	0.50
11.	Knowledge management strategy	0.27
12.	Continuing education for resource people strategy	16.11
13.	Capacity delivery strategy	No additional costs
14.	Holistic development strategy for EWRs	41.46
	Total Costs	315.56

Note: *These costs are establishment costs only and do not include associated costs of ground levelling, establishing sewerage lines, etc. Recurrent costs are also not given here. These have been worked out and are provided in the respective sections.

** These are recurring costs as it is envisaged that the community radio stations (CRS) will recover capital costs through the proposed revenue model. The remaining components of the development communication (DC) strategy cover only recurrent costs.

Implementation Timeframe

It is estimated that implementing all the recommendations may take 3 years. Given below is the time period for implementing the various strategic recommendations for PRI-CB&T in Bihar.

Immediate

(0–6 months)

- Fine-tuning all strategies and budgets suggested in the report.
- Identifying and allocating land for establishing PRTI and 11 new ETCs.

- Advertising for PRTI and ETC teams.
- Short listing, interviewing, and selecting team members of institutions.
- Contracting selected teams.
- Training selected teams.
- Establishing training repository/vortal.
- Compiling data of training activities by other departments/schemes/programmes.
- Establishing a CB&T convergence committee and working out a convergence plan.
- Identifying and selecting training resource persons.
- Contracting selected resource persons.
- Training resource persons.

Short-Term

(6 months–1.5 years)

- Developing and detailing out all suggested systems.
- Advertising for CSO partners for various strategies.
- Scrutinizing the applications.
- Selecting and signing MoUs with selected CSO partners.
- Induction training of team members of CSO partners.
- Implementing strategy for empowering engagement process between PEOs and ERs.
- Implementing on the job training strategy.
- Implementing the role model development strategy.

Medium-Term

(1.5–3 years)

- Constructing PRTI and 11 new ETCs.
- Establishing mobile vans for training and communication.
- Establishing community radio stations.
- Implementing mass media campaigns.
- Implementing the holistic development strategy for EWRs.
- Implementing the peer network development strategy.
- Exposure visits for different categories of ERs and support functionaries as well as for resource people.

Research, knowledge management, and partnership processes are ongoing strategies across the timeline.

1. PREAMBLE

The 73rd and 74th amendments to the Constitution brought in another level of governance — Panchayati Raj Institutions (PRIs) — in India. The guiding principles of Panchayati Raj (PR) include strengthening people's ownership and participation in local governance and in decisions affecting their lives. Its principles also include following rights-based approaches and transparency in public administration. Despite stakeholders' attempts at the central and the state levels to strengthen PRIs, they still have a long way to go in becoming strong, inclusive, and democratic institutions in the spirit of the constitutional amendments. Various constraints, both systemic and social, are responsible for this.

Developing the capacity of elected representatives (ERs) and support functionaries in the given situation is perhaps the only transformational tool that is available for achieving the aims of the 73rd and 74th amendments of making PRIs the true pillars of democracy. This was recognized in the 7th Round Table Conference on Capacity Building & Training (CB&T) held in December 2004. Subsequently, the Ministry of Panchayati Raj (MoPR) launched a National Capacity Building Framework (NCBF) in July 2006 as a guiding document for CB&T of PRI functionaries. Towards the broader goal of developing capacity, besides several other initiatives, MoPR is currently implementing the Capacity Development for Local Governance (CDLG) Project with support from the United Nations Development Programme (UNDP) in seven focus states of Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Orissa, Rajasthan, and Uttar Pradesh. Another UNDP project, 'Capacity Development for District Planning', (CDDP) supports the Planning Commission's mandate on improved capacities in integrated inclusive district planning at the national, state, and district levels. Together, the two projects aim to contribute towards the larger goal of ensuring effective governance and participatory planning.

The CDLG Project is aligned with the goals and objectives of NCBF, and aims to strengthen institutions and processes at various levels to bring about a behavioural change through increased motivation, joint decision-making, provision of resources (that is, networks, resource persons/institutions, training courses/material, information, and innovative solutions and methods), and personal empowerment.

Under the CDLG Project the UNDP-RCB (Regional Centre in Bangkok) team undertook a mission to Chhattisgarh in August 2009 to assess the state's capacities to implement NCBF and to undertake district planning. Experts from select national-level institutions were invited to accompany the UNDP-RCB team during the entire duration of the mission to ensure exchange of views and techniques.

As a follow up of this exercise, MoPR decided to assess the capacities of the other focus states for implementing NCBF and for developing PRIs' capabilities towards the larger goal of promoting effective decentralized governance and participatory planning.

A 2-day preparatory workshop was organized by MoPR in Hyderabad on 13–14 May 2010 to discuss the scope of work, expected deliverables, duration of the assignment, confirmation of expert teams, and other terms of engagement. Based on the discussions during the workshop and a follow up discussion at MoPR, it was decided to assign a 2-member expert team to each of the states to undertake the assignment. The teams were asked to undertake the assignment as per the Terms of Reference (ToR).

This is an abridged version of the report on the Capacity Assessment & Capacity Development Strategy (CA&CDS) exercise carried out for Bihar as part of the initiatives mentioned earlier. MoPR engaged the services of two experts — Mr. Rajendra Jani and Dr. Ketan Gandhi to conduct this exercise. They were supported by a team of three Research Associates, Jaydev Babariya, Bhumit Trivedi, and Amrita Varadarajan. The detailed report which has already been submitted to the state government was prepared by the study team as per the needs of MoPR, Government of India (GoI). Details, which do not form a part of this abridged version, are provided in Annexure 1.

This was the first time that a CA&CDS exercise was carried out for Bihar. Usually such exercises are limited to providing a strategic framework for the state, which needs to be followed by developing detailed strategies, systems, plans, and budgets to make it operational. However, in this report we have tried to go beyond the scope of work to develop a comprehensive report which provides details of operational strategies, plans, system specifications, and resource estimates. It is hoped that this will meet MoPR's expectations of strengthening the capacity development initiatives at the state level and will provide the state Panchayati Raj Department (PRD) with a hands-on practically implementable document for meeting the huge challenge of 100 per cent coverage in CB&T for PRIs.

2. METHODOLOGY, FOCUS, AND LIMITATIONS

2.1 Methodology

MoPR provided broad indicative guidelines for the methodology and processes to be followed for the study. The study team later developed a full-fledged methodology based on their previous experience of undertaking such exercises. Overall, the methodology is based on a highly qualitative approach including in-depth interactions with selected key stakeholders, focus group discussions (FGDs) and consultations, representative site visits, and intensive references to documents and secondary information.

2.1.1 CA-CDS

Initially, MoPR enlisted the services of two experts — Mr. Rajendra Jani and Dr. Ketan Gandhi — to conduct the CA&CDS exercise for Bihar. However, seeing the enormity of the task, MoPR was requested to allow two Research Associates to join the team. Mr. Jaydev Babariya and Mr. Bhumit Trivedi joined the team as Research Associates. Later, the team was supported by Ms. Amrita Varadarajan for writing the report.

2.1.2 Work Plan

The study team developed a tentative work plan based on its understanding of the assignment and the situation in Bihar. This work plan was shared with both MoPR and the state PRD and their feedback sought so that it could be finalized.

Based on the work plan, the study team also developed a note on, 'Expectations from the State', indicating what their requirements would be in terms of facilitation, processes, and logistics during field visits.

The study team also developed a comprehensive list of people to be met, consultations to be organized, visits to be scheduled, and documents to be referred to during the field study and shared these with the state PRD well in advance of its field visits so that the state PRD could organize the activities and arrange the documents for the team. The schedule for the field visits was finalized in consultation with the state PRD.

2.1.3 Preparatory Research

The assignment started with desk research which contributed towards developing an understanding of the status of PRIs in the country as a whole, and more specifically their status in Bihar; the status of CB&T initiatives in the country and more specifically in Bihar; and good practices in PRI-CB&T. The following areas were studied by referring to different documents downloaded from the Internet:

- 73rd Amendment to the Constitution of India.
- Bihar Panchayati Raj Act, 2006.
- Government rules regarding PRI Acts.
- Basic statistics concerning Panchayati Raj in Bihar.

- State's response to PRI-CB&T.
- Profile of the Bihar Institute of Public Administration & Rural Development (BIPARD).
- Guidelines for the Rural Development Department's (RDD's) schemes.
- Reports of various researches/studies conducted related to PRIs.

The list of documents referred to during the desk research as well as those received from the state during the visit is given in Annexure 2.

2.1.4 Identifying Key Institutes and Resources in the State

To begin with, the following institutions and their key officials were identified for meetings, consultations, and visits as part of the field work:

- Panchayati Raj Department.
- Bihar Institute of Public Administration & Rural Development.
- Extension Training Centres.
- Model Panchayat, if any.
- Academic institutions which could be potential partners in PRI-CB&T.
- Lead NGOs/CBOs in the state.
- Elected representatives.
- Resource persons.

A tentative plan for conducting meetings and consultations with these institutions and stakeholders was sent to the state Capacity Development of Local Governance (CDLG) department team which coordinated the field work.

2.1.5 Field Research

A team of four persons reached Patna on 21 June 2010 for the field research which was carried out over eight days. Table 1 gives a summary of the field work conducted during this visit.

Table 1: Summary of Field Work

Duration of field work	21.6.2010 to 29.6.2010
Number of team members	4
Number of consultations	10
Field visits	3
Total number of people met	71
Documents referred to	200

The details of the institutions visited, meetings conducted, and consultations held are given in Annexure 3.

2.1.6 Presentation of Field Research

A presentation of the findings was made to Dr. Deepak Prasad, IAS, Secretary, PRD, and representatives from the Government of Bihar on 29 June 2010. Also present were UNDP-CDLG team members, the World Bank's Bihar Panchayat Strengthening Project team members and some PRD members.

The presentation covered aspects of what the team had understood about capacity development and training after consultations with the various stakeholders. The perspective gained was that there exist differentials based on gender, power, literacy and social status (caste, tribe, and class) among ERs. The various capacities and the challenges within them that were identified during the course of the field work were also presented. The team suggested a basket of services to the state that will affect all the seven capacities — policy, legal, institutional, infrastructural, strategic, system, and finance. The Secretary showed a keen interest in the holistic capacity development framework. This framework showed the need of shifting from training to developing the capacities of the stakeholders as a whole.

2.1.7 Report Writing

Following the field visit, the study team prepared a report which addressed the gaps found in the information collected through e-mails and telephonic conversations with stakeholders.

The writing of the report started with intensive brainstorming sessions for developing an overall ‘Strategic Framework’ for Bihar. This was followed by detailing out of each strategy with specifications, operational details, resource estimates for operationalizing the strategies, and work plans. The study team tried to put together as many details as was practically possible and this led to an extended timeframe.

2.2. Focus and Limitations of the Study

The focus of the CA&CDS exercise was to assess various capacities which contribute towards the overall capacity of the state for delivering PRI-CB&T in the context of NCBF. No other programme capacities like programme capacities of the state PRD, programme capacities of PRIs (Gram Panchayats/Block Panchayats/District Panchayats) including human resources (HR), infrastructure, systems, and programme capacities of line departments to support PRIs in implementing their programmes were considered. The quality of human resources (ERs and PSFs) at the PRI level and the overall institutional capacities of SIRD and PRD are considered in line with the focus of the study to assess the state’s capacities.

The study also recognizes that some issues are broad-based and beyond the operating boundaries of the state PRD. These include realities existing within society in terms of gender, weak functional literacy of ERs, poverty, non-convergent programmes/schemes, and structures created by various line departments to implement programmes and schemes which work in parallel with the PRIs. These external realities impact the realities and functioning of PRIs and also the process of their acquiring capacities.

This study identifies such factors and recommends strategies to address them as far as possible by the state PRD. It also suggests collaborative partnerships as required with relevant line departments.

Normally, strategy development reports are broad-based and do not contain details of operational strategies, plans, system specifications, or resources estimates. Here we stepped outside the normal scope of work and try to provide as many details as possible in the detailed report submitted to the state. This has made the CA&CDS report more like a detailed project report (DPR) for implementation. NCBF also specifies that all the states should make DPRs. We hope that the detailed report will facilitate the state’s decision-making process.

However, since this is the first time that such a comprehensive CA&CDS exercise has been carried out in the state, its recommendations, strategies, systems, institutional structures, infrastructure, and resources estimates should be relooked at after three years.

3. BIHAR OVERVIEW

3.1 Bihar: General Profile

Bihar is the 12th largest state in the country in terms of geographical area (99,200 sq km) and third largest in terms of population (8,29,98,509 people). It is landlocked between West Bengal in the east, Uttar Pradesh in the west, Nepal in the north, and Jharkhand in the south (*Source: <http://en.wikipedia.org/wiki/Bihar>*).

3.2 Socio-demographic Profile of Bihar

Despite recent improvements in its socio-economic environment, Bihar is still one of the most backward states in the country with respect to human development indices. Tables 2, 3, and 4 provide basic details about the socio-economic conditions in the state.

Table 2: Bihar's Population Break up with Respect to Rest of India

	Population						
	Total	Rural	Urban	Male	Female	SC	ST
India	10,28,737,436	72%	27.81%	5,32,223,090	4,96,514,346	16.2%	8.2%
Highest	1,66,197,921	NA	49.76%	87,565,369	78,632,552	28.9%	94.5 %
Lowest	5,40,851	NA	9.30%	2,88,484	2,52,367	0.03%	0.04 %
Bihar	82,998,509	85%	15%	43,243,795	39,754,714	15.7%	0.9%

Source: Census Data Online; Planning Commission Data Tables.

Table 3: Literacy Levels in Bihar with Respect to Rest of India

	Literacy Rates						
	T	Total		Rural	Urban	SC	ST
		M	F				
India	64.8%	75.3%	53.7%	58.7%	79.9%	NA	NA
Highest	90.9%	94.4%	87.7%	NA	NA	89.2%	89.3%
Lowest	47%	59.7	33.1%	NA	NA	28.5%	28.2%
Bihar	47%	59.7%	33.1%	NA	NA	28.50	28.20

Source: Census Data Online; Planning Commission Data Tables.

Table 4: Basic Health Indicators for Bihar with Respect to Rest of India

	Health Indicators									
	IMR			MMR	LEB			Sex Ratio		
	M	F	T		M	F	T	Total	SC	ST
India	55	56	55	254	62.6	64.2	63.5	933	936	978
Highest	72	72	72	480	71.4	76.3	74.0	1058	1048	1021
Lowest	12	13	13	95	58.1	57.9	58.0	777	283	893
Bihar	57	58	58	312	62.2	60.4	61.6	919	923	929

Source: Census Data Online; Planning Commission Data Tables.

3.3 The Administrative Set-up

Bihar is made of nine divisions, 38 districts, 101 sub-divisions, 534 blocks, and 45,102 revenue villages grouped into 8,463 Gram Panchayats (GPs). PRIs at the district, block, and village levels are the Zilla Parishad, Panchayat Samiti, and the Gram Panchayat respectively.

Bihar also has Gram Katchaharies at the Gram Panchayat level which are grassroots level justice institutions. Table 5 gives the number of ERs at each level.

Table 5: Elected Representatives in PRIs

Level	Number	Total ERs
District	38	1,238
Block	534	12,634
Village	8,463	1,32,802
Total	9,035	1,46,674

4. OVERVIEW OF PRIs IN THE STATE

4.1 Act Formation

The Bihar Panchayati Raj Act was enacted in 2006 after the state was divided into Jharkhand and Bihar and a separate Panchayati Raj Department came into existence in 2007.

4.2 The Panchayati Raj Department

The Panchayati Raj Department (PRD) in Bihar came into existence in 2007. It mainly interacts with two ministries at the central level — the Ministry of Rural Development (MoRD) and the Ministry of Panchayati Raj (MoPR). PRD is considered an important department not only because of the quantum of funds that it handles but also because its activities have a direct bearing on rural development and poverty alleviation. It is also the nodal department through which attempts are made for grassroots democracy and decentralization of power through PRIs which have become the fulcrum of all development activities.

4.3 Reservation

Bihar was the first state in the country to bring in 50 per cent reservation for women in PRIs. This was made operational through the Bihar Panchayat Raj Adhiniyam, 2006. Accordingly, elections to PRIs which were held in 2006 had 50 per cent reservation for women and thus the total ERs had more women than men in the final tally.

4.4 Three-Tier Structure

PRIs at the district, block, and village levels are the Zilla Parishad, Panchayat Samiti, and Gram Panchayat respectively. Details of the 3-tier structure are given in Table 6.

Table 6: Three-tiers of Panchayats in Bihar

No	Type of Tier	Local Name	Number
1	District Panchayat	Zilla Parishad	38
2	Intermediate Panchayat	Panchayat Samiti	534
3	Village Panchayat	Gram Panchayat	8,463

4.5 Gram Katchahary

Apart from the Gram Panchayat, the state has another institution at the village level called the Gram Katchahary which aims to bring justice to people's doorsteps. The head of the Gram Katchahary is called the Sarpanch who is supported by the Gram Nyaya Mitra.

4.6 Support Structure

There are Panchayat Support Functionaries (PSFs) at all the three levels in the form of Standing Committees (SCs). At the village level there are seven SCs and at the district and block levels there are seven SCs each. The six SCs at the village level are:

1. Planning, Coordination, and Finance Committee.
2. Production Committee.
3. Social Justice Committee.
4. Education Committee.
5. Public Health and Family Welfare Committee.
6. Public Works Committee.

The seven SCs at the block and district levels are:

1. General Standing Committee.
2. Finance, Statistics, and Planning Committee.
3. Social Justice Committee.
4. Production Committee.
5. Education Committee.
6. Public Health, Family Welfare, and Rural Sanitation Committee.
7. Public Works Committee.

As per a rough estimate, about 60–70 per cent of the SCs are functional at the district level, about 40–50 per cent at the block level, and very few are functional at the village level. Generally, there are very few SCs at the village level and almost none of them are functional.

Apart from SCs, there are also government functionaries who assist the Panchayats in carrying out their functions at each level.

Table 7 shows PSFs, including government officials.

Table 7: Support Functionaries for PRIs

Gram Panchayat	Panchayat Samiti	Zilla Parishad
<ul style="list-style-type: none"> • Panchayat Sachiv • Gram Rozgar Sewak (NREGS) • Vikas Mitra • Nyaya Mitra • ASHA (under NRHM) AWW (ICDS) • ANM 	<ul style="list-style-type: none"> • Junior Engineer/Addl. JE • Block Panchayati Raj Officer • Programme Officer (NREGS) • BDO • Sankhyaki Mitra (Statistical Officer) 	<ul style="list-style-type: none"> • DDC • CEO • Project Director, DRDA • District Panchayati Raj Officer

4.7 IT/ICT/IT Enabled Infrastructure

Bihar is connected by the Bihar State Wide Area Network (BSWAN). All the blocks have access to computers and have Internet connectivity. Approximately 6,000 Common Service Centres are functioning at the village level; these are managed by Srei-Sahaj with the overall monitoring being done by Beltron. Under BRGF, the state has set-up a helpline for Panchayat systems and services. All the blocks have a facility for 2-way video conferencing. At the district level, PlanPlus Software is used for decentralized planning.

4.8 Important Government Resolutions

The following important Government Resolutions (GRs) have been issued by the Government of Bihar for PRIs:

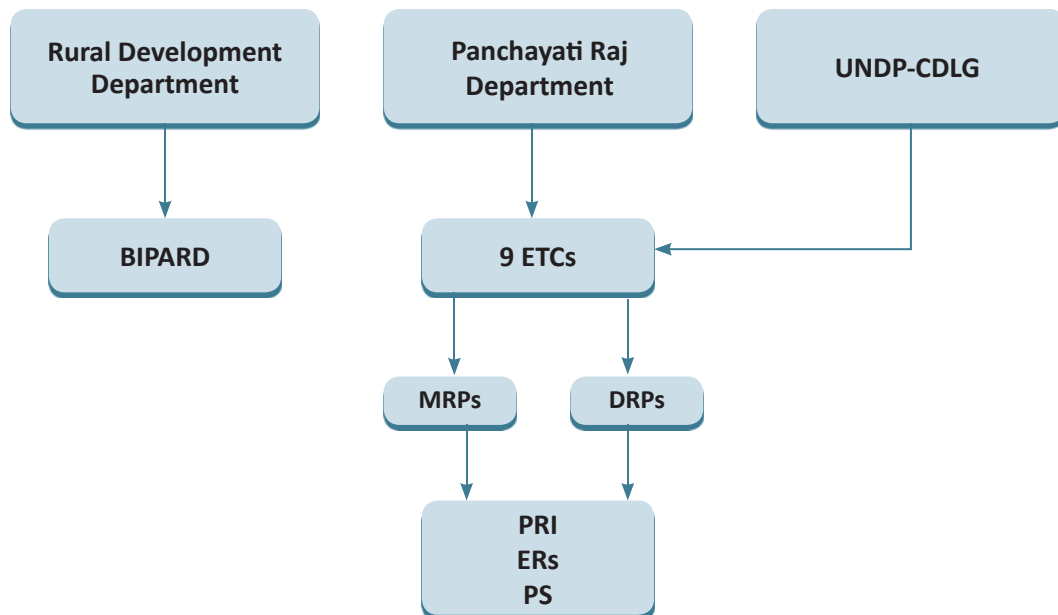
- *Bihar Zilla Yojana Samiti ka Gathan evam Niyamavali (2006).*
- *Bihar Gram Sabha Bethak and Sanyojan Evam Sanchalan ki Prakriya — Niyamavali.*
- *Bihar Zilla Samiti ka Gathan — Niyamavali (2006).*
- *Bihar Gram Sabha Sanchalan — Niyamavali (2007).*
- *Bihar Gram Katchahary, Nyaya Mitra Niyojan, Sevasan evam Kartavya — Niyamavali (2007).*
- *Bihar Gram Kachahary Sachiv (Niyojan) Sevasan Kartavya — Niyamavali (2007).*
- *Bhatta Bhugtan Sankalp — Adhiropan Nirdharan Sangrahan — Niyamavali*
- *Bihar Panchayat Niyam Nirman Prakriya — Niyamavali (2007).*
- *Bihar Gram Panchayat Sachiv ki Niyukti Evam Adhikar Evam Kartavya — Niyamavali.*
- *Bihar Gram Panchayat (Sangathan) Kartavya Evam Upyog — Niyamavali.*
- *Bihar Panchayat Raj Sansthan — Niyamavali.*
- *Bihar Panchayati Raj Sanstha Paryavekshan evam Niyantaran.*
- *Bihar Panchayat Nirvachan — Niyamavali.*

5. PRI-CB&T STRUCTURES

5.1 Overall Structure of CB&T Delivery

CB&T in the state is carried out for PRI representatives either directly through DPR or through the Bihar Institute of Public Administration and Rural Development (BIPARD). The training is imparted through a resource pool of Master Resource Persons (MRPs) and District Resource Persons (DRPs) developed by the department. The state recently revived nine Extension Training Centres (ETCs) called the 'Mukhia-Sarpanch Training Institutes' (MSTIs) in Patna, Muzzafarpur, Darbhanga, Saharsha, Gaya, Munger, Bhagalpur, Purnia, and Sivan. BIPARD has plans of starting four ETCs in Patna, Bhagalpur, Purnia, and Muzzafarpur and the process of acquiring land for these at Purnia and Muzzafarpur is currently underway. The current training and capacity development structure in Bihar is given in Figure 1.

Figure 1: Current Capacity Building and Training Structure in Bihar



5.2 The Bihar Institute of Public Administration and Rural Development

5.2.1 Governance and Constitution

BIPARD, Patna comes under the state's Rural Development Department.

5.2.2 Brief History

The State Institute of Rural Development (SIRD) was created by the GoB through notification No. 7036, dated 15/09/2005 and was located at WALMI, Phulwarisharif, Patna along with the Administrative Training Institute (ATI). ATI's Director General was designated the Director General of SIRD as well.

However, now the two institutions have been merged and the new institution is known as BIPARD. This has been registered under the Societies Act, 1980 and has been functioning with effect from 1 April 2006. BIPARD conducts training for Indian Administrative Services (probationers), probationers of the Bihar Administrative Services, and probationers of other allied services who undergo a basic training course at the institute.

5.2.3 Current Status

5.2.3.1 Infrastructure

Currently, BIPARD does not have its own building and operates from a building given on rent by WALMI. BIPARD has 24 hostel rooms with a capacity to accommodate 48 people, a canteen and dining room, library, administrative office, and two computer labs with 66 computers. The institute also has audio-visual facilities like LCDs, OHPs, video cameras, and sound systems. GoB is planning to construct a full-fledged campus for BIPARD and has acquired land near Gaya for this.

5.2.3.2 Centres

BIPARD has 20 centres for different subjects and sectors. One of them is the Centre for Panchayati Raj (CPR), which is responsible for training ERs. All the CB&T activities carried out by BIPARD for PRIs are under the aegis of this centre.

5.3 Mukhia Sarpanch Training Institutes/Extension Training Centres

5.3.1 Background

The Mukhia-Sarpanch Training Institutes (MSTIs) were revived recently and a MSTI was formed at each of the divisional headquarters. At present these are partially staffed and are in the process of identifying rented premises to be used as office space. Currently, all the nine ETCs are led by principals.

5.3.2 Role

The basic role of ETCs is organizing training programmes for ERs with the help of MRPs and DRPs at the block level. However, the principals of the ETCs do not have drawing and disbursing powers which inhibits their capacity to implement the programmes.

5.3.3 Governance and Management

All ETCs have a principal who is the overall in-charge. The principal is supported by three faculty members, one accountant, and two office assistants. The principal of each ETC reports to the Deputy Director, PRD.

5.3.4 Geographical Spread

There are nine ETCs in Bihar, each of which covers 4–5 districts. They are located in Patna, Muzzafarpur, Darbhanga, Saharsha, Gaya, Munger, Bhagalpur, Purnia, and Sivan.

5.3.5 Infrastructure

Currently, the ETCs are provided Rs 5,000 per month as rent for office premises. However, most of the ETCs have not hired any premises and the principals operate from their homes. The ETC teams reported that the budget allocated for hiring office premises was too low and it will not be possible for them to hire premises within this amount.

5.3.6 Current Status

As of now, there is no clear role carved out for ETCs. The ETC teams are involved in supporting the training for ERs and PSFs being carried out by PRD. The training is being imparted by DRPs supported by MRPs. ETCs help in organizing and coordinating with DRPs, MRPs, and Block Development Officers (BDOs), and in trouble shooting.

5.4 MRPs/DRPs

5.4.1 Background

PRD developed a resource pool to address the huge training load in the state. A team of 119 MRPs has been trained who are supported by a team of 1,682 DRPs. Both the groups have been trained extensively through a 60-day residential training module.

5.4.2 Current Strength

One hundred and nineteen MRPs are operational along with 1,682 DRPs in the state. These resource people are spread in all the districts except in Bhojpur and Baxar.

5.4.3 Role

The role of DRPs is imparting training to elected PRI representatives and support functionaries. Bihar has taken up and completed the first round of training for all ERs and support functionaries. The training delivery was done by DRPs.

The main role of MRPs is providing training and building the capacities of DRPs. With the completion of the training for DRPs, the role of MRPs has changed to that of supporting DRPs in executing the training, identifying weaknesses in their training, helping them to correct these, and monitoring training delivery.

MRPs and DRPs are not full-time employees but are need-based resources who are paid an honorarium for their services. Thus, they are paid against each training day that they are involved in. There is no clarity about how long they will be required to provide services to the department and this may act as one of the deterrents in ensuring continuity of these resources.

5.4.4 Identification and Training System

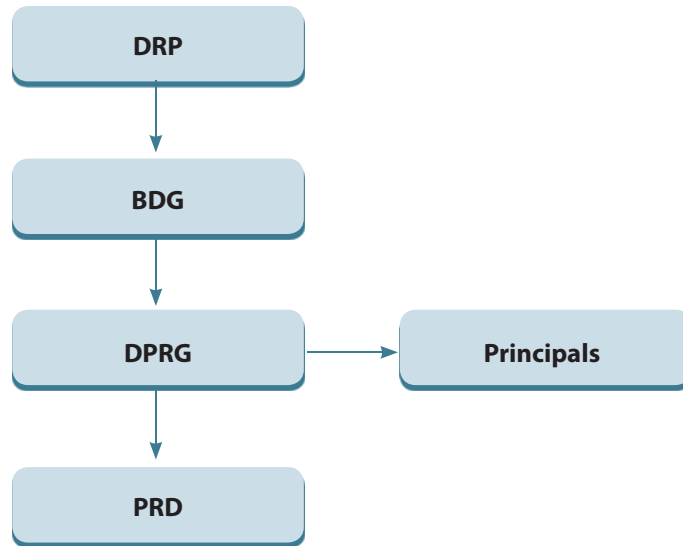
Some of the factors which were considered while identifying MRPs and DRPs were geographical base, minimum educational qualifications, and recommendations by local block/district governments. The criteria of experience and skills do not seem to have been considered during selection. In all 1,800 DRPs were selected and trained out of whom 1,682 cleared the exam conducted after the training and were thus involved in training delivery.

The training was based on the pattern suggested by NCBF; a team of experts hired by BIPARD developed a training module comprising of different thematic volumes. MRPs were trained by a team of experts based on this module. A copy of all the six volumes of the module was provided to each MRP. Later, DRPs were trained by PRD with MRPs as resource persons. A set of fresh training modules was developed by the department and it was in the process of getting these printed at the time of the field visit. These will be provided to each DRP. The 60-day training comprised of 30 days of classroom sessions, 20 days of field visits, and 10 days for recapitulation.

5.4.5 Monitoring System

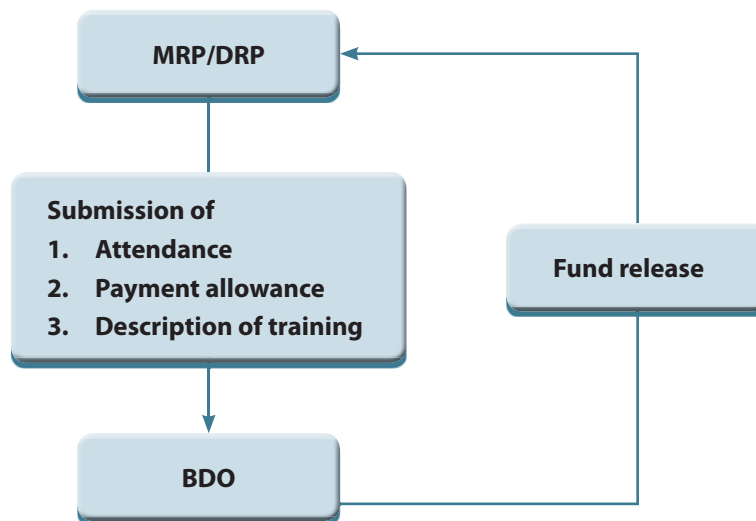
Training conducted by MRPs and DRPs is monitored by the principals of the respective ETCs and reported to the Deputy Director, PRD and DPRO. Figure 2 shows the reporting flow between the different levels.

Figure 2: Reporting Between DRP and PRD



The current system does not have a feedback mechanism for evaluating the training. MRPs maintain only three records; 1) Attendance sheet, 2) Payment of allowances, and 3) Description of training. Once they submit these three records, their payments are released. The fund flows in the current system are given in Figure 3.

Figure 3: Flow of Funds for Training



5.5 Programmes

A few programmes are directly related to the strengthening and capacity development of PRIs:

- The Bihar Panchayat Strengthening Programme (BPSP).
- Backward Region Grant Fund (BRGF).
- UNDP-Capacity Development of Local Governance (UNDP-CDLG).
- Shaktirupa.

5.5.1 The Bihar Panchayat Strengthening Programme (BPSP)

The World Bank funded a 5-year project for strengthening Bihar's Panchayats with a grant of US\$ 160 million. At the time of the field visit pre-project activities were being carried out for this project. These comprised of various research studies while project implementation activities were scheduled to begin in 2011. Some of the major activities under this programme are construction of buildings for Panchayats, training and capacity building, and research. The programme has seven key components:

- PRI governance practices and capacity to manage local development.
- State, district, and block level resource centres.
- Grants for construction of PRI bhawans.
- Untied grants to PRIs to initiate development activities.
- Improving policies and the administrative environment in the state for effective functioning of PRIs.
- Performance monitoring and incentives for improvement.
- Project management and coordination.

Currently, it is envisioned that the project will be implemented in six districts, three of which are from the Kosi flood affected areas while the other three are Patna, Bhojpur, and Nalanda. PRD has requested an additional \$120 million to enable the construction of Integrated Panchayat Buildings across the state. A separate society, the Bihar Gram Swaraj Society, has been formed for implementing this project.

5.5.2 Backward Region Grant Fund (BRGF)

The Backward Region Grant Fund is a special gap filling fund implemented by MoPR, GoI in 250 identified most backward districts in the country. This is being implemented in 36 districts of Bihar. Under this scheme, each district receives Rs 1 crore per annum towards capacity building activities which can involve CB&T infrastructure as well as implementing training.

5.5.3 UNDP — Capacity Development for Local Governance (CDLG)

MoPR is currently implementing the CDLG Project in seven states, including in Bihar with support from UNDP. CDLG is aligned with the goals and objectives of NCBF, and aims to strengthen institutions and processes at various levels so that a behavioural change can be brought about through increased motivation, joint decision-making, the provision of resources (that is, networks, resource persons/institutions, training courses/material, information, innovative solutions, and methods), and personal empowerment. The key

partner institutions in this are training institutions, such as the State Institutes for Rural Development (SIRDs), the Panchayati Raj Training Institutes (PRTIs, existing in a few states), and Administrative Training Institutes (ATIs), which have the mandate to train ERs and officials in local governance.

5.5.4 Shaktirupa

Under the Panchayat Mahila Evam Yuva Shakti Abhiyan, an association for EWRs, called Shaktirupa has been formed which is registered under the Societies Registration Act, 1860. The main objectives of this society are building the capacity of EWRs and ensuring larger participation of women at the district as well as state levels.

5.6 Other Relevant CB&T Institutes

Some other institutes in Bihar are also involved in capacity building activities with whom the state can partner for various resources for CB&T activities.

5.6.1 Government and Semi-Government Institutes

5.6.1.1 A.N. Sinha Institute of Social Studies

The A.N. Sinha Institute of Social Studies was established as an autonomous institute by an act of the Government of Bihar. It started operating on 8 October 1964. It is under the management of a board, which consists of 11 members, including the Chairman. Principal Secretary, HRD is the Chairman of this institute.

The institute has five acres of campus area, four classrooms with a capacity for 225 people, and six conference halls with latest audio-visual equipment. The institute has a well-stocked specialized library with about 40,000 volumes. The institute subscribes to a large number of research journals. The library has a collection of government reports and UN publications and publications of other agencies. In terms of staff, the institute has six permanent teaching staff members and a network of multi-disciplinary people. The institute also provides training to PRIs.

In conformity with the objectives prescribed by the act, the main activities of the institute are teaching as well as research. The training that the institute provides relates mainly to courses in research and advanced courses on specific subjects. The institute also provides guidance in concerned disciplines at the doctoral level to research scholars in the various universities in Bihar.

5.6.1.2 State Institute of Health and Family Welfare

The State Institute of Health and Family Welfare (SIHFW) comes under the Health Department. It has infrastructure in terms of faculties as well as a number of classrooms, an auditorium, and residential facilities.

The institute is located on five acres of land with six training rooms with a capacity for 90 people. It has 40 double occupancy hostel rooms, four executive suites, two dining halls with a capacity for dining 130 people, a library, audio-visual facilities, and 12 staff members and other associated faculties. The institute has experience in organizing training for PRIs.

5.6.1.3 Lalit Narayan Mishra Institute of Economic Development and Social Change

The Bihar Institute of Economic Development was established in 1973 to carry out research aimed at facilitating socio-economic development. In order to preserve the memory of late Shri Lalit Narayan

Mishra, the then Union Railway Minister, the institute was renamed the Lalit Narayan Mishra Institute of Economic Development and Social Change (LNMI) in 1975 and it soon diversified into education with courses in office management, business management, marketing and sales management, personnel management, and industrial relations. As the demand for various management programmes changed with time, some of these courses were dropped, some others were modified, and new ones added. Later, the institute was taken over by the Government of Bihar.

The institute is equipped with two modern state-of-the-art air conditioned libraries with seating capacity for 100 people. Recently, an on-line computer training centre was established under the Capacity Building Programme, Department of Information Technology to impart computer training to employees at various levels in the Government of Bihar.

5.6.1.4 Deepa Narayana Singh Regional Institute of Co-operative Management (DNSRICM)

Established in 1953, DNSRICM is one of the 20 residential institutes of cooperative management in India run by the National Council of Cooperative Training (NCCT), New Delhi and financed by the Department of Agriculture and Cooperation in the Ministry of Agriculture, Government of India. In October 1997, the institute was upgraded to a Regional Institute of Cooperative Management so as to make its activities more broad-based. NCCT is a central agency in-charge of overall planning, monitoring, and implementing training programmes for the personnel of the Cooperative Department and cooperative institutions. The institute caters to the management training needs of the department and institutional personnel in Bihar and in a few other states and union territories.

The institute functions in its own 3-storied building complex. All the classrooms are well-furnished and fitted with requisite audio-visual equipment. The facilities are fairly adequate for running four training channels simultaneously. The institute has a library with over 11,000 books covering all the areas of the cooperative movement, management, and computer science. The library subscribes to a number of leading journals on cooperation and management. The institute has a well-furnished auditorium with a seating capacity for over 300 persons which is used to hold state and national-level seminars, workshops, and conferences. A new two storey hostel complex has come up with 35 self-contained rooms to accommodate 70 participants. Each room has an attached toilet and bathroom, a balcony, and other amenities. Besides this, drawing and dining space for 100 participants with a separate lounge is also provided. The institute has 40 non-teaching staff members and seven permanent teaching staff members.

5.6.1.5 Dr. Rajendra Prasad Multidisciplinary Training Centre Khadi and Village Industries Commission

The Dr. Rajendra Prasad Multidisciplinary Training Centre Khadi and Village Industries Commission (KVIC) is a statutory body established by an Act of Parliament (No. 61 of 1956, as amended by Act No. 12 of 1987 and Act No.10 of 2006). In April 1957 it took over the work of the former All India Khadi and Village Industries Board. KVIC is a centrally organized training institute. The training centre has a campus on three acres of land, a 40-bed dormitory, library, and audio-visual facilities.

5.6.1.6 Women Development Corporation

The Women Development Corporation (WDC), Bihar came into existence under the Societies Registration Act, 1860 on 28 November 1991 with the objective of implementing programmes for empowering women in the state and for formulating, promoting, and implementing any schemes aimed at the development of

women in Bihar. Its registered office is in Patna while its area of operation extends to 22 districts in the state. It is an autonomous body and is run under the aegis of the Welfare Department.

A large part of the activities of the corporation are conducted through selected NGOs and other training institutions. Funds are obtained from the Government of Bihar and the Government of India through budgetary allocations for specific projects and covered by sanctions through GOs. At present, the coverage under the project is 22 districts, 124 blocks, 3,700 villages, 10,752 SHGs, and 144,371 members. The business of the corporation is conducted through a board of directors appointed by the Government of Bihar.

5.6.2 Civil Society Organizations

5.6.2.1 Sewa Kendra

Sewa Kendra is a non-governmental institution operating under the Bihar Water Development Society (BWDS). It is an autonomous body run by missionaries. BWDS, which was established in 1976, functions as the official relief and development agency of the Patna Archdiocese. Its office is located in Sewa Kendra, Kurji, Patna. It came into existence in 1967 and was registered in the same year under the Societies Registration Act XXI, 1890.

BWDS has infrastructure in terms of faculties as well as a number of classrooms and residential facilities. It holds community-level training programmes.

5.6.2.2 Bihar Voluntary Health Association

The Bihar Voluntary Health Association (BVHA) is a non-governmental institution registered under the Societies Registration Act, 1860. BVHA has been working in the state for 39 years and has a vision of achieving health for all in the state with the help of its network. BVHA assists in making community health a reality for all the people of Bihar with priority for the less privileged millions through its involvement and participation in the voluntary health sector.

BVHA has a campus on three acres of land, two halls with a capacity for 65 people, and a dormitory. It also has a library with 5,000 books and audio-visual equipment. BVHA's main activities are training and capacity building, developing Information Education Communication/Behaviour Change Communication (IEC/BCC), and relief support. It provides training in the field of community health, livelihood, women empowerment, and PRIs.

5.6.2.3 Socio-Economic Educational Development Society

The Socio Economic Educational Development Society (SEEDS) was established in 1999 as a non-governmental institution registered under the Societies Registration Act, 1860. The organization was founded by a group of professionals comprising of social scientists, environmentalists, health experts, technocrats, lawyers, and economists. SEEDS is headquartered in Delhi and has a small presence in Patna. It has two permanent teaching staff members and 10 non-teaching staff members. SEEDS provides training in the areas of PRIs, BRGF, disaster management, and health.

5.6.2.4 Indian Institute of Business Management

The Indian Institute of Business Management (IIBM), Patna was established in 1979 with the help of

prominent academicians, social workers, philosophers, planners and administrators, management thinkers, and educationists as an autonomous, non-profit, all-India institute for training, research, and studies in the areas of management, computer sciences, mass communication, and hotel and hospitality management. It is spread across 50,000 sq feet and has 16 classrooms, a library with 500,000 books, and audio-visual equipment. It has 28 teaching staff members and 42 non-teaching staff members. Out of the 26 teaching staff members, 12 faculty members are on its pay rolls while the rest work on a contract basis.

5.6.2.5 Dr. Zakir Hussain Non-formal and Continuing Education

The Dr. Zakir Hussain Institute for Non-formal and Continuing Education (ZHI), Patna was established in 1979 with the help of prominent academicians, social workers, philosophers, planners and administrators, management thinkers, and educationists as an autonomous, non-profit institute for training, research, and studies in the areas of education (formal and non-formal), management, computer science, mass communication, and rural development. The institute's activities include training, research, publications, organizing conferences and consultancies, and conducting specialized technical and vocational academic programmes through formal and distance education besides organizing and implementing programmes that have a positive, social, educational, cultural, and economic content in order to ensure the optimum development of society.

The institute has two campuses with 27 classrooms, eight computer labs, and two libraries. ZHI has organized training for PRIs in the past but does not have a specialist faculty for this.

5.6.2.6 Society for Participatory Research in Asia

The Society for Participatory Research in Asia (PRIA) is an international centre for learning and promotion of participation and democratic governance. Since its inception in 1982, PRIA has embarked on a set of key initiatives focusing on participatory research, citizen-centric development, capacity and knowledge building, and policy advocacy. PRIA works with a range of partners at the local, national, and global levels. It is an autonomous body.

PRIA is headquartered in New Delhi and has training infrastructure in Patna. The organization has 2,400 sq feet of area with three training halls, five rooms for accommodation, a small library, and audio-visual equipment. It has five permanent teaching staff members and two non-teaching staff members, and also a resource pool of consultants. The institute has vast experience in Panchayati Raj, since it has been involved in this work for the last two decades.

5.6.2.7 Asian Development Research Institute

The Asian Development Research Institute (ADRI) was established and registered as a society by a group of social scientists in 1991. It is a non-profit, CSO which is dedicated to research in social sciences. The motivation for starting the institute was not merely to expand social science research, but to emphasize some of its dimensions which were thought to be critical but which had received limited attention. ADRI is working on several fronts within these core objectives. At present, it has six units (ADRI Institute Patna Ranchi; SRC Patna; SRC Ranchi; JSS Patna; CEPPF Patna; and Dharohar) dedicated separately and together to researching and developing resources for literacy and education (SRC Patna and SRC Ranchi), vocational training (JSS Patna), and broadening inter-disciplinary social science research (ADRI Institute Patna Ranchi and Dharohar) with a special focus on economic policy and public finance (CEPPF Patna).

ADRI's head office is in New Delhi and the infrastructure in Patna is minimal. Apart from its office it has one library with 6,000 books. It also has one conference facility where 35 people can be seated and eight computers for trainees. There are 20 non-teaching staff members and 25 permanent teaching staff members out of which five are on the pay rolls while the rest are on contract.

5.6.2.8 Social Development Institute

The Social Development Institute (SDI), a unit of Integrated Development Foundation (IDF), is a professionally managed and well reputed NGO, which has been working in Bihar and Jharkhand for more than 15 years. The organization has been associated with various international and national agencies on the one hand and local NGOs/VOs/communities on the other.

The institute has 2,700 sq feet of space, five halls, five rooms which can accommodate 40 people, a computer lab, and a library. There are two permanent teaching staff members and five non-teaching staff members in the institute. Apart from two main trainers there are 13 other people in a resource pool. The institute has experience in rural development and in PRI related training programmes.

5.6.2.9 Centre for Communication Resources Development

The Centre for Communication Resources Development (CENCORED) was set up in 1990 by a group of professionals and active social workers to promote gender equality, enhancing citizens' participation in the democratic process, and for focusing primarily on promoting leadership development among women and dalits.

A major part of CENCORED's activities as a state-level support organization include providing training and consultancy support to voluntary organizations. CENCORED's programme Paramshakti aims at forming Mahila Vikas Samitis, women's self-help groups, and information centres. It has a consultative committee consisting of members nominated from ex-officio representatives of Panchayats, related government officials, social activists, media personnel, and elderly citizens.

6. PRI-CB&T – THE EXISTING DELIVERY FRAMEWORK

6.1 Strategies

PRD has started training ERs and support functionaries through institutes/structures like BIPARD, ETCs, MRPs, and DRPs. All districts, barring two, have MRP and DRP networks. MRPs and DRPs have been trained by BIPARD and now they are imparting training to ERs. This training is monitored by ETCs' principals, the UNDP-CDLG team, and the PRD team.

6.2 Coverage

Under BRGF, the state trained DRPs by providing 60 days of training at the district level as per NCBE. Since March 2010 these DRPs are providing training to ERs at all the three tiers.

PRD prepared a micro-plan for 100 per cent coverage of all ERs and support functionaries through a 7-day training programme. Accordingly, the training has already started and its first round covering all ERs and support functionaries (except absentees) has been completed. Similarly, one round of training has also been completed for Gram Katchahary ERs and support functionaries.

6.3 Future Plans

PRD Bihar has come up with a strategy and capacity building plan for Panchayats in the state (2009–12). For this, various activities have been planned at various levels:

State level

- State-level workshop for identifying issues related to PRIs.
- Needs assessment for identifying training needs for PRIs.
- Stakeholder workshop for developing a common vision among them.
- Designing training modules for Training of Trainers (ToT) for DRPs.
- Designing course material for actual training.
- Establishing a state management unit.
- Forming a training cell at the department level.
- Designing a communication strategy and developing IEC material.
- Developing a pool of resource persons at the state and district levels.
- Establishing a Panchayat Resource Centre and training institute at the state level.
- Establishing a helpline.
- Establishing a satellite studio.
- Policy research and network support.

District level

- Providing adequate functionaries at the Panchayat level for planning and implementing at the Zilla Parishad level.
- Conducting surveys/studies for BRGF districts.
- Divisional level PRI sensitization workshops (9).
- Inter-state exposure programme for PRI members.
- Capacity building of the District Planning Committee.

Block level

- Creating an IT cell at the intermediate Panchayat level for implementing e-governance.
- Establishing and maintaining accounting and auditing systems.
- Providing technical assistance to support PRIs as well as Gram Sabhas.
- Satellite receiving studio.

Village level

- Providing adequate functionaries.
- Providing sufficient office infrastructure for Gram Panchayats.
- Telephone linkages to Gram Panchayats.

Apart from this, PRD also has a micro- plan of covering ERs. In order to achieve its target of 100 per cent training coverage of ERs, it has estimated:

- Approximately 4,954 batches at the block level.
- 1,651 DRPs.

7. OVERALL CAPACITY ASSESSMENT MODEL FOR THE CA&CDS STUDY

7.1 Operating Definitions of Basic Terms in CB&T

Capacity is defined as an ‘ability’. In a work situation capacity is defined as the ‘ability to perform’.

Capacity in the work situation may be visualized as two interdependent capacity components of:

- Individual capacity.
- Institutional capacity.

Human resource capacity is dependent on internal and external factors/capacities comprising of:

- Internal — Knowledge, skills, attitudes.
- External — Environment (to what extent it is enabling or otherwise).

The capacity of an institution is dependent on internal and external factors/capacities comprising of:

- Internal
 - Strategy.
 - Systems.
 - Institutional structures.
 - Infrastructure — Human resources, technology platforms, funds, IT/ICT, and other infrastructure.
- External environment
 - Legal.
 - Governance.
 - Synergies/convergence with other line departments/parallel structures.
 - Policy.
 - Funds.

All these capacities make the overall capacity of a PRI according to which CB&T is delivered.

7.2 Conceptual Model for Capacity Assessment

This study attempts to answer two key questions:

- What are the requirements/needs for capacity building, that is, capacity development needs of PRI stakeholders, including ERs and support functionaries?
- What is the capacity of the state to deliver the needs for developing capacity?

7.2.1 Crystalizing the Capacity Development Needs of ERs and Support Functionaries

Capacity development needs flow holistically from two directions:

- The state PR Act and rules and regulations, which define the roles, duties, functions, authorities, and responsibilities of ERs and support functionaries.
- NCBF guidelines, which lay down minimal training needs of ERs and support functionaries.

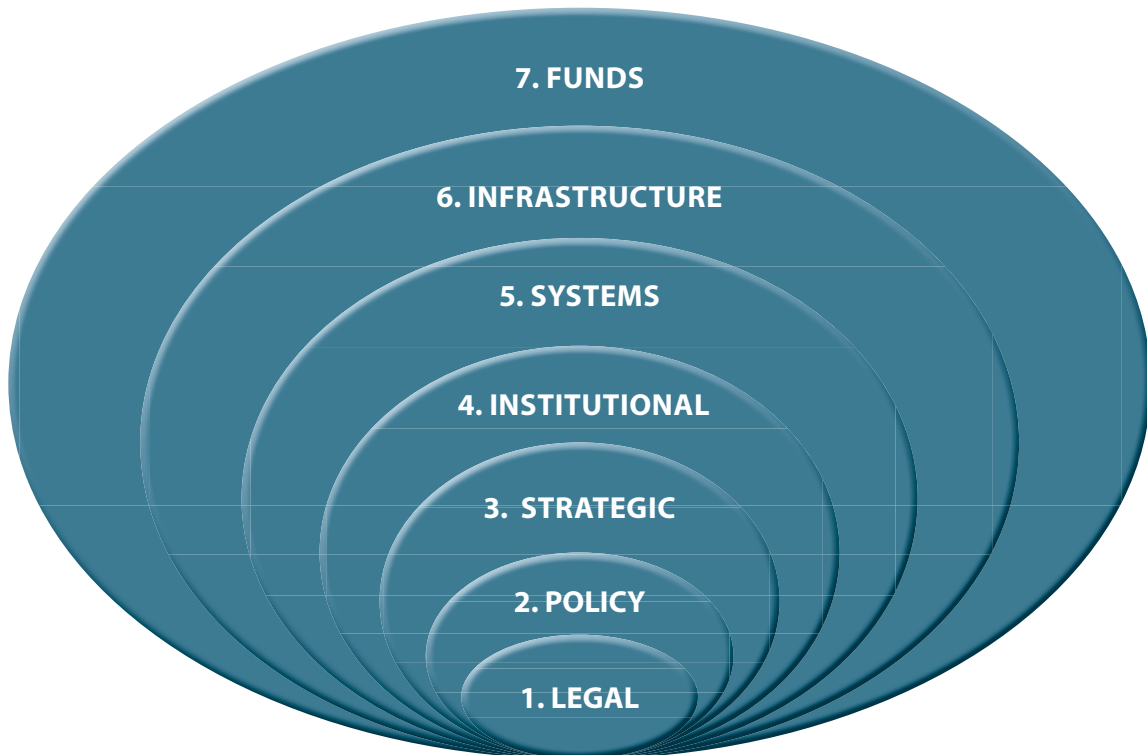
Both these provide a spectrum of capacity development needs from ideal/maximum to minimal/adequate.

This study takes NCBF as the basis as specified in the ToR and examines the capacity of the state to deliver PRI-CB&T. In addition to NCBF, it also estimates the required capacity development needs for the delivery of proposed strategies. Further, the state may have a vision of addressing training needs of ERs and support functionaries, which are not identified by NCBF in which case the training workload and resources will need to be revised.

7.2.2 Assessing the State's Capacity to Deliver PRI-CB&T

A conceptual model for capacity assessment of the PRI-CB&T sector is visualized as consisting of various capacities which together make the overall capacity for delivering PRI-CB&T. PRI-CB&T delivery is through all these envelopes of capacities. The extent of CB&T outcome is determined by the minimal capacity of any of the envelopes. Thus, raising capacities of all the envelopes simultaneously is important for achieving greater/optimal output. This model is highlighted in Figure 4.

Figure 4: The State's Capacity to Build Capacities of PRIs and their Stakeholders

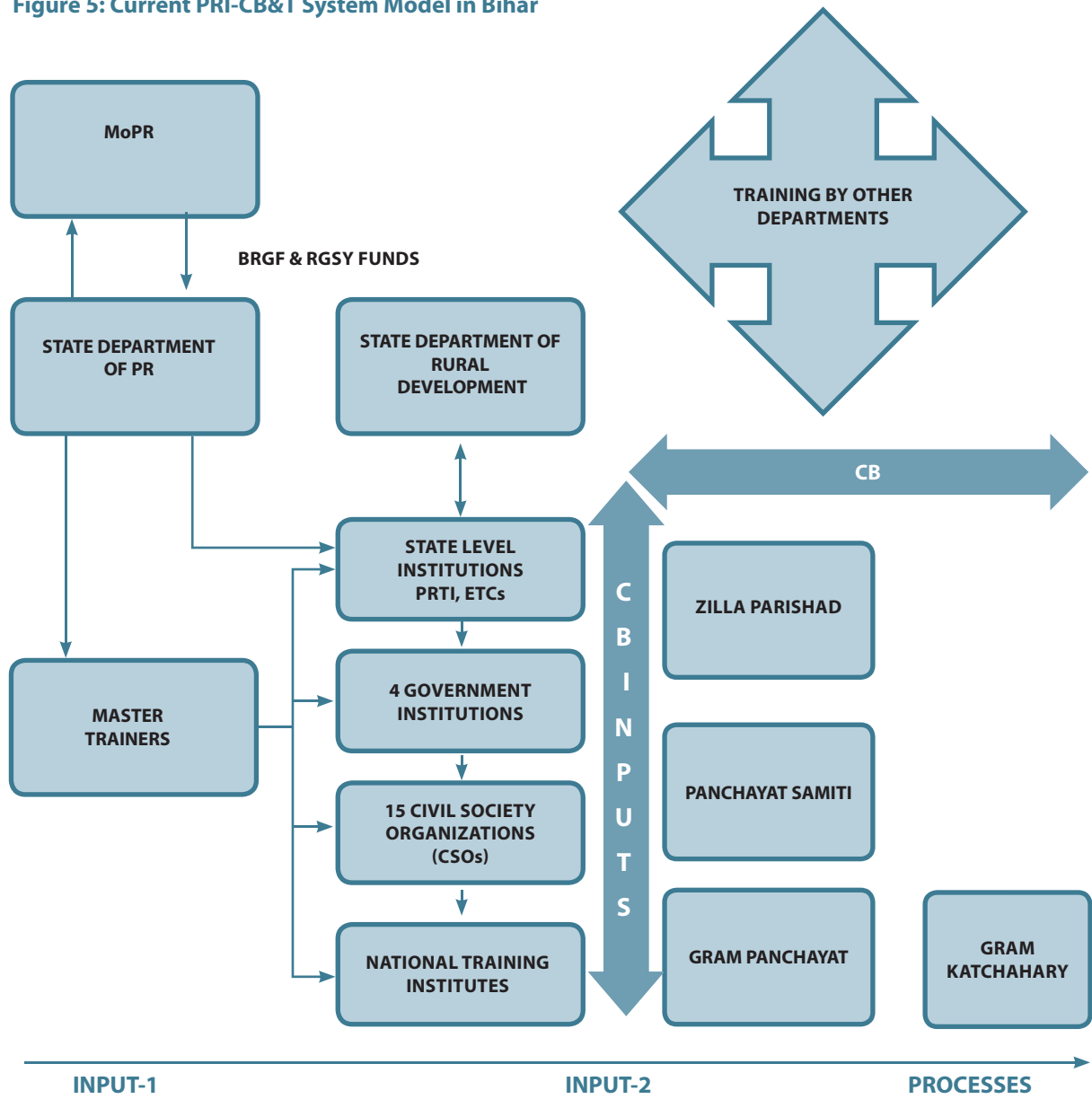


The various capacity envelopes which make for the overall capacity delivery for PRI-CB&T comprise of:

- **Legal capacity** — PRIs' capacity because of laws and statutes.
- **Policy capacity** — A directing force of an institution/sector which specifies broad intentions/objectives/ purposes usually formalized/written, which should be achieved through proposed and ongoing programmes/ interventions.
- **Strategic capacity** — Strategies are ways/guidelines for converting inputs to outputs/outcomes. While policy is a normative guideline, strategies evolve from the interactions of sectors/institutions with their environment. Strategic capacity is the capacity of PRI-CB&T delivery because of following these strategies.
- **Institutional structure capacity** — Institutional structure is work relationships and interlinks between various institutions/designation holders through defined parameters of authorities, responsibilities, and reporting. Capacity of the institutional structure is defined as its capacity to deliver PRI-CB&T.
- **Systems capacity** — Systems are standardized ways/methods/ procedures/protocols/guidelines of doing repetitive tasks. Systems capacity is the capacity to deliver PRI-CB&T because of these systems.
- **Infrastructure capacity** — The capacity of PRI-CB&T delivery due to infrastructure. Infrastructure here comprises of all types of infrastructure relevant for PRI-CB&T delivery, including physical, numbers, and geographical spread of ETCs, ICTs, HRs, etc.
- **Funds capacity** — The capacity to deliver PRI-CB&T due to funds available and their norms.

All these capacities are located at various levels of the hierarchy, including in the state PRD, line departments (as relevant), BIPARD/ETCs, and network structures of civil society, including CSOs and trainers/mentors. Thus, capacity assessment is carried out for each of the members of the PRI-CB&T delivery network (Figure 5).

Figure 5: Current PRI-CB&T System Model in Bihar



8. CAPACITY ASSESSMENT — POLICY CAPACITY

8.1 Operating Definition

Policy capacity is defined as a directing force of an institution/sector and specifies broad intentions/objectives/purposes usually formalized/written, which should be achieved through proposed and ongoing programmes/interventions.

8.2 Key Issues Affecting PRI-CB&T Delivery

Seven key policy issues which affect PRI-CB&T design and delivery are:

1. Non-convergent design of GoI's programmes/schemes.
2. Non-convergent implementation of PRI-CB&T at the state level.
3. Non-optimal planning of PRI-CB&T by the state PRD /SIRD.
4. Non-incentivized, non-mandatory environment for PRI-CB&T users.
5. Nodal PRTI in the state and the need for its strengthening.
6. Limited ICT usage for PRI-CB&T.
7. Non-observance of devolved functions and procedures.

8.3 An Analysis of Key Issues

8.3.1 Non-convergent Design of GoI's Programmes/Schemes

While GoI's flagship programmes like the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) and key tasks like district planning recognize and integrate PRIs in their implementation with due cognizance of constitutional mandates/roles of PRIs, some programmes and schemes like the National Rural Health Mission (NRHM), Sarva Shiksha Abhiyan (SSA), and disaster mitigation do not do so.

In fact, a majority of GoI's programmes specify that they should be implemented in a stand alone manner through the creation of parallel village/block/district-level bodies undermining the constitutional roles/mandates of PRIs, including their SCs and their democratic functioning. For example, NRHM has specified the creation of village-level Rogi Kalyan Samitis (Village Health Committees, VHCs). The VHCs do have PRI ward members as their members but the committees do not have any specifications in a structural/systemic manner to integrate them with specified SCs for the same purpose under the State PR Act (such as the Public Health, and Family Welfare Committee at the GP level). The same argument holds true for Village Education Committees set up under SSA, which too have no integrating features with a similar specified Standing Committee (Education Committee) under the State PR Act.

These phenomena have impacted the creation and effective functioning of constituted village SCs under the state PR Act and made them non-starters. As a result, very few SCs exist in the state. At a broader level, this undermines the constitutional mandate/roles of PRIs and their stakeholders and weakens the effective functioning of PRIs as inclusive, strong, and transparent bodies of democracy.

There are two simple ways to address this issue:

- Making village-level SCs all-inclusive for all GoI/state programmes and doing away with parallel line departmental/mission-level structures and systems with suitable modifications in the memberships of SCs.
- Integrating both the structures through systemic interventions and linking them with departmental committees functioning under/as sub-committees of PRIs' SCs.

However, what should also be realized is that the real conflict at a larger level is of the time-bound achievement of programme goals versus governance and institutional development of PRIs. This is a classical conflict which needs to be addressed by taking a stand in which the goal of governance and institutional development of PRIs is bigger.

The conflict needs to be addressed at the GoI level and in which MoPR should take a lead to find out appropriate answers in consultation with other concerned ministries. It is important to note one strong NCBF recommendation in this regard — pooling funds for CB&T from all GoI CCA grants (with a non-lapsable nature) with a nodal agency, say MoPR. This recommendation has not been implemented yet and will go a long way in strengthening PRI-CB&T. Further, MoPR should implement this recommendation in a time-bound manner in consultation with all the concerned ministries.

8.3.2 Non-convergent Implementation of PRI-CB&T at the State Level

Almost all the departments specified in the devolution (form, function, and functionaries) to PRIs, design and implement 'soft' interventions along with their programme implementation. These 'soft' interventions comprise of training and capacity development, and community mobilization and awareness/IEC/BCC. Most of the national and state programmes have defined budget lines and provisions for these areas.

A large number of these interventions are directed at people living in rural areas, including PRI-ERs.

PRI-ERs have a dual role in such schemes:

- As recipients/entitlement holders of such schemes.
- As decision-makers to decide among conflicting priorities for rural citizens and implementing schemes for other beneficiaries.

The training and capacity development efforts of such programmes:

- Do not fully take into account the dual roles and different needs of PRI-ERs.
- Are segmented for departmental/functional approaches providing fragmented understanding of developmental processes to PRI-ERs and rural citizens and create a 'training noise' because different departments provide segmented training reducing the effectiveness of overall PRI-CB&T.

- Are designed and implemented by and large in a non-convergent manner. This is evidenced in the lack of any structure/system of integrating CB&T for PRIs at the state level.

Convergence among different departments implementing CB&T and soft interventions targeted at rural citizens, especially for PRI-ERs, is thus needed to reduce the ‘training noise’ and for enhancing the overall effectiveness of CB&T.

Convergence among different departments may be achieved at different levels:

- At the national level by implementing the NCBF recommendation of creating a pool fund for PRI-CB&T.
- While the above recommendation may take time to implement, simultaneously there is a need to converge different CB&T efforts at the state level. Bihar has, in a way, recognized this need for integration and there is a move to make the Director General of ATI-cum-SIRD a de-facto head of all CB&T in the state. A practical solution will be forming a state-level CB&T planning and coordination committee concerning all line departments under the aegis of the Chief Secretary/PS-Planning and Coordination Department with the PS, PRD playing the role of Member Secretary. This solution does appear to be like one more committee in a plethora of already existing committees, which could mean spending more time and effort by all concerned. In reality, the benefits of convergence seem to rarely justify the costs, efforts, and time involved in convergence. The arguments in favour of such efforts are 3-fold:
 - Good management principles dictate efforts for convergence.
 - It provides CB&T the importance that it deserves.
 - Such convergence is not only needed for CB&T but also for enhancing overall programme effectiveness and such steps will take the process of creating a climate of ‘working together’ further.

At a practical level such a convergent mechanism will:

- Bring a unified approach to CB&T among all key institutes delivering CB&T, including BIPARD, ADRI, SIHFW, and other projects like the Bihar Panchayat Strengthening Project.
- Lead to cost effectiveness in the delivery of CB&T through common/integrated usage of delivery channels and infrastructure (trainers, CSOs, and training infrastructure of various departments).

One aspect of programme implementation is the existing parallel set-up of the District Rural Development Agency (DRDA) (parallel to PRIs). Bihar has plans of merging DRDA with PRIs and should do so in a time-bound manner.

8.3.3 Non-optimal Strategic Planning of PRI-CB&T by the State PRD/BIPARD

Bihar has prepared an action plan (2009–12) which is quite comprehensive. It lists a host of activities that the state intends to undertake. A stakeholder workshop to assess training needs has already created a cadre of MRPs and DRPs. There are other provisions in the plan, such as setting up of a state management unit and a Panchayat Resource Centre and training institute at the state level. The document also plans for capacity building and sensitizing activities at the divisional, district, block, and Gram Panchayat levels. Some of the other activities include forming a peer network, sensitization workshops, formulating rules and a functional clarity document for Panchayat secretaries, induction training, setting up of satellite studios

and receiving centres, communication strategies, and developing resource material.

Another detailed micro-plan has been prepared by the state's UNDP-CDLG team. A PRI-CB&T supply delivery network of about 119 MRPs and 1,682 DRPs for training at the grassroots level has been created.

However, strategic planning for PRI-CB&T needs to be taken forward whole heartedly through implementing the following measures:

- Making PRI-CB&T outcome oriented — Currently all training is output oriented as evidenced by the focus on 100 per cent coverage and more emphasis on quantitative targeting.
- Installing a M&E system with specified measurement of outcome indicators and reporting.
- Differentiated approach in CB&T for segments of PRI-ERs, including EWRs, ERs with low functional literacy, youth, multi-termers, etc.

8.3.4 Non-incentivized, Non-mandatory Environment for PRI-CB&T

Currently the CB&T climate is not incentivized; instead at times it seems to provide disincentives for end users to attend training. This is evidenced by:

- Personal costs incurred for the training — Attending training has two types of costs which have to be incurred by PRI-ERs:
 - Actual costs of transportation to/for home to training venue — At present Rs 50 per person per day is paid to all attendees in Bihar. The actual costs of transportation in reality may work out to be more than the reimbursement in a large number of cases, especially where the distances from/to home/venue are relatively longer with lesser connectivity. Apart from this, walking up to 5–10 km per day for attending training is normal amongst many.
 - Opportunity costs of attending training — A bulk of the ERs are ward members and from a poor economic background. A significant number of ERs are daily wage earners who lose their daily wages when they attend training. This is a tricky issue as PRI-CB&T needs ownership of users and cannot subsidize 100 per cent of the opportunity loss, but at the same time the training should not penalize ERs.

The need to rethink cost guidelines/reimbursements and bringing them closer to reality is needed, more so as this is a systemic issue affecting other states also.

Non-mandatory nature of PRI-CB&T does not exactly help in this scenario. While the roles and responsibilities of PRI-ERs are constitutionally mandated, inputs like CB&T are not. The government can only invite ERs for training and it is up to the ERs to take interest in the training and in CB&T. ERs' attendance has improved in the last rounds since trained trainers are being used and the training is being more systematically organized. The collective efforts of DPRs and the block administration have also helped. However, some perceptions from the field seem to contradict this. It was also perceived that attendance is higher on the last day of the training when allowances are distributed. Incidences of ERs marking their attendance and leaving also cannot be ruled out. Even experiences in Andhra Pradesh, where the reported ER attendance is much higher (up to 90 per cent) as compared to other states, show difficulties in ensuring continual attendance of ERs in training over the entire duration. While it is true that in the long-run any CB&T initiative will need to be demand driven, a strong initial push is needed to sustain the supply driven

nature till demand takes over. While it is accepted that making training mandatory for PRI-ERs may not lead to ownership of CB&T by ERs, we argue here that such a measure is necessary for:

- Ensuring 100 per cent attendance in training to start with.
- Ensuring and strengthening 100 per cent continual attendance throughout the training.
- Inculcating the habit of regular attendance in training among ERs.
- Training should be given the emphasis that it deserves.

The other alternative is to live with uncertain attendance till the demand driven nature of CB&T takes over. With a number of factors effecting CB&T, including gender, power and information divides, weak functional literacy, and presence of political party politics, PRI-CB&T has its task cut out and adding more uncertainty/variability will not further the objectives of strengthening PRIs in any way.

Modifying existing rules and regulations under the state PR Act is one way of making the training mandatory.

8.3.5 Creating a Nodal PRTI in the State

Currently, Bihar has SIRD as well as ATI which together function as BIPARD which is under RDD's control. BIPARD has a much larger mandate and PRI-CB&T is just one of its agendas. The Director General of BIPARD has been a senior government official with multiple charges with BIPARD as the lesser important one. This leads to a situation with divided attention, reduced focus, and much lesser time for BIPARD. The current thinking of getting the DG, BIPARD to function as the de-facto Director General of all other training institutions in the state will further expand the role of the DG and lead to even lesser availability of his time and interest in CB&T. While this move will strengthen the convergence aspect, it will have its own limitations in terms of the time allocated by the DG for BIPARD.

This situation, coupled with the large load emerging for CB&T from PRIs, calls for a much more strengthened, focused, and much larger response from PRD. The total number of elected Panchayat representatives comes to nearly 1.5 lakh. Training also needs to be also given to PSFs like junior engineers, Panchayat sachivs, ASHAs, ANMs, AWWs, and others whose numbers come to nearly 4 lakh. Also, apart from the large volume that needs to be covered, PRD also requires a node to act as a holistic manager for all activities related to CB&T, including strategic planning, operational planning, systems, M&E, CB&T design and roll out, creating partnerships, developing institutional and individual resources, establishing convergence, and working as a Pay & Accounts Office. CB&T's needs are important as well as urgent. This is also a long-term need which requires a sustained solution.

Neither BIPARD nor the state PRD currently has the wherewithal to further training for the entire canvas of PRI-ERs. Such a large number of people who require training under NCBE, makes an adequate case for an institute solely for their focused training and capacity building. The CA&CDS team, therefore, proposes a separate nodal Panchayati Raj Training Institute (PRTI).

Ensuring continued high performances by PRTI in a sustainable manner will need institutionalizing an enabling environment within it. This can happen if PRTI is made autonomous with its own mandate, flexible systems, result oriented work practices, an incentivized performance-based work culture and corporate ethos, resources, assets, and delegated authorities to use resources with the provision of strong governance and oversight management by the state PRD. This is a road well-travelled by many a PRTI in different states during their conversion into autonomous societies.

The essential elements of the functional autonomy of PRTI thus comprise of:

- Strong governance by the state PRD.
- Holistic mandate of capacity development of PRIs and their stakeholders (not limited to training) with strong linkages with other capacity building institutions.
- Constitution/byelaws of PRTI that provide adequate functional autonomy to the top management of the institution.
- Strong and interested leaders either deputed from the state government (IAS postings) or selected from other sectors through proper recruitment and selection procedures on long-term contracts of 3–5 years.
- Re-engineered systems and work practices with adequate incentives.
- An open performance appraisal system.

8.3.6 Strengthening/Creating ETCs' Physical Infrastructure

Earlier Bihar had 18 ETCs out of which nine have been revived recently. Of those that have been revived, one has been able to hire a rented premise for its operations. As per the current guidelines, ETCs have a small budget of Rs 5,000 per month for office rental purposes. While most of the ETCs reported that this amount was too little for hiring even a small office sitting space, it is also evident that this budget can in no way support the infrastructure required to cater to the large CB&T needs which the ETCs may need to address. ETCs, being envisaged as microcosms of PRTI, will be required to play multiple roles, including implementing training and all CB&T strategies, creating and managing resource pools, identifying and managing CSO partners and service providers for various tasks, working as Pay & Accounts Offices, carrying out M&E, carrying out documentation, and providing an overview of the ground situation on a regular basis to state-level programme policy makers. The plan proposes 11 ETCs to be established spread across all the nine divisions of the state, preferably in the headquarters —Patna, Muzzafarpur, Chapra, Darbhanga, Saharsa, Purnea, Bhagalpur, Munger, and Gaya — with all required infrastructure.

8.3.7 Limited ICT Usage for PRI-CB&T

A PRD helpline has been set up in the state. Computers are planned for each Gram Panchayat under the World Bank funded BPSP within Panchayat Bhawans that are proposed to be built. Computers and connectivity are already provided at the block level and upwards. Districts are connected through video-audio links. PlanPlus Software for decentralized planning is being used at the district level. Though there is no data, it would be correct to presume that a majority of the ERs have their own mobile phones.

Given higher poverty levels and weak functional literacy levels of ERs the reach of ICT tools does seem limited at present. Community radios, mobile IEC vans, mobile messaging, computer web-based training of PEOs and ERs in a focused and limited manner, video conferencing links among ETCs and PRD, and mass media like television and radio do seem attractive strategic options for the state which will deepen with time.

The state PRD needs to use more ICT for PRI-CB&T because:

- The current single mode of cascade training has a limit of scaling it up and has its own transmission losses.

- Multi-modal delivery of CB&T provides better efficiencies the world over and Andhra Pradesh has successfully experimented with most of these tools.
- For backward areas where traditional media penetration is fairly limited, ICT tools like community radios and mobile IEC vans provide viable options for PRI-CB&T and for creating awareness.

8.3.8 Non-observance of Devolved Functions and Procedures

While the devolution of power is not complete, even where it has been specified it is not observed. For example, leave for school teachers, PEOs/CEOs of body incorporates (Gram Panchayats, Panchayat Samitis, and Zilla Parishads) has to be approved/sanctioned by the presidents of body incorporates. However, we did not come across any leave applications being submitted to presidents.

The state PRD should ensure that the spirit of devolution is complied with and all such specified functions and procedures take place through due advocacy with the concerned line departments.

8.4 Recommendations for Policy Capacity Development

Some of the recommendations from the capacity assessment of policy discussed so far are:

- MoPR should implement NCBF's recommendation of creating a non-lapsable pool fund from all CCA grants for PRI-CB&T in a time-bound manner in consultation with all concerned ministries.
- Concerned ministries (health, education, etc.) should modify their existing programmes and schemes to include PRIs and their structures like SCs at various levels with due space and authority provided to them and modify proposed compositions of parallel structures for programme implementation (for example, Village Health Committees and Village Education Committees). MoPR should take up advocacy among the concerned ministries for achieving this.
- Bihar should create a CB&T coordination committee under the aegis of PS-Planning and Coordination/ Chief Secretary with Member Secretary as PS,PRD for convergence of PRI-CB&T and CB&T directed at rural populations with membership by all PS-Secretaries of concerned line departments.
- The state PRD should elevate the current training approach to holistic capacity development with outcome orientedness and a strong M&E system.
- MoPR should revise the cost norms (BRGF and RGSY schemes) appropriately to ensure that training by end users/ERs does not mean that they have to incur out of pocket costs for attending the training.
- Bihar needs to set up an autonomous PRTI for PRI-CB&T along with 11 ETCs spread across the nine divisions in the state.
- Bihar PRD should increase deployment of ICT tools and multi-modal delivery of PRI-CB&T in the state to enhance effectiveness.
- Bihar PRD should ensure compliance of devolved functions and procedures as specified starting with its own department and prevailing upon other concerned departments to also do so.

9. CAPACITY ASSESSMENT — LEGAL CAPACITY

9.1 Operating Definition

Legal capacity is defined as PRIs' capacity because of laws and statutes.

9.2 Key Issues

The two key issues identified here are:

- Non-modification of relevant acts to take cognizance of the state PR Act.
- Non-clarity in rules and non-modification of relevant acts to take cognizance of the state PR Act.

9.3 An Analysis of Key Issues

9.3.1 Non-modification of Relevant Acts to take Cognizance of the State PR Acts

The state PR Act was enacted in 1993 and modified in 2006. It specifies the functions and mandates of body incorporates.

The act specifies the list of functions which PRIs should carry out. This includes almost all developmental issues like mandis, taxation, education, health, and water supply and sanitation.

Normally, whenever any new act is passed, there is a need to rectify relevant existing acts to give due cognizance to the new act. This establishes a clear operating canvas and boundaries for the new act. For example, when Kerala did this exercise reportedly about 130 existing acts were revised to take cognizance of the new PR Act in the state.

We are not sure to what extent this exercise has been carried out in Bihar, but it seems that some acts do need revision. Because this has not been done, effective devolution will be hindered due to conflicts/gaps in the existing acts. Bihar needs a detailed study of all conjugant acts impacting PR subjects. It has to identify and recommend such revisions in the relevant acts.

9.3.2 Non-clarity in Rules and Non-modification of Relevant Acts to take Cognizance of the State PR Acts

The Bihar Panchayati Raj Act 2006 specifies that body incorporates shall act through specified SCs. However, we did not find any clarifications in the rules and regulations about the nature of division of duties of such SCs and body incorporates and their members, that is, presidents/Adhyakshas of body incorporates and chairpersons of SCs.

This creates non-clarity about the nature and duties of SCs and their authorities and this is one of the reasons leading to non-formation and non-functioning of SCs.

Similarly the chief executives/secretaries/PEOs of body incorporates have two streams of duties delegated to them:

- From the government as government functionaries.
- From body incorporates to act as chief executives/PEOs/secretaries of body incorporates.

However, we did not find any such delegation from body incorporates to such functionaries.

Appropriate rules and regulations need to be formed by the state PRD to clarify these issues.

9.4 Recommendations

The recommendations for enhancing the legal capacity comprise of:

- The state should carry out a detailed study and identify and rectify all existing relevant acts conjugant to the state PR Act and provide due legal cognizance to the state PR Act.
- The state should frame appropriate rules and regulations to clarify delegation of powers and duties between body incorporates and their members and constituents/SCs.

10. CAPACITY ASSESSMENT — STRATEGIC CAPACITY

10.1 Operating Definition

Strategies are ways/guidelines for converting inputs to outputs/outcomes. While policy is a normative guideline, strategies evolve from interactions between sectors/institutions and their environment.

10.2 Key Issues

The key issues identified here comprise of 'limited concept of training at present and need for developing a comprehensive package of strategies for holistic capacity development of PRIs and their stakeholders'.

10.3 An Analysis of Key Issues

10.3.1 Weak Functional Literacy

The issue of weak functional literacy of ERs is well-known and agreed upon by stakeholders though no precise data is available about the literacy levels of ERs and EWRs in the state.

However, consultations, individual meetings, and interviews with the primary stakeholders and gatekeepers confirm that there is weak functional literacy to a significant extent. These also indicate differential functional literacy among ward members and Mukhias, EWRs, and male ERs.

Weak functional literacy reduces the ERs' 'absorptive capacity' and reduces the efficacy of PRI-CB&T significantly. Existing differentials in functional literacy among ERs/EWRs leads to the marginalization of those with weak functional literacy. Functional literacy is a foundation and prerequisite for all other strategies of holistic CB&T of PRIs.

PRTI needs to develop a strategy for strengthening the functional literacy of ERs/EWRs jointly with the State Education Department, the Women and Child Development Department, and other concerned stakeholders. The ER/EWR functional literacy programme has to be implemented with a nodal role for the state PRD/PRTI in a convergent manner with pooled funding and resources and common systems.

10.3.2 Limited Concept of Training at Present

Bihar PRD has prepared a Strategy and Capacity Building Plan of Panchayats for of 2009–12. The plan envisages the creation of a Panchayat Resource Centre at the state level, which will create Panchayat resource material and conduct training. It also envisages a variety of activities like sensitization workshops, communication strategy, as well as creating a functional clarity document on the rules for Panchayat secretaries.

In terms of progress, Bihar PRD has so far created a cadre of 119 MRPs who, in turn, have trained the 1,800 DRPs, out of which 1,682 cleared the selection examination and are functional. Bihar PRD has also developed a micro-plan for covering 100 per cent of the ERs and support functionaries through training. During the field visit by the CA&CDS team it was observed that Bihar PRD has already initiated the

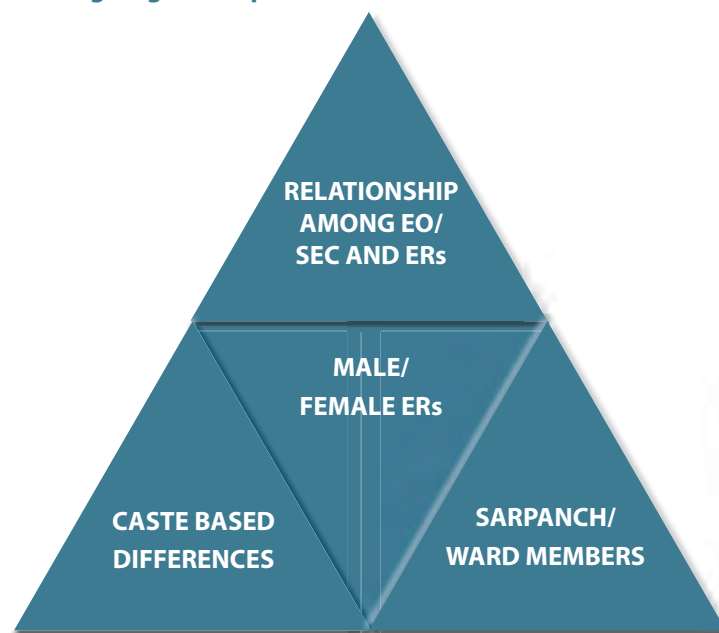
first round of training for ERs and support functionaries across the state. Seven days of training is being provided in the first round combining two training modules as suggested by NCBE.

These initiatives suggest that PRD has already started making efforts for addressing the huge CB&T needs. However, at this point of time, the efforts are mostly focused on increasing the coverage of training. These efforts need to be further strengthened by transforming the existing intervention from output oriented training to holistic capacity development. This may be achieved through the following.

10.3.3 Differentiating Training Approaches for Different Target Groups

The current training approach, delivery, and material are the same for all ER target groups. It is accepted and agreed by all in the state that the ERs are different and need different approaches, delivery methods, and material. This differential exists because of power, availability of information, gender and functional literacy, women, youth, first time ERs and multi-termers, and caste-based differentials (Figure 6).

Figure 6: Differentials Among Target Groups



10.3.4 Need for Developing Core Content

Bihar PRD has put in significant effort and developed a number of training modules for PRI-CB&T. It developed a detailed module for Training of Trainers (ToT) in 2009 to facilitate a 60-day training of resource people which is being carried out by PRD. Earlier BIPARD developed a set of five training modules under the title *Saamajik-Aarthik Vikas ki Yojanaein evam Karyakram Swaroop evam Antarvastu*. The five modules developed are:

- *Aadhaarbhuth Sanrachna.*
- *Aarthik Vikas evam Sudhradikaran.*
- *Moolbuth Suwidhayein evam Janvyavastha.*
- *Saamajik Suraksha, Saamajik Nyaya evam Kalyan.*
- *Mahila evam Baal Vikas — Shiksha, Swasthya evam Sashaktikaran.*

While these modules cover many important areas in PRI-CB&T, the state needs to clearly define the core content or the specific thematic areas which are necessary for PRI-CB&T. PRTI/PRD may define the thematic areas, their precise contents, including the methods of delivery and all relevant reference material here.

PRTI is envisaged to be responsible for defining and developing curricula for the core content. By involving and getting the assistance of external experts, PRTI/PRD should ensure appropriate vetting and approval prior to the circulation of this core content. Specific experiential learning tools like case studies of ER role models and model Panchayats should be included with due cognizance to local languages and functional literacy of ERs.

10.3.5 Transforming an Output Oriented Training Concept to Holistic Capacity Development

The current training is mainly output oriented with emphasis on quantitative coverage. Training outcomes are neither defined nor measured. While providing adequate information is enabling, there is a definite need for focusing on knowledge building, developing skills, and having inputs for an appropriate attitude and belief system. Figure 7 gives a conceptual model which has been developed for the state. This model depicts the transformation of training into holistic capacity development.

Figure 7: Strategic Shift from Training to Capacity Development

	Information Giving	Knowledge Providing	Capacity Development	Transformational
Objective	Provide all relevant information	Provide knowledge	Knowledge + skills + attitudes	All as previous + enabling environment
Training/Learning Philosophies	Inputs based	Inputs based	Input based + generation based	Generation based+ inputs based
Supply Chain Driver	Push mechanism	Push + pull mechanism	Pull + push mechanism, significantly demand driven	Pull mechanism, fully demand driven
Communication	One sided	Two way	Two way + multi-way	Multi-dimensional
Methodology	Significantly lectures	Lectures+ interactive	Interactive and multi-modal	Multi-modal
Delivery Actors	Trainers	Trainers	Facilitators + participants	Participants + facilitators
Training Tools Used	Lecture and handouts	Lecture and handouts +	+ Role plays, exercises, games, exposure visits, storytelling, experience sharing, films, open/ focus/panel discussions, learning by doing, case studies	All previous tools + peer learning, climate of continuous learning

As the model in Figure 7 suggests, capacity development is the only transformational tool available for strengthening PRIs and the state needs to shift from the left side of the chart towards its right side with a transformational approach to capacity development.

10.3.6 Making the Engagement Process Among PEOs and ERs More Empowering

The most direct and powerful approach to learning is by 'doing together'. PEOs, chief executives, and executives of body incorporates interact with ERs in their day-to-day working. This process of engagement among PEOs and ERs may be empowering or otherwise.

Capacities of PEOs to play an empowering role and undertake empowering processes need to be enhanced significantly. Qualitative discussions across the PRI tiers bear out the need for capacity development of PEOs, especially as soft skill/management skill developers.

The current engagement process needs to be well-designed with:

- Roles of PEOs as:
 - Mentors and facilitators.
 - Information providers.
 - On the job trainers.
- Process of engagement as:
 - Empowering, facilitating.
 - Knowledge and information enriching.
 - Team building.
 - Inclusive engagement of all ERs, including women, ward members, and ST/SC ERs.
 - Creating multi-logues.
 - Providing alternatives and a basis for intelligent decision-making by ERs.
 - Making office/work environment comfortable for first time ERs.

Creating enabling engagement processes will require the capacity development of PEO teams of the state PRD department in various areas of soft skills, facilitation, and mentoring, apart from directly working with concerned functionaries of the relevant line departments.

10.3.7 Adding the Service Component of On the Job Training

Besides providing information and building knowledge, holistic capacity development of PRI stakeholders/ERs will also address skill building and attitudinal changes.

Moving from providing information and building knowledge to skill building will require an additional component of on the job training.

Thus, immediately after elections, on-ground facilitation support by mentors/CSOs needs to be provided to Panchayats for holding their first meetings, forming SCs, and holding the first Gram Sabhas. Each Panchayat may be supported for the first three months intensively and then on a need basis through frequent visits by mentors/CSOs.

A cadre of mentors/CSOs which is similar to the current cadre of trainers needs to be built by PRD, along with a cadre of CSO partners, through a systematic programme of identification, selection, training, skill building, and continued M&E. Existing MRPs may also be allowed to be part of such a cadre subject to their selection and if they qualify through training, examinations, and certification.

10.3.8 Developing a Peer Force

Peer is defined as a 'person of equal standing'. A peer force/network is defined as a 'place to belong'. Holistic developmental approaches argue for a 3 - pronged approach of capacity development comprising of:

- Individual capacity development.
- Constituency/community development.
- Creating an enabling environment.

Developing a peer force/network/forums is a constituency development component of PRI-CB&T that will encourage horizontal learning among ERs.

This component is missing in the state PRI-CB&T scheme at the moment. We suggest that PRTI should incorporate this component in its service delivery. This initiative is also suggested in NCBF.

Here the role of PRTI will comprise of:

- Providing soft support, including technical, management, and CB&T support towards forming networks/associations/forums of ERs/EWRs at various levels as per the willingness of constituency members through external facilitating institutions/individuals.
- Providing small budgets/facilities for secretarial/administrative assistance to such networks.
- Providing linkage facilities to different networks/forums to interact with each other.

If appropriately facilitated, such networks will further a holistic PRI-CB&T.

10.3.9 Adding the Service Component of Development Communication

The state has recognized the need for a communication strategy in the Strategy and Capacity Building Plan for Panchayats in Bihar (2009–12). But this plan is limited to the creation of IEC material which will generate limited awareness and development.

Apart from this, the current capacity development approach/strategy in the state focuses on key stakeholders but not on their environment. This is only half the story. The consensus during the consultations was (and this is also our view) that development communication (DC) and training go hand in hand with holistic capacity development.

The holistic capacity development approach is a 3-pronged approach comprising of focusing on key stakeholder(s), constituencies/communities as well as their environment as proven by most of the existing developmental approaches.

Thus, empowering stakeholders and ensuring utilization/claiming of space provided by statutes for the democratic functioning of PRIs will need a wider canvas and component of DC for spreading awareness among stakeholders for strengthening Gram Sabhas, Gram Katchaharies, SCs, and for people at large.

The essential components of such a strategy will comprise of:

- Need assessment — To define current awareness levels and the needs of all categories of stakeholders in PRIs.
- A DC strategy to address the need for creating awareness leading to the creation of an enabling environment.
- A detailed DC plan, including contents, media mix, and schedule.
- DC budget.

A draft DC strategy is developed here based on the limited understanding gained from the rapid field and desk research as a starting point and to demonstrate the planning and efforts which should go in for developing a comprehensive DC strategy. The major components of the DC strategy envisaged are:

- Community radio stations.
- Mass media plan.
- Mobile vans.
- Folk performance teams.
- Indoor-outdoor material plan.

The state should fine-tune this based on detailed field research and then implement it.

10.3.10 Need for Developing Role Models — PRIs and ERs

The state at present has some ad-hoc recognition and reward system for model/beacon Panchayats. It seems that the model/beacon Panchayats are declared in a sporadic manner for villages which did remarkable work in some thematic areas like water supply, sanitation, and immunization. We did not find any evidence of recognizing role models from among PRI-ERs.

Recognizing role models from among institutions and ERs is one of the key components of reinforcing a positive attitude. This type of recognition, along with intangible and tangible rewards provides:

- Positive motivation for the recognized entities for further progress.
- A role model for others to aspire to and become examples.
- Benchmarking for performance of democracy at the grassroots level.
- Accelerated learning and scale up potential — adults learn through experiences and doing. Exposure visits to demonstration Panchayats and meetings/panel discussions/experience sharing with model ERs/EWRs serve all these purposes well.

Thus, developing role models from among PRIs and ERs is suggested as an important component of the proposed strategic framework.

The definition of model GPs for PRIs differs from other definitions of model GPs. A model GP from PRD's point of view is one where:

- Democratic and inclusive processes form a basis for consultations, conflict resolution, and decision-making.
- The role of heads of body incorporates (Sarpanch/Mukhia, President/Adhyaksha/Chairperson of block and district Panchayats and chairpersons of SCs) is facilitative and which promotes and strengthens appropriate processes and team building.
- Where the role of Panchayat officers (PRD officers and other line department officers) gives due cognizance to the roles, duties, and authorities of the constituted ERs and PRIs and which play facilitative, mentoring, information providing, documentation, and decision recording roles.
- Gram Sabhas are called timely and attended by the general population. All SCs are formed and are duly functioning with clarity in their roles and an appropriate division of functions and duties among body incorporates and SCs.

- Proactive disclosures are made by body incorporates and PRI officers.
- All stakeholders are provided due recognition and space for discussions, questioning, commenting, and participating in decision-making, including SCs/STs, and EWRs.

10.3.11 Need for Strengthening Outsourcing Further — Trainers, Mentors, and CSOs

There is a cadre of MRPs and DRPs across the state to conduct training for ERs and PSFs. But the involvement of CSOs is sporadic, need based, and temporary.

All the strategies suggested further in the relevant sections (on the job training, strengthening ongoing training, convergence, research, knowledge management, recognizing role models, strengthening the engagement process, and DC) will require significant scaling up of civil society resources in the PRI-CB&T programme.

The resources may be drawn from all segments of society, including academics, the corporate sector, freelance professionals, NGOs, CBOs/self-help groups, ERs and ex-ERs, and retired government officials. A volunteered drive targeting college youth and housewives will also strengthen the role of civil society in the delivery of PRI-CB&T and enrich it further.

Broadly the need for individual resources is of a part time nature but for a longer duration of time. The need for CSOs is long term and continuous in nature. The part time need for individuals will facilitate getting the best resources from the environment as it does not dislocate the resources but provides add-ons of added income due to honorarium, satisfaction of contributing to the process, and prestige.

10.3.12 Need for Strengthening Research

Research is a forward looking component of PRI-CB&T which helps in generating knowledge in the ongoing PRI-CB&T programme. A well-designed research programme:

- Helps improve the PRI-CB&T programme and enhances its quality.
- Shortens the learning curve and the costs associated with it.
- Revitalizes the human resources associated with the development and delivery of PRI-CB&T.

At present there is no emphasis on research; some ad-hoc research is done without any real-time feedback into ongoing PRI-CB&T.

PR is a unique system in India and while significant research has been carried out in various states on this, Bihar needs to conduct its own state-specific research programme which is based on its own realities.

The state has an adequate resource base to support such a research endeavour in terms of universities/colleges of social science, management science, and humanities, and professionals/NGOs.

10.3.13 Need for Strengthening Knowledge Management at the State and National Levels

Information and knowledge empowers. Information is also a basic right. Lack of required information and knowledge restricts all kinds of access and constraints the stakeholders from exercising the rights and choices available to them. Access to information and knowledge is now accepted as one of the key causal factors influencing poverty.

Knowledge management deals with the capturing, transmission, storage, and dissemination of generated/accrued knowledge and information from/to all stakeholders.

At present, knowledge management is either absent/weak in the entire schema of PRI-CB&T. We argue

that a strong function of knowledge management will:

- Accelerate the process of holistic PRI-CB&T.
- Reduce the learning curve (due to cross learning/learning from each other).
- Usher in greater transparency and trust and a healthy relationship among different constituencies in PRIs (working for a shared purpose/objectives but with different mandates/operating cultures/work practices).
- Promote and strengthen right-based approaches, inclusivity, and mainstreaming of diversity.

The need for the knowledge management function is at both the levels, that is, at the state level (PRD/ PRTI) and at the national level (National Institute of Human Development, NIRD/MoPR).

10.4 Recommendations

The key recommendation emerging from this chapter is that the state response has to move from a traditional training model towards a holistic capacity development approach. It needs a comprehensive package of strategies for holistic and all round development of PRIs and their stakeholders' capacities.

The package of strategies is given in Figure 8.

Figure 8: Package of Strategies for Holistic Capacity Development of PRIs and their Stakeholders



Each of the strategies given in Figure 8 needs to be developed based on a need assessment and field data with appropriate action plans and budgets for implementation. All the strategies require a comprehensive package of systems which will need to be developed to implement the strategies in an optimal manner.

11. CAPACITY ASSESSMENT — SYSTEMS

Systems are standardized ways/methods/procedures/protocols/guidelines of doing repetitive tasks. Systems capacity is the capacity that the PRI-CB&T sector achieves because of systems.

Properly defined and implemented systems yield significant benefits in terms of time and cost savings, appropriate decentralization, in ensuring transparency and proactive disclosures, and in ensuring consistency of performance among diverse cultures and work practices over a period of time. Improperly defined systems on the other hand restrict workflows, create delays, and make decision-making difficult.

As is evident, all policies, programmes, strategies, and plans will require some kind of systems for them to be implemented.

11.1 Systems Menu

Systems are of various types (see Figure 9).

Figure 9: Systems Menu in PRI-CB&T



11.2 System Requirements for Bihar

Bihar PRD and BIPARD (being directly under the control of the Department of Rural Development), have inherently strong, detailed, and at times rigid systems for administration, Management Information System (MIS), and reporting, etc. The technical, management, HR, and procurement and contract management systems also need to be strengthened significantly.

All required systems need to be specified and developed with full-fledged systems/operating manuals to guide all concerned designation holders in their work/tasks.

An analysis of the existing systems, the need for sound detailed and scientifically designed systems, and key contents of the proposed systems are given in Table 8.

Table 8: PRI-CB&T Systems: Current Scenario and Needs

No.	Systems	Current Situation	Need for the System	Key contents of system manual/protocol/guideline
1.	Training Needs Assessment	TNA being carried out but not scientifically. Ad-hoc feedback and perceptions of trainers and training designers is used for developing training modules.	Training is an invasive tool of human development. Like brain surgery, a training intervention has to be precise. While ERs may know some aspects of their own ignorance, they may not know the other areas. Thus, training needs have to be identified based on a field study as well as a detailed duty/task list (state PR Act and rules and regulations) and deducing the Knowledge/Skills/Attitudes (KSA) needed to carry out the tasks. A precise protocol for TNA with a proper KSA mix will make the training sharper and effective.	<ul style="list-style-type: none"> • Definition of training, capacity development, individual and institutional capacities. • KSA mix derivation methodology for all categories of stakeholders based on duty/function lists. • Field research protocol with types of data, sampling design guidelines, tools for qualitative and quantitative data collection. • Ethical guidelines for conducting research. • Requirements of the research team.
2.	Training Module Design	Currently modules are designed based on perceptions of training designers and feedback from the target group. Experience and skills of training designers play a significant part in the development of the module, which vary. Training modules are the same for all ERs.	A training module gets delivered many times with a large coverage of participants. The participants have wide differentials in terms of literacy, power, gender, contextual knowledge, etc. Training modules are different for significantly different participants.	<ul style="list-style-type: none"> • Principles of module design (entry behaviour, exit behaviour, KSA mix). • Pre- and post-test guidelines. • Developing learning and sub-learning points. • Deciding the depth and width of coverage of all learning points. • Attaching time span to learning points. • Developing a methodology mix (structured classroom sessions, experiential learning tools — games, role plays, films, case studies, experience sharing sessions, panel discussions, exposure visits, etc.). • Deciding training environment (physical, training equipment, etc.). • Developing learning aids and handouts, identifying reference material/resources.

No.	Systems	Current Situation	Need for the System	Key contents of system manual/protocol/guideline
				<ul style="list-style-type: none"> Identifying trainers' / facilitators' qualities. Developing a trainers' manual. Developing a participants' manual.
3.	Training Documentation, Evaluation, and Reporting	Currently training reports are generated by MRPs and trainers and submitted in physical form to the Bihar PRD. Qualitative aspects of training outcomes are not captured as there are no pre- or post-tests. Participants' evaluation of training is less than it should be. It is difficult to modify module designs based on field feedback and test the efficacy of training.	<p>We cannot manage what we do not measure. With increased number of training as planned for 100 per cent qualitative and quantitative coverage (as per NCBF) of PRIs:</p> <ul style="list-style-type: none"> Sound system of documentation/reporting to ensure propriety in a public domain project). Evaluation to make training interventions more effective with real time feedback in design. 	<ul style="list-style-type: none"> Developing and selecting outcome indicators. Developing pre- and post-tests. Process evaluation guidelines and protocol. Participants' evaluation protocol. Trainers' evaluation protocol. Training reporting protocol.
4.	On the Job Training Interventions	At present there is no structured facilitated external intervention for ERs for on the job training. This strategy is proposed and will require a system/protocol for implementation.	On the job training is different from structured in immersion training. The interventions are more dynamic and skill based and occur in work situations. The role of an external resource is that of a facilitator/mentor rather than that of trainer.	<ul style="list-style-type: none"> Roles of mentors and facilitators. Types of interventions. Timings and duration of interventions. Reporting guidelines.
5.	Exposure Visits, Reporting, and Evaluation	Very few exposure visits are planned. No evaluation of the documentation system exists for exposure visits.	Adults learn based on experiences rather than dry knowledge inputs in structured classroom situations. Demonstrations and experience sharing during exposure visits make training interventions much more effective.	<ul style="list-style-type: none"> Identifying criteria for exposure visits/beacon Panchayats/work sites. Identifying learning points. Group compositions for exposure visits. Timings for exposure visits and duration. Planned interactions during exposure visits. Participants' evaluation. Facilitators' evaluations. Feedback from ERs of beacon Panchayats.

No.	Systems	Current Situation	Need for the System	Key contents of system manual/protocol/guideline
6.	Mentors Identification, Selection, Training, and Evaluation System	At present trainers are selected for structured classroom training based on predetermined criteria, and are trained and deployed for training of ERs. It is perceived that ToTs focus relatively less on training and communication skills and more on domain knowledge.	The state will need mentors/facilitators for training interventions like on the job training and exposure visits. This is a different skill set than that for a trainer. The state will need to develop a cadre of mentors and identify, select, develop, and monitor them like trainers.	<ul style="list-style-type: none"> • Qualities of mentors/facilitators. • Group dynamic theories and frameworks. • Roles of mentors. • Types of interventions by mentors/facilitators. • Ethical guidelines for mentoring. • Mentors' evaluation guidelines.
7.	Convergence Guidelines	The state does not have a systematic convergence strategy at present, which is proposed.	Convergence is the formation of contributory partnerships for mutual gains. PRD needs to develop convergence guidelines to integrate them with ongoing soft interventions (CB&T, community mobilization, IEC/BCC, etc.) of other line departments.	<ul style="list-style-type: none"> • Convergence potential at policy, strategy, programme, sharing of resources, pooled funding levels. • Frameworks for convergence with identified line departments (NRHM, SSA, disaster mitigation, e-governance, other relevant projects, etc.). • Coordination and communication arrangements (structures and systems) for convergence.
8.	Research Management System	The state does not have a research management system though sporadic research does get done.	Research as a forward looking component ushers in an envisioned future at an accelerated pace and makes ongoing PRI-CB&T more effective. A broad research strategy is developed for the state which may be detailed out further and fine-tuned. The strategy will require systems/protocols for implementation.	<ul style="list-style-type: none"> • Research framework for PRI-CB&T in the state. • Integrating action research in ongoing PRI-CB&T interventions. • Guidelines for qualitative research. • Guidelines for quantitative research. • Ethical guidelines for research.
9.	Operational Planning/Micro-Planning for Training	The state has a sound micro-plan at present for 100 per cent quantitative coverage of all ERs in the state through initial training interventions. Provision of resources to trainers is done based on their availability. The planning is done manually at present and requires re-planning, which is time and effort consuming.	The state needs to develop a tailor made application software for optimizing need-based and resource-based planning for micro-planning as well as to save time in planning and re-planning.	<ul style="list-style-type: none"> • The application software should take as inputs ERs of body incorporates at various levels, with functional literacy data, gender, etc. and estimate the number of batches (based on NCBF time limits of training, optimal batch size, yearly calendar with list of holidays/Sundays, etc.) and allocate training, estimate the number of trainers required, etc.

No.	Systems	Current Situation	Need for the System	Key contents of system manual/protocol/guideline
10.	Database Management System	A large amount of data is needed for PRI-CB&T all of which is not available when needed at one place. There is no IT application for database management at present for PRI-CB&T.	Using appropriate information will make PRI-CB&T sharper and result oriented. PRD needs to create a sound database management system.	<ul style="list-style-type: none"> • The database may include: <ul style="list-style-type: none"> – Master data for ERs — name, address, position, gender, education, etc. – Master data for trainers/mentors — name, address, education, training conducted, assessments. – Master data for implementing/partner CSOs — name, address, officials, type of intervention contracted for, contract performance, etc. – Training database — calendar, coverage, place, etc. – PRD/PRTI/ETC database — administration, faculty, HR, etc. – Research database. – Experiential tools inventory database. – Training modules, manuals. – Training reporting, documentation, and evaluation database.
11.	Management Information System	Some formats have been designed for reporting on various ongoing interventions. These get reported manually by all concerned. The retrieval of old information, macro-analysis, etc. is difficult to carry out.	PRI-CB&T requires a well-designed overall MIS for various interventions envisaged under the proposed strategies and package of services.	MIS should lay down a field record keeping system, reporting system, and it should be IT driven to enable need-based retrieval and macro analysis.
12.	Procurement System	The state has defined systems for procurement but will need well-defined guidelines for procurement of the variety of resources proposed.	Procurement in a government set up is a sensitive and time-consuming task often incurring delays. A procurement guide is suggested to ensure good quality, timely, and transparent procurement of varied types of resources required by PRD/PRTI.	<ul style="list-style-type: none"> • Procedures for single source bidding, selective bidding, open competitive bidding. • Evaluation criteria for expression of interest, technical proposals, financial proposals, marking system, etc. • Bidding formats and instructions. • Preparing bid documents. • Conducting bid meetings etc.

No.	Systems	Current Situation	Need for the System	Key contents of system manual/protocol/guideline
13.	Contract Management System	The state has defined systems for contracting trainers, etc. but will need well-defined guidelines for contracting various types of resources proposed.	PRI-CB&T will require working with CSOs. A variety of partnerships, PPPs, and different types of contracts may form the menu of options required. Fair contracting practices and systems will be needed to ensure adequate resources.	<ul style="list-style-type: none"> • Types of contracts (lump sum, at actual, varying price/quantity, call down contracts, retainerships etc.). • Payment terms — milestone based, time based, mixed. • Standard conditions of contracts. • General conditions of contracts.
14.	HR Systems	ETC staff members work under government rules and regulations and HR systems. Some of the team members in the PRD/ETCs are on contract. The system does not promote meritocracy or performance based rewards. It is difficult to attract and retain talent.	It is proposed to that PRTI should be autonomous to ensure institutionalization of a collegial climate and required functional autonomy with governance and oversight management by the state PRD. The proposed PRTI in its new avatar will require different type of HR systems.	<ul style="list-style-type: none"> • Recruitment and selection system and criteria. • Rewards system — remuneration, rewards, performance appraisal. • Training and development system — capacity development of PRI capacity builders. • Personnel administration rules and regulations.

11.3 Recommendations

The state PRD/PRTI needs to develop detailed systems/protocols/guides (IT driven where needed) to ensure effectiveness in PRI-CB&T. These systems are needed for ongoing strategies/interventions as well as for proposed/new strategies/interventions.

12. CAPACITY ASSESSMENT — INSTITUTIONAL STRUCTURE

Institutional structure comprises of work relationships and interlinks between various institutions/ designation holders with each other through defined parameters of authorities, responsibilities, and reporting. The capacity of an institutional structure is dependent on various parameters like:

- Functional and workload-based division of work.
- Span of management control.
- Adequacy of HR – quantitatively and qualitatively.

The current PRD, BIPARD, and ETC structure has evolved based on historical practices and a norm-based allocation of HR. BIPARD has five faculty posts. ETC has provisions for one Principal and three faculties. Though a detailed HR assessment is outside the scope of this assignment, our experience suggests that the current structure is resource scarce and inadequately developed for transformational change management through holistic capacity development of PR stakeholders.

The proposed strategy and package of services, systems, and workload for 100 per cent coverage of training will require a strengthened structure at all levels.

The detailed structure for PRI-CB&T is envisaged to comprise:

- **Super structure — state PRD:** To provide oversight and support as required to PRTI.
- **Management structure — PRTI:** To ensure adequate management guidance and supervision of ongoing PRI-CB&T in the state.
- **Operational structures — ETCs:** To implement planned interventions in PRI-CB&T in their respective geographical areas.
- **Network structures — NGOs/CSOs/mentors/trainers/other resources:** To support PRI-CB&T appropriately and to deepen its efforts.

(Details of all these structures with identification of key designations, key result areas, job descriptions and specifications, and when possible ballpark figures for numbers of such resources are given in the detailed report. This report gives a summary of these).

The essence of change will mean a separate PRTI and that too not just a training institution but as a catalytic nodal institute for holistic capacity development of PRI stakeholders.

13. VISION, MISSION, AND OBJECTIVES

The vision, mission, and objectives for the state PRD for PRI-CB&T are now defined. These were crystallized during the CA&CDS workshop held in Hyderabad.

Vision

Panchayats as effective institutions of local self-government.

Mission

To develop the capacities of all ERs and PRI functionaries and associated agencies for good governance and decentralized participatory planning for sustainable development.

Objectives

- To ensure basic training for all, with 100 per cent coverage in a time-bound manner with reference to NCBE.
- To develop a standardized core content approved by the state PRD, to ensure uniformity in the basic training content across the state.
- To ensure that need-based training, monitoring of quality, and assessing the impact are incorporated as part of the state PRI-CB&T approach through training institutions.

14. INSTITUTIONAL STRUCTURE

Institutional structure is the work relationships and interlinks between various institutions/designation holders with each other through defined parameters of authorities, responsibilities and reporting. The capacity of the institutional structure is dependent on various parameters like:

- Functional division and workload based division of work
- Span of management control
- Adequacy of HR — quantitatively and qualitatively

The current PRD structure has evolved based on historical practices and norm based allocation of HR& resources. The PRD is supported by recently revived ETCs and BIPARD helps in some of the CB&T activities including Training Design, Module Design, Resource People Training etc. Our experience suggests that across all the above mentioned structures there is a significant lack of resources and the current structure is inadequate for transformational change management through holistic Capacity Development of PR stakeholders.

Currently BIPARD is the only institution with a specific CB&T focus and Bihar PRD has been depending on it for addressing the PRI-CB&T requirements in the state. However, in spite of being focused on CB&T, BIPARD has a much larger mandate and PRI-CB&T is just one of its agendas. SIRD within BIPARD is also not appropriately staffed to address the current huge demand for PRI-CB&T. This report proposes a package of 12 different strategies for PRI-CB&T, with training being just one of these strategies. With the current training load of nearly 3 lakh ERs and support functionaries, the current structure of BIPARD as well as the state PRD is in no way equipped to cater to this huge demand. Also apart from the sheer volume that needs to be covered, PRD also requires a shift from being a mere training manager to acting as a holistic manager for all activities related to CB&T. This will require a full-fledged and dedicated structure for multi-tasking, including strategic planning, operational planning, systems design and implementation, M&E, CB&T design, CB&T roll out, creating partnerships, developing institutional and individual resources, establishing convergence, working as a Pay & Accounts Office, documentation, research, and convergence. An immediate, time-bound, and strong response is needed. This need is also a long-term one for a sustained solution. Under the circumstances, the state PRD needs to be equipped with a multi-level structure with the following levels:

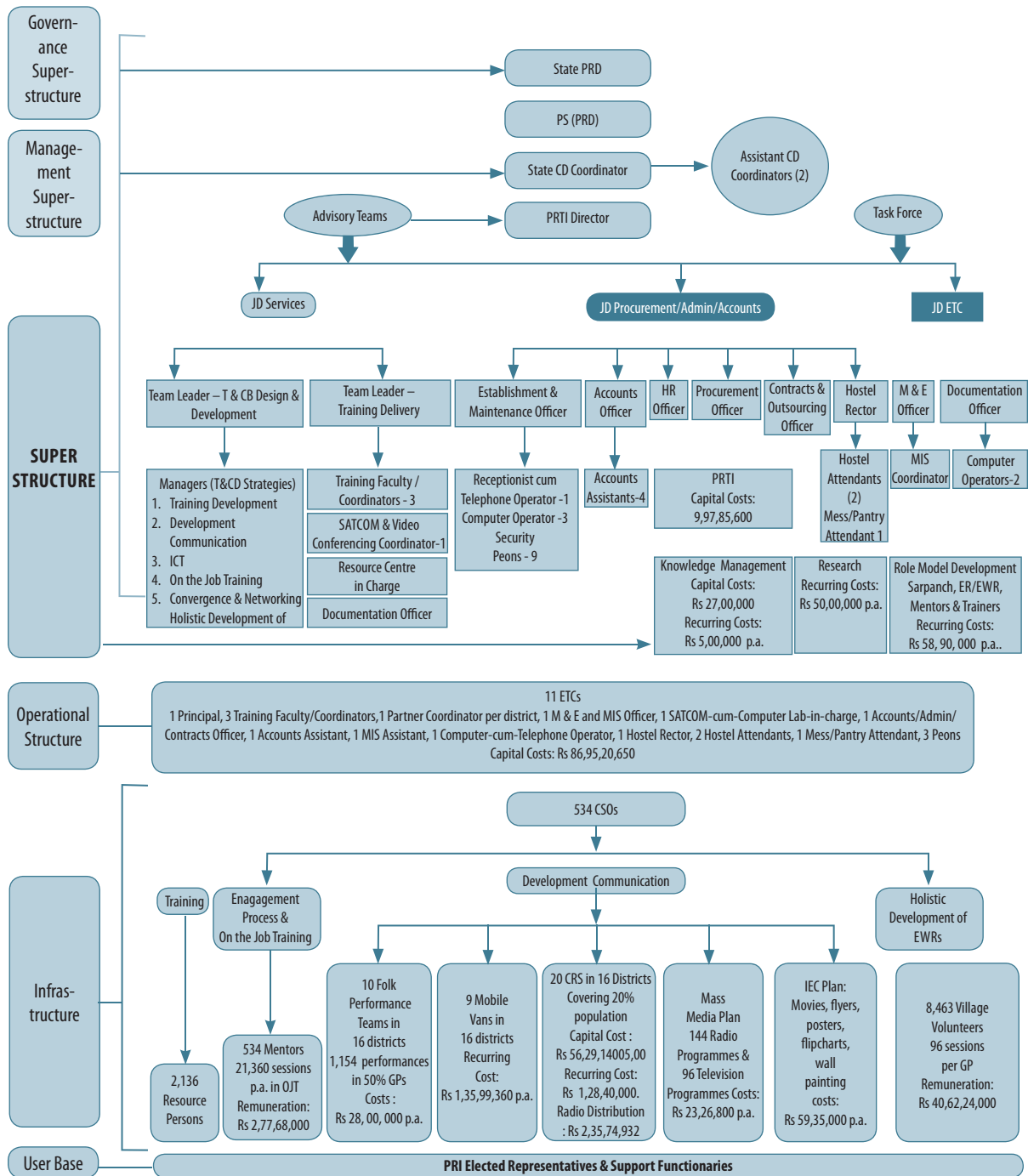
- **Super structure — state PRD:** A small node within the state PRD to support and coordinate with the structures at the subsequent levels, particularly the proposed PRTI.
- **Management structure — PRTI:** Establishing a dedicated and autonomous PRTI to work as the central node for all activities related to PRI-CB&T in the state.
- **Operational structures — ETCs:** ETCs will work as the microcosm for PRTI and will be the key nodes for PRI-CB&T at the divisional and district levels. ETCs will implement planned interventions

in PRI-CB&T in their respective geographical areas. We envisage an ETC in each division, while in Patna and Muzzafarpur divisions, owing to the large number of blocks and Gram Panchayats covered, an additional ETC is suggested. Thus we suggest 11 ETCs for the state.

- **Infrastructure/network structures — NGOs/CSOs/mentors/trainers/other resources:** To support PRI-CB&T appropriately and dee pen PRI-CB&T efforts.

The overall structure for PRI capacity development for the state which emerges is shown in Figure 10.

Figure 10: The Overall Structure for PRI Capacity Development



14.1 Super Structure — State PRD

The state PRD will act as a super structure for all the capacity development initiatives in the state, including implementing all the strategies suggested in this report. PS-PRD will be the overall head of the structure.

Compared to the current capacity development efforts being implemented in the state, the state PRD will have to increase its volume of efforts. This will require a strong and robust management structure at the state level to cope with the implementation load of additional initiatives and strategies. While structures under the state PRD, like PRTI and ETCs will require much more strengthening and expansion, the state PRD too will have to be strengthened in terms of additional resources (mainly human and infrastructure) for working as a governance and management structure for the structures under it. We suggest the following additional human resources for this:

- A state CB&T Coordinator.
- Assistant CB&T Coordinators — 2.

We envisage that a small, lean team at the level of PRD will act as a link between PRTI and PRD and will facilitate the various initiatives being implemented by PRTI through coordination, approvals, linkages, and adherence to systems. It will have to have a dedicated team with no additional responsibilities.

14.1.1 State PRD: Major Functions

The major functions of the super structure, that is, the state PRD are:

- Overall governance of the CB&T programme.
- Overall governance of the CB&T structure (PRTI, ETCs, and others).
- Formulating policies for ensuring smooth implementation of the CB&T programme.
- Facilitating required changes in the legal context for achieving the objectives of devolution and their implementation.
- Approval of strategies, systems, plans, and budgets.
- Timely decision-making.
- Ensuring the quantum of funds required for the state.
- Ensuring timely release of funds.
- Ensuring human resources for PRTI.
- Overall oversight and monitoring.
- Liaisoning with MoPR and MoRD for funds and technical support.
- Liaisoning with other departments for convergence.

14.2 Management Structure — PRTI

PRTI is envisaged as the focal point for developing and managing all strategies, systems, plans, and budgets for the state CB&T programme. The strategies and systems required for the state CB&T have been detailed elsewhere in this report and PRTI will be the focal point for ensuring the implementation of these. PRTI will also work as an umbrella structure for other structures like ETCs, CSOs, and consultant service providers.

PRTI is envisaged as a large structure with a number of individuals and agencies undertaking various activities under it. Table 9 provides an overview of the load at the state level for managing CB&T strategies to reach the entire group of ERs and support functionaries.

Table 9: Training Load Overview

Type of Functionary		Total Number
Elected Representatives	Zilla Parishad	1,238
	Panchayat Samiti	12,634
	Gram Panchayat	124,339
PSFs (as per NCBF — PEOs, ASHA, AWW, ANM, Junior Engineers, Teachers, etc.).		≈4 lakh
Resource Persons		2,136

14.2.1 PRTI: Major Functions

The major functions of PRTI can be envisaged as:

- Periodic CB&T needs assessment for the state.
- Designing and developing CB&T strategies for the state.
- Designing and developing CB&T plans and budgets for the state.
- Presenting plans and budgets to the state PRD and seeking approvals and funds.
- Facilitating implementation of CB&T strategies through ETCs, CSOs, and other network partners.
- Designing and developing CB&T systems and procedures for the state (indicative list of systems is given in Chapter 11, which is to be detailed out further and more systems to be added as required along with the procedures to be developed).
- Designing and developing all learning aids as required by various strategies, including training manuals and modules.
- Identifying and mobilizing /selecting (through appropriate procedures) institutional and individual resources for implementing various CB&T strategies in the state (including CSO partners, resource people, communication agencies, ToTs, research agencies, documentation experts, M&E experts, and various such service providers for technical, management, administrative, and logistical support).
- Managing and oversight of ETCs (approve plans and budgets, provide technical support, provide training and capacity development of their teams, monitoring, feedback, performance assessment, releasing funds as required and collect of SoEs and UCs, etc.)
- Fund management for CB&T for the state and its disbursement to ETCs, CSO partners, consultants (agencies and individuals), etc. and ensuring timely SoEs and UCs.
- Outsourcing various activities as required through appropriate processes and managing contracts, assessing performance, monitoring progress, releasing funds and ensuring that the desired deliverables are achieved.
- Conducting training of trainers, state and regional level functionaries, and convergence partners, etc. and all such training that is conducted at the state level.
- Evaluating the various CB&T initiatives in the state.

14.2.2 PRTI Team Structure

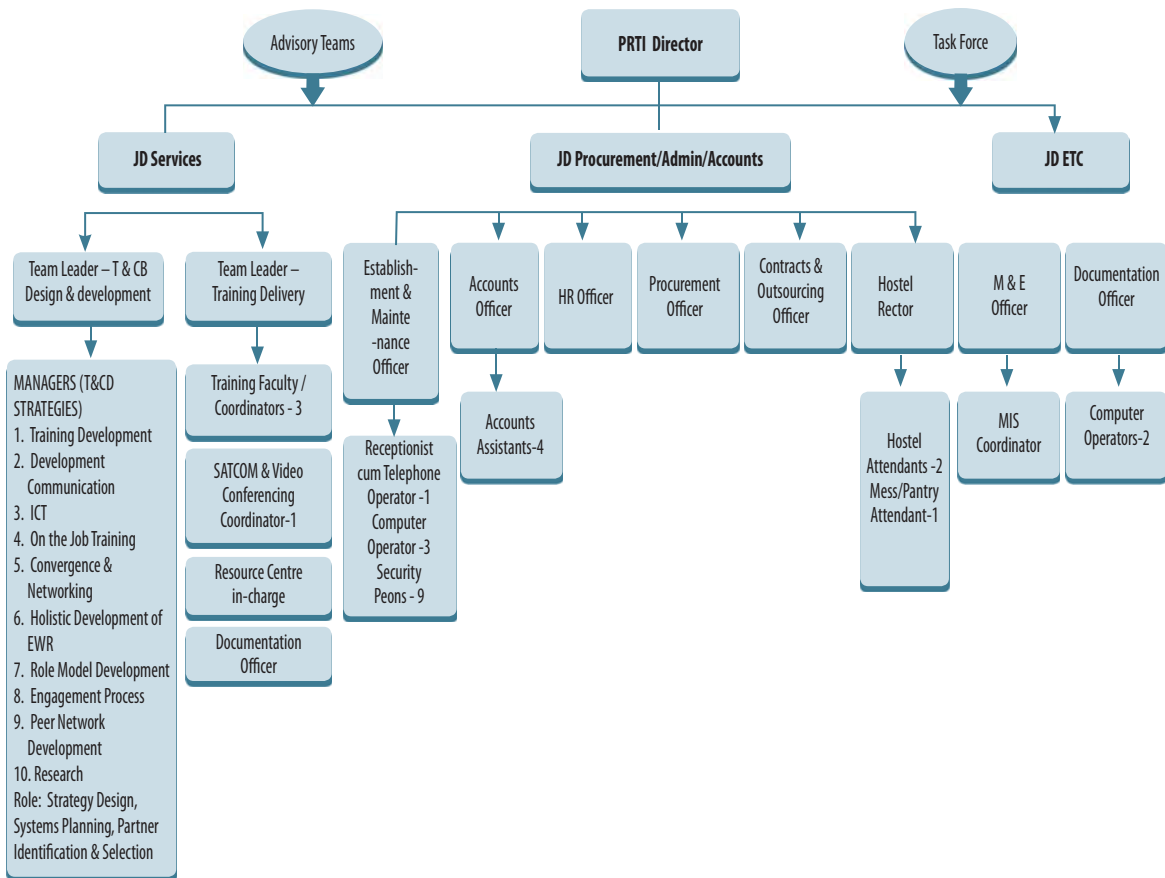
PRTI is envisaged to have a functionally strong and adequately large team to carry out the envisaged role as specified earlier. The team structure is suggested based on PRTI's three major functions: (i) Services — All services related to CB&T in the state, (ii) ETCs — Management of all ETCs across the state, and (iii) Support functions like procurement, administration, and accounts. The PRTI team is thus divided into three sections. Each of the sections will be led by a Joint Director-level functionary.

The envisaged team structure of PRTI is given in Figure 11.

The Services Section will basically address two major functions:

1. Development of CB&T strategies, learning and support aids, and facilitate the implementation of strategies: This will include development of all strategies along with respective implementation plans and budgets, identifying and getting individual and institutional partners for rolling out various activities envisaged under the different CB&T strategies, coordinating with all the service providing partners on a regular basis, monitoring, documentation, feeding back the learning accrued through implementation, facilitating implementation through coordination at the state level as required, developing learning aids/manuals/modules, organizing events/workshops/experience sharing/coordination meets, facilitating exposure visits/learning tours, developing support aids and dissemination, etc. A team of eight managers (for 10 different strategies) with different thematic expertise led by a team leader is suggested for this.

Figure 11: The PRTI Team Structure



2. **Training Delivery:** This will include carrying out all state-level training, developing training plans and schedules and informing all stakeholders about the training schedules, identifying, selecting, and creating a database of resource people for training, conducting pre-and post-test assessments, carrying out training evaluations, preparing training reports, carrying out documentation, etc. Three faculty-cum-coordinators led by a team leader is suggested for this. A computer lab-cum-satellite training in-charge and a resource centre in-charge will also be a part of this section.

The ETC Section will coordinate all the activities of the ETCs, ensure technical and management support to ETC teams, and carry out monitoring and documentation. Eleven ETCs are envisaged across the state. Each ETC will oversee and coordinate the implementation of all activities related to CB&T strategies and conduct regional and district level training. This section will also manage MIS and ensure data entry into MIS in a timely and efficient manner. One M&E officer assisted by two MIS coordinators and one documentation officer assisted by two computer operators are suggested for this.

The Procurement/Administration/Accounts Section will basically take on the complete responsibility of managing the PRTI campus, PRTI team, funds, accounting, outsourcing, and contracting. To achieve the goals of NCBF and capacity development of PRI stakeholders, a large number of activities will need to be outsourced. One of the major functions of PRTI will be managing the complete outsourcing process for various activities. It is envisaged that the PRTI will roughly be managing more than 500 contracts. Five officers for establishing and maintaining accounts, HR and administration contracts and outsourcing, and procurement are suggested. These will be supported by four accounts assistants and other support staff. A hostel rector supported by two hostel attendants and a mess-cum-pantry attendant will also be a part of this section.

Advisory Panel: PRTI will form an Advisory Panel comprising of leading experts in different functional areas. The Advisory Panel will meet once in a quarter, or more if needed, and provide expert inputs, strategic directions, and advisory services for various strategies and their implementation. This can also comprise of senior functionaries from other government departments, CSOs, academic institutions, researchers, etc.

Task Forces: PRTI will form task forces for different themes as required. The task forces will be small teams formed for specific tasks or themes. These teams will take up roles as special purpose vehicles (SPVs) for specific tasks. Task forces can be formed on themes like communication, literacy, training, gender, and empowerment of women or on special tasks like training evaluation, mentor selection criteria design, assessment of resource people, and designing training manuals /pre-testing. The task forces will need to spend significant time on the tasks allocated to them and should be available for these. The task forces can comprise of PRTI members, ETC members, ERs, support functionaries, CSO team members, mentors, resource people, and other interested people. PRTI will provide space and infrastructure for the task force teams and will also facilitate the entire process. The task force teams may be offered an honorarium and actual costs for travel, food, etc.

14.2.3 Detailed Specifications

Summary specifications for each of the team members (for all senior and middle level full time positions) are given in Table 10. The detailed roles and responsibilities have been submitted to the state in the detailed report.

Table 10: Job Descriptions and Specifications for Proposed PRTI Team Members

No.	Position	Key Result Areas/Deliverables
1	Director (PRTI)	<ul style="list-style-type: none"> • Effective implementation of NCBF in the state. • State specific needs of CB&T of PRI functionaries to be addressed. • Convergence with other departments for PRI-CB&T.
2	Joint Director (Services)	<ul style="list-style-type: none"> • Developing detailed strategies with implementation plans and budgets. • Developing a training plan and a calendar. • Database of the training target group and resource agencies/people. • Developing training manuals. • Making the strategy operational.
3.	Joint Director (Procurement, Administration, and Accounts)	<ul style="list-style-type: none"> • Developing and disseminating the procurement, administration, and accounting systems manuals and guidelines. • Database of suppliers and service providers. • Procurement as needed. • Quarterly audit. • Ensuring adequate fund flow. • Maintaining records for HR, accounts, fund disbursement, audits, UCs, SOEs, etc.
4.	Joint Director (ETC)	<ul style="list-style-type: none"> • ETC annual plans and budget sanctions. • ETC performance appraisal.
5	Team Leader (CB&T-Design and Development)	<ul style="list-style-type: none"> • CB&T strategy documents with budgets. • CB&T needs assessment reports. • Database of service providers. • Implementing various strategies through partners. • Developing training manuals in the local language for all the training planned. • Developing all system manuals.
6	Team Leader (Training Delivery)	<ul style="list-style-type: none"> • Annual training plan, calendar, and budget. • Resource people's database. • Training participants' database. • Reports of all training with evaluation. • Resource people's evaluation reports. • Systems manuals.
7	Managers (CB&T Strategies)	<ul style="list-style-type: none"> • Developing a detailed strategy with implementation plan and budget. • Identifying likely implementing partners. • ToRs for implementing partners. • Monitoring and progress reports.
8	Training Faculty- cum- Coordinators	<ul style="list-style-type: none"> • Training plan and calendar. • Database of resource people with expertise. • Database of training participants. • Training reports.
9	SATCOM, Video Conferencing, and Computer Lab Coordinator	<ul style="list-style-type: none"> • Functional SATCOM, video conferencing facilities, and computer lab. • Training on computer skills as per plan.
10	Officer (Resource Centre Management)	<ul style="list-style-type: none"> • Well-equipped resource centre with variety of knowledge products and reference material. • All material with e-cataloguing facility. • Maintaining up to date records.

No.	Position	Key Result Areas/Deliverables
11	Officer (Documentation) - CB&T	<ul style="list-style-type: none"> Setting up the documentation system. Documenting all training by PRTI. Documenting good practices and initiatives. Producing and disseminating publications and video.
12	Officer (Documentation) - ETC	<ul style="list-style-type: none"> Documenting all training. Documenting good practices.
13	Officer (Establishment and Maintenance)	<ul style="list-style-type: none"> Safety of entire PRTI. Safe keeping of equipment. Maintenance contracts with efficient service providers of all services. Regular quality assessment of services. Database of service providers. Installation and efficient functioning of fire safety system. Training of all staff members on fire safety and emergency evacuation. Annual budgeting for establishment and maintenance.
14	Officer (Accounts)	<ul style="list-style-type: none"> Formulating and maintaining accounting systems and procedures regularly. Preparing the annual budget. Preparing the monthly (or as required) statements of fund inflow and out flow and sharing it with superiors. Forecasting of fund requirements and proposed expenditure for time spans as required (next month/quarter/year). Making payments and fulfilling all statutory liabilities and in a timely and accurate manner. Carrying out internal and external audits in a timely manner. Maintaining all records related to accounts properly with evidence and supporting documents as required.
15	Officer (HR and Administration)	<ul style="list-style-type: none"> Formulating, documenting, and following all HR and administration systems and procedures properly. Maintaining and updating all personnel files regularly. Conducting performance appraisals in a timely manner and maintaining the records. Issuing of appointment letters, notices, contracts, etc. Documenting and circulating code of conduct, ethics, and discipline among all. Developing, following, and documenting all increment policy, systems and procedures.
16	Officer (Procurement)	<ul style="list-style-type: none"> Documenting and following all procurement related systems and procedures. Creating and regularly updating a database of suppliers. Maintaining supplier EOIs, proposals, and quotations. Completing procurement procedures within prescribed time limits. Minutes of all meetings signed by all.
17	Officer (Contracts and Outsourcing)	<ul style="list-style-type: none"> Contracting and outsourcing systems and procedures. Preparing standard contract formats. Creating and regularly updating a database of service providers. Maintaining service provider EOIs, proposals, and quotations. Completing outsourcing procedures within prescribed time limits. Minutes of all meetings signed by all.

No.	Position	Key Result Areas/Deliverables
18	Officer (M&E)	<ul style="list-style-type: none"> Documenting the M&E system. Developing the M&E plan and budget. Carrying out M&E activities as planned and reports available. Functional MIS. Regular analytical reports to various sections of PRTI as required.
19	MIS Coordinator	<ul style="list-style-type: none"> Functional MIS. Generating regular reports as desired and circulated among all section heads.

14.2.4 PRTI Infrastructure

PRTI is envisaged to have an infrastructure corresponding to the roles envisaged for it.

CB&T Management: This being PRTI's major function, various sections (function-wise) have been suggested for the office space. The principle used here is comfortable sitting, adequate space for storage, and efficient and functional workstations with minimal distractions. Separate cabins have been suggested for all Joint Director level and above positions, separate cubicles are suggested for managerial positions, while workstations in common space but which are functionally independent have been suggested for the remaining team members.

Conducting Training: We envisage two training halls for PRTI with a capacity of 40-45 participants each. The training halls will also have small attached rooms for group activities. The training halls will be equipped with LCD projection systems, OHPs, white boards, soft boards, display panels, and other training aids. PRTI will have residential facilities/hostel for housing about 90 people at the same time. Each of the rooms will be on a twin sharing basis and 44 rooms, including four rooms for faculties and guests are suggested. The hostel will have a common recreation facility and hostel rector and attendant rooms as well. A common mess/dining room is suggested for the hostel as well as for the training programmes being carried out at PRTI or for any other function.

Consultations: An auditorium with a sitting capacity for 100 people is suggested for PRTI since it is envisaged to carry out a large number of consultative processes frequently.

Outsourcing: It is envisaged that to implement the various CB&T strategies, there will be a lot of outsourcing involving a large number of agencies and individuals and one of the CB&T team's major task will be continuous coordination and brainstorming with these external resources. PRTI is envisaged to be a super active node buzzing with activities on various topics and tasks simultaneously. Eight meeting rooms with a capacity for 12-15 people have been suggested in the PRTI to facilitate these activities.

Resource Centre: PRTI will also function as a state level resource centre for PRI-CB&T. An adequately spaced resource centre is suggested for this which has a library, e-library, and reproduction facilities.

Computer Lab-cum-Satellite Connectivity Centre: A computer lab with a capacity for 40 participants on 20 computer terminal nodes is suggested for carrying out computer training and orientation. This centre will also have satellite connectivity and will be able to conduct training through this.

14.3 Operational Structure — ETC

Bihar has 38 districts. Recently nine ETCs have been revived at the divisional level. We envisage that two more ETCs may need to be established, particularly in the divisions of Patna and Muzzafarpur owing to the

large size of these divisions and the resultant training load which is shown in Table 11.

Table 11: Division-wise Details of ETCs

No.	Division	Location of ETC	Name of District Covered	No. of Block Covered	Training Load (PS-ERs)	No. of Batches (size of 30)	No. of Training Days
1	Patna	Patna	Patna, Bhojpur, Nalanda	57	1,098	37	15,372
2	Patna	Rohtas	Rohtas, Baxar, Kaimur	41	734	24	10,276
3	Magadh	Gaya	Gaya, Nawada, Aurangabad, Jehanabad, Arwal	61	1,220	41	17,080
4	Saran	Saran	Saran, Sivan, Gopalganj	53	1,200	40	16,800
5	Muzzafarpur	East Champaran	East Champaran, West Champaran, Sitamadhi	62	1,372	46	19,208
6	Muzzafarpur	Muzzafarpur	Muzzafarpur, Vaishali, Shivhar	37	1,006	34	14,084
7	Bhagalpur	Bhagalpur	Bhagalpur, Bunka	27	563	19	7,882
8	Darbhanga	Darbhanga	Samastipur, Darbhanga, Madhuban	59	1,528	51	21,392
9	Saharsha	Saharsha	Saharsha, Madhepura, Supaul	34	712	24	9,968
10	Purnia	Purnia	Purnia, Araria, Kathiyar, Kishanganj	46	1,153	38	16,142
11	Munger	Munger	Jamui, Munger, Begusarai, Khagaria, Lakhisarai, Seikhpura	57	991	33	13,874
Total				534	11,577	386	1,62,078

Note: The ETC is envisaged to train block level elected representatives, support functionaries (Junior Engineers), and CB&T strategy teams like mentors and community radio station teams. This training load includes only ERs and support functionaries as per NCBF.

The grouping of districts under the ETCs has been done based on proximity to one another. The state may re-do the distribution of the districts as per requirements.

The role of ETCs is envisaged as focal coordinating nodes for all CB&T related activities at the regional/district level. For all the CB&T related activities envisaged and implemented by PRTI for the state, ETCs will be the coordinating nodes.

14.3.1 ETCs: Major Functions

The major functions of ETCs can be envisaged as follows:

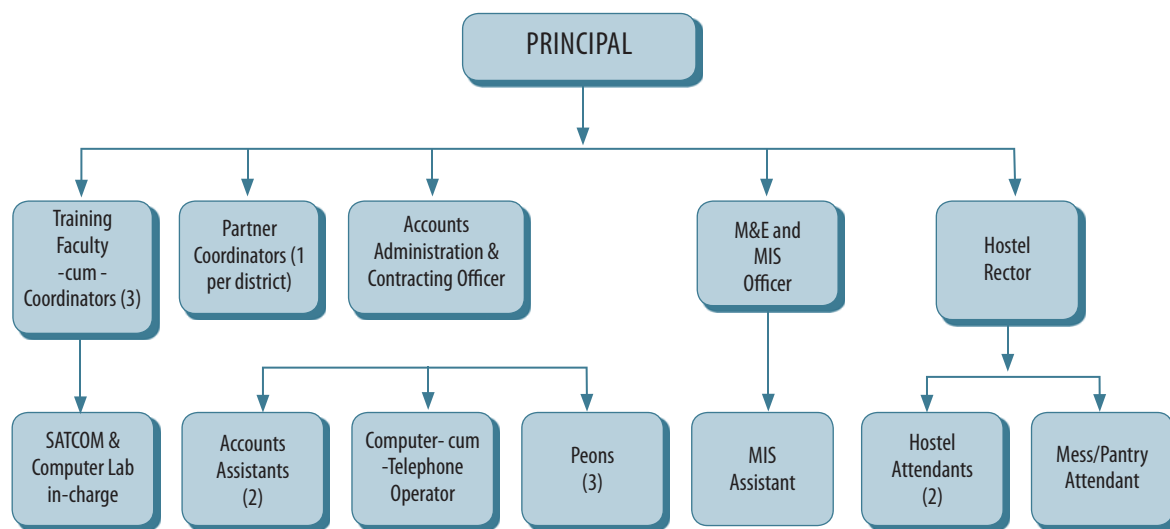
- Preparing district-wise CB&T plans with budgets.
- Presenting plans and budgets to PRTI and seeking approvals and funds.
- Coordinating with district and block governments and line departments for CB&T related activities.
- Preparing and maintaining a database of all PRI functionaries, including ERs and support functionaries.
- Identifying and mobilizing/selecting (through appropriate procedures laid out by PRTI) institutional and individual resources for implementing various CB&T strategies in the state (including CSO partners, resource people, communication agencies, resource people, and mentors).
- Identifying CSO partners at each block level.
- Preparing training schedules for each district.
- Overseeing the training being conducted by CSO partners.
- Managing and overseeing CSO partners (approving plans and budgets, providing technical support, providing training and capacity development of CSO partners and their teams, monitoring, feedback, performance assessment, releasing funds as required, and collecting SoEs and UCs).
- Fund management for CB&T for allocated districts and their disbursement to CSO partners, consultants (agencies and individuals), etc. and ensuring timely SoEs and UCs.
- Conducting regional/district level training at ETCs/other venues for Panchayat Samiti elected representatives, mentors, village volunteers (VVs), CSO team members, block level support functionaries, etc.
- Monitoring CSO partners through monthly review meetings, reports, performance assessments, feedback systems, etc.
- Carrying periodic performance assessment of the resource people as per guidelines set by PRTI.
- Ensuring timely and quality implementation of all activities and guidelines set by PRTI at the district/block level.

14.3.2 ETC Team Structure

ETCs are envisaged to have implementation teams. The team structure for ETCs is suggested based on its three major functions: (i) Training — Conducting district and block level training, (ii) Coordination — Coordinating with CSO partners and resource people implementing all CB&T activities, managing and monitoring, and (iii) Support functions like procurement, administration, and accounts.

The team structure for ETCs is given in Figure 12.

Figure 12: The ETC Team Structure



The Training Section will carry out training at the ETC level. This will include carrying out all district and block level training, developing training plans, scheduling training, informing all stakeholders about the training schedule, identifying, selecting, and creating a database of resource people for training, conducting pre-and post-test assessments, carrying out training evaluation, preparing training reports, and documentation. The training target group will be Panchayat Samiti members, CSO team members, mentors, and training resource people. Three training faculty-cum-coordinators are suggested for this. Training through satellite connectivity will also be carried out by ETCs and a computer lab-cum-satellite training in-charge also will be part of this section.

The Partnership Coordination Section will have the responsibility of coordinating with CSO partners and other service providers implementing CB&T activities at the district and block levels as well as coordinating with the district and block level governments and line departments. The tasks will involve ensuring technical, management, and coordination support to CSO teams, monitoring, and documentation. This section will also review the progress and performance of all CB&T partners on a regular basis, oversee their activities through field visits, assess field-level needs, and ensure modifications as per the feedback. It will also manage MIS and ensure data entry into MIS in a timely and efficient manner. One partner coordinator per district covered, one M&E and MIS officer, and one MIS assistant are suggested for this section.

The Procurement/Administration/Accounts Section will take up the complete responsibility of managing the ETC campus and team, fund management, accounting, outsourcing, contracting, etc. The ETCs will release funds for district and block level training and will maintain and check these accounts. This section will include one accounts, administration, and contracts officer, one accounts assistant, and other support staff. One hostel rector, two hostel attendants, and one mess/pantry attendant are also included for the residential unit/hostel.

14.3.3 Detailed Specifications

Summary specifications for each of the team members (for all senior and middle level positions) are provided in Table 12. The detailed specifications have been provided in the detailed report submitted to the state.

Table 12: Job Descriptions and Specifications for the Proposed ETC Team

No.	Position	Key Result Areas/Deliverables
1.	Principal (ETC)	<ul style="list-style-type: none"> • Preparing ETC plan and budgets. • Carrying out ETC activities as per the plan and documenting them. • Getting the ETC in place. • Maintaining ETC infrastructure appropriately. • Achieving convergence and networking as planned. • Spending ETC funds as planned. • Paying ETC statutory liabilities and fulfilling obligations in a timely manner and as required. • Achieving ETC deliverables in a timely manner and with desired quality.
2.	Training Faculty- cum-Coordinator	<ul style="list-style-type: none"> • Training plan and calendar. • Database of resource people with expertise. • Database of training participants. • Training reports.
3.	Partner Coordinator	<ul style="list-style-type: none"> • Conducting partner visits as per plan and documenting them. • Ensuring partners' reports, compiling them and sending them to PRTI. • Developing and circulating monthly/quarterly/annual reports. • Providing desired support to all partners. • Identifying new partners and selecting them as planned.
4.	Officer (Accounts, Administration, and Procurement)	<ul style="list-style-type: none"> • Procurement, administration, and accounting systems. • Developing and disseminating manuals and guidelines. • Database of suppliers and service providers. • Procurement as needed. • Quarterly audit. • Ensuring adequate fund flow. • Maintaining records for HR, accounts, fund disbursement, audits, UCs, SOEs, etc. • Timely submission of statutory reports, payments of statutory liabilities.
5.	SATCOM, Video Conferencing, and Computer Lab Coordinator	<ul style="list-style-type: none"> • Functional SATCOM, video conferencing facilities, and computer lab. • Training on computer skills as per plan.
6.	Officer (M & E)	<ul style="list-style-type: none"> • Preparing the M&E plan and budget. • Carrying out M&E activities in a timely manner as per the plan and documenting them. • Functional MIS. • Generating reports and sending them to concerned departments. • Preparing and sending monthly reports.
7.	MIS Assistant	<ul style="list-style-type: none"> • Data entry till date. • Generating functional MIS reports as planned and as demanded.

14.3.4 ETC Infrastructure

ETCs are envisaged to have an infrastructure corresponding to the roles envisaged for them.

Partner Coordination: The principle used here is comfortable sitting, adequate space for storage, and efficient functional workstations with minimal distractions. Workstations are generally spread across a common space but functionally independent units have been suggested for team members. ETCs will also be conducting frequent meetings with partners and resource people and two meeting rooms with a capacity for sitting 10 people have also been suggested to address this need.

Conducting Training: We envisage two training halls for ETCs with a capacity for 40-45 participants each. The training halls will be equipped with LCD projection systems, OHPs, white boards, soft boards, display panels, and other training aids. The ETCs will have residential facilities/hostel for housing about 80 people. Twenty rooms with each designed for four people and two rooms for faculties and guests on a twin sharing

basis are suggested. It is planned that the hostel will have a common recreation facility and hostel rector and attendant rooms as well. A common mess/dining room is suggested for the hostel and for the training programmes being carried out at the ETCs or for any other function. An activity centre-cum-recreation room is also suggested within the hostel for participants.

Resource Centre: ETCs will also function as regional level resource centres for PRI-CB&T. An adequately spaced resource centre is suggested for this with a library, e-library, and reproduction facilities.

Computer Lab-cum-Satellite Connectivity Centre: A computer lab with a capacity for 30 participants on 15 computer terminal nodes is suggested for carrying out computer training and orientation. This centre will also have satellite connectivity and will be able to conduct training through this connectivity.

14.4 Infrastructure/Network Resources

The infrastructure in PRI-CB&T for Bihar comprises of a large number of agencies/individuals which are providing direct services to the large base of PRI functionaries. Currently, the training delivery is ensured through the cadre of DRPs and MRPs. However, with the proposed package of services and strategies, multiple service providers will be required to be functional for different activities. This includes mentors, community radio operators and teams, resource people, village volunteers, mobile van teams, and folk media performing teams. We envisage the need for a coordinating structure at the block level for bringing about a convergence among different players and different activities. We suggest selecting one CSO partner per block for implementing all the activities related to CB&T. With so many different activities and resources, coordination among all the implementers is top priority to ensure uniform communication and inputs and to avoid duplication. We envisage the CSO partner as the focal point for delivery of all CB&T activities at the block level. This will not only bring homogeneity among the inputs at the activity level but it will also make coordination at the ETC and PRTI levels much easier. Also the coordination with block level government and line departments will become more efficient and smooth. Table 13 provides the service providing infrastructure vis-a-vis the services.

Table 13: Services and Providers

Service Infrastructure	Service Provided
Resource Persons	Classroom training at district and block levels for ERs and PSFs.
Village Volunteers	Holistic development of EWRs at the village level.
Community Radio Broadcasters and Teams	Development communication.
Mentors	On the job training and PEO engagement process with PRIs.
Mobile Van Teams	Development communication.
Folk Performance Teams	Development communication.
CSO Partners	Logistics support, CB&T strategies delivery.

14.4.1 CSO Partner's Major Functions

The major functions of a CSO partner can be visualized as:

- Developing an implementation plan for all CB&T related activities under the guidance of ETCs.
- Coordinating with the block government and line departments.

- Creating a database of all ERs and all support functionaries for the given block.
- Identifying and short listing resource people for selection as trainers. Final selection jointly with ETCs.
- Identifying and selecting village volunteers for each village as per the selection criteria set by PRTI.
- Preparing reports of all activities and sending it to ETC.
- Preparing overall monthly reports compiling progress in each activity and sending it to ETC.
- Attending the monthly review meetings held by ETC and discussing progress and plans.
- Conducting regular performance assessment of the various implementing human resources hired by CSO partners.
- Monitoring all the activities through site visits, and feedback from participants, local leaders, and government functionaries.
- Preparing a schedule of all the activities every month and sharing it with all concerned stakeholders, including ETCs.
- Identifying and training folk media teams for performances.
- Ensuring that the mobile vans are running as per plan and schedule and as per guidelines from ETCs.
- Establishing community radio stations (CRS) at locations as directed by ETCs and ensuring that they are functioning as per the guidelines.
- Submitting timely SoEs and UCs and getting statutory audits done as per the guidelines.
- Training of various implementers to be facilitated through ETCs.
- Coordinating the complete training cycle management for training ERs and support functionaries, including convenient scheduling, timely information, ensuring attendance, record keeping of attendance, logistics arrangements, food and snacks, training kits, ensuring a comfortable venue with all facilities, ensuring the presence of training and audio-visual aids, documenting daily proceedings, pre-and post-test assessments, training evaluation, faculty evaluation, logistics evaluations, preparing the training report, etc.
- Ensuring on-site release of TA/DA to participants and maintaining records and supporting documents.

15. INFRASTRUCTURE

This report suggests establishing a dedicated PRTI supported by 11 divisional ETCs. Broadly, the strengthening/establishing of these will require indicative guidelines for planning the space, furniture, and equipment. In case of existing ETCs, the details given in this chapter can be used as a guideline and further strengthening may be based on these lines. We have also provided indicative costing and specifications for each of these to give an overview of the costs involved. We have also worked out recurring costs for human resources as well as for other management inputs. These estimates are also provided in the following sections.

15.1 PRTI Infrastructure

Given below are the specifications for PRTI infrastructure that has to be built from scratch.

- Two training halls with a capacity for 40 people each.
- An auditorium with a capacity for 100 people, a dais with audio-visual facilities, two screens, etc.
- Eight meeting rooms with a capacity for 15 people each for internal meetings, meeting with visitors, etc. Should have projection facilities, a white board, soft board, etc.
- One cabin for the Director (PRTI) with sitting space for six people in front of the desk and a sofa arrangement for waiting or meetings. Waiting space outside the cabin for visitors, sitting space for PA-cum-computer operator for the Director (SIRD).
- Three cabins with sitting space for 5-6 people in front of the desk, adequate storage, a large desk each for JD (Services), JD (ETC), and JD (Procurement, Administration, and Accounts).
- Office space for the training and capacity building design team: One cubicle for the team leader, workstations for eight specialists, spare workstations for two consultants, and space for printer, storage, etc.
- Office space for the training delivery team: One cubicle for the team leader, workstations for three training faculty-cum-coordinators, workstation for a documentation officer, and space for printer, storage, etc.
- Office space for accounts team: One cubicle for the Officer (Accounts), workstations for three accounts assistants, and space for printer, filing cabinets, storage, etc.
- Office space for procurement, contracts, and outsourcing teams: One cubicle for Officer (Procurement), one cubicle for Officer (Contracts and Outsourcing), one cubicle for Officer (Establishment and Maintenance), one cubicle for Officer (HR and Administration), and two workstations for computer operators-cum-clerks.
- Office space for ETC teams: One cubicle for Officer (M&E), one cubicle for Officer (Documentation), three workstations for MIS coordinator and computer operators.

- Other office space: Open reception area, space for photocopy machine, area for visitors to wait, and space for printer, storage, display, etc.
- Computer lab-cum-SATCOM facility: Facility for seating 40 people and 20 computer nodes, SATCOM receiving and video conferencing equipment.
- Library: News magazines, CD/DVDs, learning material, displays racks, IEC displays, sitting space, and photocopy machine.
- Four small rooms for group activities during training.
- Kitchen/pantry: With facilities like a microwave, refrigerator, toaster, etc.
- Washrooms: Separate units for ladies and gents near each training hall, one unit for office area, one unit for the Director, one unit for the JD and senior faculties, one common unit in the hostel, separate wash areas, dish cleaning area.
- Hostel: Forty rooms each capable of accommodating two people @ 200 sq feet each, four rooms, each capable of accommodating two people for senior faculties @ 250 sq feet. All with attached utilities.
- Recreation room located within the hostel with a TV, newspaper, and magazines, indoor games, etc.
- Dining hall: With facility for dining 80 people.
- Amphitheatre: For performances, simulation exercises of Gram Sabhas, etc. Capacity for seating 100 people.

15.2 ETC Infrastructure

The 11 ETCs suggested have to be set up from scratch as the existing nine are running in hired premises or in premises allocated by the government. The infrastructure specifications for setting up ETCs are:

- Two training halls with a capacity for 40 people each.
- Office space: Open reception area, one section for administrative staff, one section for training team, one cabin for the Principal, one section for partner coordinators, and space for server, printer, photocopy machine, and storage.
- Two meeting rooms with capacity for seating 10 people with a round table and space for projection and white board.
- Computer lab-cum SATCOM receiving facility: Facility for seating 30 people and 15 computer nodes, SATCOM receiving and video conferencing facilities, housing and functioning space.
- Library and resource centre: Library, news magazines, CD/DVDs, learning material, displays racks, IEC displays, and sitting space.
- Activity room for hostel: Room for activities, indoor games, watching television, newspaper and magazine reading, etc.
- Washrooms: Separate units for ladies and gents near each training hall, one unit for office area, one common unit in the hostel, separate wash areas, and dish cleaning area.

- Hostel: Twenty rooms, each capable of accommodating four people for participants @ 300 sq feet, two rooms, each capable of accommodating two people for faculties @ 200 sq feet, one room @ 200 sq feet for hostel rector, accommodation for office-cum-hostel night attendant, one large recreation room @ 600 sq feet. All with attached utilities.
- Dining hall: With facility for dining 40-50 people.
- Pantry/kitchen.

Apart from these, ETCs will require computers, laptops, printers, photocopying machines, fax machines, satellite receivers, video conferencing facilities, digital and video cameras, LCD projection systems, overhead projectors, audio-visual systems, etc. They will need to be equipped/upgraded with appropriate facilities for a Wi-Fi environment, LAN connectivity, and DTH connectivity for TVs (the details and numbers are given in the original report submitted to the state government).

15.3 Infrastructure Costs

An overview of the costs involved is given in Table 14.

Table 14: Infrastructure Costs for Establishing PRTI and ETCs

No.	Cost Head	Estimated Amount (Rs in crore)
1	PRTI Establishment Cost*	8.8
2	ETC Establishment Cost	3.85
3	11 ETCs Establishment Cost*	42.35
	Total Infrastructure Recommended for Bihar	51.15

*Note: *This includes only the construction cost. The other associated costs of ground leveling, water pipeline fitting, sewerage connection, termite treatment, etc. have been detailed out in the main report.*

15.4 Recurring Costs for PRTI and ETCs

Table 15 gives the recurring costs in terms of the annual fixed recurring costs and HR recurring costs for PRTI and the 11 ETCs.

Table 15: Recurring Costs for PRTI and ETCs

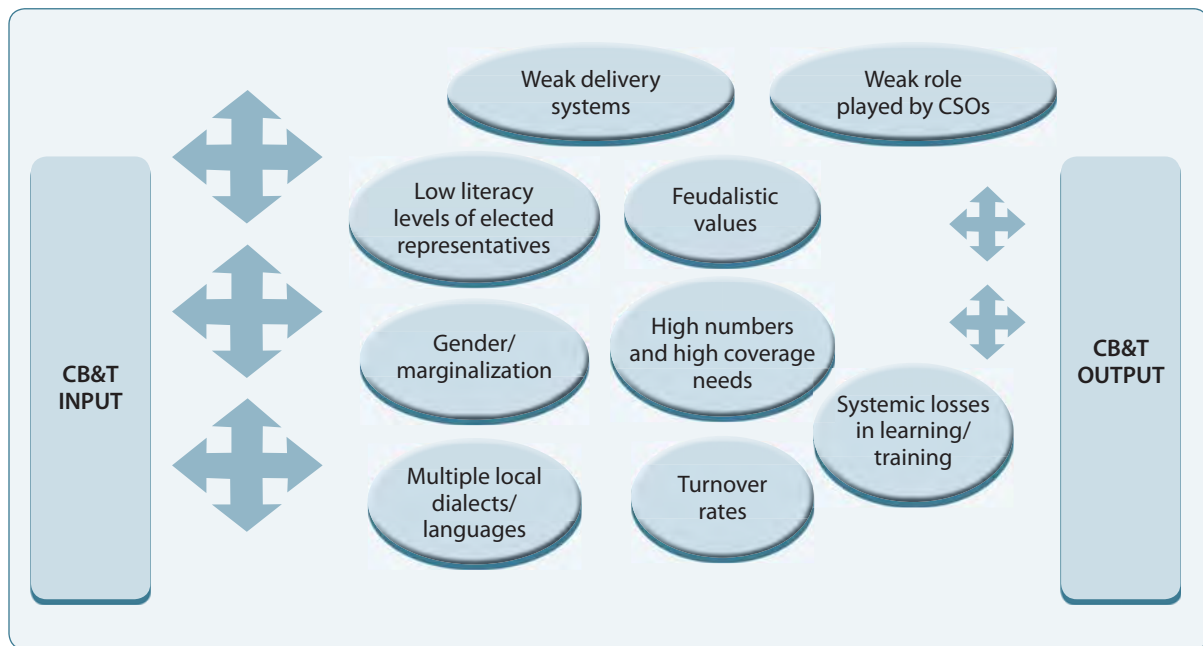
	Fixed Recurring (Rs in crore)	HR Recurring (Rs in crore)	Total (Rs in crore)
PRTI	1.05	1.61	2.66
ETC	0.46	0.39	0.85
11 ETCs	5.06	4.29	9.35
Total Recurring Costs			12.01

16. STRATEGIC FRAMEWORK FOR PRI-CB&T IN BIHAR

Following the field visit, the study team started developing an overall strategic framework for the state. The strategic framework is based on key practical issues and overall conceptual logic.

Practical logic — A complete package of 12 strategies is needed to ensure strong inputs which are higher than the sum total of all the challenges/deterrents in the environment to ensure acceptable outputs (Figure 13).

Figure 13: Challenges in PRI-CB&T

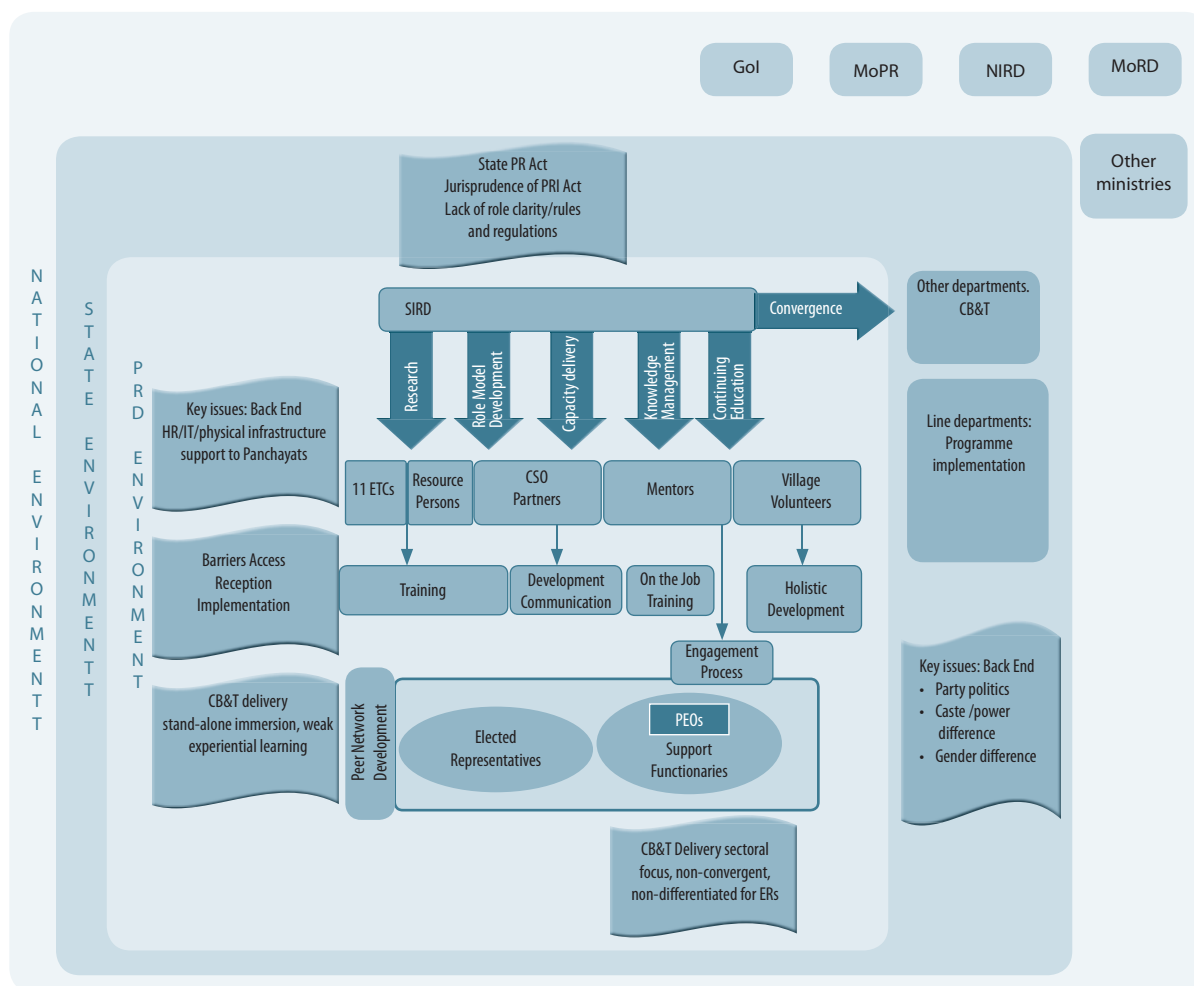


Conceptual logic — Sustainable developmental philosophy advocates a 3-pronged approach of:

- Developing individuals.
- Empowering constituencies/communities/primary stakeholders.
- Creating/strengthening an enabling environment.

Based on these, an overall strategic framework was developed for Bihar as the starting point (Figure 14).

Figure 14: Overall Strategic Framework for the State



As seen from the strategic framework and as iterated earlier in this report, 12 strategies were identified for a holistic PRI-CB&T for Bihar. These are:

1. Strengthening functional literacy.
2. A modified training strategy through a differentiated approach towards training (different methodology mix, training material, etc.), defining the core content.
3. On the job training for ERs.
4. Empowering engagement processes among PEOs and ERs.
5. Facilitating the development of a peer network.
6. Recognizing and rewarding role models from among PRIs and ERs.
7. Development communication.
8. Convergence.
9. Research.
10. Knowledge management.

11. Continuing education for resource persons.

12. A capacity delivery structure.

These 12 strategies together make a Package of Services (POS), which the state PRD/PRTI will provide. All 12 strategies together address dimensions of sustainable change and holistic capacity development.

PRTI is visualized as a catalytic nodal institute for holistic capacity development of PRI stakeholders rather than only as a training institute. A conceptual model of a training oriented approach to the holistic capacity development approach of transformational nature is given in Figure 15.

Figure 15: PRTI — A Transformational Change Creator

	Information Giving	Knowledge Providing	Capacity Development	Transformation AI
Objective	Provide all relevant information	Provide knowledge	Knowledge+ skills+ attitudes	All as previous+ enabling environment
Training/Learning Philosophies	Inputs based	Inputs based	Input based+ generation based	Generation based+ inputs based
Supply Chain Driver	Push mechanism	Push+pull mechanism	Pull + push mechanism, significantly demand driven	Pull mechanism, fully demand driven
Communication	One sided	Two way	Two-way + multi-way	Multi-dimensional
Methodology	Significantly lecture	Lecture+ interactive	Interactive and multi-modal	Multi-modal
Delivery Actors	Trainers	Trainers	Facilitators+ participants	Participants+ facilitators
Training Tools Used	Lecture and handouts	Lecture and handouts+	Role plays, exercises, games, exposure visits, story-telling, experience sharing, films, open/ focus/panel discussions, learning by doing, case studies	All previous tools +peer learning, climate of continuous learning

Identifying strategies is a starting point. The state PRD/PRTI needs to carry out some further tasks including:

- Field research as needed.
- Developing full-fledged strategies.
- Developing a technical plan.
- Estimating the budget.
- Developing appropriate systems including M&E.
- Deciding an appropriate nodal structure/HR required for implementing these strategies.
- Detailing the implementation plan.
- Implementing the strategies.

In this section we detail out the various strategies, including broad plans, budget estimates, M&E indicators, and the nodal structure needed for developing and implementing the strategies.

The strategies are developed:

- Based on rapid field research and an understanding derived from that. This understanding may be somewhat limited for precise detailing of operational strategies.
- Based on presumptions/assumptions where we did not have adequate data. We have highlighted all such assumptions/basis.
- Detailed to different extents.
- After taking into cognizance the work that is being done currently and that which has been done in the past, such as the BRGF Bihar Report by the World Bank.

These broad-based tentative strategies should be fine-tuned with more data, validation of basis/assumptions, and more precise estimates of resources and then implemented. While all the strategies can be individually implemented in a stand alone manner, implementing all of them together brings tremendous synergies and accelerates the strengthening of PRIs and their stakeholders.

17. TRAINING STRATEGY

17.1 Defining Training

Training is one of the major and most commonly utilized approaches for the capacity development of human resources (the other major approaches of capacity development of human resources include communication, mentoring, on-the-job learning, experiential learning, deputation, tagging along, and exchange programmes).

According to Wikipedia ‘The term training refers to the acquisition of knowledge, skills, and competencies as a result of the teaching of vocational or practical skills and knowledge that relate to specific useful competencies’.

Training is thus an input aimed at enhancing the capacity of human resources. Training can also be defined as a direct invasive procedure of the human mind for development.

While training can be used for a variety of purposes ranging from information and knowledge giving and skill development to bringing about attitudinal and transformational changes; the usual experience is that it works best for the first three purposes of information, knowledge, and to some extent for skill development.

17.2 Training in Context of PRI-CB&T and NCBF

In the context of the capacity development of PRIs, training is one of the most important strategies and also one of the largest components both input and cost-wise.

Recognizing the huge and mostly unaddressed need for capacity development of PRI functionaries, MoPR launched NCBF in July 2006 as a guiding document for training and capacity development of PRI functionaries. Most of the states initiated the implementation of NCBF through different strategies and succeeded to varied degrees. However, the states still need to go a long way in terms of absolute coverage and coverage, quality of training and resource people, and the timeliness of training.

This report provides a detailed plan for conducting the training as suggested in NCBF for ERs as well as training for the human resources involved in imparting training as well as in the delivery of all other strategies for capacity development suggested in this report.

17.3 The Current Training Scenario in Bihar

BIPARD, which was established in 2006, when the state ATI and SIRD were merged is under the control of the Department of Rural Development. The Director General of the institute has been made the de-facto Director of all other training institutes in the state. BIPARD conducts training for government officials and NGOs and has conducted some training for PRI-ERs also.

BIPARD has been conducting training for recently elected PR representatives in the state through its Centre for Panchayati Raj. It has conducted training for DDCs, Secretaries, and Zilla Parishad representatives on the issues of devolution. It has also brought out training modules under various themes.

Out of the earlier 18 Mukhia-Sarpanch Training Institutes, nine have been revived in the state. ETCs have been provided a small fund of Rs 5,000 per month to hire rented premises, which most are finding very inadequate and only one ETC has been able to hire premises for an office so far. The state PRD has detailed out a ToT module for training of resource persons who are to be involved in training for PRIs.

17.4 Training Load

Bihar has 38 Zilla Panchayats, 534 Panchayat Samitis (block level), and 8,463 Gram Panchayats. The total number of elected PR representatives is 1,238 ERs at the district level, 12,634 ERs at the block level, and 132,802 ERs at the village level. The total training load for Bihar thus comprises of nearly 1.5 lakh ERs which forms the training and capacity development delivery network for the state.

NCBF defines support functionaries as shown in Table 16 along with their number in Bihar. The total comes to nearly 4 lakh.

Table 16: Training Load of PSFs as per NCBF

No.	Panchayat Support Functionary Category	Designations	Total
1.	Panchayat Secretaries	Gram Panchayat Sachiv	8,442
2.	Junior Engineers	Junior Engineers	
3.	Anganwadi Workers	Anganwadi Workers	80,797
4.	Primary Health Workers	Health Workers (Male/Female (ANM))	9,130
5.	Public Health Workers	ASHA	87,135
6.	Panchayats' own employees such as bill collectors and clerks		-
7.	Agricultural Extension Workers		9,400
8.	Teachers and Education Administration Workers		~2.14 lakh

17.5 Training Functional Spread

Each of the PRI-ERs and support functionaries are expected to undergo a number of training schedules as per NCBF and as suggested in other capacity development strategies in this report. The objective of the CA&CDS exercise was to develop a strategy that ensured 100 per cent coverage of all PRI functionaries as per the NCBF suggested training framework. If we look at the current situation of the functioning of PRIs, the capacity development needs are much greater than the NCBF framework. The NCBF framework only aims at ensuring minimal requirements and not optimal needs. This report presents an approach somewhere in between the minimal and the optimal. The report can thus be classified as NCBF PLUS, which without being optimal, still goes beyond NCBF and addresses the CB&T needs of PRI functionaries in a realistic and achievable fashion.

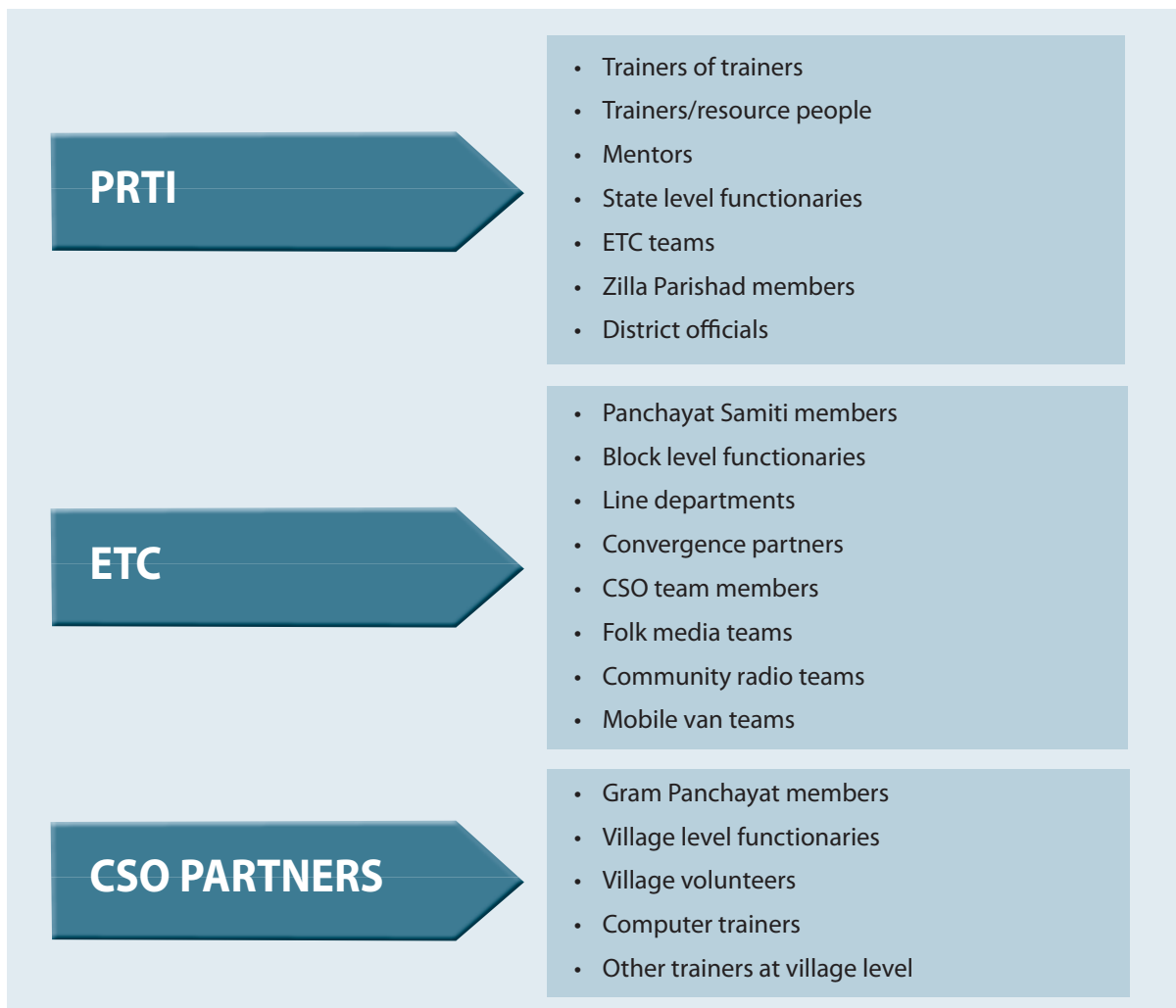
The training spread thus covered in this report is given in Table 17.

Table 17: Training Spread

No.	Training	Duration	Year	Target Group Covered
1	Foundation Course	4 days	1	Elected Representatives of all Panchayats and PSFs
2	Basic Functional Course	4 days	1	Elected leaders of all Panchayats and Chairpersons of Standing Committees and PSFs
3	Sectorally Focused Programme	6 days	1	Elected Representatives of all Panchayats and PSFs
4	Refresher	4 days	2,3,4,5	All Elected Representatives of all Panchayats
5.	ToTs	5	1	Resource Persons

17.6 Training Delivery Structure

A 3-tier structure is envisaged for training delivery with PRTI as the training node at the state level, ETCs as the training nodes at the regional level, and CSO partners as the training nodes at the block level (Figure 16).

Figure 16: Training Delivery Structure

17.6.1 PRTI Training Functions

The major training functions of PRTI can be envisaged as:

- Periodic training needs assessment for the state.
- Designing and developing a training strategy for the state.
- Designing and developing a training plan and budget for the state.
- Presenting plans and budgets to the state PRD and seeking approvals and funds.
- Designing and developing training systems and procedures for the state (including training needs assessment, training design, training module design, identifying training partners, identifying trainers of trainers and their selection, identifying and selecting trainers, training resource people's periodic assessment, training evaluation, training logistics, training documentation, and training costing).
- Designing and developing all training manuals for the participants and for resource people as required in local languages.
- Identifying trainers for training resource people.
- Conducting training for resource people.
- Preparing protocols for periodic assessment of training resource people.
- Ensuring modifications of training content and methodologies based on feedback from time to time.
- Fund management for training funds and disbursement and ensuring timely SoEs and UCs.
- Conducting training of trainers, state and regional level functionaries, convergence partners, etc. and all such training that is conducted at the state level.
- Training and impact evaluation.

17.6.2 ETC Training Functions

The major functions of ETCs for the training component can be envisaged as:

- Preparing district-wise training plans with budgets.
- Presenting plans and budgets to PRTI and seeking approvals and funds.
- Coordinating with district and block governments and line departments for training related activities.
- Preparing and maintaining a database of all PRI functionaries including ERs and support functionaries.
- Identifying and contracting CSO partners at each block level.
- Preparing a training schedule for each district.
- Overseeing the training being conducted by CSO partners.
- Management oversight of CSO partners (approving plans and budgets, providing technical support,

providing training and capacity development of CSO partners and their teams, monitoring, feedback, performance assessment, releasing funds as required and collecting SoEs and UCs, etc.)

- Fund management for training and its disbursement to CSO partners and ensuring timely SoEs and UCs.
- Conducting regional/district level training at ETC/other venues for Panchayat Samiti ERs, mentors, village volunteers, CSO team members, block level support functionaries, etc.
- Monitoring of CSO partners through monthly review meetings, reports, performance assessments, feedback systems, etc.
- Carrying out periodic performance assessment of the resource people as per guidelines set by the state PRD/PRTI.
- Ensuring timely and quality implementation of all activities and guidelines set by the state PRD/PRTI at district/block levels.

17.6.3 CSO Partner Training Functions

A CSO partner in each block is envisaged as the CB&T delivery node. The CSO partners will coordinate with empanelled resource people for the block and conduct training as per the training schedule and plan. The functions of CSO partners for training can be envisaged as:

- Developing a training plan and calendar for the block.
- Identifying suitable and convenient venues for conducting training.
- Coordinating with the block government and line departments.
- Creating a database with profiles of all the ERs for the given block and of all support functionaries and all other target groups for training.
- Identifying and short listing resource people for being selected as trainers. Final selection jointly with ETCs.
- Coordinating the management of the complete training cycle for training of ERs and support functionaries.
- Ensuring on-site release of TA/DA to participants and maintaining records and supporting documents.
- Preparing reports of all activities and sending them to the ETC.
- Attending monthly review meetings held by ETC and discussing progress and plans.
- Conducting regular performance assessment of the training resource people.
- Monitoring of all the activities through site visits and feedback from participants, local leaders, and government functionaries.
- Submitting timely SoEs and UCs and getting statutory audits done as per the guidelines.

17.7 Training Needs Assessment

Most of the training experts suggest training needs assessment as a precursor to any training design or training strategy development initiatives. However, in case of PRIs, the situation is slightly different and thus calls for a different approach. The training needs assessment studies basically look at two things:

1. Profile of the Trainee — this can include social and economic status, cultural profile, knowledge level, perceptions and beliefs, receiving capabilities, languages known and spoken, literacy level, inputs history, and preferred methods.
2. Knowledge/skill/attitude requirements — Based on the role the trainee is envisaged to perform the knowledge he requires to understand his role, the skills he requires to implement the knowledge, and the attitude he needs to take a balanced decision are listed vis-a-vis his current status regarding the same.

In case of PRI functionaries, the knowledge, skills, and attitude required for the role that they have to perform are clearly defined in the PRI Act. Thus, only the first part, that is, the profile of the trainee is required to be known to design sound training. However, the basic profile features of a majority of the PRI functionaries are more or less known with known literacy levels, absolute lack of knowledge about the functioning of PRIs, known gender differentials, and known awareness levels. It can be assumed that more or less most of the information required for a sound training design is known and a full-fledged training needs assessment may not be required at the onset.

At the onset, a database with profiles of the training target group at the state level can be of significant help. The state PRD currently possesses information on many of the profile features and this can be updated. The database may comprise of but not limited to the following features:

1. Name
2. Age
3. Gender
4. Caste
5. Village, block, and district
6. Designation
7. Literacy
8. Education
9. Previous history of functioning as an ER
10. Date since getting elected
11. Training attended

This database will provide significant information on the profile of the training target group for a full-fledged training needs assessment.

A qualitative training needs assessment may be planned in year 2 or 3, focusing on developing a qualitative understanding of the issues related to learning, methods of training, gaps in training, and other related issues. This can be outsourced to agencies with requisite capabilities and experience.

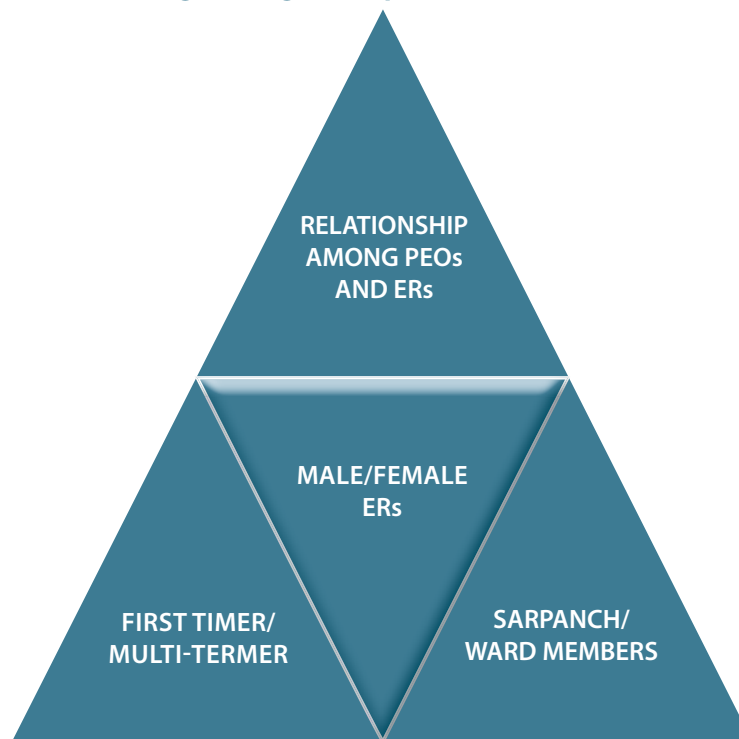
17.8 Training Design and Development

Training is an intrusive technology meant to influence the human mind. It involves changing concepts and thoughts along with knowledge and skills. It therefore needs to be precisely designed and skillfully implemented. Some of the important aspects that need to be addressed during the training design are:

17.8.1 Differential Approach

The current training approach, delivery, and material used are the same for all levels of ERs. It is accepted that different sub-groups of ERs have differing needs and will consequently require differing approaches, delivery methods, and material. The differential exists due to power, availability of information, gender and functional literacy, women, youth, first-time ERs and multi-termers (Figure 17).

Figure 17: Differentials Among the Target Group



17.8.1.1 Differential Approach for Panchayat Support Functionaries

Currently, as per NCBE, the training courses are the same for ERs as well as for the support functionaries. The support functionaries are trained along with the ERs. In a way, this would be good if it allowed for vertical and horizontal learning. But this is not the case.

Support functionaries require their own set of courses parallel to the present ones running for ERs (Table 18).

Table 18: Parallel Courses for Support Functionaries

No.	Course	Content as per NCBF	Ideal Content for PSFs
1	Foundation	Overview of Panchayati Raj	What they need to understand is how the scenario in PRIs has changed since they came into existence and their relevance in today's times.
2	Basic Functional	Covers the procedures and processes in the day-to-day functioning of PRIs	Support functionaries are well aware, and in fact are the main point persons for such procedures in Panchayats. They need to understand how they can assist ERs in better functioning during these processes.
3	Sectorally Focused	Covers the core sectors of Panchayats and provides information for delivery and monitoring of various development schemes and programmes	Sachivs are well aware of schemes and other support functionaries know the schemes in their respective sectors. What is required in this course is understanding coordination with the Panchayati Raj Elected Representatives for the various schemes
4	Computer Training	Basic computer literacy and web skills	Panchayat support functionaries need to have basic computer skills in today's information age. They need to be able to report online and not leave everything to a data entry operator at the Panchayat. They should be able to access relevant information from the web.

17.8.2 Core Content Development

While the modules are detailed out as *Aadharbhut Sanrachna*, *Aarthik Vikas evam Sadhrudikaran*, *Moolbhut Suvidhayein evam Janvyavastha*, *Saamajik Suraksha*, *Saamajik Nyay evam Kalyaan*, *Mahila evam Baal Vikas-Shiksha*, *Swasthya evam Sashaktikaran*, and *Prashikshakon ka Prashikshan* module, there is a definite need to develop a core content. The core content comprises of specific thematic areas, which are necessary for PRI-CB&T. PRTI will need to define the thematic areas, their precise contents including methods of delivery, and all relevant reference material. This is mandated due to reasons of:

- Ensuring precise delivery of knowledge relevant to statutes/Acts, duties, roles and responsibilities and other functioning of PRIs which are mandatory/governed by Acts and Rules and Regulations.
- Ensuring accurate and holistic delivery of developmental concepts as per the covenants to which India is a signatory (Universal Declaration of Human Rights, Beijing Platform for Action, United Nations Convention on the Rights of the Child, Convention on the Eradication of all forms of Discrimination Against Women, International Covenant on Civil and Political Rights, International Covenant on Economic, Social and Cultural Rights, Kyoto Protocol, etc.).
- Ensuring consistency and holistic approaches and frameworks and reducing the risks of 'individual/specific interest based' deliveries.

The five modules may be considered part of the core content and PRTI may include more thematic areas as considered necessary. Additionally for Bihar, a functional literacy module for specific ERs, a gender sensitization module for ERs in all the areas, and special modules for youth, women, and ERs may be considered as the basic core content.

17.8.3 Training of Trainers Design

Most of the time, the training of trainers is limited to imparting technical skills. In most of the instances, even the training manuals only comprise of technical skills or technical details on training topics. However, it is expected that the people being chosen as trainers for training will be technically sound and experts in their subjects. Thus, there is no point in providing them with a lot of technical content. One of the major

weaknesses of most of the ToT designs is that the training skills of the selected trainers lack focus. It is assumed that people with good technical skills can impart good training and so most of the time people with good technical knowledge are selected as trainers. This is a myth. The focus of ToT in fact has to be on the training skills of selected individuals. This will ensure the dual purpose of achieving effectiveness and efficient delivery by trained people and further training delivery in a cascade effect by the trainers.

Thus, training manuals for trainers will need to focus more on methods of imparting training rather than on technical content.

17.8.4 Based on Adult Learning Principles

The PRI training group is a typical group with very low literacy and no/limited exposure to the formal education system (in fact no previous learning experience). Everything that this group has learnt would be through experiential learning methods. The PRI training would probably be their first experience of 'Training'. The training design thus will have to be designed keeping this in mind and will have to be based on adult learning principles. It has to be designed based on activity oriented learning rather than power point presentations and charts. We as adults learn through observations, mimicking, films, case studies, life situations, etc. The same principles need to be incorporated in the design of the training to make it more acceptable, absorbable, and implementable. This essentially means converting the knowledge into value additive knowledge products through case studies, planned and facilitated exposure visits, storytelling, experience sharing, role plays, live problem solving exercises, games, and group work.

17.8.5 Training Methodologies

Currently the training is by and large lecture-based and delivered in a one-way communication mode. There is very little exchange between the trainer and the trainees due to a variety of reasons, including language, power, gender, interest levels, and degree of understanding. The training needs to be vibrant, interactive, and in a dialogue form between the trainer and the learner. Good training should be like a good theatre experience. Research has shown that people first remember feelings and then the skills associated with training. Thus, sound training should bring out positive feelings like enjoyment, curiosity, laughter, and interest. This will require a fusion of design, audio-visual aids, faculties, facilitators, and a good training arboriculture. The training design should ensure various methodologies to make the entire experience memorable for the learners.

The methodology mix should therefore include games, to-do-activities, case studies, storytelling, simulation exercises, problem solving games/exercises, and role plays. The methodology should be learner centric rather than trainer centric.

17.8.5.1 Training Ground Rules

To be successful, training will require minimal but adequate ground rules to ensure a consistent learning climate. Normally, the trainers and the participants together establish such ground rules before the training starts. In this case it is desirable that some minimum ground rules be circulated among participants prior to the training. These ground rules will help in building a climate conducive to learning during the training. These may include:

- Mandatory attendance of invited ERs/participants, full time for all days of the training.
- Restrictions, unless deemed needed, on presence of uninvited guests.

- Prohibition on using mobiles during training and all mobiles on silent mode during training. Any urgent phone calls should be attended to after going out of the training room.
- Training as a neutral ground and not as a political platform for scoring/debating points unrelated to the thematic areas of training.
- Respect for all and courtesy to all to complete their points and speak out.

More ground rules may be thought of by the state as required.

17.8.5.2 Alternative Training Methodology — Panchayat Laboratories

Training, as mentioned before, is currently conducted in cascade mode outside the job situation of ERs and support functionaries. This causes loss of information and knowledge during dissemination. Panchayat Laboratories are therefore suggested as an alternative training methodology.

Objective

The objective of this method is to allow easier internalization of roles, responsibilities, functions, and other relevant information that is normally provided during traditional training methods.

Structure

Panchayat Laboratories are envisaged as 2-day programmes that simulate everyday scenes from a Panchayat. The batches will be such that they allow horizontal and vertical learning, that is, one batch will comprise of all the stakeholders of a particular Panchayat. For example, at the Gram Panchayat, it will comprise of all the ERs, Sachivs, Vikas Mitras, Rojgar Sewaks, etc. Scenarios involving all these stakeholders will be created to work through.

Benefits

The advantages of this kind of training methodology are multiple:

- Internalization of procedures, roles, responsibilities, and information.
- Faster and more effective grasping of concepts.
- Addresses power differentials by working with support functionaries and ERs.
- Addresses gender differentials by bringing men and women ERs to the same platform.
- Time saving — Panchayat Laboratories can, if done effectively cover all requisite aspects for PRI functioning in lesser time than the 10-14 days as planned in NCBE.
- Cost effective — Can be conducted at the village level which saves costs for venue and TA/DA. The only costs incurred will be on food and for facilitator/trainer.
- Attendance would be higher since the venue would be closer to the ERs.
- Would be an appropriate methodology till functional literacy improves among ERs.

The possible downsides of this method will be the requirement for a large number of trainers if all training is to be conducted simultaneously. The trainers will require a different kind of training for facilitating intense sessions. Trainers' skills will have to be very high for Panchayat Laboratories to serve their purpose and this level may not always be available.

17.8.5.3 Training Methodologies for Illiterate/Semi-Literate Trainees

As per Census 2001, Bihar had a literacy rate of 47.53 per cent. This has gone up to 63.82 per cent as per the provisional Census 2011 data but it is still the lowest literacy rate in the country. Among females the literacy rate is 53.33 per cent, leaving nearly half the women illiterate.

This situation will have to be taken into consideration when planning and designing training programmes for ERs, more than 50 per cent of whom are women. Training methodologies will have to focus more on interpersonal exercises. Written material like handouts and power point presentations will not be effective. Therefore, exercises like role plays, simulation exercises, movies, and other audio-visual medium should be focused on as training material and methodologies. The audio-visual medium has more impact and will remain with the participants longer than the written word. Panchayat Laboratories will work well for groups with low literacy levels.

17.8.6 Training Manual Specifications

PRTI will develop a Resource Persons Manual and a Learners Manual for each training topic. All the training manuals need to be comprehensive, self-explanatory, user friendly, and self-contained.

Resource Person Manual

- Credits
- Contents
- Abbreviations
- Glossary
- Objectives of the manual
- Resource person prerequisites
- Intended users
- Directions for use of the manual
- Training specifications –
 - Registration format
 - Duration
 - Training type — residential or non-residential
 - Daily timings
 - Sitting arrangements
 - Venue specifications
 - Other facilities required at the venue
 - Maximum and minimum number of participants
 - Group and gender mix

- Contents of the training kit
- Soft board/white board/black board requirements
- Audio-visual aids required
- Instructions about group photo
- Overall Session Plan
- Session-wise break up with the following sub-sections:
 - Title of session
 - Duration
 - Material required for the session
 - Learning points from the session
 - Learning point-wise description of each point and content within
 - Introduction
 - Methodology for each learning point with description
 - Copy of display (slides, charts, photos, etc.)
 - Tips for resource people with methods for assessing and ensuring participants' attention, understanding, and retention
 - Pre- and post-test format
 - Session evaluation format
- Training evaluation format
- Sample certificate
- FAQs
- Bibliography
- Reference material
- CD/photos/chart/any other material to be used during the training to be kept in front or back cover pockets designed for the purpose

Learner Manual

- Credits
- Contents
- Abbreviations
- Glossary
- Objectives of the manual
- Intended users

- Directions for use of the manual
- Overview of the topic
- Objective of the training
- Overall session plan
- Topic-wise break up with the following sub-sections:
 - Title of topic
 - Key learning points
 - Description of each point
 - Question and answer to assess learning
 - Objective at the end of the topic
- FAQs
- Bibliography
- Reference material
- CD/photos/chart/any other material relevant for the training topic to be kept in front or back cover pockets designed for the purpose

17.8.7 Training Manual Design and Development

BIPARD has developed the following manuals for participants:

- *Aadharbhut Sanrachna.*
- *Aarthik Vikas evam Sadhrudikaran.*
- *Moolbhut Suvidhayein evam Janvyavastha.*
- *Saamajik Suraksha, Saamajik Nyay evam Kalyaan.*
- *Mahila evam Baal Vikas-Shiksha, Swasthya evam Sashaktikaran.*

PRD has come out with a trainers' *Prashikshon ka Prashikshan* module which is large and comprehensive.

Based on the training strategy and coverage suggested in this report, some new manuals will have to be developed in addition to the existing ones (see Table 19). The existing ones may need to be modified based on the specifications provided earlier to make them more efficient.

Table 19: List of Training Manuals to be Developed

No.	Name of the Manual	Intended Users	No. of Copies Required
1	ToT Manual — Trainers Reference Book	Block Resource Persons	2,140
2	Foundation Course — Participants Manual	Elected Representatives and PSOs	9,035
3	Basic Functional Course — Participants Manual	Elected Leaders of Panchayats and PSOs and Standing Committees Chairpersons	9,035
4	Sectorally Focused Programme — Participants Manual	Elected Representatives of Panchayats and PSOs	9,035
5	Foundation Course — Trainers Manual	Resource Persons	2,140
6	Basic Functional Course — Trainers Manual	Resource Persons	2,140
7	Sectorally Focused Programme — Trainers Manual	Resource Persons	2,140

It is envisaged that PRTI will take up the responsibility of defining and developing curricula for the core content and all the envisaged manuals. PRTI will also seek the assistance of external experts as and when required. The manual design and development process may also be outsourced with overall design and inputs being provided by the PRTI team. The PRTI team will prepare the overall design and objectives of each of the manuals and also provide a profile of the intended users and resultant inferences on the manual design. The team preparing the manual will need to further develop the manual in consultations with the PRTI team. Once developed, PRTI will carry out a peer review of the manual which will be followed by a pre-testing exercise with intended users. The feedback will be incorporated and the manual modified accordingly.

PRTI should also ensure appropriate vetting and approval prior to the circulation of the manuals.

All the manuals should be developed in local languages (like Bhojpuri, Maithili, and Angika) using local accents and terms. It is envisaged that one manual per Panchayat will be provided for the participants.

The costing for the manual design and development may be budgeted as per Table 20.

Table 20: Tentative Costing for Manual Design and Development

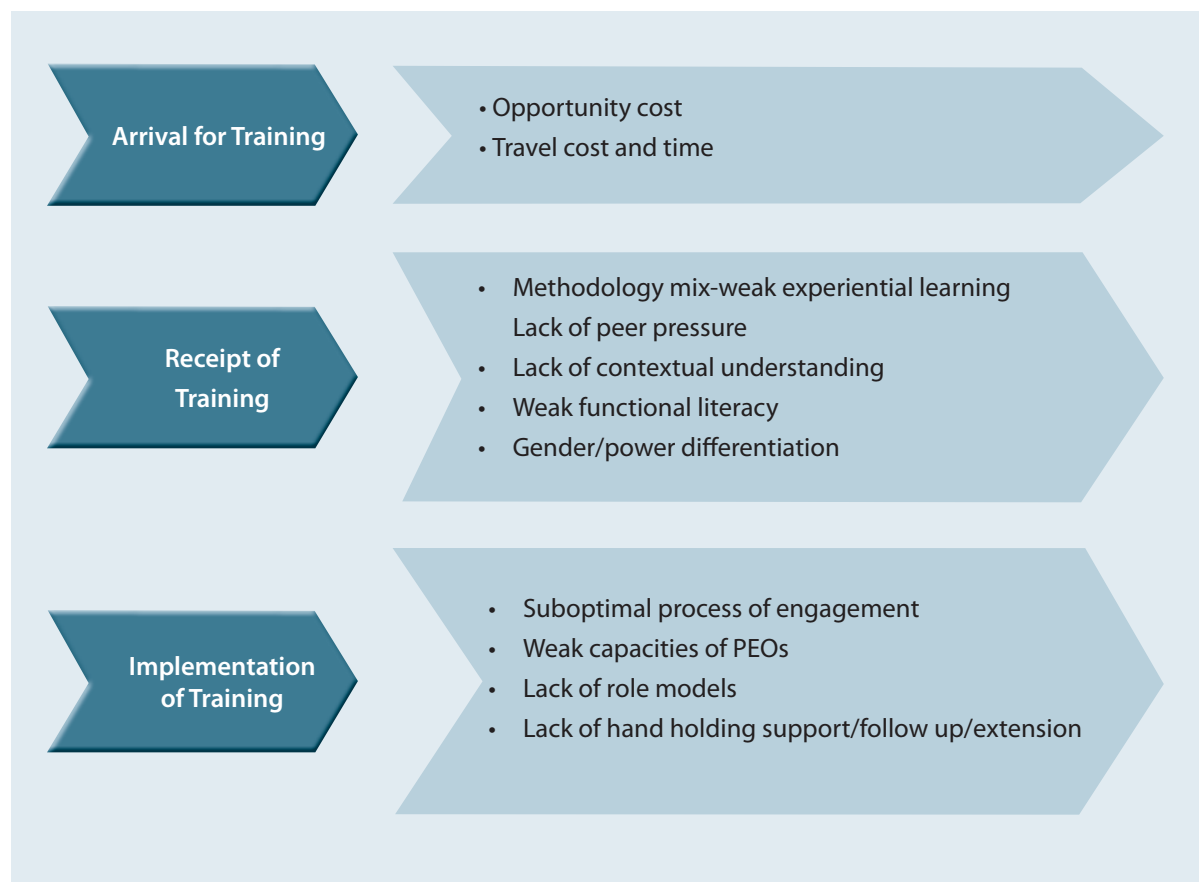
No.	Item	Tentative Cost Estimates
1	Design of Manual	Rs 150,000-300,000
2	Reproduction of Manual	Rs 200-600 per printed copy

In all, we envisage about seven training manuals that will have to be developed of which about 40,000 copies would be required. Based on the indications given in Table 20, the total design cost is estimated at about Rs 21 lakh and the printing cost at about 2.4 crore.

17.9 Training Delivery

As discussed earlier in this report, some of the major constraints in PRI-CB&T are at the level of training delivery. These include issues related to access, timely information, TA/DA rates, food, facilities at the venue, sitting arrangements, trainer-trainee interaction, participant involvement, group composition, power dynamics within the group, and gender differentials. Figure 18 gives the major issues in accessing and using training by ERs.

Figure 18: Key Issues in Training Access and Usage by ERs



Some recommendations for addressing these issues at the level of training delivery are:

- **Information:** Timely information to be provided to participants and reconfirmed. Their participation to be confirmed through repeated reminders.
- **Scheduling:** Care should be taken not to schedule training during local festivals and events, on Gram Sabha and Panchayat meeting days, or coinciding with other training.
- **Venue selection:** The venue for training:
 - Should be such that it is easily accessible by a majority of the participants.
 - Has good connectivity.
 - Can be located easily.
 - Has comfortable facilities.
 - The training room should be peaceful with no/minimal external disturbances.
 - Should have adequate space for group activities.
 - Should have adequate space and arrangements for participants' seating.
 - Should have proper lighting and air ventilation with fans.
 - Plug points for connecting laptops, projectors, TV, or other equipment.

- **Group composition:** The grouping should be based on the type of training. However, for certain type of training, separate training for men and women and separate training for elected leaders and members should be planned to increase participation.
- **Trainer-trainee interface:** Various activities may be used for increasing trainer-trainee interaction during the training. One way is by incorporating games/activities, which will help this process. Our experience from the field suggests that a trainer from a similar age group, same geographical region, and particularly from a peer group (worked as ER) is much better accepted by the participants.
- **Training aids:** All required training aids like projector, TV, DVD player, speakers, white board, markers, charts, stationery for group activities, microphones, cameras, pens, and pencils should be available. Other required training aids for planned activities during the training should also be readily available. CDs should be available in case movies are to be shown.
- **Accessories:** Care should be taken in providing the following facilities as per the needs of the target group:
 - Drinking water and disposable glasses.
 - First aid kit with sanitary napkins.
 - Separate toilets for men and women.
 - Wash areas.
 - Play area, activities and kits for dependent children coming along with EWRs.
- **Food:** Should be as per local tastes and tradition. Care should be taken to respect local customs and traditions. Food/snacks for fasting days should also be made available. Servings should be adequate.
- **TA/DA distribution** should be done at fixed timings and without disturbing the training time. It should not be done simultaneously with ongoing training.

17.10 Training for Disaster Affected Districts

According to the Bihar Disaster Management Department's website, in 2009 18 districts, 91 blocks, 602 Panchayats, and 1,549 villages were affected by floods. In these areas, training for PRI-ERs will have to be kept flexible keeping in mind the ground situation. The annual plan for training will have to be made after finding out the months in which the districts might be affected by disaster and planned accordingly to complete the training before the monsoon season. Another additional component of training in the disaster affected areas will be training ERs on disaster management as it would prove to be helpful and contextual during such periods in the year.

17.11 Training Resource People

The state already has a team of 119 MRPs and 1,682 DRPs involved in imparting training to ERs and support functionaries. However, based on the training load worked out by the study team and based on the strategies suggested in this report, the state will require resource people broadly at three levels. One is at the block level to cater to the training of all ERs and village and block level support functionaries. Another set of resource people will be required to train other functionaries like mentors, district-level support functionaries, CSO partners, and block-level resource people. Then the state PRD will also need to engage an expert resource agency to provide training to the state PRD, PRTI, and ETC functionaries as well. Table 21 provides a structure of the kind of resource people/agency that will be required for different target groups.

Table 21: Resource People at Different Levels

Block Resource People		State level Resource People		Resource People for State PRD*	
Target Groups Catered	Training Location	Target Groups Catered	Training Location	Target Groups Catered	Training Location
All Elected Representatives at GP and PS level	Block and ETC respectively	CSO teams	PRTI	ETC Teams	PRTI/Other
Village Volunteers	Block level	Mentors	ETC	PRTI Teams	PRTI/Other
Support Functionaries at GP level (For example, ANMs, ASHAs, AWWs, PEOs, etc.)	Block level	District level Elected Representatives and Support Functionaries	PRTI	State PRD Team	PRTI/Other
Block level Support Functionaries	ETC	Community Radio Station Teams	ETC	State level Resource People	PRTI/Other
Mobile Van Facilitators	Block level	Block level Resource People	PRTI		
Folk Performance Team Members	Block level				

*Note: * This will have to be carried out either by an expert resource agency (consultant agency) or MoPR.*

17.11.1 District Resource People

Currently there are about 1,682 district-level resource persons for training in the state. The total requirement for resource people will go up significantly for implementing the training as per NCBF and this report's recommendations. We envisage a requirement of four resource people per block. We also envisage that at the district level, training should be scheduled keeping in mind the availability of the resource people, so that resource people are always available. The block resource people will also cater to nearby blocks as per requirements. The training plan developed by the study team envisages about 2,136 resource people for the entire state.

PRTI will need to formulate criteria for selecting resource people. CSO partners can identify and short list the resource people and the list can be finalized in consultation with respective ETCs based on the criteria decided by PRTI. PRTI will identify and select trainers for training of these empanelled resource people. All the empanelled resource people will need to go through rigorous training at PRTI as per NCBF's prescribed guidelines. Only resource people completing this training successfully will be selected as state training

resource people. The selected resource people will thereafter provide the training organized and conducted by the CSO partners at the block level. Senior and experienced resource people will be identified to work as senior resource people and will conduct training at the ETC level. PRTI will maintain a database with profiles of all the successful and unsuccessful resource people and will keep updating the information about their work and feedback received.

Periodic assessment of the resource people will be carried out every year which can be a combination of a written test, an assessment of their training (by observing the training conducted by them) by experts and year round feedback from participants' feedback forms and subjective feedback of CSO partners. PRTI will need to design an assessment tool based on the criteria provided above.

17.11.2 Master Resource People

The state currently has 119 MRPs who have trained the present cadre of DRPs. Their role under the proposed plan will be to train an additional 454 DRPs which has been envisaged under the training plan.

There is also a possibility that the MRPs may be deployed as mentors under the on-the-job training strategy according to their skills and availability. As mentors they will guide ERs and support functionaries at meetings at all the three levels. They will have adequate knowledge regarding PRIs but they will still have to undergo mentoring training, once chosen.

17.11.3 State Level Resource People

State-level resource persons will impart training to district level ERs and support functionaries. The state-level resource people are envisaged as providing mentoring training to mentors and to PEOs within on-the-job training and PRI-PEO empowering engagement strategies. Apart from this, they will also orient the 534 CSO partners in the initial stages.

17.11.4 Resource Agency for State Level Functionaries

For providing training to state-level resource people, state PRD, PRTI teams, and ETC teams, the state PRD will have to identify and engage an expert resource agency specializing in providing such training. The agency will have to be of national/international repute and should have a good track record for carrying out such assignments. MoPR's assistance may be sought to identify such agencies. This will need to be done on an outsourcing assignment basis.

17.12 Training Assessment

PRTI will need to develop a strong M&E framework for all training related activities. The Knowledge Management Strategy discussed in Chapter 25 provides some basic information regarding indicators for monitoring and evaluating all strategies, including the training strategy. CDLG is also in the process of preparing a national M&IE guide for use by states/UTs. Some of the strategies here are:

- Training report formats to be developed by PRTI.
- All training to have detailed training reports submitted to ETCs.
- All training to have pre- and post-knowledge gain assessment tests, formats to be designed for each training by state PRD/ PRTI, to be part of the training manuals.
- All training to have concurrent evaluation through session end assessments as well as overall evaluation at the end of the training. This should cover all aspects of training including:

- Information
 - Access
 - Venue selection
 - Facilities
 - Lodging and boarding
 - Faculty assessment
 - Content
 - Methodology
 - Group dynamics
 - Training aids and material
 - Training kit
- Every training programme is to be scored by the CSO partners. Monthly assessment reports to be prepared by CSO partners and submitted to ETCs.
 - All assessments to be fed into MIS by ETCs.
 - ETCs to assess CSO partners and resource people through MIS, training reports, and training visits.

17.13 Training Repository

State PRD/PRTI will need to maintain a strong repository of training related data and documents. The PRTI and ETC libraries should have important and known training books, documents, reports, research reports, guidelines, frameworks, and strategy documents related to PRIs and decentralization, training manuals developed by other states/countries/donor agencies, legal documents, Acts, GRs, Amendments, Laws, etc.

State PRD/PRTI and ETCs should also subscribe to various newsletters and magazines related to training and PRIs.

PRTI and ETCs should also have a collection of various training material, learning aids, posters, charts, flip books, CDs, films, etc.

State PRD/PRTI and ETCs should maintain various databases including but not limited to the following:

- Trainers database.
- Resource people database.
- Documents database.
- Consultants database.
- CSO database.
- Support institutions database (research agencies, documentation, publishing, training institutions, etc.).
- ER database.
- Support functionaries database.
- Important contacts database.
- Suppliers database.

17.14 Implementation Costing

The training costs for the first year are given in Table 22.

Table 22: Training Costs for First Year

Course	ZP		PS		GP		Total
	No. Of ERs	Training cost (in Rs)	No. Of ERs	Training cost (in Rs)	No. Of ERs	Training cost (in Rs)	
Foundation course	1,238	61,90,000	12,634	3,43,64,480	1,32,802	18,59,22,800	22,64,77,280
Basic Functional	266	13,30,000	3,738	1,01,67,360	50,778	7,10,89,200	8,25,86,560
Sectorally Focused	1,238	92,85,000	12,634	5,15,46,720	1,32,802	27,88,84,200	33,97,15,920
Total	2,742	1,68,05,000	29,006	9,60,78,560	3,16,382	53,58,96,200	64,87,79,760

The cost of training for the first year is Rs 64,87,79,760. The total refresher costs for one year are given in Table 23.

Table 23: Refresher Costs for One Year

Course	ZP		PS		GP		Total
	No. of ERs	Training cost (in Rs)	No. of ERs	Training cost (in Rs)	No. of ERs	Training cost (in Rs)	
Refresher	1,238	61,90,000	12,634	3,43,64,480	1,32,802	18,59,22,800	22,64,77,280

The total refresher costs for the remaining four years comes to Rs 905,909,120. The summary costs for training for five years are given in Table 24.

Table 24: Summary Cost of Training for 5 Years

No.	Training	Cost (in Rs)
1	Foundation Course	22,64,77,280
2	Basic Functional Course	8,25,86,560
3	Sectorally Focused Course	33,97,15,920
4	Refresher Course	90,59,09,120
Total		1,55,46,88,880

18. DEVELOPMENT COMMUNICATION STRATEGY

18.1 Introduction — Development Communication

Development communication (DC) is communicating for the empowerment of constituencies. In this connection, the power of the media, the fourth pillar of democracy, to influence people is well accepted.

One of the targets of the Millennium Development Goal 8 ('Develop a global partnership for development') states, 'In cooperation with the private sector, make available the benefits of new technologies, especially information and communications'. The goal aims to decrease the digital divide and increase people's access to information and communication technology through public private partnerships (PPPs).

18.2 Current DC Strategy

Bihar is one of the most backward states with poor human development indicators for most districts. The overall poverty levels in the state are one of the highest in the country, with 1,13,40,990 households living below the poverty line. The literacy rates are also the poorest in the country with an average literacy rate of 47.53 per cent.

Against this backdrop, PRTI/state PRD does not have a clear DC strategy, plan, or budget. All GoI's flagship programmes like SSA, NRHM, MGNREGS, the Total Sanitation Campaign (TSC), and IAY provide budgets for soft interventions including CB&T, IEC/BCC, advocacy, and community mobilization. However, these efforts are planned and implemented separately by various line departments without any convergence (except MGNREGS which flows through PRIs). The net result of all IEC/BCC efforts in the state is scanty, sporadic, and non-targeted.

18.3 Objectives of the Proposed DC Strategy

The objectives of the DC strategy are reducing the information and knowledge divide among ERs and rural citizens, reducing poverty, and strengthening the enabling environment inter-alia strengthening the foundations of PRIs, including Gram Katchaharies, Gram Sabhas, and Panchayats.

18.4 Specifications of the DC Strategy for Bihar

Broad specifications for the DC strategy comprise of:

- Targeted at ERs and rural citizens with differing coverage among the most backward districts of the state.
- Culturally sensitive and contextually relevant contents delivered through modern ICT and traditional mediums existing in the state.
- IEC/BCC waves planned to synergize with ERs' training cycles.
- Piloting and scaling up as per guesstimates of available resources in the state.

18.5 Overall DC Plan

The overall DC plan is given in Table 25.

Table 25: The Overall DC plan

No.	Cost head	Route	Coverage	Capital cost (in Rs)	Recurring cost per year (in Rs)
1	Community Radio Stations	PPP	20 radio stations in selected 16 districts	56,291,400*	12,840,000
2	Radio Distribution	Contracting	20% of total HHs in selected 16 districts	2,35,74,932	NA
3	Mobile Vans	Contracting	9 vans for selected 16 districts	NA	1,35,99,360
4	Folk Performances	Contracting	Performances in GPs (50%) in 16 districts twice p.a. through 10 teams	NA	28,00,000
5	Indoor-Outdoor Material	Contracting	Includes movies, audios, flipcharts, flyers, wall paintings	NA	59,35,000
6	Mass Media	Contracting	144 radio and 96 television broadcasts p.a. on Aakashvani and Doordarshan	NA	23,26,800
Total Costs				7,98,66,332	37,501,160

*Note: *The cost of equipment has not been added in this cost as it will be repaid by the CSOs over a period of time once they become economically viable in 2 years.*

The detailed strategy for each of these is now discussed.

18.6 Strategy 1: Community Radio Stations

18.6.1 Brief History and Provenance of Community Radio Stations in India and the World

Community radio stations (CRS) are still a relatively new concept in India but they have been around for a while in other parts of the world. In Africa, Latin America, and South Asia, they have led to information movements. According to the Rockefeller Foundation (<http://www.devmedia.org/documents/Position%20paper.htm>) the community radio movements that stand out are in Africa and Latin America. By definition, CRS cannot succeed without local control, citizen participation, local issues-based programming, and open access. Yet, a radio remains essentially a top-down methodology; that is, someone decides what will be broadcast, it airs this content, and it is received passively by listeners. The better CRS, such as Cape Flats' (South Africa) Bush Radio, Radio Zibonele in the Khayelitsha community of Cape Town, and South Africa and Alexandra Township's community stations focus on audience participation. New programming stems from the suggestions that listeners make when phoning into stations, or when they are working there as volunteer staff. Critical issues facing the communities are discussed — and problem solving happens in real time — on the air (<http://www.tv4d.org/assets/pdfs/4.pdf>).

According to an article in the Economic and Political Weekly (31 May 2003) '...in India this is a medium which has been kept gagged. India could in fact learn from the experiments going on elsewhere in the globe and in the neighbourhood, to realise the worth of this potent tool. The Philippines has taken community radio to new heights; even tiny Nepal has opened up its community broadcasting, lending a diversity to the voices heard on the airwaves of the Kathmandu Valley and beyond' (<http://www.communityradioindia.org/cr%20resources/Noronha.pdf>).

India's first CRS became operational on 1 February 2004, at Anna University, Chennai, after it obtained a license from the Ministry of Information and Broadcasting (MoIB). Some of the major landmarks in the history of CRS in India are:

- January 2003: Campus radio guidelines.
- May 2004: MIB workshop to design an enabling framework for CR in India.
- October 2005: Proposed inclusive CR policy with GoM.
- September 2006: GoM clears CR policy.
- 16 November 2006: Cabinet approves policy.

Today there are more than 100 operational CRS in the country, some of which are:

- Anna CRS run by Anna University, Chennai.
- Sangam run by Deccan Development Society in Andhra Pradesh.
- Radio Active.
- KumaonVani, Uttarakhand.
- Namma Dhvani, Budikote, Karnataka.
- Radio Namaskar, Konark, Orissa.
- Kalanjiam Samuga Vanoli, Nagapattinam, Tamil Nadu.

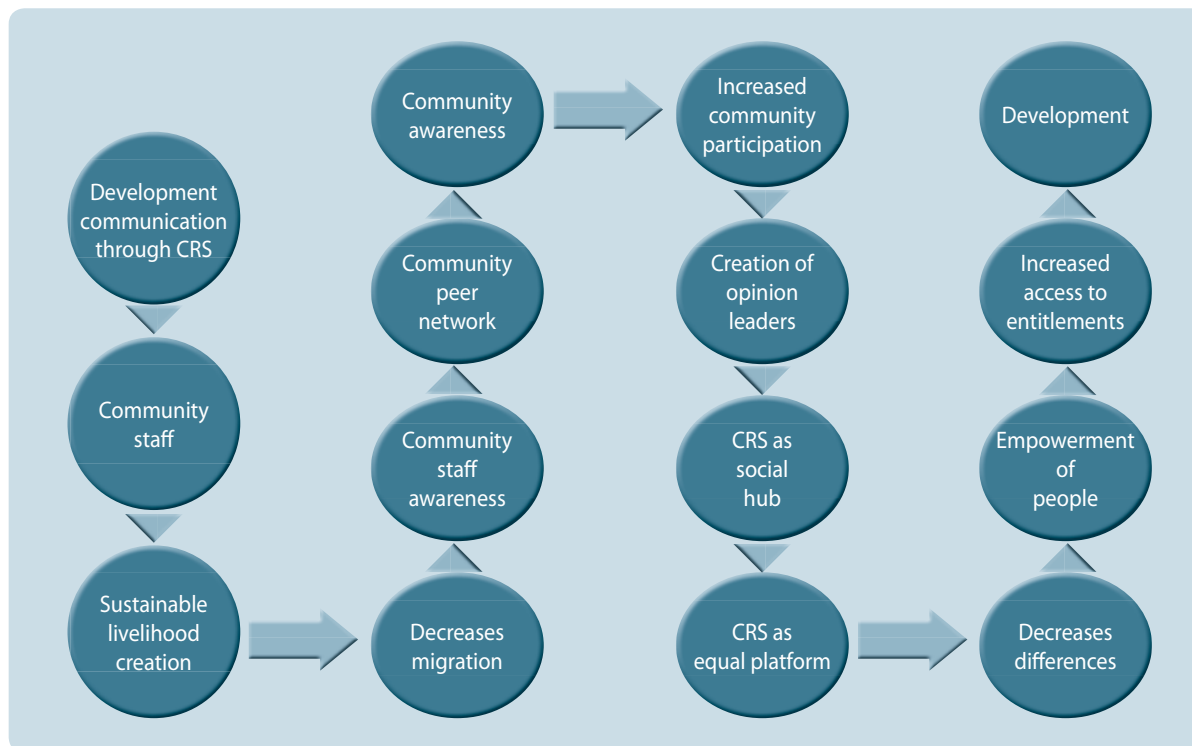
Each of these has success stories about how development in the area increased through an increase in dissemination of information and the empowerment of the people due to participation in the radio station's activities.

18.6.2 National Community Radio Station Policy Guidelines

MoIB came out with policy guidelines for setting up community radio stations in India in 2002 which specify the way in which a license can be obtained, and who is eligible to obtain a license. It also explains in detail what kind of programmes and content may be broadcast through the community radio and what type of content is disallowed in order to maintain peace and harmony. Some of the highlights of these policy guidelines are given in Annexure 4.

18.6.3 Need for Community Radio Stations in Bihar

CRS is a mid-media and a cost effective strategy with high coverage and high reach per cost ratio. Additionally, the strategy is livelihood centric and helps in community mobilization because of the involvement and ownership of rural/tribal communities in developing and broadcasting programmes. It is an appropriate strategy for the interiors which are difficult to reach through mass media. Community radio stations are also broadcast in local dialects making them more engaging. The high multiplier impacts of CRS are given in Figure 19.

Figure 19: Multiplier Impacts of CRS

18.6.4 Spectrum of Community Radio Programmes

The community radio programme menu is seen to be wide, covering:

- Marketing of SHGs and their products.
- Tie ups with fairs for making announcements so that SHGs and other producers can know where to sell their products.
- Announcing rates of different products in different markets so that SHGs and producers know the rates and are not cheated when selling their products.
- School visits and getting children acquainted with the radio station and its philosophy.
- Each class in the school can visit the radio station on rotation and prepare a programme to be broadcast.
- Opinion leaders' including ERs' talks on developmental issues.
- World news/state news with local contexts and in the local language. The station will provide a window between the world and rural/tribal communities.
- Government/line departments' announcements of programmes, schemes, events, PDS days, and training.
- Significant local news with developmental content.
- Community announcements.

- Corporate announcements.
- Expert talks/discussions.
- FAQs about relevant themes.
- Commercial advertisements (5 minutes per hour of broadcasting according to the policy guidelines).

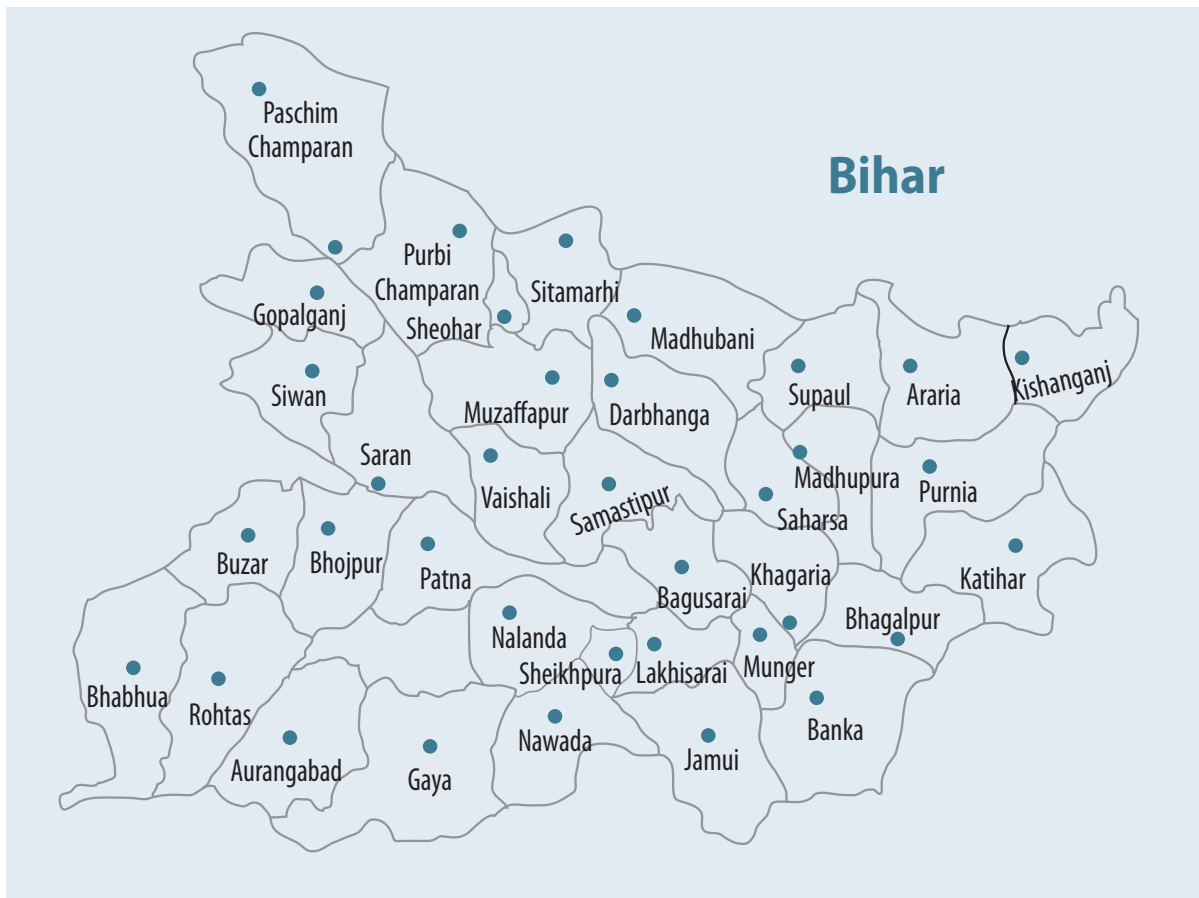
18.6.5 Community Radio Plan Components

18.6.5.1 Identifying Locations for CRS

Twenty CRS locations have been tentatively identified to achieve planned coverage. These include 16 districts with the lowest literacy rates, that is, below 45 per cent (according to Census 2001); some of these districts also have high poverty levels. They are: Araria, Banka, Darbhanga, East Champaran, Jamui, Katihar, Kagharia, Kishanganj, Madhepura, Madhubani, Purnea, Saharsa, Sheohar, Sitamarhi, Supaul, and West Champaran.

This plan proposes 20 CRS to start with but also gives a detailed plan for 50 CRS for when the state may decide to scale up the programme depending on the response. Twenty CRS will approximately cover around 17 per cent of the district population and 50 CRS will cover on average around 40 per cent of the district population. Figure 20 gives the coverage of the 16 proposed districts through CRS.

Figure 20: Planned Locations of CRS in Bihar



Precise locations of the CRS will depend on several other factors, including:

- Should be connected by road.
- Should have access to electricity.
- Should be in the vicinity of a town.
- Available land (if locating CRS in any planned/existing PRI building is not possible).

18.6.5.2 Technology Selection

The national policy guidelines define appropriate technology as:

- A 50W transmitter along with a 30m pole with a coverage radius of approximately 10km.
- Apart from this, the other technology/equipment required along with estimated costs for each station are given in Annexure 5.

18.6.5.3 Estimating Physical Infrastructure and Costs

Detailed estimated costs of one CRS based on the national policy guidelines and approximate construction costs (as per prevailing market rates) are given in Annexure 6. The recurring costs are given in Annexures 7. The capital cost for 20 CRS comes to Rs 5.86 crore and recurring cost comes to Rs1.28 crore (Table 26). Of this, the equipment cost will be recovered as the plan is to make the CRS economically viable set ups which can repay the costs and be able to bear the recurring costs as well. According to the plan, by the end of the third year, each CRS will generate a revenue of Rs 56,28,300.

Table 26: Capital Cost Estimates for CRS

Overall cost estimates for CRS (in Rs)			
Item	Cost per Radio Station	Cost for 20 CRS	Cost for 50 CRS
Infrastructure	12,59,870	2,51,97,400	6,29,93,500
Equipment cost	15,54,700	3,10,94,000	7,77,35,000
Radio equipment cost	11,78,750	23,57,500	5,89,37,500
Total capital cost	39,93,320	5,86,48,900	19,96,66,000
Recurring cost p.a.	6,42,000	1,28,40,000	3,21,00,000

18.6.5.4 Estimating Human Resources and Costs

The community radio station will eventually be run and organized by people from the community. But to begin with, the manpower that will be required is:

- Overall in-charge of the CRS who will supervise and coordinate with the ETC as well.
- Broadcaster (1) who will receive training from PRTI.
- Programme staff (2) who will go out into the community to raise awareness and record community programmes if needed.
- Accountant (1).

Besides, 40 community volunteers per month will be required based on the programme mix and scaling up levels. The sustainable livelihood component is integrated into the strategy through this means as the community persons who participate in the programmes will be paid on a per performance basis. Each radio station can provide livelihood for 480 people per annum if the people are not repeated. For 20 radio stations 9,600 people can get some source of income.

The detailed human resource costs of CRS are given in Annexure 8.

18.6.5.5 Developing Programme Content Mix

Each community radio station will identify programmes and broadcasts that are relevant to the contexts and needs of the community that it covers. An appropriate mix of programmes will be created so that it gives exposure to members in the community.

18.6.5.5.1 Government Use

- Department announcements — schemes, etc.
- Training programmes and future programmes.
- Election results.
- Disaster warnings.

18.6.5.5.2 Development Programmes

- Proactive disclosures: Mukhias, Sarpanches, and Panchayat ERs at all levels talk about what work is being done in their Panchayats and what their opinions are on the development initiatives in the villages.
- Panel discussions/expert talks: Exposing ERs and government officials to other perspectives and opinions through panel discussions with scholars from various fields.
- Awareness generation programmes: The radio can be effectively utilized for behaviour change communication by raising awareness about various habits and patterns, provisions under various Acts, social legislations, and developmental schemes through PSFs at the village level.

18.6.5.5.3 Community Programmes

- Cultural programmes: The advantage of having programmes of the community, by the community, and for the community is that local culture can be added to the programmes which will not only serve as entertainment but also as a means of preserving the local culture.
- Local business announcements: There are many local small time businesses which can use the radio as a platform to market their products and improve their business and can thus be used to boost the local economy.
- Tie up with schools: The aim is to increase affinity towards such means of communication. Radio should become a part of the culture and break the culture of silence. It can act as another incentive for parents to send their children to school so that they can hear them on the radio.
- SHG tie ups: Local self-help groups can utilize this platform to promote and market their products.

It can be utilized under the Swashakti project to promote SHGs and their better performance and functioning. It can also be used as a mechanism for bringing in transparency at the SHG level by announcing their monthly inflow and outflow of money.

18.6.5.6 Setting Programme Mix and Scaling up Plan

At the end of the first year, CRS should be recording programmes for four hours per day. The programmes that they will broadcast are:

- Jingles.
- Panel discussions.
- Audio dramas.
- Folk songs.
- Local stories.
- Announcements of government initiatives, schemes, programmes, legislations (IEC/BCC).
- Procedures on how to avail benefits.
- Government announcements on election results, impending disasters, and relief measures.
- Government officials' speeches and announcements.
- Social announcements of local events like birthdays or festivals.
- Corporate sponsored public interest advertisements.
- Advertisements for local businesses (at subsidized rates).

Eventually, the radio station will scale up and increase its broadcasting hours. For this the radio station will have to make an inventory of songs, dramas, and other programmes to broadcast from the very beginning. The scaling up plan is given in Annexure 9 along with the revenue model.

18.6.6 Revenue Models and Cash Flows

The plan proposes to make the community radio station not just socially viable but also economically viable so that it does not have to run on government subsidy. The estimated revenue that a radio station can generate in a year will depend on its programme mix and scaling up pace. The planned sources of revenue are:

18.6.6.1 Government Announcements

Announcements by government departments will be allowed by the radio station at subsidized rates.

18.6.6.2 Corporate Sponsorships

Bihar has a lot of mega projects. Investors of these projects can invest in the radio station by sponsoring certain public interest programmes. If they want to hire people from the local community, that also can be announced. But for corporate announcements, the charges will not be subsidized.

18.6.6.3 Radio Distribution Subsidy

The plan proposes that the subsidy got from distribution of radios in the community will be ploughed back into the activities of the radio station. Ultimately this will also act as a source of revenue. However, it will not be a constant source. In 2-3 years all the households should be covered.

18.6.6.4 PRD Subsidy

In the initial years, PRD will give the community radio station a certain amount of subsidy each year to run; this will continue till the set up becomes economically viable.

Table 27 gives the estimated revenue that can be generated based on the scaling up and mix of programmes.

Table 27: Estimated Revenue Generation by a Community Radio Station

	1st year	2nd year	3rd year
Revenue Generated (in Rs)	16, 49, 800	32, 01, 050	56, 28, 300

18.6.7 Estimating Radio Distribution Costs

The point of this initiative is that everyone should be able to hear the programmes that are broadcast and participate in them as well. However, most of the households do not have radio sets. Therefore, the plan proposes distributing radio sets to a certain percentage of the households in the proposed coverage area. Radios can also be strategically placed in Gram Panchayat offices and households of ERs of all Panchayats, if they do not already have one.

Anything given free of cost loses value. Therefore, radios will be distributed at highly subsidized rates of Rs 250 per set so that the households feel ownership over them.

CRS will be the nodal agency for distribution of these sets. These sets will be branded and painted to ensure that they are not sold in the open market. Each household will at the most have to bear the cost of the batteries for running the set.

18.6.8 Implementation Methodology

The implementation methodology will tentatively be:

- Fine tuning the strategy plan and budget.
- Finalizing the PPP plan.
- Advertising for CSOs to enter into partnership for implementing the programme.
- Selecting private partners.
- Allocating land.
- Constructing a building (if convergence is not possible).
- Signing contracts with CSOs after weighing the options.
- Licensing for CRS in the name of CSO (this process can be speeded up by the government by talking

to the central ministry as they are going to set up many CRS stations at one time).

- Start functioning.
- Distributing radios to households which will be completed in a maximum of 2 years.
- Scaling up period for CRS when broadcasting hours will slowly increase.
- CRS become economically viable.
- Subsidy from PRD ends.

18.7 Strategy 2: Mobile Vans

18.7.1 Need for Mobile Vans

Mobile vans are a mid-media pinpointed strategy for difficult-to-reach areas. It provides reasonable coverage for the cost incurred and has provenance in India.

18.7.2 Coverage Area

This strategy will be carried out in coordination with identified CSOs in every district. The assumptions on which the mobile van plan is based are:

- Vehicles of appropriate specifications will be taken on rent by CSOs and PRTI will reimburse them at the end of the month.
- There will be nine vans to cover 16 districts, that is, except one mobile van, all will cover two districts.
- The CSOs identified in each block will take over the facilitation and coordination of the mobile van once it enters the CSO area.
- A facilitator from the CSO will accompany the mobile van when it travels in the respective block.
- Some CSOs will be identified to create an inventory of mobile vans.
- The mobile vans will cover at least two Gram Panchayats in a day.
- They will take the signature of the Sarpanch of every Gram Panchayat that they visit to show that they have visited the GP in the specific block and district.
- They will visit each village every quarter, that is, every three months.
- They will work continuously for an average of 22 days at a stretch in a month; the remaining days will be utilized for other purposes like documentation, repair, and reporting.
- In one month, one mobile van will cover 44 GPs (two GPs per day and the van will work for 22 days in a month).
- The total number of GPs covered in a month by nine mobile vans will be 396.
- In a year the number of GPs covered will be 1,188.
- This is about 33 per cent of the total GPs in the 16 targeted districts.
- Thus, all the villages will be covered in three years.

18.7.3 The Van's Activities

The planned programmes that the mobile van teams will conduct in order to generate awareness are:

- Screening documentaries.
- Edutainment videos.
- Street plays.
- Songs.
- Question and answer sessions.
- Distributing IEC material.

18.7.4 Physical Infrastructure Requirements

The mobile vans will have the following human and physical infrastructure with them to cater to the information needs of the community:

- Van (SUV to allow travel in all kinds of terrain and weather).
- Musical instruments.
- Technical equipment:
 - Laptop
 - Projector
 - Projector screen
 - Speakers
 - Microphone
 - Video camera
 - Electricals:
 - Battery
 - Chargers
 - Extra wires
 - Extension cords
 - Plugs

Apart from this, the mobile van will also carry an inventory of material that it plans to screen; this can be movies, songs, and also IEC material like posters and flip charts. The detailed cost estimates of renting out this equipment are provided in Annexure 10.

18.7.5 Human Resource Requirements

The human resources required for mobile vans are:

- Driver (1).

- Facilitator (1).
- Outreach workers (2).

The details of the estimated costs of human resources are provided in Annexure 11.

18.7.6. Plan Components

The plan components comprise of:

- Identifying the areas to be covered under the 50 per cent coverage plan.
- Identifying CSOs to partner with for the implementation of the mobile van plan.
- Planning a schedule for the mobile vans for maximum coverage in the pilot project area.
- Estimating infrastructure costs for implementing the programme.
- Estimating the human resources required to accompany the mobile vans.
- Estimating the total human resource costs for manning the mobile vans.

Table 28 gives the total recurring costs for the mobile van plan.

Table 28: Mobile Van Annual Recurring Costs

Item	Monthly cost (in Rs)	Yearly cost (in Rs)	Total cost for 9 mobile vans (in Rs)
Rental costs	80,000	9,60,000	86,40,000
Petrol costs	5,320	63,840	574,560
Lodging & boarding	17,600	2,11,200	19,00,800
Human resource costs	23,000	2,76,000	24,84,000
Total costs	1,25,920	15,11,040	1,35,99,360

18.8 Strategy 3: Folk Performances

18.8.1 Objective of Folk Performances

Bihar has a rich folk culture be it songs, dance, or drama. This will be an effective means of getting across information and generating awareness through a medium that is local and one that the community can easily relate to. Some of the forms that can be utilized under this strategy after modifying them to DC objectives are:

18.8.2 Cultural Traditions in Bihar

18.8.2.1 Dance

Bihar's rich dance culture allows a medium through which messages can be spread to the masses in a way that is entertaining as well as educating. Some of the folk dances that are practiced in Bihar are: *jhumarnach*, *manjhi*, *gondnach*, *dhobi nach*, *jitiyanach*, *more morni*, *dom-domin*, *bhuiababa*, *rabbaba*, *kathghorwanach*, *jatjatin*, *laundanach*, *bamarnach*, *jharni*, *jbijhia*, *natuanach*, *bidapadnach*, and *sobrainach*.

18.8.2.2 Songs

Bihar has a strong culture of music and songs and this should be tapped in order to reach out to the community in a way that is entertaining as well as educating. Bihar has a very old tradition of folk songs sung during important family occasions, such as marriages and birth ceremonies. They are sung mainly in groups without too many musical instruments though the dholak, tabla, and harmonium are used. Bihar also has a tradition of lively Holi songs known as *Phagua*.

18.8.2.3 Drama

Theatre is another form in which the Bihari culture expresses itself. Some forms of theatre with a rich tradition are *Bidesia*, *Reshma-Chuharmal*, *Bihula-Bisahari*, *Bahura-Gorin*, *Raja Salbesh*, *Sama Chakeva*, and *Dom Kach*. These theatre forms originate in the Anga region of the state.

18.8.3 Plan Components

This folk performance strategy will involve the following:

- Identifying and partnering with CSOs who work closely with the communities in the districts decided upon.
- Estimating the number of performances required to cover the villages in the pilot areas.
- Estimating the human resources required for conducting the performances and their costs.
- Estimating the total costs of carrying out the plan.
- Chalking out the annual plan for the performances and their area-wise coverage.
- CSOs to identify performance teams in collaboration with PRTI.
- Orienting the teams identified towards PRI-CB&T
- Training the persons identified for this plan with regard to the theme that has to be enacted out in the performances.
- Preparing scripts by the troupes and CSOs in coordination with PRTI's Manager (CBT Strategies)-Development Communication.
- Monitoring the performances and scripts utilized.
- Evaluating the impact of the performances in an action research format for evolving and improving them.

18.8.4 Coverage Plan

The folk performance plan will cover half the Gram Panchayats (1,731) in the 16 districts covered under CRS over a period of three years. For covering these Panchayats twice in a year, the following is proposed:

- 597 GPs will have to be covered every year.
- With 10 teams proposed, each team will covers 60 GPs per year.
- With the frequency per GP proposed as two times in a year, there will be 120 performances by each team per year and 1,200 performances overall every year.

The cost estimates for this plan are given in Table 29.

Table 29: Folk Performance Plan Cost Estimates

Item	Cost per performance (in Rs)	No. of performances p.a. by 1 team	Total cost p.a. (in Rs)	Total cost p.a. for 10 teams (in Rs)	Total cost for 10 teams for 3 years (in Rs)
Folk performance	4,000	120	4,80,000	48,00,000	1,44,00,000

18.9 Strategy 4: Indoor-Outdoor Media Plan

18.9.1 Coverage Area

The indoor-outdoor media plan coverage area will be in the same pilot areas of the 16 proposed districts. This plan is meant to increase the information that is disseminated to the community through various means and methods.

18.9.2 Wall Paintings

Wall paintings are a simple, low cost way of spreading information through traditional local forms. Wall paintings will constantly reinforce the messages within the community. Since the wall paintings will be done by members of the community, a sense of ownership will develop.

Organizing wall paintings on particular themes can be delegated to partner CSOs who can decide their own means for carrying out the strategy, be it identifying artisans and getting the paintings done or making it a community event where everyone participates after a discussion facilitated by the partner CSO resource person. ETCs will reimburse the costs of the material required for the wall paintings each year.

18.9.3 Plan Components

The components of this strategy are:

- Partnering with CSOs who work closely with the community.
- Planning the wall painting campaign schedule for each year.
- Deciding themes and designs for the wall paintings.
- Identifying locations where the paintings can be done.
- Taking permission from the Panchayats to carry out the activity.
- Estimating the material costs of the wall painting campaign.
- Estimating the number of artisans required to carry out the activity.
- Estimating the costs of hiring artisans.
- Identifying appropriate local artisans in every area to carry out the activity.

18.9.4 Flip Chart Displays

Flip chart displays will talk about various topics relevant to each area in local dialects. They will be contextualized in terms of the content as well as the language. For example, what can be displayed are the

powers of the Gram Sabha under the PR Act in a simple language; the message can be more pictorial. The functions and responsibilities of the Gram Katchahary can also be similarly highlighted.

This plan comprises of:

- Designing flip charts appropriate to each area together with the partner CSOs.
- Estimating the printing and human resource costs of making the flip charts.
- Identifying partners to print the flip chart displays.
- Printing and distributing the flip charts through mobile vans as well as post offices.
- Researching the impact of the flip chart displays.

18.9.5 Posters

Posters are a self-explanatory pictorial material with minimal written content to explain various themes with respect to PRIs that will be put up in all Panchayat offices and even at common meeting points like a community hall or a water tank. These will serve as constant reminders as people keep going through these areas. They can also serve as triggers for discussions in the community.

The components of this plan are:

- Designing posters appropriate in terms of language and content in different areas of the state through partner CSOs.
- Estimating the costs of printing and distributing the posters.
- Printing the posters through identified partners.
- Distributing the material through mobile vans and post offices.

Both the posters as well as the flip chart displays can be distributed through CSO partners during PRI-ERs training sessions.

They can also be distributed through post offices. The postal network is one of the largest networks at our disposal that is currently underutilized as people have started using other media to communicate over long distances. This large infrastructure along with its manpower can be used effectively to reach out to communities in most locations across the state. The state can and should exploit this underutilized infrastructure.

The cost of producing the various IEC material is given in Annexure 12.

18.10 Strategy 5: Mass Media Plan

Mass media like radio and television are proposed to be used in areas where electricity and infrastructure are available. The provenance of radio and television is widely known. Television and radio are together said to have changed the habits of entire populations through advertisements and constant repetition of a particular type of information.

According to the 2002 household Census, 17 per cent of the rural households have electricity connections. Radio sets are available in 19 per cent of the rural households and televisions in 8.1 per cent of the households.

Households and villages which have the required assets can be reached through government channels like Aakashvani on the radio and Doordarshan on television. Programmes can be broadcast at different hours on various PRI themes like:

- Gram Sabha: Roles, frequency, quorums, responsibilities.
- Gram Panchayat meetings: Role, frequency, quorum.
- Rights and responsibilities of ERs.
- Role of the Sarpanch.
- Special programmes for women representatives.
- Gram Katchahary: Roles and responsibilities.
- Planning at the village level.
- About various schemes like NREGS, NRHM, SSA, and TSC.

The frequency of these programmes can be increased slowly depending on the viewership/ listenership. The aim of these programmes is to increase impact by constant repetition of information so that it not only gets absorbed but also utilized when needed.

According to Aakashvani rates for Patna (which comes in Group II) broadcasting programmes for youth, women, children, health programmes, morning information programme, call-in programmes, plays, radio reports, light folk music, talks and discussions, cost Rs 3,200 for a 30-minute duration.

With regard to telecasting programmes through Doordarshan, the rates are around Rs 5,000 for a 30-minute programme.

Based on these rates, the plan proposes 12 radio programmes per month and eight television programmes. The costs of this mass media plan are given in Table 30.

Table 30: Mass Media Plan Annual Costs

	Rates per 30-minute programme (in Rs)	No. of Programmes p.a.	Total Cost (in Rs)
Radio	3,200	144	4,06,800
Television	5,000	96	19,20,000
Total		240	23,26,800

18.11 Implementation Structure and Systems

It is proposed that there be a manager (Training and Capacity Development)-Development Communication at PRTI who will oversee the DC initiatives. Editorial teams will work under him/her on a contract basis for each of the initiatives within the DC strategy.

18.11.1 Monitoring and Evaluation Systems

An overall monitoring and evaluation system has been proposed in the Knowledge Management Strategy.

18.11.2 Public Private Partnership Systems

PPPs utilize the strengths of the stakeholders — the efficiency of private parties and the resources and obligations of the government towards the people — to deliver better services and retain the weaknesses within the parties themselves.

Various PPP models have evolved over the years which are being implemented today. Some of these are:

- Build-Operate-Transfer (BOT).
- Build-Own-Operate-Transfer (BOOT).
- Build-Own-Operate-Maintain (BOOM).
- Buy-Build-Operate (BBO).

For the purpose of this communication strategy the state can follow the Buy-Build-Operate (BBO) model. This model involves transfer of a public asset to a private or quasi-public entity under contract that the asset is to be upgraded and operated for a specified period of time. Public control is exercised through the contract at the time of transfer.

It is proposed that PRTI identify appropriate CSOs with which to get into partnerships for the purpose of this strategy. Some of the basic criteria to be kept in mind while identifying the CSOs are:

- Three years experience of working closely with the community.
- They should have a yearly budget that shows their capability to handle the CRS budget/development communication component.
- They should have adequate infrastructure both physical and human resources to handle the DC components.
- Should have had some experience in development communication or IEC/BCC, preferably in the area.

18.11.3 Infrastructure Allocation/Convergence

It is proposed that the state allocate land to CSOs for setting up CRS. This land will be identified by the DRDAs of the districts where the CRS are proposed. It is proposed that the state bear the cost of setting up the physical infrastructure as equipment costs will be recovered by CRS. The alternative option for the allocation and construction of infrastructure for CRS is through convergence of schemes. CRS infrastructure can be set up through convergence with the following schemes:

- Bharat Nirman Rajiv Gandhi Sewa Kendra wherein village knowledge resource centres are set up at panchayats and block levels.
- Convergence with the ETCs that are planned to be established in order to expand the geographical reach.
- The Block Resource Centre that is established under BRGF.
- Instead of building entirely new structures, unused buildings can be renovated to house the radio stations.
- Construction of the buildings can be converged with the National Rural Employment Guarantee Scheme.

19. ON THE JOB TRAINING/HORIZONTAL LEARNING STRATEGY

19.1 Current Training Scenario in the State

Currently, the mode of PRI training in the state is of the ‘in immersion’ type where participants are trained in a specific controlled environment. The focus of the training is on imparting knowledge. To effectively build capacities of the participants, there is a need to focus more on skill building which can be achieved through on-the-job training.

19.2 On the Job Training: Concept and Definition

On the job training takes place in a work situation. In this type of training, facilitators/mentors intervene in the work situation.

On the job training would supplement the ‘in immersion’ training and will help in building participants’ functional skills to perform their duties effectively; it will also develop their problem solving abilities.

19.2.1 Operational Definition of On the Job Training

On the job training is the process of facilitation/provision of guidance, by mentors, to the PRI members in their work situation, viz. meetings of the Panchayats at all levels, Gram Sabhas etc.

19.3 Objectives of On the Job Training

In on-the-job training the mentors will facilitate the target groups to:

- Bring out opinion leaders.
- Reduce power/gender differentials.
- Enhance skill building.
- Promote horizontal learning.

19.4 Focus of On the Job Training Intervention

The on-the-job training intervention will start immediately after the results of the Panchayat elections are declared. Table 31 gives the schedule of meetings held at different PRI levels as per the state Acts and Rules related to PRIs.

Table 31: Schedule of Meetings held at Different PRI Levels as per the State Acts and Rules

Level	Gram Sabha	Gram Panchayat meeting	Panchayat Samiti meeting	Zilla Parishad meeting	Standing committee meetings at all 3 levels
Time of meeting	6 times in a year	Once every month	Once every 2 months	Once every 3 months	As and when it happens
Total number of planned meetings in a year per unit as per the rules	6	12	6	4	(7 standing committees at each level)
Proposed interventions by facilitators	First Gram Sabha meeting	First Gram Panchayat meeting	First Panchayat Samiti meeting	First Zilla Parishad meeting	First 2 meetings at all 3 levels
	Second Gram Sabha meeting	Second Gram Panchayat meeting	Second Panchayat Samiti Meeting	Second Zilla Parishad meeting	
Proposed no. of yearly interventions	2	2	2	2	6

Mentors will attend the following meetings held at various levels:

Gram Panchayat Level

- First and second meetings of the Gram Sabha.
- First and second meetings of the Gram Panchayat (including the meeting in which the SCs are formed).
- First and second meetings of SCs.

Panchayat Samiti Level

- First and second meetings of the Panchayat Samiti (including the meeting in which the SCs are formed).
- First and second meetings of the SCs.

Zilla Parishad Level

- First and second meetings of the Zilla Parishad (including the meeting in which SCs are formed).
- First and second meetings of the SCs.

Standing Committee Meetings

Six SCs at the village level are:

- Planning, Coordination, and Finance Committee.
- Production Committee.
- Social Justice Committee.
- Education Committee.

- Public Health and Family Welfare Committee.
- Public Works Committee.

Seven SCs at the block and district level are:

- General Standing Committee.
- Finance, Statistics, and Planning Committee.
- Social Justice Committee.
- Production Committee.
- Education Committee.
- Public health, Family Welfare, and Rural Sanitation Committee.
- Public Works Committee.

The first two meetings of any of the six committees will be facilitated by mentors as per their convenience and time.

19.5 Roles of a Mentor

- Facilitating the meeting.
- Observing as per the learning points prescribed in the menu.
- Intervening as per the need.
- Giving ideas, thoughts for solutions.
- Providing suggestions, information.
- Asking questions, providing examples.
- Encouraging experience sharing among team members.
- Reframing and clarifying questions within the group.
- Conflict management as per the need.
- Recording and documentation.

19.6 Criteria for Selecting Mentors

Mentors may be selected from various disciplines and backgrounds, including retired government officials, professionals from industries, former ERs, members of NGOs/CBOs, and academicians. This will build a knowledge pool that will be able to intervene at different PRI levels.

The state can also utilize the resource pool that it has in the form of MRPs. MRPs will have adequate knowledge on the subject as well as some skills as trainers that can be useful as mentors. However, they will require screening and training in order to take on the posts of mentors.

Mentors involved in on-the-job training should have very keen observation and facilitation skills as their interventions are not pre-designed like classroom training; they have to decide the methodology on the spot as per the situation and group mix.

19.6.1 Educational Qualifications

Mentors should have a Masters Degree preferably in Social Sciences/Humanities/Psychology/Behavioural Sciences/Rural Development from a reputed institute/university.

19.6.2 Experience

He/she should have at least five years work experience in the developmental sector in rural areas, preferably with PRIs.

19.6.3 Knowledge

Overview of the 4-tier PRI system in Bihar and its functions.

19.6.4 Skills

Facilitation skills: Facilitation will be the most important skill for mentors as their primary role will be as facilitators. Facilitators assist a group in accomplishing its objective by diagnosing how well the group is functioning as a problem-solving or decision-making entity and intervening to alter the group's operating behaviour.

Facilitators are not always subject experts. They attempt to draw on the existing knowledge of the participants and then facilitate access to training where gaps in knowledge are identified. They establish existing knowledge, build on it, and keep it relevant. Such persons will take on a leading role and take a group through an agenda designed to transmit a body of knowledge or to acquire a set of skills.

Group work: A mentor should be able to watch the group and its individuals in light of the group's dynamics. He should be able to observe patterns of communication and coordination, patterns of influence and dominance, roles and relationships, and the level of group effectiveness during the process.

Conflict management: A mentor should demonstrate and observe different modes of managing conflicts, such as collaborating, negotiating, and compromising to deal with the conflicts arising within the group.

Communication skills: A mentor should have strong interpersonal communication and listening skills to draw conversations in the direction of a prescribed agenda, to balance participation, and to draw out key observations from the process.

Recording skills: A mentor has to be very precise and accurate while recording the observations of the participants as this will give an idea of the skill levels of the participants to deal with work situations. Effective recording followed by evaluation and documentation will give the picture of the effectiveness of the training and the avenues that need to be worked upon while planning further training.

The difference between a mentor and a trainer is that a trainer interacts with the participants in the classroom whereas a mentor deals with ERs' day-to-day contextual problems and therefore a mentor needs to be more alert, spontaneous, and attentive in comparison to a trainer. A mentor's communication, negotiation, facilitation, recording, and conflict management skills have to be far more superior than a trainer's.

19.7 Coverage of On the Job Training

- Considering that a minimum of one mentor will be required per block and assuming that qualified personnel are available there will be 534 mentors across the state.
- If each mentor covers 40 meetings per year, there will be 21,360 interventions at all the three levels within the state.
- This will cover all the 38 districts, 534 blocks, and around 26 per cent of the Gram Panchayats in a year.

19.8 Cost Estimates

Table 32 gives the yearly costs for on the job training.

Table 32: Cost Estimates for On the Job Training

No.	Item	Cost per unit (in Rs)	TA (in Rs)	Total cost per intervention (in Rs)	Total units per year	Total cost per year (in Rs)
1.	Remuneration per intervention including TA	1,000	300	1,300	21,360	2,77,68,000
2.	Training cost for mentors					54,77,764

19.9 Menus of Learning Points

Table 33 gives the types of meetings at all the three PRI levels.

Table 33: Menu 1 — Types of Meetings at all Three PRI Levels and the Points of Discussion in Each Meeting

Types of meeting	Points of discussion
Gram Sabha	<ul style="list-style-type: none"> • Preparation, approval, and inspection of plans for all round development of the Panchayat. • Preparation of a plan and budget for the next year in the February meeting. • Assessing the progress of work undertaken in the June meeting.
Gram Panchayat	<ul style="list-style-type: none"> • Information and discussion on the letters sent and received by the Gram Panchayat. • Appraisal of the development work of the Panchayat and discussion on the decisions taken by the Gram Sabha. • Discussions on reports of various Standing Committees. • Discussion on Panchayat income and expenditure and tax imposition.
Panchayat Samiti	<ul style="list-style-type: none"> • Appraisal of the progress of work relating to primary education, health, and social institutions in the Panchayat Samiti area. • Auditing of last year's income-expenditure and preparation of plans and budget for the next year. • Discussion on various steps taken.
Zilla Parishad	<ul style="list-style-type: none"> • Preparation and approval of developmental plans and budget. • Orders for working of these plans and appraisal of their progress. • Discussion on Panchayat Samiti development work in the district.

Table 34 gives the learning points at the level of the Gram Sabha.

Table 34: Menu 2 — Learning Points: Gram Sabha

No.	Persons to be present in the meeting	Specific learning points (to be facilitated by Panchayat Secretary)	Common learning points (to be facilitated by both Panchayat Secretary and Mentor)	Soft skills (to be facilitated by Mentor)
1.	Mukhia of Gram Panchayat and Up-Mukhia	Agenda preparation; Conducting the meeting; conflict resolution.	<ul style="list-style-type: none"> To suggest and approve the developmental projects to be implemented by the Gram Panchayat. To select the beneficiaries of poverty alleviation programmes. To approve the budget of the Gram Panchayat. To collect necessary information from the Gram Panchayat for creating awareness among the public. 	<ul style="list-style-type: none"> Communication skills. Interpersonal skills. Conflict management skills. Team building skills. Leadership skills.
2.	Panchayat Secretary	Recording of the proceedings.		
3.	Block Development Officer	Conducting the Gram Sabha as per the permission and instructions issued by the government.		
4.	All the citizens residing in that Gram Panchayat	Procedure of Gram Sabha.		

Table 35 gives the learning points for a Gram Panchayat.

Table 35: Menu 3 — Learning Points: Gram Panchayat

No.	Persons to be present in the meeting	Specific learning points (to be facilitated by the Panchayat Secretary)	Common learning points (to be facilitated by the Panchayat Secretary and Mentor)	Soft skills (to be facilitated by the Mentor)
1.	Mukhia and Up-Mukhia	Preparing the agenda; conducting the meeting; conflict resolution.	<ul style="list-style-type: none"> To evaluate the progress of work executed by the Gram Panchayat. To evaluate previous income and expenditure of the Gram Panchayat along with the budget provision. To constitute the Standing Committees prescribed by the rules and discussing their proceedings. To discuss any subject of importance not on the agenda but desired by a majority. 	<ul style="list-style-type: none"> Communication skills. Interpersonal skills. Conflict management skills. Team building skills. Leadership skills.
2.	Panchayat Secretary	Recording the proceedings.		
3.	All ward members	Procedure of Gram Panchayat.		

Table 36 gives the learning points for a Panchayat Samiti.

Table 36: Menu 4 — Learning Points: Panchayat Samiti

No.	Persons to be present in the meeting	Specific learning points (to be facilitated by the Panchayat Secretary)	Common learning points (to be facilitated by the Panchayat Secretary and Mentor)	Soft skills (to be facilitated by the Mentor)
1.	Chairperson and Deputy Chairperson of the Panchayat Samiti	Preparing the agenda; conducting the meeting; conflict resolution.	<ul style="list-style-type: none"> To discuss and resolve the objections received from members with respect to the previous meeting. To plan community development programmes in the block. To discuss and evaluate the progress of development work and receipt and expenditure of the Panchayat Samiti. 	<ul style="list-style-type: none"> Communication skills. Interpersonal skills. Conflict management skills. Team building skills. Leadership skills.
2.	Block Development Officer or his/her representative	Recording the proceedings; preparing the agenda.		
3.	Chief Executive Officer or his/her representative	Recording the proceedings; preparing the agenda.		
4.	All Mukhias of the block	Procedure of the Gram Panchayat.	<ul style="list-style-type: none"> To constitute the Standing Committees prescribed by the rules and discuss their proceedings. 	
5.	MLA and MP of that area	Procedure of the Gram Panchayat.	<ul style="list-style-type: none"> To inspect the work executed by the Gram Panchayat under jurisdiction. 	

Table 37 gives the learning points for a Zilla Parishad.

Table 37: Menu 5 — Learning Points: Zilla Parishad

No.	Persons to be present in the meeting	Specific learning points (to be facilitated by Panchayat Secretary)	Common learning points (to be facilitated by the Panchayat Secretary and Mentor)	Soft skills (to be facilitated by the Mentor)
1.	Zilla Parishad President	Preparing the agenda; conducting the meeting; conflict resolution.	<ul style="list-style-type: none"> To prepare plans, undertake schemes or adopt measures for the development of the district. 	<ul style="list-style-type: none"> Communication skills. Interpersonal skills. Conflict management skills. Team building skills. Leadership skills.
2.	Chief Executive Officer or his/her representative	Recording the proceedings.	<ul style="list-style-type: none"> To discuss and approve grants to Panchayat Samitis or Gram Panchayats within the district. 	
3.	Zilla Parishad members representing their Zilla Parishad constituency	Procedure of the Zilla Parishad.	<ul style="list-style-type: none"> To constitute the Standing Committees prescribed by the rules and discuss their proceedings. To coordinate and integrate the development plans and schemes prepared by a Samiti in the district. 	
4.	Panchayat Samiti Chairpersons	Procedure of the Zilla Parishad.		
5.	MLA and MP of that area	Procedure of the Zilla Parishad.		

20. EMPOWERING ENGAGEMENT PROCESSES BETWEEN PEOs AND ERs

20.1 The Concept

PEOs and ERs are two human resource streams for managing PR in the state. While PEOs are representatives of the state government, ERs are representatives of the people. They come from diverse backgrounds, live different realities to a significant extent, and have different lenses with which they view the world. Convergence of the views of PEOs and ERs provides holistic developmental and democratic processes while ensuring good governance.

Healthy engagement of PEOs and ERs through facilitating and empowering processes is a prerequisite to democratic, inclusive, and transparent PRIs. Empowering processes between the two streams are also the most direct and cost effective way for PRI-CB&T.

20.2 Current Situation

We did not have adequate time to understand or reflect on the processes that take place between these two streams. The strategic need for strengthening the engagement processes between the two streams is, however, based on:

- Lack of formal structuring or incorporating of the role of mentoring/coaching, required to be played by PEOs in the state PRD.
- Lack of any systematic capacity development of PEOs to play required roles meaningfully and undertake engagement processes productively.
- Very divergent viewpoints of both the streams (at times) and a different set of information base for both.

20.3 Theoretical Foundations and Provenance

Mentoring is an empowering process for informal transmission of knowledge, social capital, and psychosocial support which the recipients feel is relevant to work, progress, and bring transformational changes. Mentoring involves sustained informal communication, which is usually face to face over a long period of time.

Coaching primarily deals with skill development while mentoring is a holistic process of shaping attitudes; in practice both overlap to varying extents.

The roles of mentors can be wide ranging and may include being cheerleaders, coaches, confidants, counselors, developers of talent, role models, and teachers.

The mentoring intervention includes:

- Information treasury and dispensing — Providing adequate contextual knowledge and information to PRIs.

- Accompaniment — Journeying together.
- Sowing — Generating ideas.
- Catalyzing — Accelerating processes of team building of Panchayats.
- Showing — Role model.
- Harvesting — Bringing the newly acquired knowledge to the conscious level.

Mentoring has provenance in developed countries in the corporate sector. It is also applied to a significant extent in the developmental sector, for example:

- The State of New York successfully intervened to reduce school dropouts in 1980.
- Spain employed mentoring to reduce disparities between men and women and in enhancing access to jobs.
- Greece has been utilizing mentoring processes since ancient times in politics, arts, and philosophy.
- Many interventions are reported to be successful in the corporate sector all over the world in developing talent, nurturing human development and potential, identifying opinion leaders and fast track executives, and imbibing cultural aspects and values among new recruits.

20.4 Strategy

The strategy involves strengthening capacities of PEOs to facilitate positive engagement processes at the Panchayat level through their playing the roles of mentors and coaches.

20.5 Objective

The objective of the strategy is to develop capacities of ERs, especially skill building and attitude shaping.

20.6 Components of the Strategy

The components of the strategy include:

- Capacity development of PEOs to play roles of mentors and coaches.
- Frameworks for optimal processes within Panchayats.
- Ethical guidelines for interventions of PEOs.

20.7 Operationalizing the Components

20.7.1 Capacity Development of PEOs to Play Roles of Mentors and Coaches

PEOs' capacity will be developed through a cadre of mentors, which is planned to be developed for supporting ERs. The thematic areas for developing capacities include sensitivity training, concept of self and roles, group dynamics and team building, and role playing (mentor, coach, information treasurer and dispenser, contextual knowledge provider, counselor, etc.).

The state should develop a module for these. It is believed that a minimum of 15 days of training will be required to develop mentoring skills among PEOs. The training is visualized as that for skill building and attitude sharing and should comprise of strong experiential learning tools.

20.7.2 Frameworks for Optimal Engagement Processes within Panchayats

A framework for positive engagement processes will be developed by the state PRD/PRTI. The framework may include processes like:

- Providing information (various schemes and programmes, roles and responsibilities, and statutory and mandatory requirements of PRIs).
- Providing knowledge (how the state government works, contextual knowledge building, especially in emerging areas like global warming, rights-based approaches, and GoI and the state government's pro-poor policies).
- Skill building — Providing options, alternatives, iterating pros and cons, facilitating consensus decision-making, and managing SCs.
- Attitude shaping — Optimal role playing, facilitating team building, making debates and discussions inclusive, especially for STs/SCs/EWRs, and facilitating transparency and proactive disclosures.

20.7.3 Ethical Guidelines for Interventions of PEOs

Ethical boundaries are applicable in this strategy as PRI-ERs are peoples' representatives, and the strategic intervention is only for developing their capacities, and stops short of influencing them in any way.

The state will have to develop ethical guidelines for facilitating positive empowering engagement processes.

20.8 Work Plan

The state should plan to cover 100 per cent of the target group from the first year onwards. The total coverage of PEOs at all the levels (Gram Panchayats, Block Panchayats, and District Panchayats) comes to 9,305. The suggested batch size is a maximum of 20 participants for such mentoring training. Thus, 452 batches will have to be trained in the first year. Refresher training is planned from the second year onwards.

20.9 M&E System

An overall M&E system is suggested for PRI-CB&T in the chapter on Knowledge Management Strategy.

21. HOLISTIC DEVELOPMENT STRATEGY FOR ELECTED WOMEN REPRESENTATIVES

21.1 Current Situation and the Need

The combination of the consensus opinion, previous researches, and the perceptions of the CA&CDS team all show significant disparity among EWRs and male ERs. It is believed that this disparity arises due to a complex set of multi-layered realities and comprises of:

- Individual — Low education, inexperience, low level of awareness, limited training and capacity development inputs, and low level of confidence and self-esteem.
- Family — Economic constraints, household responsibilities/chores, and family interference.
- Community — Social customs and traditions.
- Governance — Rotation of seats, lack of support from male colleagues, and lack of empowering engagement processes.

It is evident that with approximately 50 per cent of the ERs in PRIs facing such realities, a strong strategy and programme is needed to strengthen EWRs as a foundation for a stronger, inclusive, and democratically functioning PR in the state.

NCBF plans for functional literacy and sectoral function training programmes for all ERs in general. The strategy suggested here goes beyond the NCBF one in terms of envisaging holistic development specifically for women as it is found that they require something more than functional literacy. As their reality is multilayered and inter-related, a holistic development strategy and programme for developing EWRs is needed.

21.2 Supporting Arguments for the Strategy

21.2.1 Gender Scenario in Bihar

Women constitute nearly 50 per cent of the population in the state (Table 38). Bihar has the lowest literacy rates in the country. Women in the state are the worst-off in terms of literacy with an average literacy rate of 53.33 per cent in comparison to 73.39 per cent literacy among men (provisional Census 2011 data). This clearly large gender divide needs to be addressed in order to bring the female population on par with their male counterparts.

Table 38: Population and Literacy Figures for Bihar

Bihar	Total	Rural	Urban	Male	Female	SC	ST
Population	3,68,04,660	85.03%	14.97%	1,86,60,570	1,81,44,090	16.5%	22.1%
Literacy Rate	63.82*	43.9	71.9	73.39*	53.33*	28.50	28.20

Source: Census 2001 and Planning Commission Data Tables and Provisional Census 2011 Data.

Note: *Provisional Census 2011 data.

Bihar has a human development index of 0.367 which is much lower than the national figure of 0.472. Table 39 gives some health indicators from the National Family Health Survey-3 (NFHS-3) that support the fact that the status of women in the state is poor.

Table 39: Health Indicators for Women

	% of women with Low BMI	% of Anaemic Women
India	35.6	55.3
Highest	45.1	69.5
Lowest	11.2	32.8
Bihar	39.3	68.3%

Source: NFHS-3 (Planning Commission Data Tables).

Further, the state had a sex ratio of 942 girls for every 1,000 boys in the 0-6 year age bracket (which has come down to 933 in the 2011 Census). The state also has high maternal mortality rates. Though these have reduced over the years, they are still something to worry about. Table 40 gives the gender differentials in the state when it comes to health.

Table 40: Gender Differentials in Health

	Health Indicators										
	IMR			MMR	LEB			Sex Ratio			
	M	F	T		M	F	T	Total	SC	ST	0-6 years
India	55	56	55	254	62.6	64.2	63.5	933	936	978	927
Highest	72	72	72	480	71.4	76.3	74.0	1058	1048	1021	979
Lowest	12	13	13	95	58.1	57.9	58.0	777	283	893	798
Bihar	57	58	58	312	62.2	60.4	61.6	919	923	929	942

Source: Census Data Online; Planning Commission Data Tables (2001).

21.2.2 Economic Involvement of Women

Contrary to common perceptions, a large percentage of the women in India work. The national data collection agencies accept the fact that there is a serious underestimation of women's contribution as workers. However, there are far fewer women in the paid workforce than there are men. In urban India, women comprise an impressive number in the workforce. As an example, 30 per cent of the workforce in the software industry is made up of women. They are at par with their male counterparts in terms of wages and positions at the work place.

In rural India, agriculture and the allied industrial sectors employ 89.5 per cent of the total female labour. In overall farm production, women's average contribution is estimated at 55-66 per cent of the total labour. According to a 1991 World Bank report, women accounted for 94 per cent of the total employment in dairy production in India. They also constitute 51 per cent of the total number of people employed in forest-based small-scale enterprises.

Women are mostly engaged in the unorganized sector where their rights are not recognized. This issue has been recognized in recent years and is being addressed by civil society organizations.

In most Indian families, women do not own any property in their own names, and do not get a share of

parental property. Due to weak enforcement of laws protecting them, women continue to have little access to land and property. In fact, some of the laws discriminate against women when it comes to land and property rights.

21.3 Gender Violence

Bihar has one of the worst law and order situations and the highest cases of violence against women in all spheres, be it political or domestic in the country. In India, according to the NFHS-3, 37 per cent of the women face domestic violence in the country. In urban areas of the state, 62.2 per cent of the women face violence whereas in rural areas, this figure is 58.5 per cent.

There were many cases of physical violence (murder, beating, burning of not just the candidates but their families as well), threats, and intimidation of women candidates in the 2006 Panchayat elections. Women candidates and their families had to face violence for standing against male candidates who wanted to remain in power and get elected unopposed. The Hunger Project in Bihar investigated 20 out of the 42 cases that were noted that year.

There is a strong link between lack of literacy and domestic violence. It has been seen that over 60 per cent of the women who face domestic violence are illiterate, and that nearly 63 per cent of the males who resorted to domestic violence were also illiterate. Thus, there is a strong need for literacy which goes beyond the ability to just sign one's name.

21.4 Objective of the Strategy

The objective of the strategy is to develop EWRs holistically so that they are able to perform their functions effectively and to enhance the process of their self-development.

21.5 Proposed Strategy

The features of the holistic development strategy are:

- It will be free of cost for participants.
- It will cover all EWRs in the state.
- It will be carried out at the village level.
- It will be the responsibility of the Village Education Committee and the Sarpanch to organize regular sessions at convenient times and places.
- The sessions will not be for more than two hours per day so that they are not time constraining for women.
- The sessions will preferably be carried out in the afternoon or evening so that they are convenient for women to attend.
- Livelihood options for community members in the form of Village Volunteers who:
 - Are graduates/12th/10th pass in the village and can read and write comfortably.
 - Stay in the community/village.
 - They will be trained to conduct the sessions.

21.6 Components of the Strategy

The strategy will cover all EWRs and because they require something more than being literate, the following components have been envisaged in the proposed strategy:

- Functional literacy.
- Leadership.
- Gender sensitization.
- Involvement of men.

Since the strategy will address issues beyond PR that include literacy and gender, collaborations with the Education Department and also the Women and Child Development Department will be desirable. These two departments can fund the initiative and PRD can support it in terms of training and if need be share part of the costs.

21.6.1 Functional Literacy

In India, achieving functional literacy implies ‘(i) self-reliance in 3 Rs, (ii) awareness of the causes of deprivation and the ability to move towards amelioration of their condition by participating in the process of development, (iii) acquiring skills to improve economic status and general well-being, and (iv) imbibing values, such as national integration, conservation of environment, women’s equality, observance of small family norms.’

For PRIs, functional literacy means a set of skills which enables ERs to perform their roles better, furthers their productivity, contributes to the development of the community, and more importantly enables self-development. This would mean the skills to read, write, and understand Panchayat documents, procedures, and processes.

21.6.2 Gender Sensitization

The sensitization component will involve sensitizing women specifically to gender concepts and beginning a process that enables them to overcome their inhibitions and biases based on gender conditioning.

This component will help them understand how gender is just a social construct, decided and influenced by society. Therefore, it is subject to change as it always has with time. They need to be motivated to see beyond the roles set for them by others and start visualizing what their own role should be in the community.

21.6.3 Leadership Skills

As ERs, women need to develop leadership skills like decision-making, self-confidence, being able to control a group, assertiveness, and ability to motivate others. These are important skills to be able to govern a community and take decisions for the entire community. Therefore, these soft skills have to be imparted so that EWRs become more productive and effective leaders.

21.6.4 Involvement of Men

In a male dominated society, development of women cannot happen without the involvement of men. Hence, it is proposed that there be separate sessions for male ERs during training on gender sensitization and functional literacy. Men also need to be made aware of the importance of women in society and their role in decision-making.

21.7 Implementation Plan

Village volunteers will undergo training of trainers as well as induction training regarding PRIs so that they understand the context within which the strategy is being implemented. They will also be oriented specifically with regard to gender and be sensitized so that they can play a role in getting women to move out of their conditioning.

As village volunteers have a local contextual understanding they can make the intervention more relevant to PRIs. School teachers or anganwadi workers can also be used for this purpose by paying them certain incentives of say around Rs 300-500 to conduct the sessions. They will also have contextual local understanding to remain effective. It is proposed that the chosen people be given induction training to clarify certain nuances so that they are able to conduct training for all the components of the strategy.

The monitoring and evaluation system of the strategy has been explained in the Knowledge Management Strategy.

21.8 Session Plan

The functional literacy component, for both men and women together, will comprise of 46 sessions, as it is a skill acquisition component. The gender sensitization component will comprise of 20 sessions for women and 20 sessions for men, conducted separately as it is a sensitive topic and needs to be dealt with carefully. In these sessions the participants will be made aware of gender issues and their implications. The session on leadership skills can be more practical. There will be 10 sessions to inculcate basic leadership values and skills that can act as a starting point for EWRs.

21.9 Budget

The budget for this strategy will involve remuneration to village volunteers conducting the required sessions for the representatives. Trainers will be paid according to the sessions that they conduct. The details of the budget are given in Table 41.

Table 41: Annual Budget for the Holistic Development Programme for EWRs

No. of Gram Panchayats to be covered (A)	No. of sessions per week	No. of sessions per month	No. of sessions in 6 months	Amount per session per VV(in Rs)	Amount for 6 months per VV(in Rs) (B)	Total Amount for all VVs (in Rs) (A*B)
8,463	4	16	96	500	48,000	40,62,24,000

The training kit will include:

- Bag.
- Training manual.
- CDs (movies, learning sessions).
- Foldable blackboard.
- Notepad.
- Stationery.

The cost of the training kit is estimated at Rs 1,000 per kit. With 8,463 village volunteers, the total cost comes to Rs 84,63,000.

Therefore, the total cost, excluding the training of village volunteers, is Rs 41,46,87,000.

22. ROLE MODEL DEVELOPMENT STRATEGY — DEVELOPMENT OF BEACON PANCHAYATS

22.1 Current Situation

Currently, model Panchayats/ beacon Panchayats are identified and rewarded based on the criteria of a Nirmal Gram which considers complete coverage of water supply, sanitation, etc. The current role model programme seems to be:

- Ad-hoc.
- Limited to Panchayats only.
- Not continuous.
- Output based and not process/outcome based.

22.2 The Need

The PR sector needs to encourage and develop role model institutions and individuals as these have positive change inducing impacts.

Role models in:

PRIs

- Provide a benchmark for other PRIs.
- Motivate PRIs to achieve the benchmark and better it.
- Provide a strong demonstration impact through exposure visits and as learning sites.
- Provide incentives (rewards) for PRIs to perform better.
- Strengthen the spirit of healthy competition.

Role Models for ERs/EWRs/Mentors/Trainers

- Provide inspiration to others in the constituency.
- Make learning more meaningful through exchange of dialogues with peers (skills like leadership, communication, and values particularly are best learnt and disseminated through demonstration and not through classroom sessions).
- Motivate the rewarded individuals to perform better.

Significant learning in human societies has and will continue to occur through imitating role models and creating positive spirals. Rewards, both intangible and tangible, are recognized as motivators for better performance.

22.3 Objective of the Strategy

The objective of the strategy is strengthening performance oriented processes and outcomes within PRIs and their stakeholders by recognizing, rewarding, and publicizing role models.

22.4 Components of the Strategy

The strategy comprises of:

22.4.1 Selection System

For selecting role models every year from among:

- Gram Panchayats.
- ERs.
- EWRs.
- Trainers.
- Mentors.

22.4.2 Awards System

Will have both tangible rewards (cash incentives, enhanced subsidies) and intangible rewards (certificates of honour, appreciation, acknowledgement).

22.4.3 Demonstration System

Making role models visible to all the PRI stakeholders through:

- Yearly award functions.
- Disseminating awards and honours through various means at the disposal of the state PRD.
- Making model PRIs as demonstration/learning/exposure visit sites.
- Making individual role models facilitators and resource persons for training delivery and awareness creation and as resource persons in all the strategies of PRI-CB&T.

22.5 The Plan

Each year, a specified number of PRIs and individuals will be identified and short listed as per the specified criteria. All such PRIs and individuals will be encouraged to apply for rewards based on public advertisements and as per application formats. An expert committee will finally select the awardees.

The criteria and number of awards as well as the incentives may vary. Other departments and schemes also may chip in with their funds and other contributions related to their schemes and programmes.

22.6 Operationalization

The awards and awardees' details for the first year are given in Table 42. These can work as a starting point for the strategy.

Table 42: Awards and Awardees' Details

Categories of Awardees	No. of Awards	Cash Prizes	Total Cost
PRIs — Gram Panchayats	20	1,50,000	30,00,000
ERs	20	21,000	4,20,000
EWRs	20	21,000	4,20,000
Resources — Trainers/Mentors, etc.	20	15,000	3,00,000
Total Cost of the Awards	25 institutional awards+ 60 individual awards		41,40,000
Cost of yearly Function/Advertisement/Awardees Selection			10,00,000
Total Cost			51,40,000

The total cost for the first year comes to Rs 51.40 lakh. The total funds to be kept aside for the awards should be decided first and once this amount is fixed the number of awards and cash incentives can be determined based on this amount.

A sample list of criteria is given in Table 43 which may be fine-tuned prior to implementation and detailed award selection plans can be drawn up.

Table 43: Sample list of Criteria for Role Model Awards

Award	Criteria
Model Gram Panchayat	<ul style="list-style-type: none"> • 100 per cent Gram Sabhas take place. • 100 per cent quorum is maintained in all the meetings. • Community participation in decision-making. • 100 per cent Standing Committees are set up. • 100 per cent members of the Standing Committees are aware of their membership. • At least 70 per cent of the Standing Committees are functioning. • 100 per cent of the Gram Panchayat meetings take place with all members present. • 60 per cent community members are aware of the schemes and benefits.
Model ERs and EWRs	<ul style="list-style-type: none"> • Convenes and attends 100 per cent Gram Panchayat and Gram Sabha meetings each year. • Maintains records and proceedings of all meetings. • Attends 100 per cent Panchayat Samiti meetings. • Carries out planning for the Panchayat democratically. • Supports the social audit process. • Proactively discloses all details of the Panchayat in Gram Sabhas and in public locations regarding finances, meetings, schemes, etc. • Selects beneficiaries according to the terms and conditions of the schemes and programmes. • Takes the initiative and implements schemes for the benefit of the community.
Model Trainers	<ul style="list-style-type: none"> • Among the top 5 scorers in terms of feedback received from the participants. • Top 5 trainers who receive positive feedback from CSOs. • Top 5 scores for differences in pre-training and post-training evaluation of participants' knowledge and attitude. • Initiated an innovative practice that improved training sessions/methods in his/her area.
Model Mentors	<ul style="list-style-type: none"> • Reported incidents of increase in Gram Sabha, Gram Panchayat, and Standing Committee meetings in his/her area. • Increase in regularity of meetings and Sabhas. • Reported increase in documentation and regularization of procedures of PRIs. • Reported increase in participation in Gram Sabha and presence of members in meetings.

23. PEER NETWORK DEVELOPMENT STRATEGY — HORIZONTAL LEARNING

23.1 Background

‘Never doubt that a small group of thoughtful, committed citizens can change the world. In fact, it is the only thing that ever has.’

Margaret Mead

The number of ERs in all the three PRI tiers in the country is more than 30 lakh. Collectivization of all these ERs at the state level will change the way in which the PRIs function and fulfill Mahatma Gandhi’s dream of ‘Gram Swaraj’.

23.2 What is a Peer Network: Definition

As per Wikipedia, peer and network are:

Peer: A person who belongs to the same social group as another person or group. The social group may be based on age, sex, occupation, socio-economic status, and other factors.

Network: A social structure made up of individuals (or organizations) called ‘nodes’, which are tied (connected) by one or more specific types of interdependency, such as friendship, kinship, common interest, financial exchange, dislike, or relationships of beliefs, knowledge or prestige.

23.3 Need for a Peer Network

To share acquired knowledge and experience among peers (ERs at all the three PRI levels) for capacity development and replication of best practices for the development of PRIs.

23.4 Benefits of the Peer Network

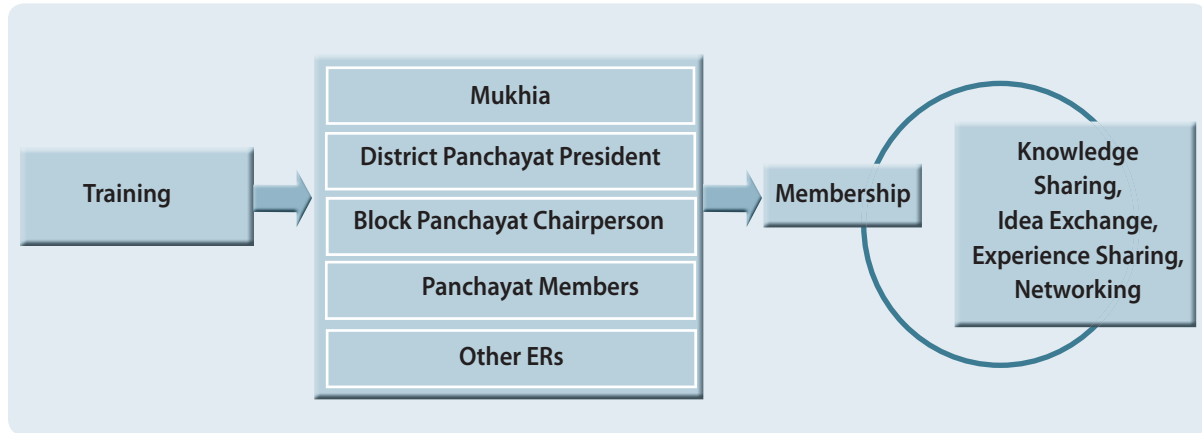
- **Horizontal learning:** A peer network will allow for horizontal learning, that is, learning across each of the PR tiers. Such networks will help in sharing best practices, knowledge, experiences of each of the peers which will help optimize the use of resources and doing the best planning possible for development.
- **Replication of best practices:** Best solutions for certain problems can be identified and replicated with minimum efforts.
- **Strengthening of interpersonal communication:** Members of different districts, blocks, and villages can get a chance to meet regularly during meetings which will strengthen social relationships and interpersonal communication.

23.5 Peer Network Development Strategy

In context of PRI development, the peer network development strategy is:

23.5.1 Model of Peer Network

The peer network model is given in Figure 21.

Figure 21: Peer Network Model

23.5.2 Process of Peer Network Development

Peer networks are proposed to be developed through membership for which a formal network will be established. Sessions will be taken by member representatives of the network during the capacity development training sessions. Once the entire session is complete, interested ERs may be called upon to become members of the network.

23.5.3 Capacity Development

To create awareness about the peer network among ERs, one session on Peer Network Development should be included in every training programme as per NCBE. The session will cover the following topics:

- Basics of peer network: Definition of peer, definition of network.
- Needs and benefits of a peer network: With example of best practices or model peer networks.
- Role of a peer network: Knowledge sharing, ideas sharing, experience sharing.
- The working of a peer network: Example of newsletters, ICT applications, regular meetings.

23.6 Functioning of the Peer Network

23.6.1 Structure

The peer network is proposed to be a state-level structure with supporting structures at the district level. The head of these structures may be chosen through elections or by selection after appropriate guidelines are laid down for these procedures.

23.6.2 Activities

In this network, members will share their knowledge, ideas, and experiences with each other. Sharing can be done through the following ways:

- Regular meetings at state and district levels.
- Quarterly publication of newsletters in local languages.
- Annual general meeting.

- Solution exchange like web application for knowledge exchange.
- Exposure visits to model Panchayats across the country.

Strong peer networks, if developed, may have an active role to play in state-level decision-making structures where they can act as the voice of ERs.

23.6.3 Funding

Regular funds will be required for sustaining this network. These can be generated in various ways like:

- **Membership fees:** The network can charge nominal fees for membership.
- **Subscription to the newsletter:** If any state-level network is publishing any newsletter then some surplus amount can be generated from its subscriptions and through advertisements.
- **Government funds:** More funds can be generated or channelized from various central or state government schemes.
- **External funds from donor agencies:** Funds can also be generated from donor agencies supporting local governance reforms and the development of PRIs.

Similar networks may be replicated for PSFs as well. It has not been suggested here as the support functionaries are already a part of a forum where they meet their counterparts from other sections of the state and exchange views. Such a forum does not exist for ERs and would be helpful for them. This initiative is suggested in NCBF as well. Bihar has taken a starting step by setting up a peer network of EWRs called Shaktirupa under the Panchayat Mahila Evam Yuva Vikas Shakti Abhiyan. This network has been registered under the Society Registration Act, 1860. The major objective of this society is to build the capacity of EWRs and ensure larger participation of women at the district as well as state levels.

24. RESEARCH STRATEGY

24.1 Current Situation

The Bihar Panchayat Strengthening Project, which is under the state PRD and is supported by the World Bank, has been conducting research, some of which is ongoing. Apart from this, Bihar PRD has its own plan for conducting some research studies under the CDLG project. However, BIPARD does not have a systematic research strategy, plan, or budget at present. Further, there is no overall research strategy and plan for the state. Current research is mostly a project based activity, carried out as per the requirements of a specific project.

24.2 Objective of Research

PRI-CB&T research in Bihar is aimed at:

- Directing the strategies, policies, programmes, and interventions as per the needs and realities of PRIs and their stakeholders.
- Providing provenance to the effectiveness or otherwise of the state PRI-CB&T strategies, policies, programmes, and interventions.
- Making external knowledge applications state specific.

24.3 Strategic Framework

A strategic framework comprising a 3-pronged research approach of action research, operational research, and formative research is outlined Figure 22. The strategic framework differentiates the types of research needed for PRI-CB&T and assists in allocating financial resources in a top down manner.

Figure 22: Research Strategies in PRI-CB&T

	Action Research	Operational Research	Formative Research
Purpose	Improving ongoing interventions	Improving strategies	Creating new knowledge and directions
Indicative Time Span	1-3 months	4-6 months	8 months -12 months
Team Strength	Small team of 1-3 members	Medium teams of 4-10 members	Large teams of 10-25 members
Geographical Footprint/Canvas	Micro interventions	Components of PRI-CB&T at the state level	Multi-state/country level
Cost Aspects	Incremental costs to ongoing implementation	Costs between Rs 2-10 lakh	Costs beyond Rs 25 lakh

An indicative menu of research, which needs to be carried out in the state, is highlighted in Figure 23. State PRD/PRTI needs to detail out the menu, decide the priorities, and implement them through a suggested outsourcing system.

Figure 23: Indicative Menu of Research

	Action Research	Operational Research	Formative Research
Legal Studies		<ul style="list-style-type: none"> Identifying revisions in existing state Acts/Laws for due cognizance of the state PR Act. Clarifying Rules and Regulations for precise roles of PRIs and its role holders including Standing Committees. 	<ul style="list-style-type: none"> Divergence between the spirit of constitutional reforms and the state PR Acts.
Social Science	Outcome/impact evaluation of select/each micro intervention (on-the-job training, CRS, folk performances, etc.). FAQs for stakeholders on various thematic areas.	<ul style="list-style-type: none"> Outcome and impact studies of each strategy KABP (Knowledge, Skills, Attitudes, Behavior) of EWRs Functional literacy baseline for ERs Parallel structures of line departments and its impact of Standing Committees of PRI 	<ul style="list-style-type: none"> Linkages between poverty and gender and power dynamics in PRIs. Effects of cast and class among PRI-ERs on the effective functioning of Panchayats.
Management Science	Case studies of role models. Level of computer literacy among ERs	<ul style="list-style-type: none"> Devolution mapping and bottlenecks Business model and ICT/E-governance for Panchayats Training Needs Assessment 	<ul style="list-style-type: none"> HR and infrastructure norms for effective functioning of Panchayats.
Psychology and Human Behaviour		<ul style="list-style-type: none"> Self-esteem/confidence among EWRs/STs/SCs, and other PRI-ERs. Leadership traits among ERs and EWRs and strategies for enhancing leadership. 	
Governance		<ul style="list-style-type: none"> Issues, constraints, challenges, and opportunities for strengthening PRIs. E-governance. 	<ul style="list-style-type: none"> Degree of convergence and strategies for enhancing these for PRIs. Impacts of ER tenures on the functioning of PRIs.

24.4 Human Resources and Infrastructure for Research

The state PRD/PRTI needs to have one research specialist, provided in the proposed organization structure with details of remuneration, job description, and job specification. Research in PRI-CB&T is planned to be carried out through outsourcing.

24.5 Research Budget

The first year's research budget may be to the tune of Rs 50 lakh. It is recommended that no formative research should be carried out directly by the state but it should be proposed to MoPR.

25. KNOWLEDGE MANAGEMENT STRATEGY

25.1 Introduction

Knowledge is the sum total of information, contextual understanding, and wisdom. Knowledge management (KM) is the process of capturing, transmitting, storing, and disseminating this information, understanding, and wisdom. While human networks are appropriate mediums to store and transmit contextual understanding/tacit knowledge and wisdom, IT-based platforms and computer networks are appropriate mediums to store and transmit data and information.

The KM strategy focusses on the storage and transmission of data and information through computer networks.

25.2 Current Situation

Significant information exists within various PRI constituencies and more is visualized to be generated through the implementation of the proposed CA&CDS strategy. At present there is no systematic storage or transmission of this information. While the state PRD has deployed IT to some extent for implementing its programmes, its application for PRI-CB&T is almost non-existent.

Adults learn through experience/knowledge and information sharing. While it is true that people always learn and the scope of learning exists in any situation with unfocused and unstructured sharing of real life experiences, learning, knowledge, and information the learning curve costs and time are far too high to be acceptable for PRIs.

Implementation of the proposed 12 strategies at the same time is expected to strengthen human networks comprising of:

- Supply chain resources, including trainers, mentors, CSO partners, researchers, M&E professionals, community radio operators, IEC/BCC mobile van operators, and state PRD officials.
- Team members of nodal institutions, including PRTI, ETCs, and other training institutions.
- ERs at various levels through the development of recommended ER peer networks.
- Village communities through strategies including those for developmental communication.

The KM strategy, thus, focusses on an IT-driven, real time information exchange among all the stakeholders. To start with, professionals in the supply chain will use it to a larger extent while its use by ERs will increase with time.

25.3 Objective

The objective of the KM strategy is to reduce the information and knowledge divide among PRI stakeholders by providing universal access to it. The applied KM strategy will inter-alia:

- Reduce the information and knowledge differential that exists among PRI stakeholders.
- Make dispersal of knowledge uniform.
- Strengthen efforts towards reducing power differentials due to gender.
- Enable instant access and analysis of a vast amount of information which is otherwise not possible.

25.4 Short-Term Limitations of the KM Strategy

With the given differentials and available access to information and knowledge to PRI stakeholders in the state, dissemination due to the KM strategy may be uneven in the short-term and this may increase the differentials that exist among the stakeholders. Any strategy will take time to percolate uniformly across all stakeholders; change most of the time starts with opinion leaders/change agents and then spreads. Like a disease spreading, the KM strategy can be visualized as having its own epidemiology.

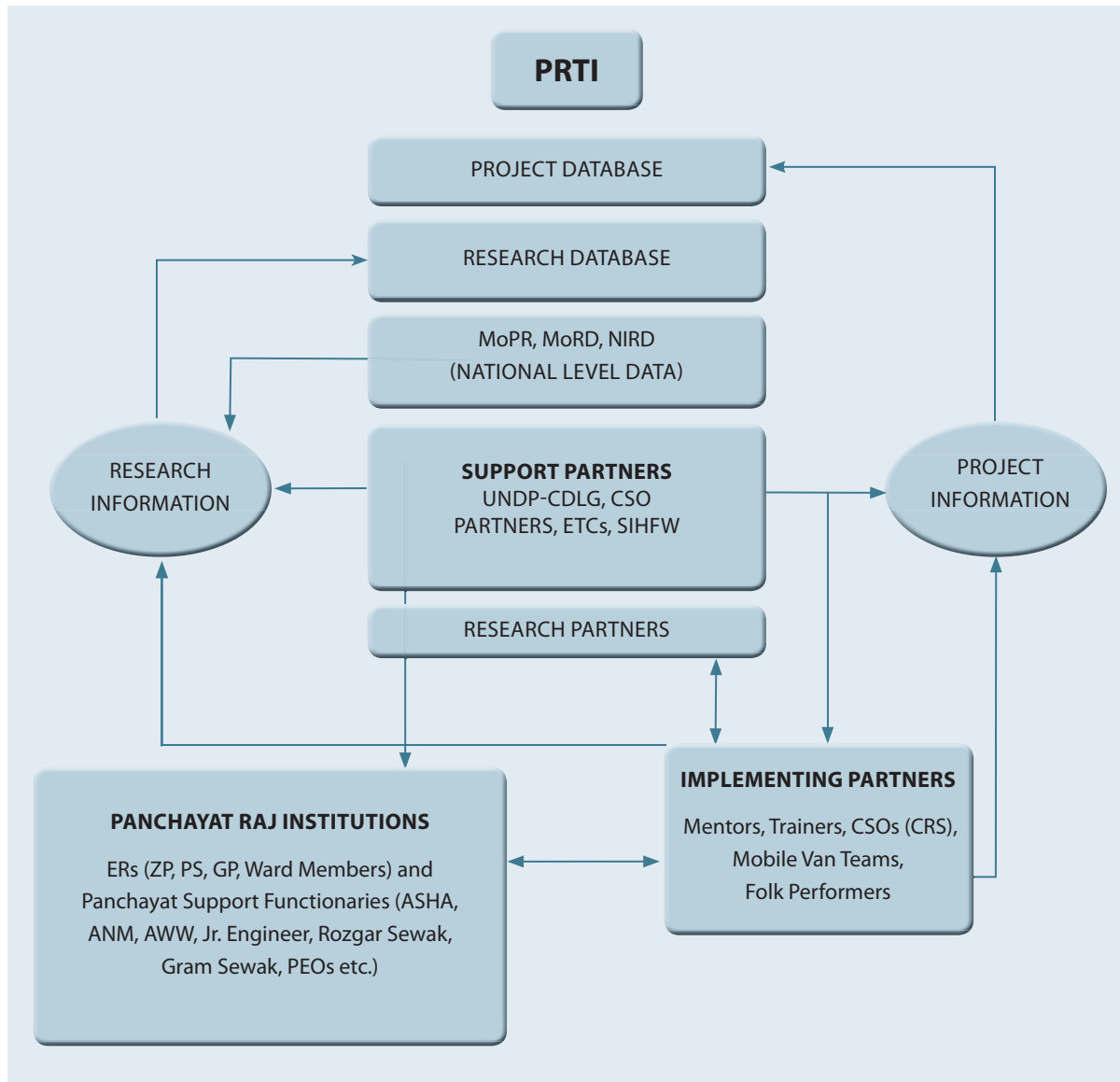
The short-term increase in differentials is thus natural and it is visualized to decrease with the application of all the 12 strategies together.

25.5 KM Components

KM is visualized as a:

- A vortal/knowledge gateway with web-enabled dual language information transfer.
- Monitoring, Evaluation, and Learning System (MEALS).
- Protocols for:
 - Data acceptability
 - Data compatibility
 - Information disclosure
 - Data safety and security

The KM model is highlighted in Figure 24.

Figure 24: The Knowledge Management Model

25.5.1 Knowledge Gateway/Vortal

The vortal is visualized as having the following features:

Communities of practice: These are web-enabled communities of people who have worked together over a period of time. Here we may have many CoPs for the components of Panchayati Raj Capacity Development in order to share best practices and latest updated knowledge.

Chat rooms: Chat rooms encourage real time communication/dialogues among people and help in sharing information quickly.

M&E information sharing: The strategy will also involve public sharing of all the reports that come in from various projects like community radio stations, mobile vans, folk performance teams, mentors, trainers, and CSOs. Access to information will be universal except in cases where:

- Confidentiality is involved
- Sensitive information
- Any information which the state PRD/PRTI/editorial board thinks should be withheld in larger public interest
- Announcements/upcoming events: All training programmes/workshops, exposure visits, events planned will be publicized through the portal

The type of information which may be uploaded here may include:

- Statistics — Overall and with appropriate break up, for example:
 - Physical progress reporting — Coverage under various strategies and plans, actual, deviations.
 - Financial progress reporting — Sources and resources.
- Documentation of each training/event.
- Reports of each training/event.
- Database of all ERs, trainers, mentors, CSO partners, and other resources envisaged under all the strategies.
- Organization structure of PRD, PRTI, ETCs, and a database of all contacts.
- RTI inquiries and status.

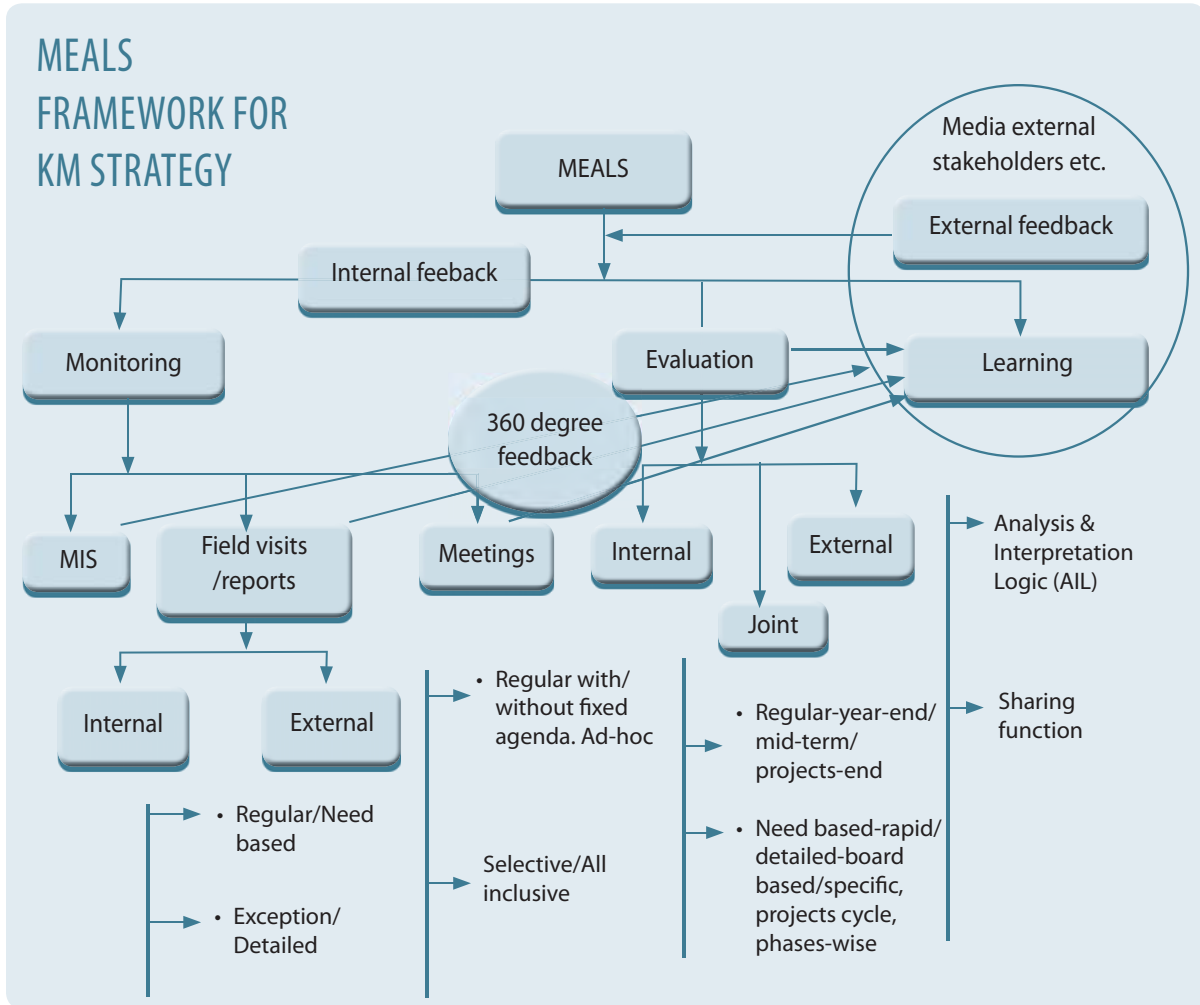
Knowledge depository — This is a powerful feature of the gateway wherein all bits of knowledge are stored for referral by the stakeholders. These may include:

- Training modules.
- Guidelines/protocols for developing/planning/conducting — Training modules, case studies, experiential learning tools, exposure visits, research, ethical guidelines, evaluation of training, documentation of training, on-the-job mentoring/training, functional literacy modules, and specialized modules on gender, disaster management, Gram Katchahary, referral material for all the modules, links of relevant websites.
- Best practices — Next/best practices, learning derived and critical success factors.
- Experiences sharing platform.

25.5.2 Monitoring, Evaluation, and Learning System (MEALS)

Monitoring, evaluation, and learning is a continuum of the M&E function and is often attempted in practice in a sub-optimal manner as a separate exercise. This strategy visualizes the spectrum with all its components as highlighted in Figure 25.

Figure 25: Monitoring, Evaluation, and Learning System



Detailed M&E systems need to be developed by the state based on this model as part of the KM strategy to ensure concurrent learning and feeding into the implementation of PRI-CB&T. Table 44 gives a framework of M&E for all PRI-CB&T strategies suggested in the report.

Table 44: The M&E Framework

Strategy	Monitoring Mechanism	Output Indicators	Outcome Indicators	Evaluation Mechanism	Impact Evaluation Mechanism	Feedback Loop
Training	<ul style="list-style-type: none"> Trainers' reports CSO reports Feedback forms 	<ul style="list-style-type: none"> No. of trainings No. of participants in every training No. of women training participants 	<ul style="list-style-type: none"> Regularization of PRI functions Increased participation in PRI meetings and Gram Sabhas 	Evaluation every 6 months to a year	External Evaluation every 3 years	Manager(CB&T Strategies) – training and ETCs' Principals will give feedback to resource persons and CSO partners
Community Radio Station	<ul style="list-style-type: none"> Monthly reports to ETCs and Manager (CB&T)-DCS 	<ul style="list-style-type: none"> No. of radios distributed No. of hours broadcast per day No. of programmes in different categories Inventory size Listenership in community Revenue generated in a year 	<ul style="list-style-type: none"> Distribution of radios in the community No. of radios in working condition Listenership of women in comparison to men Recall rates of programmes Participation of SCs, STs, women, youth, children, and elders Participation of ERs in CRS, especially women Utilization by local business persons and SHGs for marketing Utilization by schools and children Frequency of usage by government departments 			Manager(CB&T Strategies) – development communication to CSO partners
Mobile Van	<ul style="list-style-type: none"> Monthly reports to CSO partners 		<ul style="list-style-type: none"> Recall rates among people about MV programmes Community awareness levels about PR provisions Participation rates in Gram Sabha and Gram Panchayat meetings 			
Folk Performance Teams	<ul style="list-style-type: none"> Monthly reports to CSO partners 	<ul style="list-style-type: none"> Themes covered by each team No. of GPs visited 4 times No. of media used in each GP 	<ul style="list-style-type: none"> Recall rates in community regarding folk performances, themes discussed Increased awareness levels in community regarding the themes covered by the teams Increased participation of community in village meetings 	Annual assessment by CSO partners		

Strategy	Monitoring Mechanism	Output Indicators	Outcome Indicators	Evaluation Mechanism	Impact Evaluation Mechanism	Feedback Loop
Mass Media Plan	Reports by CSO partners	<ul style="list-style-type: none"> • Listenership and viewership of broadcast programmes • No. of calls received in response to programmes 	<ul style="list-style-type: none"> • Increased awareness levels among the listeners • Regularization of Gram Sabha • Increased participation in Gram Sabhas • Regular Panchayat meetings • Presence of all members in Panchayat meetings • Increased women's participation 	Annual assessment by CSO partners		
IEC	Reports by CSOs to the Manager	<ul style="list-style-type: none"> • No. of material given to each Panchayat • No. of IEC material put up in publicly visible spots in each Panchayat • Community participation in wall painting campaigns 	<ul style="list-style-type: none"> • The state of posters and flip chart displays • Level of awareness among the communities where such campaigns have been done • Regularization of meetings in communities 	Annual assessment by CSO partners		Manager (CB&T Strategies) – development communication to CSO partners
Role Model Development	No. of nominations received by selection panel	<ul style="list-style-type: none"> • Increased nominations for each category of awards • Increased number of beacon Panchayats created in the state 	<ul style="list-style-type: none"> • No. of role models used in training sessions • Increasing no. of nominations every year 			Manager (CB&T Strategies) – role model development to selection panel
Holistic Development of EWRs	Reports by village volunteers to CSO partners	<ul style="list-style-type: none"> • No. of participants per session • No. of non-ER people attending sessions 	<ul style="list-style-type: none"> • Increased literacy levels among ERs • Increased participation of women in Panchayat and other community activities 	Monthly assessment of village volunteers by CSO partners		Manager (CB&T Strategies) – holistic development to CSO partners
On the Job Training	Mentor reports to CSO partners	<ul style="list-style-type: none"> • Increased incidences of Panchayat meetings and Sabhas • increased awareness levels in community regarding PRIs 	<ul style="list-style-type: none"> • Increased participation of all ERs in Panchayat meetings • Increased participation of community in the Gram Sabha 	Annual assessment of mentors by CSO partners		Manager (CB&T Strategies) – on-the-job training to CSO partners and mentors
Engagement Strategy	Reports by mentors to CSO partners	<ul style="list-style-type: none"> • Increased presence of PEOs and ERs in Panchayat meetings 	<ul style="list-style-type: none"> • Increased coordination between PEOs and ERs 	Annual assessment by CSO partners		Manager (CB&T Strategies) – engagement process to CSOs

25.5.3 Protocols

The public domain of the KM strategy and model will require adequate guidelines/protocols for ensuring:

- Data acceptability — Acceptability of data based on its provenance, authenticity, riders/limitations if any, observance of the Copyright Act, and acknowledgement of authors, intellectual property rights.
- Data safety — Backup, firewalls, protection against breakdowns, and parallel servers.
- Data accessibility — Defining the access domain for all users to access information, access for editing, uploading/posting.

25.6 HR Requirements

An IT/ICT specialist position is planned in the state PRD/PRTI to fine-tune the strategy, develop an appropriate software platform, and link all existing connectivity in the state under SWAN, district wide networks, and private service providers, and under the planned e-Panchayat project.

The IT/ICT specialist will be responsible for updating all relevant information in the system and ensuring timely receipt of all information from information holders.

25.7 Infrastructural Requirements

The state has implemented the state wide area network for which the infrastructure is in place up to the block level and in some places even up to the Gram Panchayat level. The infrastructure at the Gram Panchayat level needs to be expanded and strengthened further so that there is complete coverage and access to the system. Also e-governance has been implemented through Common Service Centres in many parts of the state and a number of services are now web-enabled.

The minimum infrastructure required to utilize this system at any level would be a computer and connectivity.

25.8 Knowledge Management Costs

The capital costs for the KM strategy are given in Table 45.

Table 45: Capital Costs for the Knowledge Management Strategy and Plan

No.	Budget Head	Capital Cost (in Rs)
1	Developing vortal	20 lakh
2	Developing databases and first time entry	2 lakh
3	Developing MEALS with all details	5 lakh
4	Total	27 lakh

Recurring costs are estimated for space and uploading at Rs 5 lakh.

26. CONVERGENCE STRATEGY

26.1 Convergence: Concept and Definition

26.1.1 Concept

The dictionary meaning of convergence is, ‘The act of moving toward union or uniformity’.

According to Wikipedia, convergence is the approach towards a definite value, a definite point, a common view or opinion, or towards a fixed or equilibrium state.

26.1.2 Operating Definition of Convergence

Convergence can be defined as forming policies, systems, structures, and projects targeted towards the capacity development of PRIs in the state.

In context of capacity development and training of PRIs, convergence can be done at various levels to optimally utilize the available resources to achieve the overall objective of effective functioning of local government institutions.

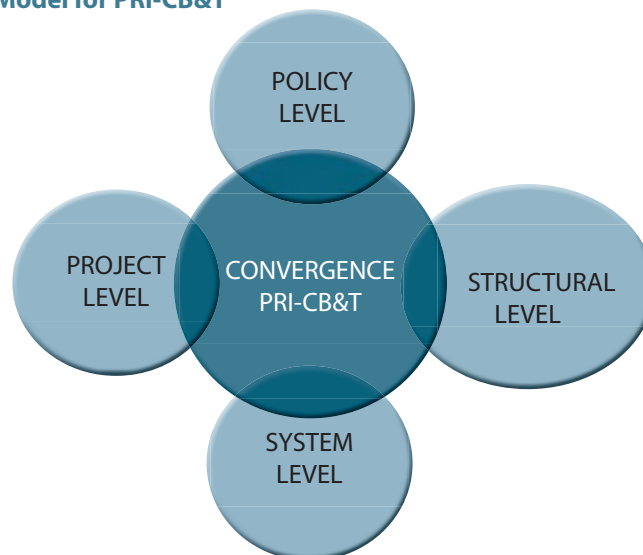
26.1.3 Convergence at Various Levels

- Policy
- Structures
- Systems
- Project

26.1.4 Convergence Model

The convergence model for PRI-CB&T is given in Figure 26.

Figure 26: Convergence Model for PRI-CB&T



26.2 Convergence at the Policy Level

26.2.1 Current Status at the Policy Level

Table 46 gives the current status of convergence at the policy level.

Table 46: Current Status of Convergence at the Policy Level

Level of Inquiry	Current state	Impact of non convergence
Policy level	Funds for training are sprinkled across several ministries.	• PRI members not targeted properly.
	MoPR is assigned separate funds for CB&T by the central government.	• Non-uniform training approach.
	Different ministries prepare stand alone training.	• Duplicating logistics, infrastructure for training.

26.2.2 Proposed Actions for Convergence at the Policy Level

26.2.2.1 Pooled Funding for Capacity Development

The central government spends around Rs 75,000 crore for implementing centrally sponsored schemes (CSS). According to NCBF's recommendations, instead of assigning separate funds for training to MoPR, 1 per cent of public expenditure on all CSS should be placed in a non-lapsable fund by the central government exclusively for implementing NCBF.

This would specifically apply to seven of the eight flagship programmes, which fall within the 29 matters identified in the Eleventh Schedule for devolution from state governments to Panchayats.

The flagship programs of the government are as follows:

- Bharat Nirman (creation of infrastructure like roads, electricity, water, telecommunication, housing, etc.)
- MGNREGS — Mahatma Gandhi National Rural Employment Guarantee Scheme
- NRHM — National Rural Health Mission
- ICDS — Integrated Child Development Services
- SSA — Sarva Shiksha Abhiyan
- MDM — Mid day Meal
- TSC — Total Sanitation Campaign
- NSAP — National Social Assistance Programme
- BRGF — Backward Regions Grant Fund

Thus 1 per cent of public expenditure on these programmes should be allocated as a non-lapsable fund to the states for CB&T.

This recommendation has not been implemented yet but will go a long way in strengthening PRI-CB&T. MoPR should implement this NCBF recommendation in a time-bound manner in consultation with all the concerned ministries.

26.3 Convergence at the Structural Level

26.3.1 Current Status at the Structural Level

The current status of convergence at the structural level is given in Table 47.

Table 47: Current Status of Convergence at the Structural Level

Level of Inquiry	Current status	Impact of non-convergence
Structural level	<ul style="list-style-type: none"> Parallel structures of line departments. Implementation of the programmes in a standalone manner through creation of parallel village/block/district level bodies. Separate programme implementation and funds for capacity development, community mobilization, and awareness/IEC/BCC. Institutes such as BIPARD and SIHFW have their own CB&T programmes and budgets which are planned without taking into consideration PRD's overall training plan. Creation of village level Rogi Kalyan Samitis (Village Health Committees) under NRHM by the Department of Health consisting of ERs. Village Education Committees created by the Department of Education. 	<ul style="list-style-type: none"> Duplication in training efforts. Training programmes undermining the constitutional roles/mandates of PRI members. Dual roles and different needs of PRI-ERs not taken into account. Creating a 'training noise'. As several departments conduct trainings separately training provided leads to fragmented understanding of developmental processes among the ERs, of PRI and rural citizens. Non-existence or ineffective functioning of constituted Village Standing Committees under the state PR Act. Weakening of effective functioning of PRIs as inclusive, strong, and transparent bodies of democracy.

26.3.2 Proposed Actions for Convergence at the Structural Level

The following ways are suggested for convergence at the structural level:

26.3.2.1 Removal/Integration of Parallel Structures

- To make village-level SCs all-inclusive for all GoI/state programmes and doing away completely with parallel line departmental/mission level structures and systems with suitable modifications in the membership of SCs.
- To integrate both the structures through systemic intervention and linking them with departmental committees functioning under/as sub-committees of PRI-SCs.

26.3.2.2. State Level CB&T Planning and Coordination Committee

To form a state-level CB&T planning and Coordination Committee concerning all line departments under the aegis of the Chief Secretary or Principal Secretary-Planning and Coordination Department with the role of the Member Secretary being played by the PS-PRD.

Benefits

- Good management principles dictate efforts for convergence.
- It provides the issue of CB&T the importance that it deserves.
- Such convergence is not only needed for CB&T but also for enhancing overall programme effectiveness and such steps help in creating a climate of ‘working together’.

26.3.2.3 Convergence with Line Departments

Almost all the departments specified in the devolution to PRIs, design and implement ‘soft’ interventions along with implementing their programmes. These ‘soft’ interventions comprise CB&T, community mobilization, and awareness/IEC/BCC. Most of the national and state programmes have defined budget lines and provisions for these areas.

A significant number of these interventions are directed at people living in rural areas, including PRI-ERs.

PRI-ERs have a dual role in such schemes:

- As recipients/entitlement holders of such schemes.
- As decision-makers for deciding among conflicting priorities for rural citizens and implementing the schemes for other beneficiaries.
- Convergence among different departments implementing CB&T and soft interventions targeted at rural citizens, especially for PRI-ERs is thus needed to reduce the ‘training noise’ and for enhancing the overall effectiveness of CB&T.

26.4 Convergence at the System Level

26.4.1 Current Status at the System Level

The current status of convergence at the system level is given in Table 48.

Table 48: Current Status of Convergence at the System Level

Level of Inquiry	Current state	Impact of non-convergence
System level	Separate planning for training by different departments. Separate training design for different programmes. Separate M&E systems.	<ul style="list-style-type: none"> • Duplication of training efforts. • Fragmented and ineffective approach to training.

26.4.2 Proposed Actions for Convergence at the System Level

26.4.2.1 Integrated Planning for the Entire State

The annual training plan for capacity development should be planned by a committee which includes all the departments’ representatives.

26.4.2.2 Common M&E System

There should be common M&E systems for all departments to give uniformity to the process.

26.4.2.3 Common Training Design System

There should be a common training design system for all the departments including:

- An integrated training calendar considering focus areas for all the departments and the CB&T needs of PRI members.
- Integrated training modules considering focus areas for all the departments and the CB&T needs of PRI members.
- ToT by PRD to trainers in other departments.

26.5 Convergence at the Project Level

26.5.1 Current Status at the Project Level

Table 49 gives the current status of convergence at the project level.

Table 49: Current Status of Convergence at the Project Level

Level of Inquiry	Current state	Impact of non-convergence
Project level	Projects as stand alone interventions. Projects such as BPSP have their own CB&T programmes and budgets which are planned without taking into consideration PRD's overall training plan.	<ul style="list-style-type: none"> • Non-uniform CB&T delivery to targeted PRI members. • Non-optimal utilization of resources. • Duplication in training efforts.

26.5.2 Proposed Actions for Convergence at the Project Level

26.5.2.1 Alignment of Project-level CB&T with the State-level PRD CB&T Agenda

There are various projects going on at the state level which have their own components for CB&T and their own strategies which coincide with PRD's CB&T agenda.

For example, the Bihar Panchayat Strengthening Project (BPSP) under which the Government of Bihar proposed and conceptualized the capacity building of Panchayats in the state. The Department of Panchayati Raj in the Government of Bihar is presently designing the project, for which a pre-appraisal mission is to be conducted in July 2010 for empowerment of PRIs and to improve their autonomy, capacity, and accountability.

The overall planning of such projects can be aligned with CB&T of the state PRD.

Benefits

- Unified approach to CB&T among all key projects.
- Cost effectiveness in CB&T delivery.
- Common/integrated usage of delivery channels and infrastructure (trainers, CSOs, and training infrastructure of various departments).

26.6 Convergence at the Operational Level

At the operational level, convergence for PRI-CB&T is possible through partnering with various institutes for the many activities required for implementing the PRI-CB&T strategy. Bihar has many institutes and CSOs which are involved in capacity building and training, though not necessarily of PRIs. Their facilities in terms of infrastructure as well as human resources may be utilized. Table 50 gives the possible areas of convergence with various institutes.

Table 50: Areas of Convergence at the Operational Level for PRI-CB&T

S. No.	Name of Institute	Possible Areas of Convergence for PRI-CB&T
1	A. N. Sinha Institute of Social Studies	Training physical infrastructure, training faculty, partner for training material development.
2	Lalit Narayan Mishra Institute of Economic Development and Social Change	Training physical infrastructure, training faculty, computer training facilities, research.
3	Deepa Narayana Singh Regional Institute of Co-operative Management	Training physical infrastructure, hostel facilities, faculty, courses for resource persons, research.
4	Mr.. Rajendra Prasad Multidisciplinary Training Centre Khadi and Village Industries Commission	Training infrastructure, hostel facilities, resource persons.
5	Women Development Corporation (WDC)	EWR training and strategy monitoring and implementation, training of EWRs, strategy outreach.
6	Sewa Kendra	Training and residential facilities, resource persons.
7	Bihar Volunteer Health Association	Training faculty, strategic outreach, training facility.
8	SEEDS	Training faculty, strategic outreach, training facility.
9	Indian Institute of Business Management	Training infrastructure.
10	Mr.. Zakir Hussain Non Formal and Continuing Education	Training infrastructure, functional literacy strategy implementation, training resource persons, research.
11	PRIA	Strategy implementation, monitoring, and evaluation, resource persons, training facility, research.
12	ADRI	Research, training faculty.

26.7 Human Resources

It is proposed that there be one Manager (CB&T Strategies)-Convergence and Networking at the state level to liaison with various departments and to coordinate the convergence processes.

27. CONTINUING EDUCATION FOR RESOURCE PERSONS STRATEGY

27.1 Current Scenario

The state currently does not have any resources beyond MRPs and DRPs. There is no mechanism for regular upgradation of their knowledge and skill sets. Refresher courses are not held on a regular basis and updation of knowledge based on the current changing scenario is lacking.

27.2 The Need

The strategies proposed in this report require individual as well as institutional resources to work at all levels in a variety of functions over a certain period of time. The envisaged capacity developers in the delivery structure are:

- Resource persons/trainers.
- Mentors.
- CSOs.
- CBOs.
- Academic institutions.
- Government departments.
- Private sector institutions.
- Students.
- Individual experts.

Capacity development of capacity developers is an important aspect of any CB&T programme. Their training and capacity development is as important as the training of PRI-ERs and support functionaries. The training in soft infrastructure is as important. Soft infrastructure has to be updated in order to remain in touch with the latest happenings in the sector. This will in turn enable ERs and support functionaries to perform their roles and responsibilities as capacity developers better, thus fulfilling the overall objectives of PRI-CB&T.

27.3 Objective of the Strategy

The objective is capacity development of capacity developers of PRI-ERs and support functionaries.

27.4 Components of the Strategy

27.4.1 Programmes

The strategy for continuing education is basically to ensure that the resource persons involved in the capacity development of PRIs receive CB&T as well on a regular basis. For this reason, it is proposed that all resource persons undergo a minimum of one week of compulsory training in a year. Those interested in furthering their skills and knowledge can then attend a second training programme/workshop/symposium in the same

year. A resource person may not be allowed to attend more than two programmes in a year.

These programmes are considered an investment wherein the state will take care of the accommodation, fees, travel, and other expenses of the participants. The resource persons will not be paid an honorarium for the period of the programme.

The programmes envisaged for resource persons are:

- Fellowship programmes: The state PRD/PRTI can institute fellowships for those who want to conduct research studies in the field of PRI-CB&T and related subjects.
- Symposia/workshops: The state can send resource persons for training programmes/workshops within the state or in any other part of India or even outside the country.
- Masters programme: The state PRD/PRTI can collaborate with a university, or distance programme universities like IGNOU for designing and running a Masters programme in Panchayati Raj and other related subjects.
- Professional advancement courses: These will form a bulk of the programmes which will be taken up by capacity developers. These are planned to be short-term courses for a week to a month on various subjects like (indicative list, not limited to):
 - Training skills.
 - Monitoring and evaluation.
 - Documentation and report writing.
 - Decentralization.
 - Rights and governance.
 - Communication.
 - Developmental issues.
 - IT and development.
 - Best practices in Panchayati Raj.
 - Thematic modules on different subjects like decentralized planning, Gram Sabha, devolution, convergence, and MGNREGS.

These are broad thematic areas under which programmes can be designed on various sub-topics keeping in mind the audience for which they are meant. The audience will comprise of:

- CSO members.
- DRPs and MRPs.
- State-level resource persons.
- State PRD agencies for training state-level resource persons.
- Mentors.
- Folk performance teams.
- Mobile van teams.
- CRS teams.
- PEOs.

27.4.2 Programme Design and Conducting

The state PRTI will design programmes either in-house or in collaboration with universities (either distance learning or regular). One person at the PRTI level will work exclusively towards this function and will have the following responsibilities:

- Programme design: Designing in-house short-term or long-term programmes in collaboration with universities and colleges.
- Programme identification: Identifying workshops, training programmes, and symposiums being conducted elsewhere and informing resource persons about these through various communication channels.
- Conducting programmes: The training programmes designed in-house will be conducted at PRTI and resource persons from the capacity delivery structure will be trained by the PRTI faculty.
- Programme certificates: State PRTI will hand out completion certificates to those who successfully complete the courses that they opted for and who meet all the requirements within those courses, be it examinations or assignments and/or contact classes. The examinations, if any, will be conducted at the ETC level so that they are easier to attend, they will be sent to PRTI for verification.

27.5 Strategy Budget

The planned costs for this strategy include the costs for training resource persons that the state PRD/PRTI will invest in.

The cost assumptions are Rs 1,000 per day per participant. This will amount to Rs 7,000 per participant for a week (the other cost details are given in Table 51).

Table 51: Compulsory Course Training

No. of Resource Persons	Cost per person per day (in Rs)	Cost per person for 1 week (in Rs)	Total Cost (in Rs)
3,554	1,000	7,000	2,48,78,000

Even if half the resource persons (1,777) take up a second round of the course in the same year, the costs will be Rs 1,24,39,000.

The total costs of continuing education, including the costs of sending resource persons on exposure trips elsewhere for workshops, symposiums, and best practices are given in Table 52.

Table 52: Total Continuing Education Costs

S. No.	Item	Costs (in Rs)
1.	Compulsory Courses	2,48,78,000
2.	Extra Courses	1,24,39,000
3.	Exposure trips and other learning initiatives	50,00,000
4.	Total	4,23,17,000

28 CAPACITY DELIVERY STRATEGY

28.1 Current Scenario

At the moment there is no organized delivery structure apart from ETCs at the divisional level in the state. The ETCs lack adequate infrastructure to cater to the large training and capacity development load in the state. There is no strong track record of involving CSOs in PRI-CB&T delivery. CSOs' interventions in CB&T are sporadic and ad-hoc. Working with them is a sensitive and delicate issue for the state and is further complicated by incidences of corruption, poor/non-performance, and inappropriate use of funds among the CSOs. However, there are CSOs doing good work and some of them are working in the PRI sector.

28.2 The Need

The capacity development strategies suggested in this report go beyond training and require working more closely with the various stakeholders at all PRI levels. There are a number of initiatives and interventions which should be implemented at the village level with the same target group but through different approaches or resources. Thus, we envisage a large number of services and service providers at the village level, including mentors, village volunteers, training resource people, mobile van teams, folk performance teams, and community radio station teams. All these services and service providers will require a common binding thread to ensure mutually complementary delivery. This is envisaged to be carried out by CSOs acting as CB&T coordinators and implementers at the block level. It is envisaged that a CSO will be identified in each block for doing this. Thus, a strong delivery structure is required to ensure efficient and quality delivery of CB&T services in a time-bound manner. At the same time, resources, both individual as well as institutional, will be required at the state level for functions like designing, planning, and developing modules and guidelines.

In order to address the current PRI-CB&T needs completely, the state will need a large number of services, expertise, and resources.

28.3 Objective of the Strategy

The objective of the capacity delivery strategy is to enable an efficient and timely delivery of capacity development in the state.

28.4 Components of the Strategy

The components of the strategy are:

28.4.1 Partnerships

The fulcrum of this strategy is partnership with a variety of entities. The strategies recommended in this report require working closely with the community and working at different levels — policy, grassroots,

project, programme. These require varied skills and knowledge and therefore calls for an equally versatile set of organizations/institutions in partnership with whom these strategies will be implemented.

Based on the type of exchange, partners can be funders, infrastructure givers, catalysts, givers of ideas, contact givers/connectors (helping in building networks), or initiators for the programme/project (see Table 53 for details).

Table 53: Partnership Matrix for CB&T Delivery in Bihar

Partnership Type	Roles/Functions	Possible Entities for Partnership
Delivery Partners	Delivering the services to end users.	CSOs, mobile van teams, folk performance teams, government departments.
Project Partners	Task-based functions.	Individuals (experts/students/ academicians), research institutions.
Support Partners	Provide support to a particular programme/project, think tanks, etc.	CSOs, academic institutions, individual experts, government departments.
Functional Partners	Taken on for specific functions within a programme like M&E and training.	CSOs, academic institutions, individuals (experts/students).
Programme Partners	Partners for the entire programme.	CSOs, academic institutions, government departments.

The partnerships can be long- or short-term depending on the need. For example, short-term partnerships may be with students in universities who may be taken on internships for research projects for which they may be reimbursed travel costs during the course of the research. Fellowships can be given to national and international students for research projects in the area of Panchayati Raj.

Technical education boards, colleges, and universities can run short-term (1, 3, or 6 months) certificate courses in collaboration with the state PRD for training freshers, government officials, and support functionaries. These will be self-sufficient programmes.

28.4.2 Capacity Development of Partners

The partners so chosen will undergo training and capacity development in order to be able to perform their roles and functions more efficiently. They will be given orientation training about PRIs and their basic role; these will be appropriate to the task for which they have been chosen.

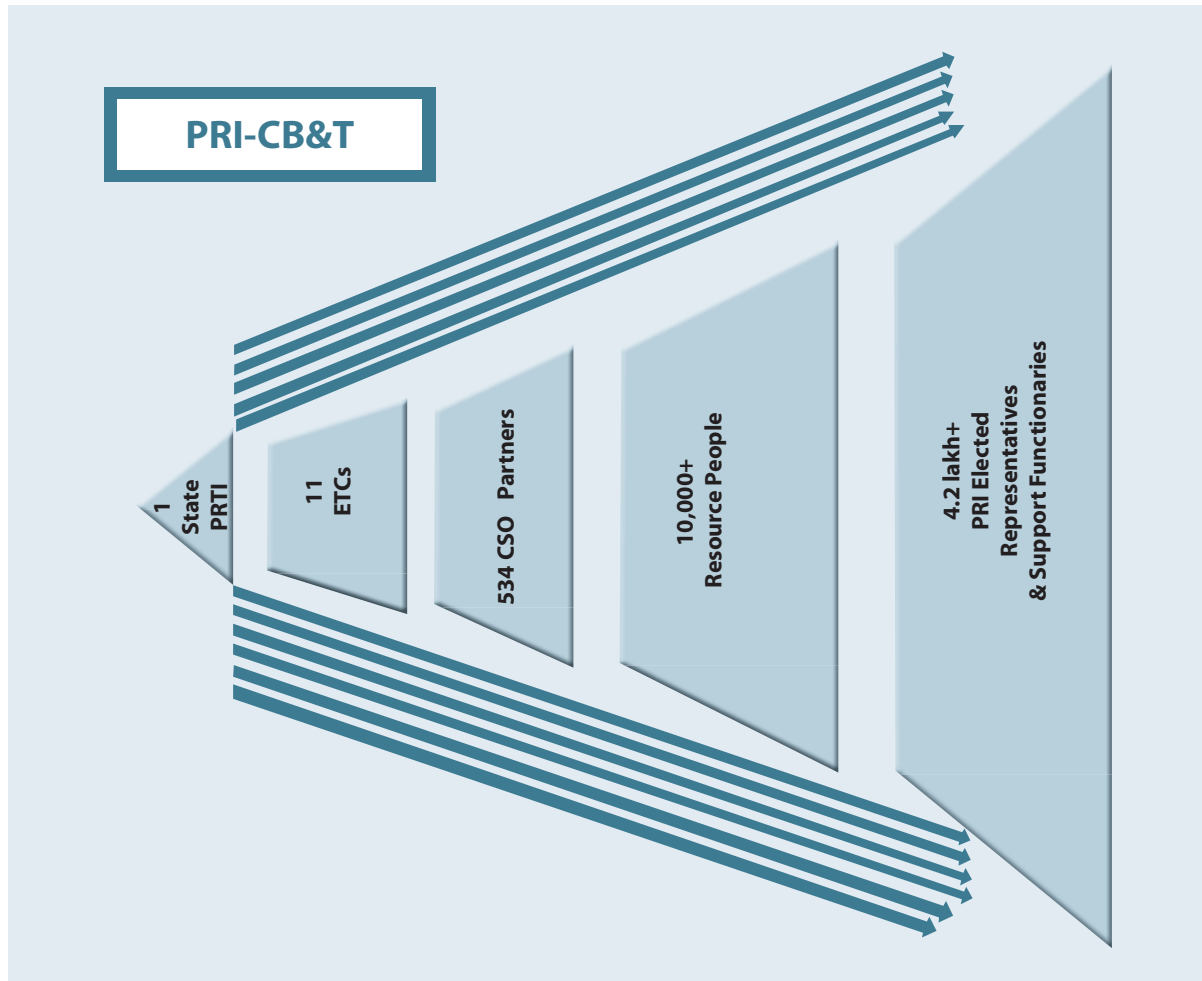
28.4.3 Contracting Mechanism

The partners selected after the procedures are completed will then enter into a written contract with PRTI and work accordingly. The contract will clearly spell out the roles and responsibilities of the parties involved and shall be fair to both the parties.

28.4.4 Monitoring and Evaluation Mechanism

The partners so chosen at various levels for the strategies have to be monitored and evaluated at regular intervals to understand whether they are performing their roles and functions appropriately. They also need to be evaluated in order to know what challenges they face and to know the impact that they are having on the community. Figure 27 gives a model for the capacity delivery structure envisaged for the state for all strategies.

Figure 27: Capacity Delivery Model



28.5 Operationalization

All the partners will be chosen by PRTI based on appropriate criteria. The selection criteria have been detailed out in each of the strategies. However, some of the general criteria to be kept in mind while choosing capacity delivery partners are:

- Should have 3-5 years experience of working in the region.
- Should know the local community.
- Should be present for the entire programme.

Once the partners are selected, they will be trained by PRTI. ETCs will coordinate with the chosen partners for the rest of the details from payments to monitoring and evaluation. A Partner Coordinator will have to be appointed in every ETC to look into and oversee all matters that deal with the capacity delivery structure.

29. SYSTEMS REQUIREMENTS FOR PRI-CB&T

Chapter 11 emphasizes the importance of strong and detailed systems in PRI-CB&T. While the state PRD, BIPARD, and ETCs have their own systems defined as per the Government of Bihar protocol, this section aims at providing an overview of how much detail and comprehensive each system needs for its efficient functioning. Chapter 11 also provides a comprehensive list and specifications of different types of systems that are required in the context of PRI-CB&T.

Typically, cost designing of each system can be estimated at Rs 10 lakh. The computerization of systems, whenever required, may incur additional costs. System manuals will need to be printed; the printing costs for these can range between Rs 500 and Rs 1,000 per copy of the manual.

Each system should be peer reviewed and vetted before making it operational. Once the system is operationalized, system manuals should be printed and distributed to all intended system users. All intended users also need to be trained in the respective systems through practical examples and case studies.

Detailed systems' development is an exhaustive task and is not a part of this study. We outline the key systems/frameworks which need to be detailed out by the state in Table 54. The state may identify more systems as per its requirements.

Table 54: Outline of Key Systems/Frameworks for PRI-CB&T in the State

No.	Systems	Current Situation	Need for the System	Key Contents of System Manual//Protocol/Guideline
1	Training Need Assessment	TNA is being carried out for the first time scientifically through the CDLG project. However, it is not clear whether the outcome will be a TNA report or also a framework/guide for doing TNA.	Training is an invasive tool of human development. Like brain surgery the training intervention has to be precise. While some areas of their ignorance may be known by ERs, some may not be known. The training thus needs to be identified based on a field study as well as detailed duty/task list (state PR Act and Rules and Regulations) and deducing knowledge/skills/attitudes (KSA) needed to carry out the tasks. A precise protocol for TNA will make training sharper and effective with a proper KSA mix.	<ul style="list-style-type: none"> • Definition of training, capacity development, individual and institutional capacities. • KSA mix derivation methodology for all categories of stakeholders based on duty/function lists. • Field research protocol with types of data, sampling design guidelines, tools for qualitative and quantitative data collection. • Ethical guidelines for conducting research. • Research team's requirements.

No.	Systems	Current Situation	Need for the System	Key Contents of System Manual//Protocol/Guideline
2	Training Module Design	The core curricula is being scientifically designed only recently. Till now all modules were designed based on trainers' experience, some expert inputs, and some group discussions.	A training module needs to be scientifically designed based on adult learning principles with adequate experiential learning aids, guides for trainers, reference material for participants, basic audio-visual aids, etc. along with evaluation methods.	<ul style="list-style-type: none"> Principles of module design (entry behaviour, exit behaviour, KSA mix). Pre- and post-test guidelines. Developing learning points and sub-learning points. Deciding depth and width of coverage of all learning points. Attaching a time span to the learning points. Developing methodology mix (structured classroom sessions, experiential learning tools — games, role plays, films, case studies, experience sharing sessions, panel discussions, exposure visits, etc.). Deciding the training environment (physical, training equipment, etc.). Developing learning aids and handouts, identifying reference material/resources. Identifying trainers'/ facilitators' qualities. Developing trainers' manual. Developing participants' manual.
3	Training Documentation, Evaluation, and Reporting	Currently sketchy training reports are generated for the training conducted. Qualitative aspects of training outcomes are not captured as there is no pre- or post-test. Participants' evaluation of training is scanty. It is difficult to modify module designs based on feedback from the field and test the efficacy of training. M&E is non-existent/weak and documentation of training not useful for analysis. Some prescriptions for reporting however do exist with SPA contracts.	<p>We cannot manage what we do not measure. With an increasing training being planned for 100 per cent qualitative and quantitative coverage (as per NCBF) of PRIs what is needed is a:</p> <ul style="list-style-type: none"> A sound system of documentation/reporting to ensure propriety in a public domain project. Evaluation to make training interventions more effective with real time feedback in design. 	<ul style="list-style-type: none"> Developing and selecting outcome indicators. Developing pre- and post-tests. Process evaluation guidelines and protocol. Participants' evaluation protocol. Trainers' evaluation protocol. Training reporting protocol.

No.	Systems	Current Situation	Need for the System	Key Contents of System Manual//Protocol/Guideline
4	On the Job Training Interventions	At present there is no structured facilitated external intervention for ERs for on-the-job training. This strategy is proposed and will require systems/ protocols to implement.	On the job training is different from structured immersion training. The interventions are more dynamic and skill-based and occur in work situations. The role of external resources is that of facilitators/mentors rather than that of trainers.	<ul style="list-style-type: none"> • Roles of mentors and facilitators. • Types of interventions. • Timings and duration of interventions. • Reporting guidelines.
5	Exposure Visits Reporting and Evaluation	Almost no exposure visits are planned at the moment. No evaluation or documentation system exists for exposure visits.	Adults learn based on experiences rather than dry knowledge inputs in structured classroom situations. Demonstrations and experience sharing during exposure visits make the training intervention much more effective.	<ul style="list-style-type: none"> • Identifying criteria for exposure visits/beacon Panchayats/work sites. • Identification of learning points. • Group compositions for exposure visits. • Timings for exposure visits and duration. • Planned interactions during exposure visits. • Participants' evaluations. • Facilitators' evaluations. • Feedback from ERs of the beacon Panchayats.
6	Mentors Identification, Selection, Training, and Evaluation System	At present trainers are selected for structured classroom training based on pre-determined criteria, and then trained and deployed for training of ERs. It is perceived that ToTs has focused relatively less on training and communication skills and more on domain knowledge.	The state will need mentors/facilitators for training interventions like on-the-job training, and exposure visits. This is a different skill set than that of a trainer. The state will need to develop a cadre of mentors and identify, select, develop, and monitor them like trainers.	<ul style="list-style-type: none"> • Qualities of mentors/facilitators. • Group dynamics theories and frameworks. • Roles of mentors. • Types of interventions by mentors/facilitators. • Ethical guidelines for mentoring. • Mentors' evaluation guidelines.
7	Convergence Guidelines	The state does not have a systematic convergence strategy at present, which is proposed.	Convergence is contributory partnership formation for mutual gains. PRI-CB&T will need civil society resources and local infrastructure for training. These form the minimum focus of convergence. At a broader level, the integration of training plans and budgets can also be planned with constant higher returns to the state PRD.	<ul style="list-style-type: none"> • Convergence potential at policy, strategy, programme, sharing of resources, and pooled funding levels. • Frameworks for convergence with identified line departments (NRHM, Sakshar Bharat Mission, disaster mitigation, e-governance, other relevant projects). • Coordination and communication arrangements (structures and systems) for convergence.

No.	Systems	Current Situation	Need for the System	Key Contents of System Manual//Protocol/Guideline
8	Research Management System	The state does not have a research management system.	Research as a forward-looking component ushers in an envisioned future at an accelerated pace and makes ongoing PRI-CB&T more effective. A broad research strategy is developed for the state which may be detailed out further and fine-tuned. The strategy will require systems/protocols for implementation.	<ul style="list-style-type: none"> • Research framework for PRI-CB&T in the state. • Integrating action research with ongoing PRI-CB&T interventions. • Guidelines for qualitative research. • Guidelines for quantitative research. • Ethical guidelines for research.
9	Operational Planning/Micro Planning for Training	The state has a sound micro plan at present for 100 per cent quantitative coverage of all ERs through initial training interventions. The provision of resources for trainers is done based on the availability of resources. The planning is done manually at present and when it requires re-planning, is likely to be time and effort-consuming.	The state needs to develop a tailor made application software for optimizing need-based and resource-based planning for micro planning as well as to save time in planning and re-planning.	<ul style="list-style-type: none"> • The application software should take inputs Body Incorporate wise (GP/PS/ZP) ERs at various levels, with functional literacy data, gender, etc. and estimate the number of batches (based on NCBF time limits of training, optimal batch size, yearly calendar with list of holidays/Sundays, etc.) and allocate training, estimate number of trainers required, etc.
10	Database Management System	Significant amount of data is needed for PRI-CB&T, all of which exists but is not available when needed in one place. There is no IT application for database management for PRI-CB&T (SIRD has weak IT infrastructure with less focus on ERs and PRTI is not yet operational).	Using appropriate information will make PRI-CB&T sharper and result oriented. PRD needs to create a sound database management system.	<ul style="list-style-type: none"> • The database may include: <ul style="list-style-type: none"> – Master data for ERs- name, address, position, gender, education. – Master data for trainers/mentors- name, address, education, training conducted, assessments. – Master data for implementing/partner CSOs- name, address, officials, type of intervention contracted for, contract performance. – Training database- calendar, coverage, place. – PRD/PRTI/SIRD database-administration, faculty, HR. – Research database. – Experiential tools inventory database. – Training modules, manuals. – Training reporting, documentation, and evaluation database.

No.	Systems	Current Situation	Need for the System	Key Contents of System Manual//Protocol/Guideline
11	Management Information System	There are some formats designed for reporting on various ongoing interventions. These are reported on manually by all concerned. The retrieval of old information, macro analysis, etc. is difficult to carry out.	PRI-CB&T requires a well-designed overall MIS for various interventions envisaged under the proposed strategies and package of services.	The MIS should lay down a field record keeping system and a reporting system and the MIS should be IT driven to enable need-based retrieval and macro analysis.
12	Procurement System	The state has defined systems for procurement and all MoUs/contracts get vetted by the Law Department which may take its own time. Procurement workloads will go up manifold with greater involvement of civil society and partners in PRI-CB&T.	Procurement in a government setup is a sensitive and time-consuming task which often leads to delays. It is suggested that the reference guide for outsourcing developed by MoPR may be approved by the state Law Department with due modifications and this may be used by PRTI/PRD to outsource, alleviating the need for getting each contract vetted by the state Law Department.	<ul style="list-style-type: none"> • Procedures for single source bidding, selective bidding, and open competitive bidding. • Evaluation criteria for expression of interest, technical proposals, financial proposals, marking system, etc. • Bidding formats and instructions. • Preparation of bid documents. • Conducting bid meetings, etc.
13	Contract Management System	The state has defined systems for contracting trainers, etc. but will need well-defined guides for contracting a variety of human resources proposed.	PRI-CB&T will require working with civil society organizations. Varied partnerships, PPPs, a variety of contracts may form a menu of the options required. Fair contracting practices and systems will be needed as will be adequate resources. PRTI/PRD may develop this and get it approved by the Law Department.	<ul style="list-style-type: none"> • Types of contracts (lump sum, at actual, varying price/quantity, call down contracts, retainerships, etc.) • Payment terms- milestone based, time based, mixed. • Standard conditions of contracts. • General conditions of contracts.

30. IMPLEMENTATION PLAN AND BUDGET

PRI-CB&T for Bihar is a herculean task as the following statistics demonstrate:

- 8,463 Panchayats.
- 1.4 lakh + ERs to be trained.
- 3.9 lakh + support functionaries to be trained.
- Village-level provision of 96 sessions for holistic development of ERs.
- Village-level provision of 25 sessions for computer training to ERs.
- 11 ETCs to be established (2 new and 9 existing to be upgraded).
- 534 CSO partners to be involved.
- 2,136 DRPs.
- 534 mentors to be developed.
- 8,463 village volunteers to be developed.
- 20 community radio stations to be established.
- 9 mobile vans to be made operational.
- 10 folk performance teams to be made operational.
- 23 training manuals to be designed.
- 15 systems manuals to be designed.

30.1 Budget

All this will mean a quantum leap in the budget and spending by the state PRD on PRI-CB&T.

The overall budget summary for implementing various strategies and infrastructure development/upgradation suggested in this report is given in Table 55.

Table 55: Overall Budget Summary

No.	Strategy / Intervention	Total Cost (in Rs)
1	Establishing PRTI*	9,97,85,600
2	Establishing ETCs*	86,95,20,650
3	Training Strategy	155,46,88,880
4	Development Communication Strategy	3,75,01,160
5	On the Job Training of ERs Strategy	54,77,764

No.	Strategy / Intervention	Total Cost (in Rs)
6	Empowering Engagement Process Among PEOs and ERs Strategy	No separate costs. Training costs included in the budget on training strategy.
7	Facilitating Peer Network Development Strategy	No additional costs.
8	Role Model Development Strategy	51,40,000
9	Convergence Strategy	No additional costs.
10	Research Strategy	50,00,000
11	Knowledge Management Strategy	27,00,000
12	Continuing Education for Resource People Strategy	4,23,17,000
13	Capacity Delivery Strategy	No additional costs.
14	Holistic Development Strategy for EWR	41,46,87,000
	Total Costs	3,03,68,18,054

*Note: *These costs are only costs for establishing these institutions, recurrent costs are not included. However, these have been worked out and are provided in the respective sections.*

The costs given in Table 55 are only for the first year. Recurrent costs are provided against each of the strategies. The detailed break up of the costs is also provided in the respective sections.

30.2 Implementation Plan

While a detailed implementation plan will need to be developed by the state based on all the recommendations, a broad implementation plan is now given for consideration by the state. The plan captures the essence of progress in holistic capacity development in PRI-CB&T.

It is estimated that implementing all the recommendations may take three years. The time period for implementing various strategic recommendations for PRI-CB&T in Bihar is:

30.2.1 Immediate

(0-6 months)

- Fine-tuning all strategies and budgets suggested in the report.
- Identifying and allocating land for establishing PRTI and 11 new ETCs.
- Advertising for PRTI and ETCs' teams.
- Short listing, interviewing, and selecting team members of institutions.
- Contracting selected teams.
- Training selected teams.
- Establishing a training repository/vortal.
- Compiling data of training activities by other departments/schemes/programmes.
- Establishing the CB&T Convergence Committee and working out a convergence plan.
- Identifying and selecting training resource persons.

- Contracting selected resource persons.
- Training resource persons.

30.2.2 Short-Term

(6 months to 1.5 years)

- Developing and detailing out all suggested systems.
- Advertising for CSO partners for various strategies.
- Scrutiny of applications.
- Selecting and signing MoUs with selected CSO partners.
- Induction training of CSO partners' team members.
- Implementing a strategy for an, 'empowering engagement process between PEOs and ERs'.
- Implementing on-the-job training strategy.
- Implementing the role model development strategy.

30.2.3 Medium-Term

(1.5 to 3 years)

- Constructing PRTI and 11 new ETCs.
- Establishing mobile vans for training and communication.
- Establishing community radio stations.
- Implementing mass media campaigns.
- Implementing the holistic development strategy for EWRs.
- Implementing the peer network development strategy.
- Exposure visits for different categories of ERs and support functionaries as well as for resource people.

Research, knowledge management, and partnership processes will be ongoing strategies across the timeline.

ANNEXURE 1

LIST OF DETAILS NOT INCLUDED IN THIS ABRIDGED REPORT

The details not included in this abridged version of the report are:

1. Annexures –
 - a. Terms of Reference
 - b. CA Process Steps
 - c. Work plan submitted to the state
 - d. Expectations from the state
 - e. Indicative secondary data for CA & Strategic Planning of PRI-CB&T
 - f. Presentation made to the Secretary at the end of the field visit
 - g. Status of devolution at various levels
 - h. Training specifications as per NCBF
 - i. Draft MoU between PRD and CSO for setting up CRS
 - j. Coverage of on the job training
 - k. CRS distribution table
2. Detailed table of job descriptions and job specifications of PRTI's proposed team
3. Detailed table of job descriptions and job specifications of ETCs' proposed teams
4. Details of PRTI infrastructure and its costing
5. Details of ETC infrastructure and its costing
6. Detailed tables on the training plan (PRI-wise)
7. Training plan for Gram Katchaharies and NCBF Plus training plans
8. Detailed implementation plan sheet
9. Outsourcing system

ANNEXURE 2

LIST OF DOCUMENTS REFERRED TO FOR PRI-CA&CDS EXERCISE

List of Documents Referred to During Research (hard copy)

Sr. No.	Document	Source
1.	National Capacity Building Framework	MoPR
2.	Backward Regions Grant Fund: Programme Guidelines	MoPR
3.	Making Spaces: Women's Participation In Local Politics	Unnati

Documents Referred to During Research (soft copy)

Sr. No.	Document	Source
1.	Draft Model Panchayat and Gram Swaraj Act	MoPR website
2.	Bihar Panchayati Raj Act, 2006	
3.	Guidelines — NREGA	
4.	Guidelines — MDM	
5.	Guidelines — SSA	
6.	Guidelines — SGSY	
7.	Guidelines — IAY	
8.	Guidelines — PMGSY	
	Status Reports	
9.	Status of NREGA in Bihar	
10.	Status of MDM	
11.	Status of SSA in Bihar	
12.	Status of SGSY in Bihar	
13.	Status of IAY in Bihar	
14.	Status of PMGSY in Bihar	
15.	Financial Management Study of Bihar by Ministry of Health & Family Welfare, Government of India	
16.	ASCI Assessment Report	
17.	Bihar Panchayati Raj Annual Plan, 2008-09	
18.	BIPARD's Profile	BIPARD website
19.	BIPARD's Training Plan for 2009-10	BIPARD website
20.	Status of Panchayat — State Profile – Bihar	MoPR website
	Documents Related to Demographic Profile	Census website
21.	BPL Census 2002	
22.	Demographic Profile of India	
23.	Literacy Rates by EX	
24.	SC/ST Literacy Rates for Orissa	
25.	Orissa Household Census 2001	
26.	SC/ST Population for India	
27.	Rural Urban Population Distribution	

Documents Referred to During Research (soft copy)

Sr. No.	Document	Source
Documents		Planning Commission website
28.	Development indicators for the Nation	
29.	Life expectancy at birth	
30.	Percentage of population below poverty line	
31.	State-wise sex ratio	
32.	Literacy rates by sex	
33.	Maternal mortality rates, state-wise	
34.	Bihar: towards a development strategy	World Bank Report
35.	National Human Development Report, 2001	UNDP website
36.	District-Wise Number of Literates and Literacy Rates in Re-organized Bihar	Census 2001
37.	Facilitating District Planning: A Compilation of Key Strategies, Learnings And Policy Implications Drawn From A Pilot Exercise Undertaken In Vaishali District, Bihar	UNICEF-Praxis-Gol
38.	BRGF at Panchayat Level: Poverty and Social Assessment	Georgia State University-ADRI
39.	List of block-wise Gram Katchahrys	Panchayati Raj Department, Government of Bihar
40.	Ministry of Panchayati Raj – E-PRI Study: Project Report by NICSI	
41.	Micro Plan for Training	
42.	Database of elected representatives in Bihar	
43.	Training Module for the Trainers	
44.	BRGF Annual Plan, 2009-10	
45.	CDLG project in Bihar — Overview (2008-12)	
46.	Status of CDLG Project in Bihar — 2009-10	
47.	Report on hardware mapping and Khagariya Districts of Bihar of Panchayats in Muzaffarpur, Vaishali, Nalanda,	CENCORED

Documents Received from the State and Studied

No.	Title of the Resource	Source
Documents Received from the Panchayati Raj Department		
1.	The Bihar Panchayat Raj (Amendment) Act, 2009	Panchayati Raj Department, Government of Bihar
2.	The Bihar Panchayat Raj (Amendment) Act, 2007	
3.	Secretary, Bihar Gram Katchahry (Employment, Service Conditions and Duties) Rules, 2007	
4.	Bihar Gram Katchahry Nyay Mitra (Employment, Service Conditions and Duties) Rules, 2007	
5.	Bihar Gram Kachahry Conduct Rules, 2007	
6.	The Constitution of Bihar District Planning Committee and Conduct of Business Rules, 2006	
7.	The Bihar Panchayat Election Rules, 2006	
8.	Annual Report 2008-09, Panchayati Raj Department, Government of Bihar	
9.	Annual Report 2009-10, Panchayati Raj Department, Government of Bihar	
10.	Prashikshako Ka Prashikshan Module, Bihar Sarkar, Panchayati Raj Vibhag	
11.	Strategy and Capacity Building Plan of Panchayats of Bihar	
12.	Socio-Economic Development in Bihar (Executive Research Report by task Force)	
13.	Structure of Bihar District Planning Committee	
14.	List of the candidates who have been imparted 60 days training in Bihar Institute of Public Administration and Rural Development, Patna as Master Resource Persons under BRGF	
15.	Reservations for different categories in Panchayat Posts in Bihar	
16.	Revised Training Module for Master Resource Persons on BRGF Capacity Building	
17.	BRGF Budget Allocation Table: 2009-10 (Hindi)	
18.	BRGF Budget Allocation for 7 days Training of ERS: District-wise (Hindi)	
19.	Reservation for different categories in Panchayat Posts in Bihar	
20.	Structure of the Panchayati Raj Department, Bihar	
21.	Details of the sanctioned posts and vacant posts at different levels in the Panchayati Raj Department	
22.	List of Elected Members of Panchayats at all tiers in different categories	
23.	Telephone Directory: Departmental Secretaries, Principals	
24.	Government of Bihar Panchayati Raj Department, Bihar Panchayat Strengthening Project supported by the World Bank	
25.	Capacity Building Strategy for the Panchayati Raj Department and the Finance Department and detailing of Bihar Gram Swaraj Yojna Society (Sutra): Annexure I	
26.	Capacities building needs assessment at various levels of PRIs, Methodologies and Service Providers: Annexure II	
27.	Objectives of the other studies : Annexure III	

No.	Title of the Resource	Source
Documents received from BIPARD		
28.	Tristariya Panchayat Raj K Chaar Stambh	BIPARD
29.	Training Events, Year: 2007-08	
30.	Training Calendar: 2009:10	
31.	Adhaarbhoot Samrachna	
32.	Bihar Me Panchayat Raj Ki Nai Rooprekha	
33.	Arthik Vikas Evam Sudradhikaran	
34.	Samajik Suraksha, Samajik Nyay Evam Kalyan	
35.	Mahila Evam Bal Vikas — Shiksha, Swasthya Evam Sashaktikaran	
36.	Mulbhoot Suvidhae Evam Jan Svasthya	
Documents received from CSOs		
37.	Anusuchit Jaati Netrutva Aur Samajik Nyay Samiti — Prashikshako K Liye Pustika	PRIA
38.	District-Wise No. of Developmental Blocks, Panchayats, Police Stations	CENCORED
39.	Strategizing Capacity Development of Panchayats	
40.	Capacity Building of WERs and other Functionaries of PRIs in Bihar UNDP-Gol project in Bihar — Paramshakti	
41.	Micro Planning of Amni and Balha Panchayat, Khagaria District	
42.	Bihar Panchayati Raj Adhinyam (SWA — Adhyayan Hetu Samagri)	
Bihar Me Panchayat Raj Ki Ek Zalak		
43.	Panchayat Raj Ka Paigam	A. N. Sinha Institute of Social Studies
44.	Gram Kachahry	
45.	A. N. Sinha Institute of Social Studies: Annual Report, 2007-08	
46.	A. N. Sinha Institute of Social Studies: Annual Report, 2008-09	
47.	A. N. Sinha Institute of Social Studies: Draft of Annual Report, 2009-10	
48.	Training conducted at A. N. Sinha Institute during 2009-10	

ANNEXURE 3

LIST OF INSTITUTIONS AND PEOPLE MET

Officials in the Government of Bihar

1. Dr. Deepak Prasad I.A.S, Secretary-Department of Panchayati Raj, Government of Bihar
2. Mr. Anil Kumar, B.A.S, Deputy Development Commissioner, Government of Bihar
3. Mr. Pramod Verma, Deputy Director, Development Commissioner, Government of Bihar
4. Mr. Joseph, PA to Development Commissioner, Government of Bihar
5. Ms. Nilam Gupta, Deputy Director, Development Commissioner, Government of Bihar
6. Mr. Surendra Prasad, Assistant Director, Department of Panchayati Raj, Government of Bihar
7. Mr. Gautam Ghosh, System Analyst, Department of Panchayati Raj, Govt. of Bihar
8. Mr. Shashi Bhusan Sharma, Assistant in Department of Panchayati Raj, Government of Bihar

UNDP-CDLG Team

1. Ms. Seema Singh, State Coordinator
2. Mr. Rahul Kumar, Technical Support Officer
3. Mr. Krushna Mohan Mishra, TSO
4. Mr. Nilmani Singh, TSO

Bihar Panchayat Strengthening Project

1. Mr. Daya Nidhan Pandey, I.A.S, Project Director
2. Mr. Ajay Kumar, Project Management Expert
3. Mr. Vishal Sinh, Communication Expert
4. Mr. Chiranjeeb Roy, Capacity Building and HR Expert
5. Mr. Yashvant, M&E and Documentation Expert

BIPARD

1. Mr. Amitabh Verma, I.A.S, Director General, BIPARD and Principal Secretary, Animal Husbandry and Secretary, Cooperatives, Government of Bihar
2. Mr. V.K.Pathak, Deputy Director, BIPARD

ETC Staff (Self-Assessment Workshop)

1. Mr. Vijay Sankar Prasad, Principal Saharsa
2. Mr. Rameshwar Jha, Principal, Purnia

3. Mr. Prakash Narayan Awasthi, Principal, Muzzafarpur
4. Mr. Arunkumar Verma, Lecturer, Darbhanga
5. Mr. Shivnandan Das, Principal, Munger
6. Mr. Birendra Prasad Sinh, Lecturer, Bhagalpur
7. Mr. Kulanand Jha, Principal, Bhagalpur
8. Mr. Nirmal Kumar Sharma, Lecturer, Munger
9. Mr. Shiv Prasad Sinh, Principal, Gaya
10. Mr. Arvind Kumar, Principal, Patna
11. Mr. Krishnanand Singh, Assistant, Patna

MRPs

1. Mr. Jitendra Kumar Vidhyarthi
2. Mr. Shyam Nivas
3. Mr. Vijay Kumar
4. Mr. Suryakantsinh
5. Mr. Gopal

DRPs

1. Mr. Sanjay Mishra
2. Mr. Shankar Kumar
3. Mr. Manibhusan Tripathi
4. Mr. Dayanand Thakur
5. Ms. Simmi Kumari
6. Ms. Nibha
7. Ms. Sweta

Elected Representatives and Support Functionaries

1. Mr. Anil Kumar, Mukhia, Raj Mohmadpur Panchayat
2. Ms. Beena Devi, Mukhia, Loharpura Panchayat
3. Mr. Kamlesh Kant Chaudhary, Prakhand Pramukh, Phulwari Sarif Block
4. Mr. Shailendra Kumar, Mukhia, Kurkuri Gram Panchayat
5. Mr. Avdhesh Prasad, Panchayat Samiti Member — Phulwari Sarif
6. Mr. Sharvan Kumar Sinh, Panchayat Ward Member — Kurkuri Gram Panchayat
7. Mr. Sandip Kumar, Mukhia, Gadaisarai

8. Mr. Tribhuvan Rai, Member, Hazipur Block
9. Mr. Triloknath Prasad, Panchayat Sachiv, Gadaisarai
10. Mr. Gangasagar Singh, BDO, Vidupur
11. Mr. Rambahal Singh, Ward Member — Rehinapur Panchayat
12. Mr. Rajkumar Sahu, Ward Member, Rahimapur
13. Ms. Urmila Devi, Member, Panchayat Samiti
14. Ms. Kismat Devi, Ward Member, Rehimapur Panchayat
15. Mr. Nagendra Singh, Panchayat Member, Rehimapur Panchayat
16. Mr. Vidhyasagar, Up-mukhia, Rehimapur Panchayat
17. Mr. Arvind Kumar, Prakhand Krishi Adhikari, Patna Sarif Block
18. Mr. Nageshwar Sharma, Panchayat Sachiv — Kurkuri Gram Panchayat
19. Mr. Laxmidas Saroj, BPRO, Patna Sarif
20. Mr. Harinarayan Paswan, DPRO, Patna
21. Mr. Chandra Mohan Yadav, BDO, Hazipur
22. Mr. Rajiv Ranjan Shrivastav, BDO, Khompur

CSOs

1. PRIA
 - a. Mr. Omprakash, State Manager, Bihar
 - b. Mr. Amitabh
2. CENCORED
 - a. Ms. Indu Sinha, Executive Director
 - b. Mr. Ashok Kumar Sinha, Director
3. ADRI
 - a. Mr. Prabhat Ghosh, Director
 - b. Mr. Shaibal Gupta, Executive Director

Other Institutions

1. A. N. Sinha Institute of Social Studies
 - a. Mr. D. M. Diwakar, Director, Professor of Economics

ANNEXURE 4

POLICY GUIDELINES FOR SETTING UP A COMMUNITY RADIO STATION, 2002

The guidelines are available on the following website:

http://mib.nic.in/writereaddata/html_en_files/crs/CRBGUIDELINES041206.pdf

Some of the highlights of the guidelines are:

1. Eligibility criteria for an institution, which is either a community based organization (including CSOs) or an educational institution, wanting to set up a community radio station according to the guidelines are as follows:
 - a. It should be explicitly constituted as a 'non-profit' organization and should have a proven record of at least three years of service to the local community.
 - b. The CRS to be operated by it should be designed to serve a specific well-defined local community.
 - c. It should have an ownership and management structure that is reflective of the community that the CRS seeks to serve.
 - d. Programmes for broadcast should be relevant to the educational, developmental, social and cultural needs of the community.
 - e. It must be a Legal Entity, i.e., it should be registered (under the Registration of Societies Act or any other such Act relevant to the purpose).
 - f. The following shall not be eligible to run a CRS:
 - i. Individuals;
 - ii. Political parties and their affiliate organizations (including students, women, trade unions and such other wings affiliated to these parties).
 - iii. Organizations operating with a motive to earn profit;
 - iv. Organizations expressly banned by the Union and State Governments.
2. The Grant of Permission Agreement is valid for 5 years and is non-transferable.
3. An applicant or organization will not be granted more than one permission agreement at one or more places.
4. Regarding content regulation & monitoring:
 - a. The programmes should be of immediate relevance to the community with emphasis on developmental, agricultural, health, educational, environmental, social welfare, community

- development and cultural programmes. It should reflect the special interests and needs of the local community.
- b. At least 50% of content shall be generated with the participation of the local community, for which the station has been set up.
 - c. Programmes should preferably be in the local language and dialect(s).
 - d. The Permission Holder shall have to adhere to the provisions of the Programme and Advertising Code as prescribed for All India Radio.
 - e. The Permission Holder shall preserve all programmes broadcast by the CRS for three months from the date of broadcast.
 - f. The Permission Holder shall not broadcast any programmes, which relate to news and current affairs and are otherwise political in nature.
 - g. The Permission Holder shall ensure that nothing is included in the programmes broadcast which:
 - i. Offends against good taste or decency;
 - ii. Contains criticism of friendly countries;
 - iii. Contains attack on religions or communities or visuals or words contemptuous of religious groups or which either promote or result in promoting communal discontent or disharmony;
 - iv. Contains anything obscene, defamatory, deliberate, false and suggestive innuendoes and half truths;
 - v. Is likely to encourage or incite violence or contains anything against maintenance of law and order or which promote anti-national attitudes;
 - vi. Contains anything amounting to contempt of court or anything affecting the integrity of the nation;
 - vii. Contains aspersions against the dignity of the President/Vice-President or the judiciary;
 - viii. Criticises, maligns or slanders any individual in person or certain groups, segments of social, public and moral life of the country;
 - ix. Encourages superstition or blind belief;
 - x. Denigrates women;
 - xi. Denigrates children;
 - xii. May present/depict/suggest as desirable the use of drugs including alcohol, narcotics and tobacco or any stereotype, incite, vilify or perpetuate hatred against or attempt to demean any person or group on the basis of ethnicity, nationality, race, gender, sexual preference, religion, age or physical or mental disability.
 - h. The Permission Holder shall ensure that due care is taken with respect to religious programmes with a view to avoid:

- i. Exploitation of religious susceptibilities; and
 - ii. Committing offence to the religious views and beliefs of those belonging to a particular religion or religious denomination.
- i. Transmission of sponsored programmes is prohibited except those sponsored by the Central and state government and other organizations broadcasting public interest information.
 - j. Transmission of local events and business, advertisements is allowed for only 5 minutes per 1 hour of broadcasting.
5. The revenue obtained from the advertisements shall be utilized for the operational expenses and capital expenditure of the radio station. After meeting all the financial expenses of the radio station, the surplus may be ploughed into the primary activity of the CSO with prior written permission from the Ministry of Information and Broadcasting.
6. The Permission Holder is required to preserve recording of programmes broadcast during the previous three months failing which Permission Agreement is liable to be revoked.

ANNEXURE 5

CRS EQUIPMENT COSTS

Equipment Costs for One Community Radio Station*

Reference:<http://mib.nic.in/ShowContent.aspx?uid1=2&uid2=3&uid3=0&uid4=0&uid5=0&uid6=0&uid7=0>

Equipment	Qty.	Cost (in Rs)
Transmitter equipment		5,00,000
50/100 watt VHF FM transmitter	1 set	
Dummy load	1	
Low Power VHF Antenna	1	
RF Cable (RG-213)	40 m	
1 KVA online uninterrupted power supply system (UPS)with maintenance free batteries for 30 minutes backup	1	
30m pole/guyed mast	1	
Studio equipment		7,00,000
Analog transmission–cum-recording stereo console	1	
Semi-professional grade rack mountable CD player	2	
Phone-in-Programme Console	1	
Stereo monitoring amplifiers	1	
Studio monitoring head phone	2.	
Omni directional microphones with table stands (condenser type)	2	
Uni-directional microphone (condenser type)	2	
Semi-professional stereo cassette player and recorder	1	
On air lamp with relay	1	
Misc. cabled and connectors	1 set	
Loud speaker (matched pair)	1 set	
Emergency lights	1 set	
Quartz clocks	1 set	
Patch cords (mono)	3 sets	
19" equipment rack (half)	1	
Misc. furniture	LS	
Radio logger equipment	1 set	
Installation, testing, commissioning	1 time	
Hardware and software training	1 time	
Consultancy charges	1 time	
Desktop computers (1 for in-charge + 2 for the editors+ 1 for accountant+ 1 for recording room+1 for broadcasting room+1 in reception area)	7	1,40,000
Printer (with scanning and photocopying facility) in the office room	1	7,000
Wi-fi router for office room	1	3,000

Equipment	Qty.	Cost (in Rs)
Digital camera	1	7,000
Video camera	1	13,000
Air conditioners (1 in broadcasting room and 1 in recording room)	2	44,000
Recording instruments	2	14,000
Telephone instruments (2 in office room + 1 in the reception)	3	2,100
UPS system	1	3,000
Generator	1 set	60,000
LCD projector	1	40,000
Television	1	20,000
DTH connectivity for television channels	1	1,600
Total cost per CRS		15,54,700
Total cost for 20 CRS		3,10,94,000
Total cost for 50 CRS		7,77,35,000
Radio sets (Price Rs 250 per set) to be distributed to 20 per cent of the total target households in the 16 districts covered by CRS	94,300	23,57,500

ANNEXURE 6

CRS PHYSICAL INFRASTRUCTURE CONSTRUCTION COSTS

Infrastructure Cost

Facility	Description	Unit	Approximate area in sq ft	Construction cost (in Rs)
Recording room	Sound proof room with air conditioner, recording equipment, microphones, etc. with capacity to take in 5-7 people, workstation for the technical operator	1	144	1,44,000
Broadcasting room	Sound proof room with air conditioner, audio equipment, with capacity to take in 5-7 people and a workstation for the broadcaster	1	144	1,44,000
Office room	Workstations for 3 people — 1 in-charge, 2 editors with 2 computers with Internet connectivity, printer, fan, tube light, etc.	1	100	1,00,000
Reception area	1 workstation for R&D person with computer, fans, lights, etc.	1	150	1,50,000
Waiting/meeting room	Capacity for seating 10-15 people arrangements, white board, tables, lights, fans, etc.	1	300	3,00,000
Store room	Capacity to store musical instruments, electrical & electronic equipments, stationery, etc. with lighting.	1	64	64,000
Pantry	With facilities for a microwave oven, utensils, refrigerator, wash basin, lighting, etc.	1	64	64,000
Washroom	Separate washrooms for men and women; wash basin, faucet, water connection, Indian style commode	2	72	72,000
Super built up area	passage area, open spaces — 10% of total area	1	128.5	1,28,500
Total carpet area			1,166.5	11,66,500
Total land required (considering the open space surrounding the building)	Assumption is that land will be provided free. No cost towards land procurement has been factored here		2,856	
Construction cost				11,66,550

Infrastructure Cost

Facility	Description	Unit	Approximate area in sq ft	Construction cost (in Rs)
Other associated costs				
Boundary wall & gate	Boundary wall surrounding the entire premises and a main gate			50,000
Open space development	Ground levelling, developing garden etc. (approximately 1% of total construction cost)			11,665
Water storage tanks	Underground tank for water storage (approximately 2% of total construction cost)			23,330
Electric wiring for entire premises	Approximately 1% of total construction cost			11,665
Termite treatment	Approximately 0.5% of total construction cost			5,832.5
Water proofing treatment	Approximately 0.5% of total construction cost			5,832.5
Paint	Approximately 2% of total construction cost			23,330
Water pipeline network for entire premise	Water pipeline from nearest main line and extended till the building (approximately 0.5% of total construction cost)			5,832.5
Sewerage connection or soak pit and internal sewerage system	Sewerage connection to be connected to main area sewerage line or separate soak pit system for the entire premise. Also internal sewerage system (approximately 0.5% of total construction cost)			5,832.5
Total of associated cost				93,320
Construction cost				11,66,550
Total construction cost				12,59,870

ANNEXURE 7

CRS RECURRING COSTS

Fixed Recurring Costs

Head	Description	Monthly Costs (in Rs)	Annual Costs (in Rs)
Power	Power (electricity) bill payments	3,000	36,000
Water	Water procurement costs if required and water taxes/charges	500	6,000
Equipment Maintenance	Maintenance cost of the electronic and electrical equipment	1,200	14,400
Infrastructure Maintenance	Will include any repairs, replacements, additional procurement, for furniture, civil work, etc.	1,000	12,000
Stationery & Consumables	Will include all stationery items, printing stationery, consumables, cartridges, toners, CDs/DVDs, etc.	1,000	12,000
Telephone Costs	Telephone bills	1,500	18,000
Internet Connectivity	Internet connectivity charges	1,000	12,000
Conveyance Costs	Petrol allowance for two wheelers for programme staff and for the other staff	2,000	24,000
Housekeeping	Contract for complete housekeeping function for the entire premises	500	6,000
Newspapers & Magazines	Daily newspapers and relevant magazines	300	3,600
Postage & Courier		300	3,600
Meeting Costs	Costs towards refreshments for meetings	1,500	18,000
Hospitality	Includes costs towards hospitality offered to guests, visitors, consultants, external faculties, etc.	1,500	18,000
Rental of DTH connectivity for TV		200	2,400
Performance Costs	Honorarium given to performers from community (considering payment of Rs 100 per participant per day)	4,000	48,000
Total Human Resource Costs	Salaries of the staff	34,000	4,08,000
Total Fixed Recurring Costs		53,500	6,42,000

ANNEXURE 8:

CRS HUMAN RESOURCE COSTS

Positions	Monthly Remuneration (in Rs)	Units	Total Monthly Remuneration (in Rs)	Total Annual Remuneration (in Rs)
Overall in-charge	12,000	1	12,000	1,44,000
Broadcaster	8,000	1	8,000	96,000
Programme staff	4,000	2	8,000	96,000
Accountant	6,000	1	6,000	72,000
Total cost			34,000	4,08,000

ANNEXURE 9

SCALING UP PLAN/REVENUE MODEL

Programmes	Estimated time/day (min)			Charges (in Rs)	Revenue/day (in Rs)			Revenue p.a. (in Rs)		
	1st year	2nd year	3rd year		1st year	2nd year	3rd year	1st year	2nd year	3rd year
Infomercials, government announcements on election results, impending disasters and relief measures, government officials' speeches and announcements, etc.	20	35	40	5 per 10 second	600	1,050	1,200	2,19,000	3,83,250	4,38,000
Programmes on government initiatives, schemes, programmes, legislations (IEC/BCC)	30	60	90	500 per 30 minutes	500	1,000	1,500	1,82,500	3,65,000	5,47,500
Developmental programmes: Jingles, panel discussions, audio dramas, talks by ERs, messages by community leaders	90	120	160	0	0	0	0	0	0	0
Cultural programmes: Folk songs, local stories, etc.	60	90	120	0	0	0	0	0	0	0
Social announcements of local events like birthdays, weddings, matrimonial ads, best wishes for examinations, festivals	10	10	10	2 per 10 seconds	120	120	120	43,800	43,800	43,800
Corporate sponsored public interest advertisements	5	10	20	100 per 10 seconds	3,000	6,000	12,000	10,95,000	21,90,000	43,80,000
Local business advertisements	10	20	20	5 per 10 second	300	600	600	1,09,500	2,19,000	2,19,000
TV & newspaper news	15	15	20	0	0	0	0	0	0	0
TOTAL	240	360	480		4,520	8,770	15,420	16,49,800	32,01,050	56,28,300

ANNEXURE 10

MOBILE VAN RECURRING COSTS

Recurring Cost for Mobile Van

Item	Description	Monthly cost (in Rs)	Yearly cost (in Rs)	Total cost for 9 mobile vans (in Rs)
Rental Costs	Renting the mobile van with full equipment	80,000	9,60,000	86,40,000
Petrol Costs	Considering 50 km of travel by a van every day and diesel price at Rs 38 per litre, the mileage 8 km/litre	5,320	63,840	5,74,560
Lodging & Boarding	Rs 200 per day per person for 4 people	17,600	2,11,200	19,00,800
Human Resource Cost	1 facilitator, 2 outreach workers, and 1 driver	23,000	2,76,000	24,84,000
Total Cost		1,25,920	15,11,040	1,35,99,360

ANNEXURE 11

MOBILE VAN HR COSTS

Human Resource Costs for Mobile Vans

Position	Monthly remuneration (in Rs)	Unit	Total monthly remuneration (in Rs)	Total yearly remuneration (in Rs)	Total cost for 9 Mobile vans (in Rs)
Facilitator	8,000	1	8,000	96,000	8,64,000
Outreach worker	6,000	2	12,000	1,44,000	12,96,000
Driver	3,000	1	3,000	36,000	3,24,000
Total			23,000	2,76,000	24,84,000

ANNEXURE 12

INDOOR-OUTDOOR MEDIA PLAN

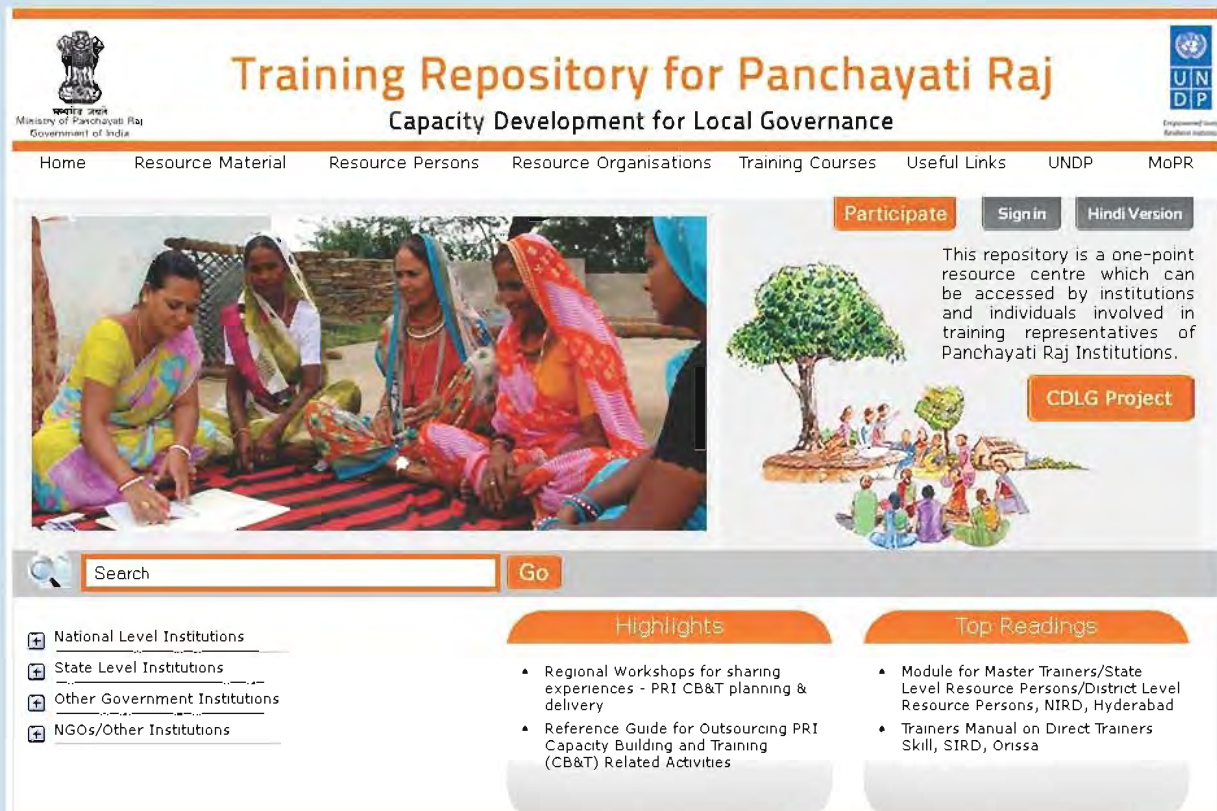
Production Cost of Indoor-Outdoor Media Material

Item	Description	Cost per unit (in Rs)	Unit	Total Cost (in Rs)
Movies	Short movies of 5 minutes duration in local language covering various aspects of the Panchayati Raj system	80,000	20	16,00,000
Audios	Songs, jingles, dramas about various aspects of the Panchayati Raj system	20,000	40	8,00,000
Flip Charts	Medium size on plastic fabric	200	18,099	35,00,000
Posters	Coloured posters showing pictures, slogans	100	17,500	17,50,000
Fliers	Printed papers containing Information regarding Panchayati Raj, government schemes, community radio, etc.	0.2	175,000	35,000
Wall painting	Wall paintings related to various aspects of the Panchayati Raj system in each Gram Panchayat of size 5 feet by 4 feet	300	3,500	10,50,000
Total Cost				59,35,000

TRAINING REPOSITORY FOR PANCHAYATI RAJ

Capacity Development for Local Governance

<http://www.pri-resources.in>



Training Repository for Panchayati Raj
Capacity Development for Local Governance

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This repository is a one-point resource centre which can be accessed by institutions and individuals involved in training representatives of Panchayati Raj Institutions.

CDLG Project

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Highlights

- Regional Workshops for sharing experiences - PRI CB&T planning & delivery
- Reference Guide for Outsourcing PRI Capacity Building and Training (CB&T) Related Activities

Top Readings

- Module for Master Trainers/State Level Resource Persons/District Level Resource Persons, NIRD, Hyderabad
- Trainers Manual on Direct Trainers Skill, SIRD, Orissa

The repository is an online resource centre to facilitate sharing and use of information and resources developed by various government and non-government agencies to help build capacities of the elected representatives and functionaries associated with the Panchayati Raj Institutions (PRIs) in the country. It has databases related to training materials, resource persons, academic programmes, and other useful links

Ministry of Panchayati Raj
Government of India

Developed under the MoPR-UNDP Capacity Development for Local Governance (CDLG) Project.