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

**for Strengthening Panchayati Raj Institutions
in Odisha**



**Ministry of Panchayati Raj
Government of India**

2012

***Capacity Assessment and
Capacity Development Strategy
(CA-CDS) Report***
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in Odisha*



Ministry of Panchayati Raj

Government of India

2012

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 Odisha 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)

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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 Odisha 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 Odisha, 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.

(Aparajita Sarangi)

9.10.12
Commissioner-cum-Secretary
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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.

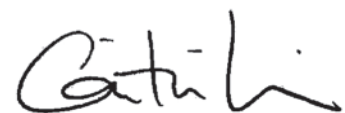
This calls for having a capacity development strategy for the state as a whole that is based on a capacity assessment taking into account institutional strengths and challenges of all the stakeholders in the state. While trainings needs assessments are ingrained in the training systems, a holistic capacity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

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
Country Director
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ACRONYMS

ANM	Auxiliary Nurse Midwife
AP	Andhra Pradesh
ASHA	Accredited Social Health Activist
ATI	Administrative Institute of Training
AWW	Anganwadi Workers
BCC	Behaviour Change Communication
BRGF	Backward Regions Grant Fund
CA	Capacity Assessment
CB&T	Capacity Building & Training
CBOs	Community Based Organization
CDLG	Capacity Development for Local Governance
CDS	Capacity Development Strategy
CRS	Community Radio Stations
CSOs	Civil Society Organizations
DC	Development Communication
DPNGOs	District Partner NGOs
DRDA	District Rural Development Agency
ERs	Elected Representatives
ETC	Extension Training Centre
FAQs	Frequently Asked Questions
GDI	Gender development Index
GoI	Government of India
GoM	Group of Ministers
GoO	Government of Odisha
GP	Gram Panchayat
HDI	Human Development Index
HDR	Human Development Reports
HR	Human Resources
IAS	Indian Administrative Services
IAY	Indira Awas Yojana
ICDS	Integrated Child Development Services
ICT	Information and Communication Technology
IEC	Information Education Communication

IMR	Infant Mortality Rate
ISRO	Indian Space Research Organization
IT	Information Technology
KSA	Knowledge, Skill, Attitude
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MDM	Mid-Day Meal
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MIB	Ministry of Information and Broadcasting
MIS	Management Information System
MLA	Member of Legislative Assembly
MLTC	Middle Level Training Institute
MMR	Maternal Mortality Rate
MoPR	Ministry of Panchayati Raj
MoRD	Ministry of Rural Development
MP	Member of Parliament
NCBF	National Capability Building Framework
NFHS	National Family Health survey
NGOs	Non-Government Organizations
NIRD	National Institute of Rural Development
NREGA	National Rural Employment Guarantee Act
NRHM	National Rural Health Mission
ORMAS	Orissa Rural Development and Marketing Society
pa	per annum
pm	per month
PD	Project Director
PEOs	Panchayat Extension Officers
PESA	Panchayat Extension to Scheduled Areas
POS	Package of Services
PPP	Public-Private Partnership
PRD	Panchayati Raj Department
PRIs	Panchayati Raj Institutions
PS	Panchayat Samiti
PS	PRD – Principal Secretary– Panchayati Raj Department
PSFs	Panchayat Support Functionaries
PTG	Primitive Tribal Groups
RCH	Reproductive and Child Health
RDD	Rural Development Department

RGSY	Rashtriya Gram Swaraj Yojana
RP	Resource Persons
RTI	Right to Information
SATCOM	Satellite Communication
SC	Standing Committee
SCs	Scheduled Castes
SCSTRTI	Scheduled Caste and Scheduled Tribes Research and Training Institute
SHGs	Self-Help Groups
SIHFW	State Institute of Health and Family Welfare
SP	Strategic Planning
SIRD	State Institute of Rural Development
SSA	Sarva Shiksha Abhiyan
ST	Scheduled Tribes
TRIPTI	Targeted Rural Interventions for Poverty Termination and Infrastructure
TSC	Total Sanitation Campaign
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
VHC	Village Health Committee
VV	Village Volunteer
WCD	Women and Child Development Department
ZP	ZillaParishad

GLOSSARY

Gram Panchayat – Constitutes a village or group of contiguous villages whose population is at least 2,000 and not more than 10,000.

Gram Sasan/Sabha – Body of people who are on the electoral list of a constituency.

Gunda –Painting with geometric patterns on the walls of Kondh's houses.

Idital -Ethnic painting of the Saora tribe usually depicting everyday life along with concepts of retribution, punishment, and rewards. Saora artists use right angled triangles to cast the anthropocentric world in different moods and emotions.

Jatra - An opera in the open field in which males dress as females. It rarely has reference to real life but is taken out of social novels.

Pala - A popular cultural institution, owing its origins to attempts at Hindu-Muslim unity, responsible for the popularization of ancient Odia literature. It consists of five or six persons – drummer, gayaka (singer), and dancers.

Palli Sabha –The Ward Sabha in Odisha.

Panchayat Samiti –Representative body in every block.

Patanchitra - Classical paintings painted on especially prepared cloth (patta) coated

With earth to make them stiff and finished with lacquer after painting, producing motifs in vibrant colours. Pattas are now used as wall hangings.

Patuas - Village poets who sing songs largely based on epics and myths which are by and large religious in the sense that they are sung for the same deity with the difference being in the ways of worship.

Ward – Constituency of a Panchayat. Gram Panchayat can be divided into not less than 11 and not more than 25 wards.

ZillaParishad –People's representative body at the district level.

ACKNOWLEDGEMENT

The Report on the Capacity Assessment and Capacity Development Strategy for PRI Capacity Building & Training (CB&T) Odisha is a result of discussions and consultations with many stakeholders of Panchayati Raj and capacity building and training in Odisha.

We would like to thank the Ministry of Panchayati Raj, Government of India for giving us this opportunity, which has enriched our learning and perspectives.

We would particularly like to thank Shri Sudhir Krishna, IAS, then Special Secretary, Ministry of Panchayati Raj and National Project Director, CDLG Project for giving us this opportunity. We would also like to thank Shri Sanjeev Sharma, National Project Manager, UNDP-GoI Project on CDLG for his all round support.

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We would like to express our sincere gratitude to the UNDP-CDLG team Odisha—

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

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DISCLAIMER

This Report on the Capacity Assessment and Capacity Development Strategy for PRI CB&T Odisha is based on subjective judgments of the study team backed by a field study and the documents and data as listed in the Report. This Report provides specific suggestions including work plans and budgets. However, these need to be modified as per the state's requirements by the Panchayati Raj Department, Government of Odisha.

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

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EXECUTIVE SUMMARY

The Study

A study on Capacity Assessment (CA) and Capacity Development (CD) strategy for Panchayati Raj Institutions (PRIs) was carried out for the state Panchayati Raj Department (PRD), Odisha and the Ministry of Panchayati Raj (MoPR), Government of India (GoI). A four-member team carried out the exercise during July and September 2010 under a contract with MoPR-GoI.

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

Although this report has been developed keeping NCBF as focus, the package of strategies developed herewith are still directly relevant to issues of PRI CB&T regardless of NCBF. The aspects of the report that would require modification upon review of NCBF would be that of training plan and its corresponding costs.

The Report

This is an abridged version of the Report prepared by the study team as per MoPR's needs. The detailed version of the Report has been submitted to the state and to MoPR. A list of the details omitted from this version is provided in Annexure 1 to this Report.

Enormous Task of PRI-CB&T

- The task of building capacities of 2.39 lakh ERs and PSFs, of high quality and in a timely manner is a Herculean task that requires more than 35 lakh training days for participants per year. On the way many challenges need to be overcome, some within the domain of the state Panchayati Raj Department (PRD) and some outside its domain. These include: Within the state PRD—Resource scarce State Institute of Rural Development (SIRD) and Extension Training Centres (ETCs) and a low skill base within the state PRD to facilitate empowering engagement processes with 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 at the state level.
- Within society—Lack of access to services and/or information due to gender and power differentials, parallel social structures to PRIs.
- Within ERs—Large numbers, opportunity costs of training, especially for daily wage earning ERs, 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 Panchayat Raj Institutions Capacity Building and Training (PRI-CB&T).

Conceptual Framework for Capacity Assessment

A conceptual framework guided the Capacity Assessment (CA) exercise. The framework was developed for the state of Odisha but has applicability for all the states/union territories (UTs) in assessing capacity for PRI CB&T.

The framework postulates that the overall capacity of the state to deliver PRI-CB&T comprises of seven capacities. When all the capacities are at the same level then throughput (results) occur. Piecemeal improvements in any or some of the capacities may not yield throughput, as other capacities will become bottlenecks.

The capacities comprise of

- **Legal Capacity**—Legal capacity is as defined PRIs' capacity due to laws and statutes.
- **Policy Capacity**—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.
- **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 to deliver PRI-CB&T due to strategies.
- **Institutional Structure Capacity**—Institutional structure is work relationships and interlinks of various institutions/designation holders with 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 to deliver PRI-CB&T due to systems.
- **Infrastructure**—Infrastructure capacity is the capacity to deliver PRI-CB&T due to infrastructure. Infrastructure here comprises of all types of infrastructure relevant for the delivery of PRI-CB&T, including physical, number and geographical spread of ETCs, ICTs, and HR.
- **Funds Capacity**—Is the capacity to delivery PRI-CB&T due to the availability of funds and their norms.

Capacity Assessment Findings

The Report takes cognizance of significant steps at strengthening and improving the delivery of PRI-CB&T that the state has taken in the recent past by engaging civil society actors (District Partner NGOs [DPNGOs] and a cadre of trainers), sound micro planning for 100 per cent coverage, and involving the state PRD cadre in monitoring and developing basic modules for training. The state PRD/SIRD has been able to leverage support from UNDP (Project Dakshyata, CDLG) in a strategic and result oriented manner. The current top management team of the state PRD and SIRD has developed a common vision and has a strong implementation focus.

However, even with all these aspects in place significant issues and challenges remain which were identified in the CA exercise:

- Legal Capacity—Two significant issues identified here are:
 - Need for modifications to existing contiguous acts impinging on the PR canvas to ensure smooth devolution of powers.
 - Non-clarity on roles, responsibilities, and powers of Standing Committees (SCs) and chairpersons of SCs vis-a-vis body incorporates and presidents of body incorporates.
- Policy Capacity—Seven key bottlenecks here are:
 - GoI's non-convergent design of programmes/schemes.
 - Non-convergent implementation of PRI-CB&T at the state level.
 - Non-optimal planning of PRI-CB&T by the state PRD/SIRD.
 - Non-incentivized, non-mandatory environment for PRI-CB&T users.
 - SIRD to be developed as the nodal PRI-CB&T institution in the state so its strengthening needs to be addressed.
 - Limited ICT usage for PRI-CB&T.
 - Non-observance of devolved functions and procedures.
- Strategic Capacity—The key issue identified here, which forms a crucial bottleneck is the focus only on output oriented training as opposed to holistic Capacity Development (CD). The training is non-differential (non-segmented for differing entitlement holders), mainly information and knowledge providing, has very limited use of adult and experiential learning approaches, almost no use of ICT, and a weak M&E system.
- Institutional Capacity—The key issues identified here are:
 - Resource starved SIRD and ETCs—staff, experts, advisors, and civil society actors.
 - SIRD's non-autonomy.
- Systems Capacity—The key issue identified here is of weak systems and no databases. This is based on an analysis of 14 SIRD/state PRD systems.
- Infrastructure Capacity—The key issue identified here is paucity of infrastructure, including physical, IT/ICT, and a limited number of ETCs.
- Funds—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.

Recommendations

The recommendations include strengthening all capacities of the Odisha State PRD/SIRD including legal, policy, strategy, institutional, systems, infrastructure, and financial to transform the concept of training for holistic CD for PRIs. The Report also identifies some policy issues, which need to be addressed by MoPR.

Summary of Recommendations

The summary of recommendations for all capacities to achieve 100 per cent coverage as per NCBF includes:

- **Legal Capacity**

- 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 the delegation of powers and duties between body incorporates and their members and constituents/SCs.

- **Policy Capacity**

- MoPR should implement NCBF's recommendations of creating non-lapsable pooled funds from all CCA grants for PRI-CB&T in a time bound manner in consultation with all concerned ministries.
- The concerned ministries (health, education, etc.) should modify their existing programmes and schemes to include PRIs and their structures like SCs at various levels giving them due space and authority and modify the 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.
- Odisha should create a CB&T coordination committee under the aegis of PS-Planning and Coordination/Chief Secretary with Member-Secretary as PS-PRD for attaining convergence of PRI-CB&T and CB&T directed at rural populations with membership of all PS-secretaries of the concerned line departments.
- The state PRD should elevate the current training approach to holistic CD with an outcome oriented approach and a strong M&E system.
- MoPR should revise the cost norms (BRGF and RGSY) appropriately to ensure that the end users/ERs do not have to incur costs for undergoing training.
- The state PRD should make SIRD an autonomous society with an empowered constitution and result oriented systems and work practices and increase the number of ETCs with better physical and IT infrastructure and HR strengths to ensure sustainable high quality outcomes in PRI-CB&T with a strong and interested leadership at the helm of SIRD.
- The state PRD should increase deployment of ICT tools and multi-modal delivery of PRI-CB&T in the state to enhance its effectiveness.
- The state PRD should ensure compliance of devolved functions and procedures as specified and in the spirit of devolution starting from its own department and prevailing on other concerned departments to also follow.

- **Strategy Capacity**

The state PRD should fine-tune and implement a package of 10 strategies to ensure holistic CD of PRIs. The strategies include:

- A holistic development strategy for elected women representatives (EWRs).
- A modified training strategy through a differentiated approach towards training (different methodology mix and training material) with a defined core content.
- On the job training for ERs.
- Empower engagement processes among Panchayat executive officers (PEOs) and ERs.
- Facilitate the development of a peer network.
- Recognize and reward role models from among PRIs and ERs (role model development strategy).
- Development communication.
- Convergence.
- Research.
- Knowledge management.

Table 1 provides the main features of the proposed strategies for PRI-CB&T in Odisha.

Table 1: Main Features of Proposed Strategies for PRI-CB&T

S. No.	Strategy	Target Group	Components	Implementing Agency	Estimated Cost
1	Modified Training	<ul style="list-style-type: none"> • ERs of all three tiers. • Panchayat support functionaries of all three tiers. • Trainers. • Master trainers. • Implementing teams for different strategies. • Team of key institutions like PRD, SIRD, ETCs, and DPNGOs. 	<ul style="list-style-type: none"> • 32,244 batches of 2.4+ lakh ERs, PSFs, and resource persons. • 14-day training for all elected leaders and chairpersons of SCs of PRIs as per NCBF in the first year. • 10-day training for all PRI-ERs as per NCBF in the first year. • 2-day training on gender budgeting for all ERs in the second year. • 3-day training on participatory planning and social audit for all ERs in the second year. • 4-day training for members of each of the SCs at all three levels in the second year. • 25 sessions of the computer literacy programme at the village level for ERs. • 4-day refresher training for all ERs for the remaining four years of their term. • 3-day refresher training on gender budgeting and participatory planning, and social audit for the last three years for all ERs. • Training of 1,256 block resource persons by identified master trainers. 	SIRD, ETCs, and DPNGOs.	Total costs—Rs 214.16 crore.

S. No.	Strategy	Target Group	Components	Implementing Agency	Estimated Cost
			<ul style="list-style-type: none"> • Training of master trainers. • Training of village volunteers (VVs). • Training of mentors. • Exposure visits. • PEO engagement training by mentors. • Induction training of strategy implementation teams. 		
2	Development Communication	<ul style="list-style-type: none"> • Community, especially Primitive Tribal Group/ Schedule Tribe (PTG/ ST) areas. • ERs. • Panchayat support functionaries. 	<ul style="list-style-type: none"> • 20 Community Radio Stations (CRS) in 16 selected districts targeted specifically at PTG/ST areas—covering 8 per cent of the total population—list of programmes and their utility, revenue model to make CRS self-sustaining. • 9 mobile vans in 16 selected districts—screening documentaries, street plays, songs, distributing IEC material. • Folk performance teams—1,154 performances in 1,731 GPs (50 per cent of the GPs in 16 districts) by 10 teams, twice per annum. • Indoor-outdoor media plan—posters, wall paintings, flip chart displays. • Mass media plan—144 radio programmes and 96 television programmes. • Public-private partnership models. 	CSOs	<ul style="list-style-type: none"> • Capital cost for CRS—Rs 6.29 crore. (Cost of equipment not included as it is envisaged that the CRS will become economically viable as per the revenue model in two years). • Recurring costs per annum for CRS—Rs 3.21 crore. • Estimated revenue generated at the end three 3 years for CRS—Rs 56.28 lakh. • Radio distribution costs for 30 per cent of total households in 16 districts—Rs 1.08 crore. • Recurring costs per annum for mobile vans—Rs 1.35 crore. • Folk performances—Rs 28 lakh per annum. • Indoor-outdoor media plan—Rs 59.35 lakh. • Mass media plan—Rs 5.67 crore per annum.
3	Holistic Development of Elected Representatives	<ul style="list-style-type: none"> • Illiterate ERs, specifically EWRs. 	<ul style="list-style-type: none"> • 46 sessions on functional literacy for illiterate ERs. • 40 separate sessions on gender sensitization for men(20) and women(20). • 10 sessions on leadership. 	<ul style="list-style-type: none"> • 6,234 village volunteers at the GP level chosen from the local community to conduct sessions. They will be paid per session. • Monitoring by respective DPNGOs. 	<p>Total costs—Rs 30.54 crore.</p> <p>These include:</p> <ul style="list-style-type: none"> • Remunerations for village volunteers at Rs 500 per session—Rs 29.92 crore, • Training kits for VVs at Rs 1,000 per kit—Rs 6,234,000.
4	On the Job Training	<ul style="list-style-type: none"> • ERs. 	<ul style="list-style-type: none"> • 40 interventions per year by mentors. • 12,560 interventions by mentors across all districts, blocks, and 26 per cent of GPs. • Interventions in first and second meetings of ZP, PS, GP, GS, and Palli Sabhas. 	<ul style="list-style-type: none"> • 314 mentors—one in each block. • Managed by DPNGOs. 	<p>Total costs per year—Rs 1.63 crore.</p> <p>(Rs 1,300 per intervention).</p>

S. No.	Strategy	Target Group	Components	Implementing Agency	Estimated Cost
			<ul style="list-style-type: none"> Interventions in first and second meetings of SCs at the district, block, and village levels. Menu of learning points for all interventions provided. 		
5	Empowering Engagement Process between PEOs & ERs	<ul style="list-style-type: none"> PEOs. ERs. 	<ul style="list-style-type: none"> 15-days mentoring training for 327 batches of 20 PEOs per batch. Training by mentors. Frameworks for optimal processes within Panchayats. Ethical guidelines for PEO interventions. 	Delivered through PEOs who are trained by the mentors.	Cost of mentoring training for PEOs has been included in the training strategy.
6	Role Model Development	<ul style="list-style-type: none"> PRIs. ERs. Trainers. Master trainers. 	<ul style="list-style-type: none"> Selection of role models from ERs (20 to be identified per annum), EWRs (20 per annum), resource persons (20 per annum), GPs (25 per annum), and mentors (20 per annum). Award system—yearly award system giving tangible and intangible benefits to role models—Rs 1.5 lakh for GPs, Rs 21,000 for ERs and EWRs, Rs 15000 for trainers/mentors. Demonstration systems—dissemination of information regarding identified role models. Make individual role models as facilitators; make model PRIs as demonstration/exposure visit sites. Set the criteria for identifying role models. 	SIRD	<p>Total costs—Rs 58.90 lakh which includes:</p> <ul style="list-style-type: none"> Rs 48.9 lakh for awards. Rs 10 lakh for annual function/ advertisement and selection process.
7	Peer Network Development	<ul style="list-style-type: none"> ERs. 	<ul style="list-style-type: none"> State level peer network with supporting structures at the district level. Awareness about peer network and its benefits during training sessions. 	To be supported by SIRD.	-
8	Contributory Partnerships	<ul style="list-style-type: none"> PEOs. ERs. 	<ul style="list-style-type: none"> Partnerships with civil society organizations and individuals depending on the need. Capacity development of partners through various short term and medium term programmes. Contracting mechanism. M&E of selected partners. 	To be identified by PRD and SIRD.	-

S. No.	Strategy	Target Group	Components	Implementing Agency	Estimated Cost
9	Knowledge Management	<ul style="list-style-type: none"> ERs. Panchayat support functionaries. Trainers. Master trainers. Teams of implementing agencies like SIRD/ETCs. DPNGOs. Other strategy implementing agencies. 	<ul style="list-style-type: none"> Vortal/knowledge gateway with web enabled dual/multi-lingual information transfer. Monitoring, Evaluation, and Learning System (MEALS). Protocols for data acceptability, accessibility, compatibility, and safety and security. 	SIRD.	Rs 27 lakh.
10	Research	<ul style="list-style-type: none"> All PRI stakeholders. 	<ul style="list-style-type: none"> Action research. Operational research. Formative research in various fields— legal, psychology, social sciences, and management sciences governance—all in the context of PRIs. 	SIRD with support from support partners (academic institutions, research institutions, and outsourced partners).	Rs 50 lakh.
11	Convergence	<ul style="list-style-type: none"> Line departments. 	<ul style="list-style-type: none"> Convergence at policy, system, project, institutional, and structural levels. 	PRD	

- Institutional Structure Capacity

SIRD should be strengthened through:

- Increasing staff strength at SIRD and in ETCs (including three new proposed ETCs) at various levels.
- Increasing the number of DPNGOs from 76 to 314.
- Increasing current resources (trainers) from 432 to 1,256.

- System Capacity

SIRD should develop/fine-tune and implement 14 identified systems /protocols/frameworks/databases of:

- Training needs assessment.
- Training module design.
- Training documentation, evaluation, and reporting.
- On the job training.
- Planning, reporting, and evaluation of exposure visits.
- Identify, select, train, and evaluate trainers/mentors.
- Convergence guidelines.
- Research management.
- Operational planning.

- Database management.
- Management Information System (MIS).
- Procurement management.
- Contract management.
- HR system.
- Infrastructure Capacity

The infrastructure capacity should be strengthened by:

 - Renovating SIRD as per proposed specifications and estimates.
 - Renovating existing ETCs as per proposed specifications and estimates.
 - Constructing three new ETCs.
 - Adequate provisions of equipment, IT/ICT, and furnishings as estimated.
- Funds Capacity

The proposed fund requirements to implement all the recommendations are estimated at:

 - Capital investments— Rs 19,99,70,500
 - One-time costs — Rs 2,45,28,95575 (includes the above mentioned capital costs. Includes first year training costs, which form a large component. Training costs will again get repeated with the next batch of ERs)
 - Recurring costs/year— Rs 40,57,24,523

Implementation Timeframe

It is estimated that all the recommendations may take a time span of three years. Given below is a broad implementation timeframe:

Immediate

(0–6 months)

- Fine-tune all strategies and budgets suggested in this Report.
- Identify and allocate land for establishing three new ETCs.
- Advertise for all SIRD and ETC teams.
- Shortlist, interview, and select team members for institutions.
- Contract selected teams.
- Train selected teams.
- Establish training repository/vortal.
- Compile data of training activities by other departments/schemes/programmes.
- Establish a CB&T convergence committee and work out a convergence plan.
- Identify and select training resource persons.

- Contract selected resource persons.
- Train resource persons.

Short-term

(6 months to 1.5 years)

- Renovate the three existing ETCs as envisaged.
- Renovate SIRD as per envisaged infrastructure and institutional requirements.
- Develop and detail out all suggested systems.
- Advertise for more DPNGOs and CSO partners for various strategies.
- Scrutinize the applications.
- Select and sign MoUs with selected CSO partners.
- Induction training for team members of CSO partners.
- Implement strategy for 'empowering engagement process between PEO and ERs'.
- Implement the on the job training strategy.
- 10. Implement the role model development strategy.

Medium-term

(1.5 to 3 years)

- Construct three new ETCs.
- Establish mobile vans for training and communication.
- Establish community radio stations (CRS).
- Implement mass media campaigns.
- Implement the holistic development strategy for EWRs.
- Implement 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 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, Odisha, 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 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 the report of the Capacity Assessment & Capacity Development Strategy (CA&CDS) exercise carried out for the state of Odisha as part of the above-mentioned initiatives. Two experts were engaged by MoPR to conduct this exercise:

- Rajendra Jani
- Dr Ketan Gandhi

These two experts were supported by a team of three research associates:

- Amrita Varadarajan
- Bhumit Trivedi
- Jaydev Babariya

This was the first time that a CA&CDS exercise was carried out for Odisha. 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 (CD) 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.

This Report is an abridged version prepared by the study team as per MoPR's needs. The detailed Report has been submitted to the state.

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 its 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 Team Formation

Initially, MoPR enlisted the services of two experts—Mr. Rajendra Jani and Dr. Ketan Gandhi—to conduct the CA&CDS exercise for Odisha. However, seeing the enormity of the task, MoPR was requested to allow two research associates to join the team. Ms. Amrita Varadarajan and Mr. Bhumit Trivedi joined the team as research associates. Later, the team was supported by Mr. Jaydev Babariya 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 Odisha. 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 a desk research, which contributed towards developing an understanding of the status of PRIs in the country, and specifically in Odisha; the status of CB&T initiatives in the country, and specifically in Odisha; and good practices in PRI-CB&T. The following areas were studied by referring to various documents downloaded after a thorough web search:

- 73rd Amendment to the Constitution of India.
- The Odisha Gram Panchayat Act 1964.
- The Odisha Panchayat Samiti Act 1999.
- The Odisha Zilla Parishad Act 1999.
- Government rules regarding PRI Acts.

- Basic statistics concerning Panchayati Raj in Odisha.
- State's response to PRI-CB&T.
- Profile of the State Institute of Rural Development (SIRD).
- Guidelines of the Rural Development Department's (RDD) schemes.
- Reports of various research/studies conducted related to PRIs.

A detailed list of the documents referred to during the desk research and documents received from the state during the visit are given in Annexure 2.

2.1.4 Identifying Key Institutes and Resources in the State

Initially, the following institutions and their key officials were identified for meetings, consultations, and visits as part of the fieldwork:

- Panchayati Raj Department.
- State Institute of Rural Development.
- Extension Training Centres.
- Model Panchayat (if any).
- Gram Panchayats in Panchayat Extension to Scheduled Areas (PESA).
- Academic institutions which could be potential partners in PRI-CB&T.
- Lead NGOs/CBOs within 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 arrived in Bhubaneswar on 13 July 2010 and initiated the field research, which continued for seven days. Table 2 gives a summary of the fieldwork.

Table 2: Summary of Fieldwork

Duration of field work	13.7.2010 to 20.7.2010
No. of team members	4
No. of consultations	8
Field visits	3
Total no. of people met	95
Documents referred to	2

Details of the institutions visited, meetings, and consultations are given in Annexure 3.

2.1.6 Presentation of Field Research

The findings were presented to Mr. S.N. Tripathi, Principal Secretary (PS), Panchayati Raj Department, Government of Odisha on 20 August 2010. Also present were SIRD Director Mr. S.K. Lohani and Deputy Director of SIRD Mr. S.K. Dash.

The presentation covered aspects of what the team had understood about capacity development and training after consultations with the various stakeholders. The perspective that the team gained was that there were differentials between various groups within ERs. The various capacities and the challenges to build these capacities in the different groups that were identified during the course of fieldwork were presented as well. A basket of services was suggested to the state that will affect all the seven capacities discussed in this Report. The Secretary showed keen interest in the communication plan and the setting up of more Extension Training Centres (ETCs) in the state. The Secretary also felt that there was a need to standardize and review the training material. Strengthening of SIRD was also seen as a priority.

2.1.7 Report Writing

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

The team worked over a period of two months for writing the Report. The exercise started with intensive brainstorming sessions for developing an overall strategic framework for Odisha. This was followed by detailing out each of the strategies with specifications, operational details, and resource estimates for operationalizing the frameworks and work plans. The study team tried to put together as many details as was practically possible which led to an extended timeframe.

2.2. Focus and Limitations of the Study

The focus of the CA-CDS exercise was to assess the various capacities that combine to make the overall capacity of the state to deliver PRI-CB&T in NCBF's context. No other programme capacities were considered, including programme capacities of the state PRD, PRIs (GP/BP/DP), including HR, infrastructure, systems, and programme capacities of the line departments to support PRIs in implementing their programmes.

Although this report has been developed keeping NCBF as focus, the package of strategies developed herewith are still directly relevant to issues of PRI CB&T regardless of NCBF. The aspects of the report that would require modification upon review of NCBF would be that of training plan and its corresponding costs.

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

The study identifies such factors and recommends strategies to address them as far as is practically possible by the state PRD and 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 resource estimates. In this Report we have stepped outside the normal scope of work and try and provide as many details as was practically possible based on the state's request to make the report 'doable and practically implementable'. This has made this CA-CDS Report more like a Detailed Project Report for implementation. NCBF also specifies that all the states should come up with DPRs.

We trust that this will facilitate the state in its decision-making.

This is the first time that a comprehensive CA-CDS exercise was carried out in the state. The recommendations, strategies, systems, institutional structures, infrastructure, and resources that are estimated in this Report should be relooked at after three years.

3. ODISHA OVERVIEW

3.1 Odisha: General Profile

Odisha was constituted as an independent state in 1936 by carving out portions from the provinces of Odisha, Bihar, and Madras. Odisha, situated on the east coast of India, is the 9th largest state in the country by area (155,707 sq.km). Odia is the most widely spoken language in the region. The other languages spoken are Bengali, Hindi, and Telugu. It has a coastal length of around 480 km and these regions are more well-to-do as compared to the interior areas which are tribal, sparsely populated, and largely poor. Geographically it is divided into five regions:

- Coastal plains.
- Middle mountainous and highland regions.
- Central plateau.
- Western rolling uplands.
- Major flood plains.

Odisha has abundant natural resources and a large coastline. It contains a 5th of India's coal, a quarter of its iron ore, a third of its bauxite reserves, and most of its chromite. The Rourkela Steel Plant was the first integrated public sector steel plant in India. It receives investments in steel, aluminum, power, refineries, and ports.

3.2 Socio-Demographic Profile of Odisha

Odisha is a large state with many social groups. Many of its districts come under scheduled areas where the Panchayat Extension to Scheduled Areas (PESA) Act is in force. Odisha also has a large tribal population, which consists of Scheduled Tribes (STs) and Primitive Tribal Groups (PTGs) who are on the lowest rung of the development ladder.

Odisha is considered one of the backward states in the country with respect to human development indices like literacy and life expectancy. Tables 3–5 provide basic statistics about the existing scenario in the state.

Table 3: Population Break up in Odisha as Compared to the rest of India

	Population						
	Total	Rural	Urban	Male	Female	SC	ST
India	1,02,87,37,436	74,24,90,639	28,61,19,689	53,22,23,090	49,65,14,346	16.2%	8.2%
Highest	16,61,97,921		49.76%	8,75,65,369	7,86,32,552	28.9 %	94.5 %
Lowest	5,40,851		9.30%	2,88,484	2,52,367	0.03 %	0.04 %
Odisha	3,68,04,660	85.03%	14.97%	1,86,60,570	1,81,44,090	16.5%	22.1%

Source: Census Data Online; Planning Commission Data Tables.

Table 4: Literacy Levels in Odisha as Compared to the rest of India

	Literacy Rates						
	Total			Rural	Urban	SC	ST
	T	M	F				
India	64.8%	75.3%	53.7%	58.7%	79.9%		
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%
Odisha	63.1%	75.3	50.5	60.44	80.95	55.5%	37.4%

Source: Census Data Online; Planning Commission Data Tables.

Table 5: Basic Health Indicators for Odisha as Compared to the 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
Odisha	70	72	71	303	59.5	59.6	59.6	972	979	1003

Source: Census Data online; Planning Commission Data Tables.

Odisha has many socio-demographic regions and is affected by a variety of factors like Naxalite extremism and is heavily prone to cyclones and floods. Table 6 gives a glimpse of various factors in the state, many of which overlap in many districts.

Table 6: District-wise Break up of Factors

S. No.	District	BRGF	KBK	PESA	Extremist Affected
1	Anugul			✓	
2	Bargarh				
3	Bhadrak				
4	Balangir	✓	✓		
5	Boudh	✓			
6	Cuttack				
7	Gajapati	✓		✓	✓
8	Jagatsinghpur				
9	Jajpur				
10	Kalahandi	✓	✓		
11	Keonjhar	✓		✓	✓
12	Khurda				
13	Nayagarh				
14	Puri				
15	Rayagada	✓	✓	✓	✓
16	Deogarh	✓			✓
17	Nuapada	✓	✓	✓	
18	Kandhamal	✓		✓	✓

S. No.	District	BRGF	KBK	PESA	Extremist Affected
19	Mayurbhanj	✓			
20	Dhenkanal	✓			
21	Koraput	✓	✓	✓	✓
22	Sambalpur	✓		✓	✓
23	Kendrapada				
24	Ganjam	✓		✓	✓
25	Balasore			✓	
26	Malkangiri	✓	✓		✓
27	Nabarangpur	✓	✓		
28	Sonepur	✓	✓		
29	Sundargarh	✓		✓	✓
30	Jharsuguda	✓			

3.2.1 Primitive Tribal Groups

Odisha has formally identified 13 PTGs across the state. They comprise of 19,000 families in 519 habitations. For the development of these groups, 17 micro-projects have been started by the state's ST and SC Development, Minorities, and Backward Classes Welfare Department in the locations where PTGs are found in the 12 districts of Mayurbhanj, Keonjhar, Angul, Deogarh, Rayagada, Gajapati, Ganjam, Malkangiri, Nuapada, Sundergarh, Kalahandi, and Kandhamal. These projects are primarily income generation projects meant for the economic upliftment of PTGs. The 13 PTGs in the state are:

- Birhor
- Bondo
- ChuktiaBhunjia
- Didayi
- Dongria- Khond
- Juang
- Kharia
- Kuita-Khond
- Lanjia
- Lodha
- Mankirdia
- Paudi-Bhuyans
- Saora

3.2.2 KBK Districts

There are eight KBK districts in the state, which comprise of 14 sub-divisions, 37 tehsils, 80 CD blocks, 1,437 Gram Panchayats, and 12,293 villages. The KBK districts account for 19.8 per cent of the population and over 30.60 per cent of the geographical area of the state. Tribal communities (38.41 per cent) dominate this region. It has a low population density of 153 persons/sq. km. This region is one of the poorest in the

country. Road connectivity is a major constraint as missing links in the region pose significant challenges in accessing market places, educational institutions, and health services.

At 43.33 per cent, the literacy rate in this region is much lower than the state average of 63.08 per cent. A female literacy rate of 29.10 per cent also compares unfavorably with the state average of 50.50 per cent. The population suffers from high morbidity because of under-nutrition as well as endemic malaria and other localized diseases. At present all the eight KBK districts are ecologically disturbed. More than 50 per cent of the forests in these districts are degraded. This aggravates the problem of poverty in the region.

The backwardness of this region is multi-faceted: (i) tribal backwardness, (ii) hill area backwardness, and (iii) backwardness due to severe natural calamities with severe droughts and floods visiting the region in quick succession.

Table 7: Selected Development Indicators for Districts in the KBK Region

	Population (lakhs)	Hospital Beds	Malaria Deaths (2001-05)	ST % (2001)	Literacy % (2001)	BPL % (1997)	HDI (2004)
KBK	72.87	2336	435	38.41	43.30	71.97	-
Odisha	368.05	13936	1635	22.13	63.08	66.37	0.579

Source: Quick Evaluation Study on RLTA in KBK Districts of Odisha, Planning Commission site.

The Odisha Human Development Report 2004 shows that out of 30 districts in the state, the HDI rank of Balangir was 21st first, Kalahandi was 11th, Koraput was 27th, Malkangiri was 30th, Nawarangpur was 26th, Nuapada was 14th, Rayagada was 25th, and Sonepur was 16th. This clearly indicates that the districts coming under the KBK region in general have lower levels of human development as compared to the rest of the districts in the state (see Table 7).

To deal with the situation in these eight districts, a special area development programme, the Revised Long Term Action Plan, was started.

3.3 Administrative Setup

Odisha has 30 districts, 58 sub-divisions, 316 tehsils, 1,863 revenue circles, 314 blocks and 51,061 villages, which have been grouped into 6,234 Gram Panchayats. Out of these, there are 12 tribal districts, 18 tribal blocks, and 1,902 tribal Gram Panchayats. PRIs at the district, block, and village level are the Zilla Panchayat, Panchayat Samiti, and Gram Panchayat respectively. Odisha also has Gram Sabhas and Ward Sabhas at the village and ward levels respectively. There are 87,542 ward members.

4. OVERVIEW OF PRI IN THE STATE

4.1 Act Formation, Revisions, and Current Status

The Odisha Gram Panchayat Act 1948 was the first legislation prescribing the constitution, power, and functioning of Gram Panchayats in the state. In 1961, the three-tier system of PRIs was established in the state. The Odisha Zilla Parishad Act was enacted in 1959 and was subsequently amended as the Odisha Panchayat Samiti and Zilla Parishad Act 1959 in 1961 (Odisha Act 24 of 1961).

Pursuant to the 73rd Constitutional Amendment Act 1992, Odisha has suitably amended the existing laws relating to Panchayats, which include the Odisha Zilla Parishad Act 1961, the Odisha Panchayat Samiti Act 1959, and the Odisha Grama Panchayat Act 1964.

4.2 Panchayati Raj Department

The Panchayati Raj Department (PRD) in Odisha came into existence in 1994. It interacts mainly with two ministries at the central level—the Ministry of Rural Development (MoRD) and the Ministry of Panchayati Raj (MoPR). It is considered an important department not only because of the quantum of funds that it handles but also for the fact that its activities have a direct bearing on rural development and poverty alleviation. It is also the nodal department through which endeavours are made for grassroots democracy and decentralization of power through PRIs. PRIs are the fulcrum of all activities. While various schemes including wage-employment schemes, self-employment schemes, and rural housing schemes fall under the purview of MoRD, matters relating to devolution of powers to PRIs, decentralized planning, Finance Commission grants, and the Backward Region Grant Fund (BRGF) are dealt with by MoPR.

4.3 Devolution

Under the legislation as it stands amended, Panchayats at all the three levels have been entrusted with duties and functions with regard to 21 out of 29 matters listed in the Eleventh Schedule of the Constitution (Table 8).

Table 8: Devolution Index

S. No.	Name of the Department	Activities devolved
1.	Agriculture	Kharif and rabi programme, soil conservation, horticulture, and watershed activities
2.	Food, Supplies, and Consumer Welfare	Public distribution system
3.	Health and Family Welfare	Healthcare including hospitals, Primary Health Centres (PHCs), dispensaries, and Maternal and Child Health (MCH) centres
4.	Women and Child Development	Socio-economic development of women, integrated child development, welfare of disabled, adoption of children, and welfare of the aged
5.	Water Resources	Minor irrigation, water management
6.	School and Mass Education	Expansion and development of educational facilities, establishing and maintaining hostels and other welfare measures, adult and non-formal education, and the total literacy campaign (TLC)

S. No.	Name of the Department	Activities devolved
7.	Fisheries and Animal Resources Development	Development of livestock, veterinary services, feeding and fodder, dairy development, inland fisheries, marine fisheries, marketing processing infrastructure, and welfare measures
8.	Cooperation	Agricultural credit and risk management
9.	Panchayati Raj	Regeneration of minor forest produce species, training, MFP collection, processing and marketing charges, rural housing including Indira Awas Yojna, rural water supply, roads, culverts and bridges, waterways, non-conventional energy, poverty alleviation programmes, wage employment programmes, and markets and fairs
10.	SC and ST Development	Eradication of untouchability, curbing atrocities against SCs/STs, educational and economic development

There has been devolution not only of functions but also of functionaries. The detailed order regarding devolution of functionaries to PRIs was issued under the signatures of the Chief Secretary vide order No. 6886/PS dated 4.7.2003.

Some important decisions have been taken in this regard. These include:

- District and block level officers and village level functionaries of the 11 departments are accountable to the Zilla Parishad, Panchayat Samiti, and Gram Panchayat respectively for implementing the subjects/ schemes transferred to PRIs although they continue as employees of the respective departments.
- The district, block, and Gram Panchayat level functionaries of different departments are required to attend the meetings of Zilla Parishads, Panchayat Samitis, and Gram Panchayats respectively.
- They place the plans and schemes for discussion and approval in the meetings at the respective PRI levels.
- The heads of each level of PRIs can supervise the work and functioning of government functionaries at the respective level. They can call for information and reports from time to time. They can submit proposals about indiscipline, irregularities, and other shortcomings at the appropriate levels.
- Heads of each level of PRIs have been delegated the power to sanction casual leave as head of office/ institution of the 11 departments working at the respective levels.

The state acts are yet to be modified according to the provisions of the Panchayati Raj Act of Odisha. The state lacks jurisprudence in Panchayati Raj.

4.4 PESA

Odisha also falls under the purview of the Panchayat Extension to the Scheduled Areas (PESA) Act. The state has districts, which either fall partially or completely under this act. PESA districts in the state are:

Fully scheduled area in the three districts of:

- Mayurbhanj
- Sundargarh
- Koraput

Only in some parts in the eight districts of:

- Raigada
- Keonjhar
- Sambalpur
- Boudh
- Ganjam
- Kalahandi
- Bolangir
- Balasor

4.5 Reservation

Reservations for SCs and STs in Panchayats are made in accordance with their percentage in the population. SC representation is 16.36 per cent and ST representation is 26.71 per cent. Odisha has made provisions for 33 per cent reservations for women in PRI tiers. The percentage of elected women representatives (EWRs) is slightly higher than 35 per cent against a reservation percentage of 33 per cent under the provisions of Panchayat legislations. In Zilla Parishads, 14 women have been elected against unreserved posts whereas in Panchayat Samitis there are 133 women. In Gram Panchayats there are 2,652 women against unreserved posts. The reservation is rotated at the time of Panchayat elections that is, every five years. In Odisha, the two-child norm is in force. No special safeguards are available against the removal of women Sarpanchs and they are treated at par with male Sarpanchs.

4.6 The Three Tier Structure

Odisha has 30 districts, 58 sub-divisions, 316 tehsils, 1,863 revenue circles, 314 blocks, and 51,061 villages, which have been grouped into 6,234 Gram Panchayats. Out of these, there are 12 tribal districts, 18 tribal blocks, and 1,902 tribal Gram Panchayats, which come under the purview of the PESA Act.

PRIs at the district, block, and village level are the Zilla Panchayats, Panchayat Samitis, and Gram Panchayats respectively. Table 9 gives the break up of ERs at the various levels.

Table 9: Social Break up of PRI-ERs

Level	Total ERs	SC	ST	Women
District	854	139	219	296
Block	6,227	1,025	1,074	2,188
Village	93,781	15,746	25,453	33,602

Source: Panchayati Raj Department, Government of Odisha website.

4.7 Palli Sabhas

Odisha also has Gram Sabhas and Ward Sabhas at the village and ward levels respectively. There are 87,542 ward members in the state. Voters from a revenue village constitute the Palli Sabha and ward members preside over its meetings. One-tenth of the members present must be women. At least two weeks' time is

given for holding a Palli Sabha. The Gram Panchayat convenes the meetings once a year in February. The Gram Sabha fixes the place of the Palli Sabha if there are many wards in a revenue village. The Palli Sabha takes all the important decisions like selection of beneficiaries and preparing schemes, as well as selection of the village labour leader.

4.8 Support Structure

There are support functionaries at all the three levels in the form of seven Standing Committees (SCs) for the following subjects:

- Planning, finance, anti-poverty programme and coordination agriculture, animal husbandry, soil conservation, horticulture, watershed development, and fisheries.
- Works, irrigation, electricity, drinking water supply, and rural sanitation.
- Health and social welfare including women and child development.
- Public distribution system, welfare of weaker sections, forest, fuel, and fodder.
- Handicrafts, cottage industry, khadi and village industries, and rural housing.
- Education, sports, and culture.

Apart from the SCs, there are also government functionaries who are support staff and assist the Panchayats in carrying out their functions at each level (Table 10).

Table 10: PRI Support Functionaries

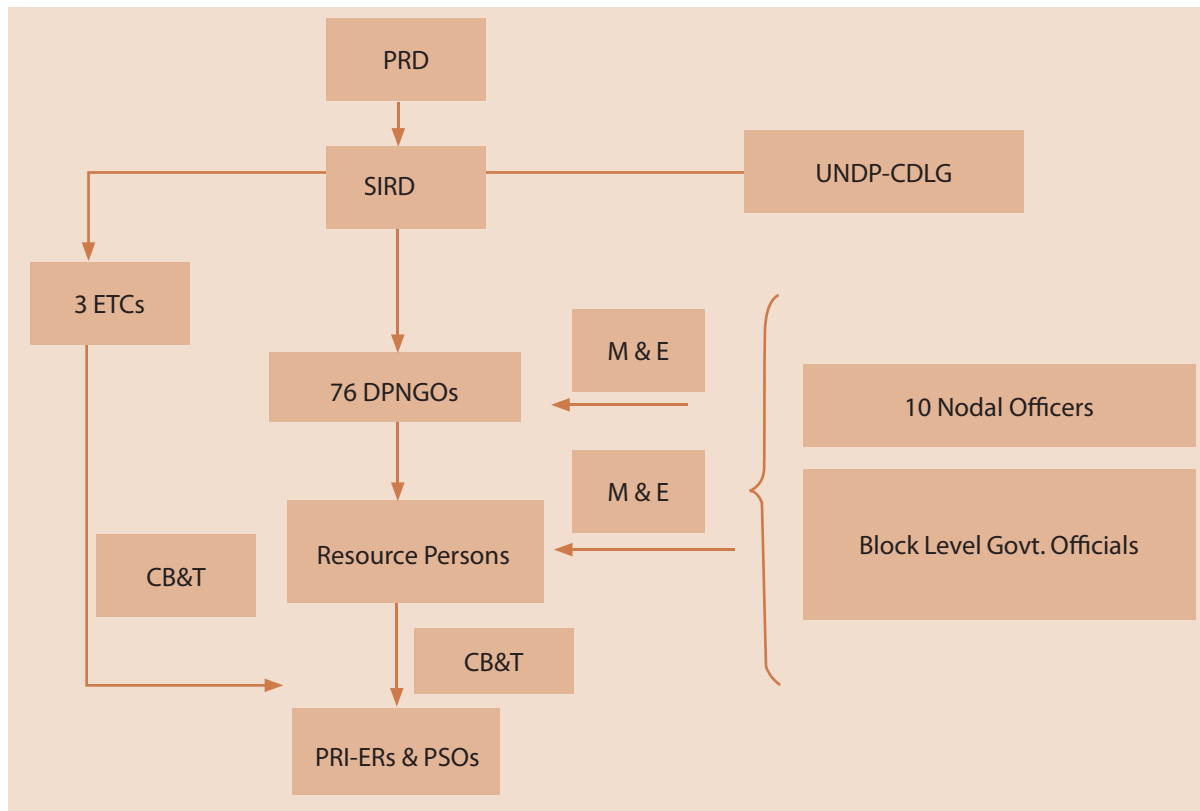
Gram Panchayat	Panchayat Samiti	Zilla Parishad
<ul style="list-style-type: none"> • SC members • Gram Sachiv (Panchayat Secretary) • Panchayat Executive Officer • Rozgar Sewak (NREGS) • ASHAs (under NRHM) • AWWs (ICDS) 	<ul style="list-style-type: none"> • SC members • Junior Engineer/Addl. JE • Gram Panchayat Extension Officer • Programme Officer (NREGS) • BDO 	<ul style="list-style-type: none"> • Collector • Project Director, DRDA • SC members • Zilla Parishad CEO

5. PRI-CB&T STRUCTURES IN THE STATE

5.1 Overall Structure of CB&T Delivery in the State

Training and CD in the state is carried out for Panchayati Raj ERs primarily through the State Institute of Rural Development (SIRD), Bhubaneswar. The institute has three Extension Training Centres (ETCs) in the state to conduct block and district level training. Partnerships with 76 CSOs, called the District Partner NGOs (DPNGOs) in the state have been undertaken to conduct training programmes for Gram Panchayat and block level representatives and functionaries (see Figure 1).

Figure 1: Current Training and Capacity Development Structure in Odisha



5.2 SIRD

5.2.1 Governance and Constitution

SIRD is the nodal agency for the training of Panchayati Raj and Rural Development Departments, Panchayat support functionaries, and Panchayati Raj ERs. It works directly under PRD. The institute is headed by a Director who is also PRD's Additional Secretary. He is assisted by a Deputy Director who handles most of the day-to-day activities as the Director also holds the charge for special projects. SIRD's mission is:

- Participatory capacity development training for Panchayati Raj functionaries (both representatives and

officials) for effective functions of good governance.

- Undertaking innovative action research projects on different development activities.
- Monitoring and evaluation of development projects implemented by different departments in the state.
- Developing innovative IEC and training manuals and reference material related to local governance.
- Policy advocacy and networking with CSOs for strengthening local self-governance.

SIRD's objectives are:

- Transferring techno managerial skills to functionaries and officials for strengthening capacities so that they can discharge their functions effectively at the grassroots level.
- Providing strategic guidance to CD activities and establishing deliberative mechanisms from the district to Panchayat levels.
- Supporting the capacity development strategic frameworks of line departments and schemes related to rural development.

5.2.2 Brief History

SIRD was established in 1964 by the Government of India for conducting training and research in tribal and community development. In 1967 it was named the Tribal Orientation and Study Centre (TO&SC) under the Government of Odisha. In 1975 it was renamed the State Training Institute of Community Development (STICD). And from 1984 onwards it is known as the State Institute for Rural Development (SIRD), which acts as the nodal institute in the state for all types of training programmes relating to PR and RD.

5.2.3 Current Status

5.2.3.1 Infrastructure

The institute is located on a 11.5 acre campus with two buildings for administration and a library. The library has a collection of more than 15,000 books. It has two hostels that have a capacity to house 120 people at one time. The institute has two conference halls, two lecture halls, and audio-visual facilities like LCDs, OHPs, video cameras, and sound systems.

5.2.3.1.1 IT/ICT/IT Enabled

Since Odisha is an IT-savvy state, SIRD also does not lag behind. It has all required infrastructure like computers and lap tops for trainees. It works closely with space research institutes like ORSAC to conduct interactive training programmes through GRAMSAT.

5.2.3.1.2 HR

SIRD has 12 sanctioned faculty posts, out of which six are filled. Out of these six faculty members, three are government officials on deputation. The institute has four master trainers in the areas of Panchayati Raj, National Rural Employment Guarantee Scheme (NREGS), and Social Audit and Project Management. SIRD also draws upon the services of external resource persons for its various training programmes. The institute also utilizes the services of faculty members in other government and private training institutions as required.

5.2.3.1.3 Budget Spending

Compared to the budgetary provisions, spend rates for SIRD are quite low (Table 11).

Table 11: SIRD's budget and expenditure

Recurring Grant					
Year	State Government release	MoRD release	Grand total	Spent	Unspent
2008–09	13,53,500	10,23,500	23,77,000	22,82,578	94,422
2009–10	27,24,500	11,30,500	38,55,000	35,14,034	3,40,966
BRGF CB Fund	42,27,00,000	42,27,000	15,56,14,000	26,70,86,000	15,23,00,000
NREGS CB Fund	217,24,000	2,17,24,000	55,00,000	1,62,24,000	45,93,093
RGSY	3,14,70,431	3,14,70,431	2,43,52,884	71,17,547	2,19,41,892
Non-Recurring Grant					
Year	MoRD/Gol release	Amount spent	Amount unspent, if any	UC submitted	
Upto 2008–09	3,73,65,000	2,20,66,000	1,52,99,000		
2009–10	18,00,000		18,00,000	1,50,00,000	

Source: Status Report of SIRD, Odisha.

5.3 Extension Training Centres

5.3.1 Background

The first ETC in the state was established in 1992. ETCs were envisioned, as a microcosm of SIRD for addressing the training needs of ERs in hard-to-reach areas in western Odisha.

5.3.2 Role

The ETCs organize various types of training programmes for officials, non-officials, and NGOs working at the block and Gram Panchayat levels. ETCs also conduct customized training programmes for ERs and other PRI functionaries with support from SIRD, Bhubaneswar.

5.3.3 Governance and Management

The Principal of an ETC is the Project Director of DRDA of the district in which it is located. Director, SIRD is the nodal officer for all three ETCs as well as the Principal for ETC, Bhubaneswar. ETCs have faculty and support staff for conducting adequate number of training.

5.3.4 Geographical Spread

There are three ETCs in Odisha, each of which covers 10 districts. They are located in Bhubaneswar (in the SIRD campus), Keonjhar, and Kalahandi.

5.3.5 Infrastructure

Infrastructure in the ETCs is currently inadequate and requires upgradation. ETC, Bhubaneswar is located in the SIRD premises and shares its infrastructure. This ETC has only one full-time faculty member who also serves SIRD's training purposes.

The ETC at Keonjhar has only basic residential facilities for 20 males and 20 females. The boundary has only recently been made even though this was the first ETC to be established in the state. The centre is 6 km from the bus stand so people have to spend on auto rickshaws, as there is no other means of transport for reaching it. The Principal of the ETC is the Additional Director, DRDA of the district who holds dual charge. Therefore she also comes only for half the time. The ETC's accountant is also from DRDA and does not spend all his time in the ETC. It has two faculty and support staff members on contract.

5.3.6 Current Status

Currently the ETCs are conducting training for ERs and Panchayat support functionaries (PSFs). Their infrastructure needs to be updated; they also have minimal staff members and this situation needs to be improved. Details of the training done by ETCs are given in Table 12.

Table 12: Training achievements of ETCs

Year	Bhubaneswar		Keonjhar		Kalahandi	
	Course	Participants	Course	Participants	Course	Participants
2004–05	22	490	18	368	33	356
2005–06	15	341	23	328	23	386
2006–07	10	197	05	54	13	162

5.4 DPNGOs

5.4.1 Background

PRI-CB&T being a huge and a complex task, SIRD entered into partnerships with 76 NGOs across the state during the Dakshyata programme in 2007–08 in order to expand the reach of the institute. At present this network can cover 5,000 trainees at a time on any given day.

5.4.2 Role

DPNGOs' role primarily is to organize training programmes as and when scheduled. This involves communicating the details of the training programme to ERs and arranging logistics within the institute. There are five resource persons assigned to each DPNGO; the DPNGOs assign them for training programmes.

5.4.3 Current Coverage

The 76 DPNGOs are currently spread across all districts to conduct training programmes in all the 314 blocks. The network of NGOs aims at expanding SIRD's reach and allowing the coverage of 5,000 trainees at a time on any given date and for any duration.

5.4.4 Identification and Recruitment System

DPNGOs are chosen based on their record with the community and other relevant criteria such as the infrastructure that they have.

5.4.5 Payment System

Finances have been decentralized as DPNGOs receive the money from DRDAs and district officials. Utilization certificates are submitted to District Project Officers (DPOs).

DPNGOs have to organize training programmes for 45 people per training programme and at least 35 people have to attend or else the training programme is cancelled. They have to organize the entire training programme. The maximum and minimum payments that they can receive are Rs. 40,000 and Rs. 28,000 respectively. They have to take care of TA reimbursements and all other stay arrangements of the participants as well as the money for training material and training aids within the amount given to them.

5.4.6 Monitoring System

Training programmes at the state level are monitored centrally by SIRD. Along with nodal officers visiting different training locations, regular follow-up is done through telephone and emails. Each nodal officer is in charge of 18 DPNGOs and is responsible for managing these partners. A fact sheet is generated at SIRD at the end of each training phase. Also, workshops are organized for mutual sharing of problems and ideas between SIRD and DPGNOs.

5.5 Resource Persons

5.5.1 Background

SIRD was the engine for the 10 month Dakshyata programme till December 2008. The programme was primarily undertaken to build SIRD's capacities wherein training modules were developed and a cadre of trainers was created and training was imparted to them. State and district level trainers were trained who were merged later on and became resource persons for the state.

5.5.2 Current Strength

There are currently 432 empanelled trainers in the state out of which only around 124–156 are used at one time for training PRIs.

5.5.3 Role

The role of empanelled trainers is to impart training to PRI-ERs and PSFs. They provide training on the six thematic modules that were prepared under the Dakshyata programme. They have to collect information and update themselves in order to provide relevant training to the participants. Many a times they also have to create training material that is more appropriate for training groups like PTGs and tribals whose language and culture vary a lot.

Trainers also have to go beyond their role of providing in-house training and have to be present on days when the participants talk to government officials independently. Though they are not required to do this but they undertake this exercise, as the participants are dependent on them.

5.5.4 Identification and Recruitment System

The trainers were identified during the Dakshyata programme and they were chosen based on their performance in written tests, group discussions, and interviews. They went through a rigorous training programme at the end of which they were evaluated in an all-round fashion including peer evaluation.

5.5.5 Honorarium System

Resource persons get Rs. 1,000 per day for the training programmes that they conduct and a travel allowance based on actuals. This travel allowance does not cover their costs if they have to travel from one district to another for the training programme.

5.5.6 Monitoring System

Resource persons are monitored by a block level official, who attends the third day of the training programme and sends a report directly to Director, SIRD. There are also 10 nodal officers in the state who monitor the training programme and coordinate between resource persons and DPNGOs. There are also district level training officers assigned by the government to monitor training programmes. At the end of a training phase, three reports come to SIRD— from block level officials, from DPNGOs, and from nodal officers.

5.6 Programmes

The various programmes conducted by SIRD are:

- Training and CD for MGNREGS, SGSY, Watershed Development, Panchayati Raj, Women Empowerment, BRGF, Decentralized Planning, Finance Commission Awards, etc.
- Interactive training programmes through GRAMSAT.
- PRIASOFT, RURALSOFT, PAMIS, BETAN, and NREGA online at the newly created IT centre and district headquarters.

The state also conducts research and evaluation of various government programmes like the Watershed Programme, SGSY, IAY, and the minimum services provided to GPs. It also monitors, does action research, and case studies under the National Institute of Rural Development (NIRD) and MoRD initiated studies.

SIRD comes out with publications like Panchayat Samachar and Panchayat Sahayika Pustika.

5.7 Other Relevant CB&T Institutes

5.7.1 Government and Semi-government

The **National Institute of Rural Development (NIRD), Hyderabad**, is the national level institute for training and research in RD and PR. NIRD provides training for policy makers, ERs, civil servants, and professionals. SIRD, Odisha calls NIRD's faculty members for many of its programmes as external faculty; it also has a video-conferencing connection with NIRD for distance education programmes.

The **Gopabandhu Academy of Administration** primarily provides training for administrative officers— IAS, OAS, and IFS officials—assigned to the Odisha cadre. This institute is under the administrative control of the Department of General Administration.

The **Scheduled Caste and Scheduled Tribes Research and Training Institute (SCSTRTI)**, which is under the ST and SC Development, Minorities, and Backward Classes Welfare Department, conducts national and state level training for various categories of government and non-government functionaries who are associated with tribal development. The main aim of the training is to orient them to tribal culture and way of life and issues concerning tribals. The institute also conducts awareness programmes for tribal youth and ERs on constitutional safeguards, legislation, and programmes.

The **Middle Level Training Centre (MLTC)**, situated in the SIRD campus is the training centre of the Women and Child Development Department. It is under the administrative control of Director, SIRD and conducts training for supervisors and CDPOs under the ICDS scheme.

The **State Institute of Health and Family Welfare (SIHFW)** is under the Health and Family Welfare Department. It is a premier institute in the state in the sphere of IEC, training, and health systems' research. It is involved in training field staff members like ASHAs, Gaon Kalyan Samitis (Health Committees set

up under NRHM who also have ERs as members), and providing IEC training and mass media support services to health programmes in the state. It also promotes research related to health and family welfare.

5.7.2 CSOs

The Centre for Youth and Social Development (CYSD), Bhubaneswar is a 28 year-old non-government, non-profit organization, which was established in 1982 and which works for the development of deprived and marginalized people in the remotest areas of the state with a vision of facilitating a society where communities are able to make their own choices, meet their survival needs, and lead a self-reliant and sustainable life with dignity.

CYSD has come up with work centres on women's self-help saving groups; introduced sustainable agricultural practices; increased people's participation in local self-governance; and improved enrolment, retention, and the quality of teaching in primary schools. As an organization, it focuses on primary education, sustainable livelihood, and participatory governance.

Regional Centre for Development Cooperation, Bhubaneswar, has been in existence since 1993. Its major thrust areas are studies and research on sustainable natural resource management; developing best practices and demonstrative models; disseminating development results through newsletters, booklets, and other forms of media; and networking with various community groups, people's organizations, and NGOs for collective action and promoting community based people's movement and advocating for appropriate policy changes. It also works on PRI-CB&T, and developing and implementing people's plans.

6. PRI-CB&T- EXISTING DELIVERY FRAMEWORK

6.1 Strategies

The state's current CB&T initiatives have improved immensely since the Dakshyata programme in 2008. But the training, through RPs in DPNGOs and ETCs, is the only form of CB that the state has taken up. The training is non-convergent with other CB&T initiatives, non-multi-modal (though SIRD is beginning to take up initiatives like making short films), non-mandatory, and has no optimal strategic planning for CB&T.

To achieve current targets SIRD is working in collaboration with DPNGOs. Apart from this, SIRD has also signed an agreement with the Centrum Learning System in order to increase its reach across the state. The corporate house works in 11 districts where the DPNGOs are not working. It takes a commission for its members for getting participants to attend training programmes.

6.2 Coverage

SIRD, being the main institute for PRI-CB&T has the mandate of providing training to all ERs who get elected in every term. In February 2010, it had plans of conducting 234 training programmes out of which 211 took place wherein 7,182 ERs were trained. At the end of March 2010, all the 130 blocks had been covered.

Table 13 gives a detailed worksheet of SIRD's activities between October 2009 and March 2010.

6.3 Micro Plans

SIRD has made an action plan under NCBE. The plan visualizes SIRD's presence in all the 314 blocks of the state by April 2012. It also envisages increasing the number of ETCs to 10 (from the present three), so that each ETC covers around 2–3 districts.

In order to achieve the target of 100 per cent coverage of ERs, the needs that have been estimated include:

- 837 training programmes per month.
- 1,350 resource persons (RPs).
- 272 partners.

Requests for Expressions of Interest for RPs as well as DPNGOs have been sent out to meet this mandate.

Table 13: Training and capacity development achievements—SIRD

Facts and Figures	Oct-2009			Nov-2009			Dec-2009			Feb-2010			Mar-2010			Total
	7-9 th (1)	22-24 th (2)	28-3 rd (3)	9-11 th (4)	17-19 th (5)	25-27 th (6)	2-4 th (7)	8-10 th (8)	16-18 th (9)	28-30 th (10)	9-11 th (11)	17-19 th (12)	23-25 th (13)	4-6 th (14)	23-25 th (15)	
No. of Training Planned	80	80	80	80	81	81	81	81	81	81	78	78	78	77	77	1,194
No. of Training Conducted	77	78	77	77	77	77	75	76	78	76	62	75	74	75	73	1,123
Total no. of PRIs Trained	2,681	2,692	2,647	2,612	2,415	2,676	2,590	2,534	2,732	2,740	2,215	2,454	2,513	2,624	2,452	38,577
Average no. of PRIs Trained	35	35	34	34	31	35	30	34	35	36	35	36	34	35	34	31-35
No. of SIRD Empanelled Resource Persons Engaged	154	156	154	156	156	154	150	154	156	152	124	150	148	150	146	124-156
No. of Block and District Level Government RPs Engaged	88	78	130	116	126	138	130	125	135	136	102	118	102	115	102	
No. of PRIs Estimated to Train-up	3,240	3,240	3,240	3,240	3,240	3,240	3,240	3,240	3,240	3,240	3,120	3,120	3,120	3,080	3,120	40 per Batch
Actual no. of PRIs Trained	2,681	2,692	2,647	2,612	2,415	2,676	2,590	2,534	2,732	2,750	2,215	2,454	2,513	2,624	2,452	2,215-2,650
Target versus Actual (Achievements) (in %)	87	82	83	82	75	83	80	78	84	85	71	79	81	85	79	71-87
No. of Blocks in which Training Conducted	77	78	77	77	77	77	77	76	78	76	62	65	65	75	73	62-78
No. of Blocks Fully Completed	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	81	NA	NA	NA	130	130
No. of GPs Fully Completed	237	233	236	225	238	238	217	235	236	235	184	195	173	218	221	173-237
Average no. of GPs Completed	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Drop-out Percentage	5	5	3	0.65	0	2.65	0	0	1.9	0	8	0	0	0	3.38	0.65-5

Source: State Institute of Rural Development, Odisha.

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

7.1 Operating Definitions of Basic Terms in CB&T

Capacity is defined as ‘ability’. Operationally in a work situation capacity is defined as the ‘ability to perform’.

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

- Individual capacity.
- Institutional capacity.

HR 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).

Capacity of an institute 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 the PRI sector for CB&T delivery.

7.2 Conceptual Model for Capacity Assessment

This study attempts to answer two key questions:

- What are the capacity building and training needs of PRI stakeholders including ERs and support functionaries?
- What is the capacity of the state to deliver these CB&T needs?

7.2.1 Crystallizing the CB&T Needs of ERs and Support Functionaries

Capacity development needs flow holistically from the two directions of:

- 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 the minimal training needs of ERs and support functionaries.

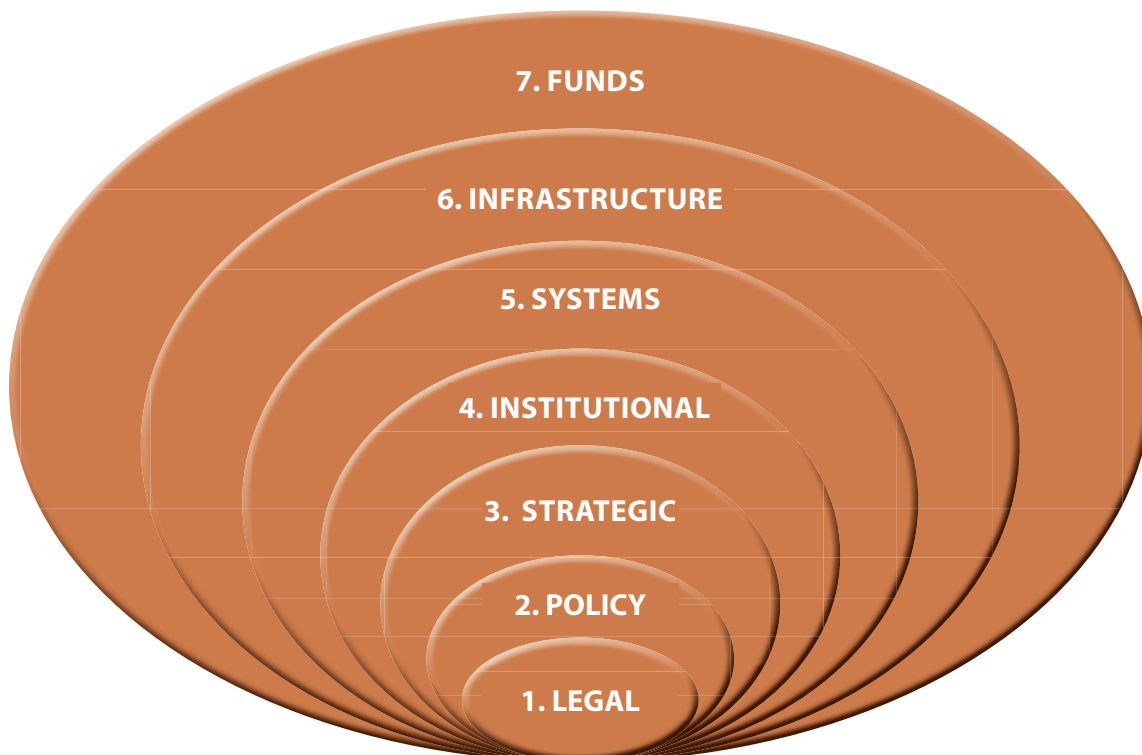
Both these provide a spectrum of CB&T needs from ideal/maximum to minimal/adequate.

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, required CD needs for the delivery of proposed strategies is also estimated. The state may have a vision of addressing training needs 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 CA of the PRI-CB&T sector comprises of various capacities forming different envelopes of capacities which together make the overall capacity to delivery PRI-CB&T. PRI-CB&T delivery is through all these envelopes based on the various capacities existing in the envelopes. The extent of CB&T throughput (outcome) is determined by the minimal capacity of any of the envelopes. Thus, raising capacities of all the envelopes simultaneously is important to achieve greater/optimal throughput (Figure 2).

Figure 2: Capacity of the State to Build Capacities of PRIs and Their Stakeholders



The various capacity envelopes that make the overall capacity delivery thus comprise of:

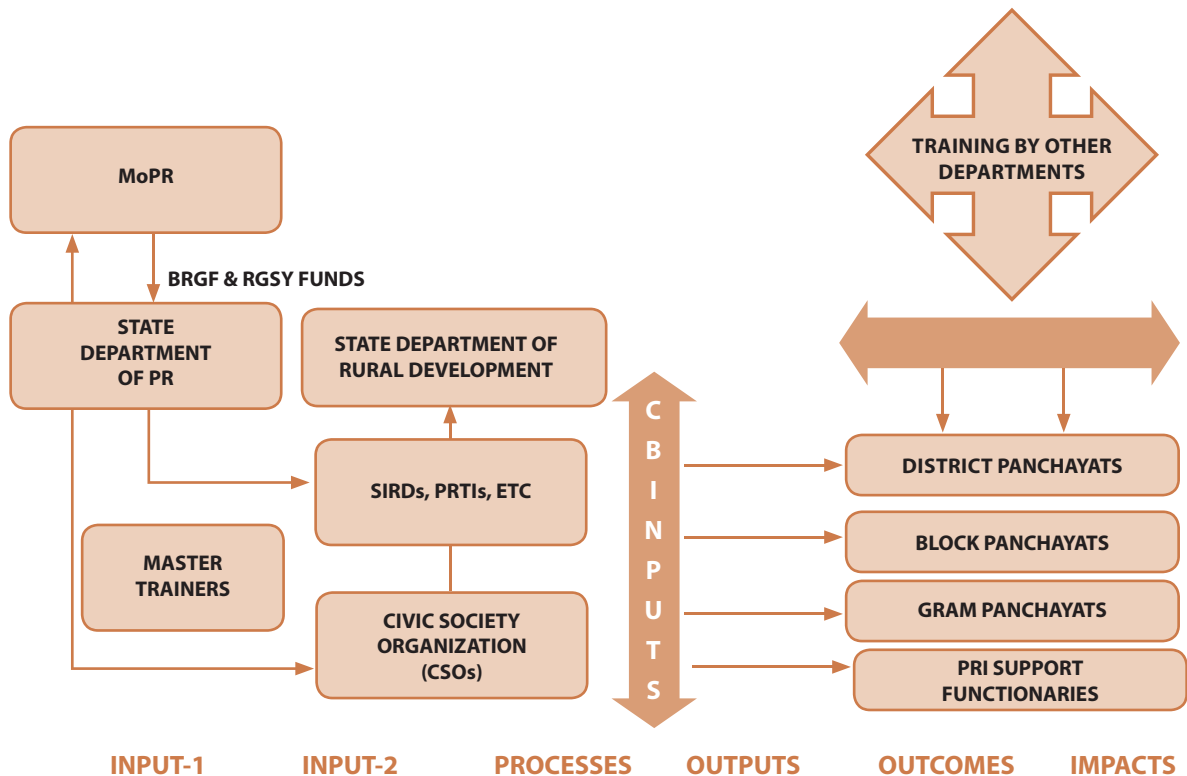
- Legal Capacity—Legal capacity is defined as PRIs' capacity because of laws and statutes.
- Policy Capacity—Policy capacity is defined as a directing force of an institution/sector and specifies

broad intentions/objectives/ purposes usually formalized/written, which should be achieved through proposed and ongoing programmes/ interventions.

- **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 Structure Capacity**—An institutional structure is work relationships and interlinks of various institutions/designation holders with each other through defined parameters of authorities, responsibilities, and reporting. Capacity of the institutional structure is defined as the capacity of the institutional structure 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**—Infrastructure capacity is 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, and HR.
- **Funds Capacity**—Is the capacity to delivery PRI-CB&T due to the 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), SIRD/ETC, and network structures of civil society including CSOs and trainers/mentors. Thus, capacity assessment is carried out for each of the constituent members of the PRI-CB&T delivery network (Figure 3).

Figure 3: Current System Model of CB&T of PRI in Odisha



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 affecting PRI-CB&T design and delivery have been identified as:

- Non-convergent design of programmes/schemes of the Government of India.
- Non-convergent implementation of PRI-CB&T at the state level.
- Non-optimal planning of PRI-CB&T by the state PRD/SIRD.
- Non-incentivized, non-mandatory environment for PRI-CB&T users.
- Need for a nodal training institution for PRIs in the state and its strengthening.
- Limited ICT usage for PRI-CB&T.
- Non-observance of devolved functions and procedures.

8.3 Analysis of Key Issues

8.3.1 Non-convergent Design of Programmes/Schemes of the Government of India

While flagship programme like MGNREGS and key tasks like district planning recognize and integrate PRIs in their implementation with due cognizance of their constitutional mandates/roles, some programmes and schemes like NRHM, SSA, and Disaster Mitigation do not do so.

In fact a majority of GoI's programmes specify their implementation in a standalone manner through creating 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 Gram Kalyan Samitis (Village Health Committees [VHCs]). VHCs do have ward members as members of the committees 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. The same argument is true for Village Education Committees (VECs), which have no integrating features with similarly specified SCs 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; they are more the exception rather than the rule. At a broader level this means undermining the constitutional mandates/roles of PRIs and their stakeholders and weakening the effective functioning of PRIs as inclusive, strong, and transparent bodies of democracy.

There are two simple ways of addressing this issue:

- Making 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.
- Integrating both the structures through systemic interventions and linking them with departmental committees functioning under/as sub-committees of PRI-SCs.

However, we should also realize that the real conflict at a larger level is of the time bound achievement of programme goals versus governance and institutional development of PRIs.

The conflict needs to be addressed at the GoI level in which MoPR should take the lead in finding out appropriate answers in consultation with other concerned ministries. It is important to note one strong recommendation by NCBF in this regard—pooled funds for CB&T from all GoI CCA grants (non-lapsable in nature) with MoPR as the nodal agency. 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 of powers (form, function, and functionaries) to PRIs, design and implement 'soft' interventions along with their programme implementation. These 'soft' interventions comprise of training and CD and 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 to decide among conflicting priorities for rural citizens and implementing the 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 a fragmented understanding of developmental processes, PRI-ERs, and rural citizens and creating a 'training noise'. 'Training noise' is created when different departments provide segmented training reducing the effectiveness of overall PRI-CB&T.
- Are by and large designed and implemented in a non-convergent manner. This is evident in the lack of any structure/system of integrating CB&T for PRIs at the state level. In the past there have been incidences where NRHM and SCSTRTI have provided a part of their budgets for CB&T to SIRD for implementing CB&T for rural citizens including PRI-ERs. However, such incidences have been an exception rather than the rule.

Convergence among different departments implementing CB&T and soft interventions targeted at rural citizens, especially for PRI-ERs is 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. For example:

- At the national level by implementing NCBF's recommendation of creating a pooled fund for PRI-CB&T.
- While this recommendation may take time to implement, there is a need to converge different CB&T efforts simultaneously at the state level. Bihar has, in a way, recognized this integration need and there is a move to make the Director General of ATI-cum-SIRD the de-facto head of all CB&T in the state. Till two years ago, Odisha had a practice of making an integrated CB&T plan comprising funds from PRD and RDD. This seems to have been discontinued now. A practical solution would 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 Member Secretary's role being played by PS-PRD. This solution does seem to be like adding one more committee to a plethora of existing committees with consequences of requiring more time and efforts by all concerned. Benefits of convergence in reality rarely seem to justify the costs, effort, and time involved for convergence. The arguments in favour of such efforts are 3-fold:
 - 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 go a long way forward in creating a climate of 'working together'.

At a practical level such a convergent mechanism will:

- Bring a unified approach to CB&T among all key institutes delivering CB&T, including SIRD, SCSTRTI, and projects like TRIPTI and social marketing institutes like ORMAS.
- Lead to cost effectiveness in CB&T delivery through common/integrated use 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 DRDAs (parallel to PRIs). Odisha has plans of merging DRDAs 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/SIRD

Odisha prepared a perspective plan for PRI-CB&T as specified by NCBF in 2008 and presented it at the Sikkim conference organized by MoPR. The state has a clear vision of covering 100 per cent PRI-ERs and the Dakshyata programme funded by UNDP (prior to the CDLG Project) paved the way for implementing the vision through the creation of a PRI-CB&T supply delivery network of about 432 trainers and 76 NGOs (DPNGOs). Thus the state is well on its way to following a strategic planning process for PRI-CB&T with sound operational level micro planning, which is necessary for grassroots level implementation of PRI-CB&T.

However, strategic planning for PRI-CB&T needs to be taken forward through implementing measures of:

- Making PRI-CB&T outcome oriented—currently all training is output oriented as is evident in the focus on 100 per cent coverage and more emphasis on quantitative targeting.

- Installing M&E systems with measurement and reporting of specified outcome indicators.
- Differentiated approach in CB&T for segments of PRI-ERs including women ERs, ERs with low functional literacy, PTG/PESA ERs, youth, and multi-termers.

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

Currently the climate for CB&T is not incentivized, and at times it seems to provide disincentives for end users for attending training. This is evident in:

- Personal costs incurred due to training—Attending training has two types of associated costs to be incurred by PRI-ERs:
 - Actual costs of transportation to/from home to the training venue—At present the reimbursement for a daily transportation cost of Rs 50 per person per day is paid to all attendees in Odisha. The actual costs of transportation in reality may work out to be more than this amount in a large number of cases, especially where the distances from/to home/venue are relatively longer with poorer connectivity. Apart from this, in a large number of cases people walk 5–10 km per day; this is considered normal for attending training.
 - Opportunity costs of attending training—A bulk of the ERs are ward members and from poor economic backgrounds. A significant number are also daily wage earners and lose their daily wages when they attend training. This is a tricky issue as PRI-CB&T needs ownership of users and cannot be 100 per cent subsidized for opportunity loss. At the same time the training should not penalize ERs. Women ERs have other issues of workloads in homes, which they cannot delegate to others. Hence, they are often discouraged from attending such training by their husbands/men in the house.

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

The non-mandatory nature of PRI-CB&T does not 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 them to take interest in CB&T. Attendance by ERs had reportedly improved in the last round since trained trainers were used and also because of DPNGOs' initiatives through strong follow-up for attending training by ERs in Odisha. However, some perceptions from the field seem to contra indicate higher reported attendances of ERs in training. Experiences of Andhra Pradesh, where reported attendance of ERs was much higher (up to 90 per cent) as compared to other states, highlight the difficulties in ensuring continual attendance of ERs over the entire duration of the training. While it is true that in the long run any CB&T initiative will need to be demand driven, a strong initial precursor is needed to sustain the supply 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 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 among ERs for training.
- Training should be given the emphasis 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 background factors effecting CB&T, including gender, power and information divides, weak functional literacy, and the existence 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 Strengthening the Nodal Training Institution for PRIs in the State

SIRD is the existing nodal institute in the state with the mandate for PRI-CB&T. It has undergone a sea change since 2008 and for the first time in the history of the state is likely to achieve the target of 100 per cent coverage of PRI-ERs. SIRD exists as an organ of the state PRD. The state had decided to make the SIRD campus a hub of all rural developmental activities and as a result ORMAS, CAPART, MLTI (Middle Level Training Institute of the ICDS programme), ETC Bhubaneswar, and projects like TRIPTI and CDLG all coexist within the SIRD campus. SIRD has undergone renovation in its infrastructure with budget allocations from NIRD (Rs 4.3 crore). The state has also provided some funds for renovation of its garden. A budget has been sanctioned for renovating the physical infrastructure of ETCs.

The current SIRD Director also has a charge of Director-Special Projects and reports to PS-PRD, strengthening the link between SIRD and the state PRD.

All these initiatives taken in recent times will go a long way in strengthening SIRD's physical infrastructure. More initiatives are needed in taking these efforts further and SIRD needs to be further strengthened through:

- Providing it functional autonomy.
- Making it a nodal institute of PRI-CB&T and adding strong linkages between it and the existing SCSTRTI.
- Strengthening IT/ICT/IT enabled infrastructure for PRI-CB&T.
- Adding more ETCs to ensure appropriate geographical footprints commensurate with the existing stakeholder strength of PRIs in districts/blocks and appropriate to workloads.

8.3.6 Making SIRD Functionally Autonomous

Currently, SIRD exists as a government department. The current top management at PRD and SIRD form a strong team, which has a strong and interested leadership and is able to perform high quality PRI-CB&T and it may continue to do so in the foreseeable future, provided the same team stays together. Evidently this is not guaranteed under the periodic transfer mechanism of the government. The last two decades of SIRD's history portray varying levels of performance based on differing interest levels of the leadership at various times.

The only way of ensuring continued high performance by SIRD in a sustainable manner is by institutionalizing an enabling environment within SIRD. This can happen if SIRD 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 the resources with a provision of strong governance and oversight management by the state PRD. This is a well-traveled road by

many SIRDs in different states where they have been converted into autonomous societies. Unfortunately, expected delegation of authorities has not happened and the much-needed collegial climate has not been built in many cases, making SIRD autonomous only on paper. Odisha, however, does have provenance in ORMAS as an autonomous institution, which has done some path breaking work in forward marketing linkages and strengthening sustainable livelihoods of SHGs, including tribal ones. ORMAS is situated in the SIRD campus and reports to Director SIRD. ORMAS has been able to build its own cadre of professionals with adequate compensation and own systems and work practices including outsourcing recruitments to professional institutions. ORMAS has also built surpluses and reserves (worth Rs 7 odd crore). Thus adequate knowhow and experience exists within the state and the SIRD/PRD set up to reinvent SIRD and make it autonomous.

The essential elements of the functional autonomy for SIRD thus comprise of:

- Strong governance by the state PRD.
- Holistic mandate of capacity development of PRIs and their stakeholders (and not limited only to training) with strong linkages with sister concerns like SCSTRTI.
- An empowering constitution and byelaws providing adequate functional autonomy to SIRD's top management.
- A strong and interested leader either deputed from the state government (IAS posting) or selected from the other sectors through a proper recruitment and selection procedure on a long-term contract of 3–5 years.
- Re-engineered systems and work practices with adequate incentives.
- An open performance appraisal system.

The state PRD has to take a decision and move forward with appropriate sanctions from the state government to make SIRD autonomous with these provisions.

8.3.7 Strengthening ETCs'/SIRDs' Physical Infrastructure and Geographical Footprint

Geographical footprints of the three ETCs (each catering to 10 districts) are too narrow to deliver PRI-CB&T effectively and in a time bound manner. We propose three more ETCs each catering to five districts making the PRI-CB&T delivery more realistic.

The existing physical infrastructure at ETCs is minimal and needs beefing up with adequate physical renovation (flooring, wall paint, boundary walls, and upgradation of soft furnishings), IT, and training aids with appropriate staffing with adequate compensation packages. For example, the Keonjar ETC has had only one faculty member for 10 years whose contract remuneration was Rs 5,000 per month for eight years; this has now been increased to Rs 10,000.

The location and detailed estimates for all physical infrastructures, furniture, equipment, and HR strengths are given in the section on institutional strengthening.

8.3.8 Limited ICT Usage for PRI-CB&T

Odisha as a state has done some path breaking work in IT usage in PRD. Odisha PRD has more than 700+ IT professionals apart from engineers. The state PRD was the first in India to go online for web based

reporting and MIS for MGNREGS. Odisha PRD was also the first to provide Panchayat accounts online. The state IT Department and PRD have been fortunate in getting a series of personal secretaries who have been IT savvy.

With strong use of IT in programme implementation within the state PRD, it does seem strange that the use of IT/ICT in PRI-CB&T has not kept pace and is in fact fairly limited. ORSAC facilities are shared by PRD at times mainly for programme purposes. GRAMSAT was established by ISRO and used for some time, but has now fallen into disuse due to maintenance problems and issues of setting up frequencies for transmission and even loss of transmission at times. A PRD help line is being set up in the state. Computers are planned for each Gram Panchayat and are being procured and installed. At block and upward levels, computers and connectivity are provided. Districts are connected through video-audio links. Though there is no data, it is safe to presume that a majority of the ERs have their own mobile phones.

Given high poverty and weak functional literacy levels of ERs and a high tribal population, the potential reach of ICT tools does seem limited at present. But traditional mediums also suffer from similar issues of reach, especially in PTG and PESA areas, which are the so called 'media dark areas'. Community radios, mobile IEC vans, mobile messaging, computers web based training of PEOs and ERs is focused and limited, video conferencing links among SIRD and ETCs, mass media like TV and radio do seem attractive strategic options for the state which will deepen with time.

The state PRD needs to deploy more ICT for PRI-CB&T due to:

- The current single mode of cascade training has limitations of scaling up and 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 PTG and PESA 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.

The state PRD should make the use of ICT tools more comprehensive in PRI-CB&T as has been done for implementing PRD programmes.

8.3.9 Non-observance of Devolved Functions and Procedures

While the devolution of power to PRIs is not complete, even where it has been specified it is not observed. For example, leave for schools teachers, PEOs/CEOs of body incorporates is to be approved/ sanctioned by presidents of the body incorporates. In practice we did not come across any leave applications being submitted to the presidents.

Thus, this is a practice more breached than observed. 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

The recommendations for capacity assessment include:

- MoPR should implement NCBF's recommendation of creating a non-lapsable pooled fund from all CCA grants for PRI-CB&T in a time bound manner in consultation with all the 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 authorities provided to them and modify proposed compositions of parallel structures for programme implementation (Village Health Committees and Village Education Committees). MoPR should take up the role of advocacy among the concerned ministries for achieving this.
- Odisha should create a CB&T coordination committee under the aegis of PS-Planning and Coordination/Chief Secretary with Member-Secretary as PS-PRD for attaining 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 CB&T, which is outcome oriented and has a strong M&E system.
- MoPR should revise the cost norms (BRGF and RGSY schemes) appropriately to ensure that end users/ERs do not have to incur costs for attending training.
- The state PRD should decide on making SIRD an autonomous society with an empowered constitution and result oriented systems and work practices, increase the number of ETCs with better physical and IT infrastructure and HR strengths to ensure sustainable and high quality outcomes in PRI-CB&T with a strong and interested leadership at SIRD's helm.
- Odisha PRD should increase deployment of ICT tools and multi-modal delivery of PRI-CB&T in the state to enhance effectiveness.
- The state PRD should ensure compliance of devolved functions and procedures as specified and in the spirit of devolution starting from its own department and prevailing on other concerned departments to also take it up.

9. CAPACITY ASSESSMENT: LEGAL CAPACITY

9.1 Operating Definition

Legal capacity is defined as PRIs' capacities due to 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.

9.3 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 passed in 1964 and modified in 1982. It specifies the functions and mandate of body incorporates (Gram Panchayats, Panchayat Samitis, and Zilla Parishads).

The Act specifies the list of functions that PRIs should carry out. This includes almost all developmental issues like mandies, 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.

When Kerala came up with a new PR Act, it reportedly revised about 130 existing acts to take cognizance of the new PR Act.

We are not sure to what extent this exercise has been carried out in Odisha, but it seems that some acts do need revision.

Since the existing acts have not been modified, effective devolution of powers to PRIs will be hindered due to conflicts/gaps in existing acts.

Odisha needs a detailed study of all conjugant acts impacting on PR subjects; it also needs to identify and recommend such revisions in the relevant acts.

9.3.2 Non-clarity in Rules

The state PR Act specifies that body incorporates shall form and 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.

Neither the Gram Panchayat Act 1964 nor the Gram Panchayat Rules say anything about SCs. The Panchayat Samiti Act and the Zilla Parishad Act 1994, specify the number, composition, powers, functions,

and conduct of business of SCs. However, even these do not provide any clarifications on the division of duties.

This creates non-clarity about the nature and duties of SCs and their authority and is one of the reasons leading to the 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 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

Recommendations for enhancing the legal capacity include:

- 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 the 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 the interaction of sectors/institutions with their environment.

10.2 Key Issues

The key issue identified here are: 'Limited concept of training at present and need for developing a comprehensive package of strategies for holistic CB&T of PRIs and their stakeholders'.

10.3 Analysis of Key Issues

10.3.1 Weak Functional Literacy

As per the Act, ERs are supposed to have functional literacy (be able to read and write and sign their names). In practice this often only means being able to write one's name.

The issue of weak functional literacy of ERs is well known, agreed upon, and shared among stakeholders, though no precise data is available on the literacy levels of ERs and EWRs in the state.

However, consultations, individuals meetings, and interviews with primary stakeholders and gatekeepers confirm weak functional literacy to a significant extent and also indicate differential functional literacy levels among ward members and Sarpanchs, EWRs and male ERs, and ERs from PTG/PESA areas and non-scheduled areas.

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

SIRD 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. A functional literacy programme for ERs/EWRs needs to be implemented through the nodal state PRD/SIRD in a convergent manner with pooled funding and resources and common systems.

10.3.2 Limited Concept of Training at Present

SIRD has undergone a sea change since 2008 and is targeting 100 per cent coverage of ERs in the state for the first time. The Dakshyata programme funded by UNDP laid down a strong foundation of engaging civil society in the form of DPNGOs and trainers for providing training to PRI-ERs, which was scaled up by SIRD when the project came to an end. The current networking strengths of SIRD comprise of 432 cadres of trainers and 76 CSOs/DPNGOs. SIRD has implemented a sound micro plan with training all over the state with detailed modules developed on the five thematic areas considered to be basic and necessary knowledge for PRI-ERs. The themes are rule, role, and responsibility; transparency and accountability; rural

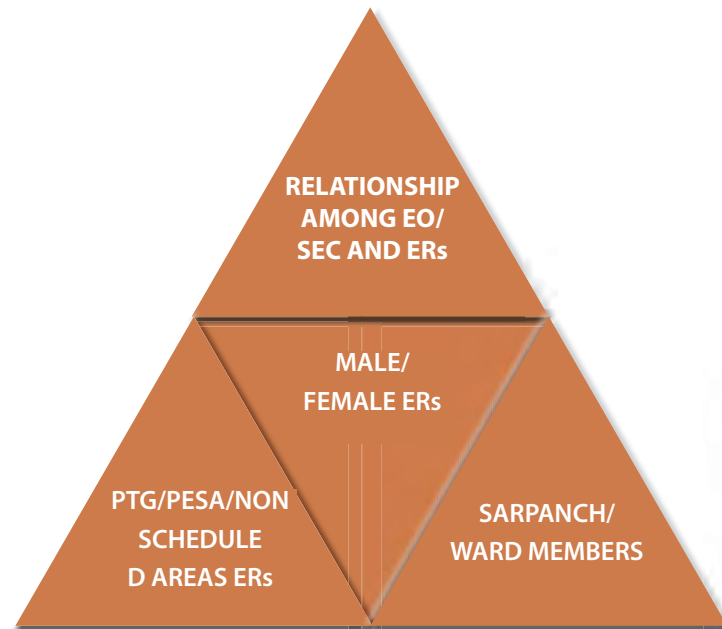
development schemes in PRD; schemes of the social welfare and other line departments; and financial accounting and management. The modules are in simple Odia and can be understood by those with adequate functional literacy. SIRD was among the first in the country to prepare a perspective plan for PRI-CB&T as specified by NCBF and has a vision and a plan for scaling up outsourcing, developing films for tribals, and modifying the modules.

All these initiatives are significant components of strategic visioning and planning for PRI-CB&T. With all these the only intervention for PRI-CB&T is traditional training. Current efforts need to be further strengthened through transforming current interventions from output oriented training to holistic CB&T. These may be achieved through:

10.3.3 A Differentiating Training Approach for Different Target Groups

The current training approach, delivery, and material are the same for all target groups of ERs. It is accepted and agreed by all in the state PRD and SIRD that ERs are different and need differing approaches, delivery methods, and material. The differentials exist due to power, information availability, gender and functional literacy, PTG, PESA and non-scheduled Panchayat ERs, women, youth, first time ERs and multi-termers as is evident in Figure 4.

Figure 4: Differentials Among Target Groups



The training approach for all these groups will differ along with delivery mechanisms and training material.

10.3.4 Need for Developing Core Content

While the modules are detailed out on five thematic areas of rule, role, and responsibility; transparency and accountability; rural development schemes in PRD; schemes of the social welfare and other line departments; and financial accounting and management there is a need to develop core content. Core content comprises of specific thematic areas, which are necessary for PRI-CB&T. SIRD needs to define the thematic areas, their precise contents including methods of delivery and all relevant reference material. This is mandated because 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 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, and the Kyoto Protocol).
- 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 SIRD may include more thematic areas as considered necessary. Additionally, for the functional literacy module for specific ERs, gender especially for ERs of PTG/PESA areas, and special modules for youth, women and for PESA ERs may be considered necessary as basic core content.

SIRD should be responsible for defining and developing the curricula for the core content. External experts can be involved when needed. SIRD should ensure appropriate vetting and approval prior to sending out circulars for external experts. 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 not defined and neither are they measured. While providing adequate information is enabling there is a need to focus on knowledge building, skill development, and inculcating appropriate attitudes and belief systems. A conceptual model developed for the state depicts the transformation of training to holistic CB&T (Figure 5).

Figure 5: Strategic Shift from Training to Capacity Development

	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, storytelling, experience sharing, films, open/focus/panel discussions, learning by doing, case studies	All previous tools+peer learning, climate of continuous learning

As Figure 5 suggests, CB&T is the only transformational tool available for strengthening PRIs and the state needs to shift from the left side of the training approach towards the right side with a transformational approach to CB&T.

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.

PEOs’ capacities to play these empowering roles and undertake empowering processes need to be enhanced significantly. In the three villages we visited, Gram Rozgar Sahayaks were better educated and had a better understanding as compared to PEOs. Though this is not a representative sample, qualitative discussions across the three tiers bear out the need for CB&T 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
 - Multi-louge creating—Dialogue between multiple stakeholders
 - Alternative providing, basis of intelligent decision-making by ERs
 - Making office/work environment comfortable for first time ERs

Creating enabling engagement processes will require CB&T of PEO teams of the state PRD in various areas of soft skills and facilitation and mentoring apart from directly concerned functionaries of the relevant line departments.

10.3.7 Adding the Service Component of on the Job Training

Holistic CB&T of PRI stakeholders/ERs will also address skill building and attitudinal changes apart from providing information and building knowledge.

Moving from providing information and building knowledge to skill building will require the additional

component of on the job training by SIRD of the nature of 'in-situ'/on the job facilitation.

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

A cadre of mentors and CSOs which is similar to the current cadre of trainers and DPNGOs needs to be built by SIRD through a systematic programme of identification, selection, training, skill building, and continued M&E. DPNGOs and current trainers may be allowed to be part of such a cadre subject to their selection and meeting training and certification criteria.

10.3.8 Developing a Peer Force

Peer is defined as 'person of equal standing'. A peer force/network is defined as a 'place to belong'. Holistic developmental approaches argue for a 3-pronged approach to CB&T comprising of:

- Individual CB&T.
- Constituency/community development.
- Creating an enabling environment.

Developing peer force/networks/forums is a constituency development component of PRI-CB&T.

This component is missing in the state's PRI-CB&T scheme at present. We suggest that SIRD incorporate this component in its service delivery.

SIRD's role 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 the members of the constituency through external facilitating institutions/individuals.
- Providing small budgets/facilities for secretarial/administrative assistance to such networks.
- Providing linkages to such networks/forums to interact with each other.

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

10.3.9 Adding the Service Component of Development Communication

The state has recognized that awareness and training need to be integrated in PRI-CB&T. The state, through the CDLG team is in the process of making films for tribal ERs; a contracting process is also on for folk performances to create awareness.

Apart from this, the current CB&T approach/strategy in the state focuses on key stakeholders but not their environment. This is half the story only. Consensus opinions during consultations and our view are that development communication and training go hand in hand in holistic CB&T.

A holistic CB&T approach is a 3-pronged approach with a focus on key stakeholder/s, constituencies/communities as well as their environment as proven by most of the developmental approaches.

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

The essential components of such a strategy will have:

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

A draft DC strategy was developed 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 state should fine-tune this strategy based on detailed field research and 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 Panchayats. Model Panchayats are declared in a sporadic manner for villages, which did 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 for reinforcing a positive environment. This type of recognition in the form of intangible and tangible rewards provides:

- Positive motivation for the recognized entities for further progress.
- Work as a role model for others and provide inspiration and examples.
- Benchmarking of the performance of democracy at the grassroots level.
- Accelerated learning and scaling up potential—adults learn through experiences and doing. Exposure visits to demonstration Panchayats, 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 in PRIs is different from other definitions of model GPs. The model GP from the PRD viewpoint is one where:

- Democratic and inclusive processes form the basis for consultations, conflict resolution, and decision-making.
- Role of the heads of body incorporates (Sarpanch/Mukhia, President/Adhyaksha/chairpersons of block

and district Panchayats and chairpersons of SCs is facilitative and one, which promotes and strengthens appropriate processes and team building.

- Where Panchayat officers (PRD officers and other line department officers) give due cognizance to the roles, duties, and authorities of the constituted ERs and PRIs and play a facilitative, mentoring, information providing, documentation and decision recording role.
- PalliSabhas and Gram Sabhas are called in a timely manner and attended by the general population. All SCs are formed and are duly functioning with a clarity in their roles and appropriate division of functions and duties among the body incorporates and SCs.
- Proactive disclosures are made by body incorporates and PR 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 Further Strengthening Outsourcing—Trainers, Mentors, and CSOs

The state has taken several positive steps in involving civil society through DPNGOs and trainers. There are about 76 DPNGOs and about 432 trainers available for facilitating PRI-CB&T.

All the strategies discussed here will require significant scaling up of civil society resources in the PRI-CB&T programme.

Resources may be drawn from all segments of society including academics, the corporate sector, freelance professionals, NGOs, CBOs/SHGs, ERs and ex-ERs, and retired government officials. A drive for targeting volunteers from among college youth and housewives will also strengthen the role of civil society in PRI-CB&T delivery and make it an enriching experience.

The need for resources for individuals is by and large part time in nature and for CSOs of a long-term and continuous nature. Part time needs of 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 honorariums and the satisfaction of contribution and prestige.

10.3.12 Need for Strengthening Research

Research is a forward-looking component of PRI-CB&T and helps in generating value added knowledge to 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 of PRI-CB&T and its delivery.

At present there is no emphasis on research and while there is some ad-hoc research it is done without any real time feedback from the ongoing PRI-CB&T.

PR is a unique system in India and while significant research has been carried out in various states on this, Odisha needs to have its own research programme as a part of SIRD's service component to ensure state specific research 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 sciences, management sciences, humanities, and professionals/NGOs.

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

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

Knowledge management deals with capturing, transmitting, storing, and disseminating generated/acquired knowledge and information from/to all stakeholders.

At present the function of knowledge management is 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 between different PRI constituencies (working for a shared purpose/objectives but with different mandates/operating cultures/work practices).
- Promote and strengthen rights-based approaches, inclusivity, and mainstreaming diversity.

The need for the knowledge management function is at both the levels—at the state level (PRD/SIRD) and at the national level (NIRD/MoPR).

10.4 Recommendations

The key recommendations are that SIRD is not only a training institute but a holistic CB&T institute and so 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 6.

Figure 6: Package of Strategies for Holistic CB&T of PRIs and Their Stakeholders



These strategies are:

- Strategy for holistic development of EWRs.
- Modified training strategy through a differentiated approach towards training (different methodology mix, training material etc.).
- On the job training of ERs.
- Empowering engagement processes among PEOs and ERs.
- Facilitating the development of a peer network.
- Recognizing and rewarding role models from among PRIs and ERs.
- Development communication.
- Research.
- Knowledge management.
- Convergence.

Each of these strategies needs to be developed based on a need assessment and field data with an action plan and budget for implementation. All the strategies require a comprehensive package of systems, which will also need to be developed to implement them 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 of the PRI-CB&T sector due to systems.

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

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

11.1 Systems Menu

Details of PRI-CB&T systems are given in Figure 7.

Figure 7: Systems menu in PRI-CB&T

TECHNICAL SYSTEMS	▶ TRAINING NEED ASSESSMENT, TRAINING DESIGN AND MODULE DEVELOPMENT, TRAINING DOCUMENTATION, TRAINING MONITORING AND REPORTING, TRAINING EVALUATION, ETC.
MANAGEMENT SYSTEMS	▶ STRATEGIC PLANNING, OPERATIONAL PLANNING/MICRO PLANNING, M&E, MIS, PROJECT MANAGEMENT, QUALITY ASSURANCE ,ETC.
PROCUREMENT MANAGEMENT SYSTEMS	▶ PROCUREMENT MANAGEMENT SYSTEM, CONTRACT MANAGEMENT SYSTEM
HR SYSTEMS	▶ RECRUITMENT, REMUNERATION, PERFORMANCE APPRAISAL, REWARD-PROMOTION/ INCREMENTS, TRAINING AND DEVELOPMENT, RETIREMENT/TERMINATION, ETC.
ADMINISTRATIVE SYSTEMS	▶ ASSEST MANAGEMENT, MAINTENANCE, INSURANCE, ETC.
FINANCE SYSTEMS	▶ ACCOUNTING, AUDITING, FUND AND CASH MANAGEMENT, ETC.
NETWORKING/INTERFACE SYSTEMS	▶ CONVERGENCE SYSTEM, COORDINATION AND COMMUNICATION SYSTEM, ETC.

- Technical systems—Training need assessment, training design and module development, on the job training, convergence, developing experiential learning tools, exposure visits, ToTs, mentor development and management system, research management system, etc.
- Management systems—Strategic planning, operational planning, M&E, MIS, project management, quality assurance, etc.
- Procurement and contract management systems—Procurement systems, contract management/ outsourcing management systems, etc.

- Administrative systems—Concerned with the day-to-day working and information /instructions/order flows.
- HR systems—Concerned with recruitment to retirement/termination cycle, management of HR including recruitment and selection, postings, remunerations/fixing salaries, increments/rewards, transfers/promotions/terminations/retirement, training and capacity development, HR administration.
- Finance, accounting and auditing systems.
- Networking/interface systems—Convergence systems/protocols, communication and coordination, mainstreaming.

11.2 System Requirements for Odisha

Currently SIRD exists as a section of the state PRD, that is, as a government department. Thus, it has a strong, detailed, and at times rigid system for administration, MIS, and reporting. However, technical, management, HR, and procurement and contract management systems are by and large fairly underdeveloped with the exception of micro/operational planning and recent contract management of DPNGOs and trainers.

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.

11.3 Recommendations

The state PRD/SIRD 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 is the work relationship and interlinks of various institutions/designation holders among each other through defined parameters of authorities, responsibilities, and reporting. 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 and SIRD structure has evolved based on historical practices and a norm-based allocation of HR. SIRD has 12 sanctioned faculty posts out of which six have been filled and it has four master trainers in various thematic areas. Though a detailed assessment of HR 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 CB&T of PRI stakeholders.

The proposed strategy and package of services, systems, and workload for 100 per cent coverage of training will require strengthened structures at all the levels. The proposed structure for SIRD and ETCs has been provided in Chapter 14.

13. VISION, MISSION, AND OBJECTIVES

Vision

Panchayats as effective institutions of local self-government.

Mission

To develop the capacities of all PRI-ERs and 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 of the basic training content across the state.
- To ensure that need based training, quality monitoring, and impact assessment are incorporated as part of the state PRI-CB&T approach through training institutions.

Specifically, the objectives as shared by the state PRD are:

- To establish an efficient, effective, and reliable training and capacity development system for PRIs.
- To strategize and operationalize the state action plan on CB&T for all ERs at the three tiers in a phased manner.
- Strengthening the Panchayati Raj system for delivering improved governance in Odisha through PRIs and RD functionaries' CB&T.
- Add significant value to the vision building initiative for CB&T of PRIs and RD functionaries.

14. INSTITUTIONAL STRUCTURE

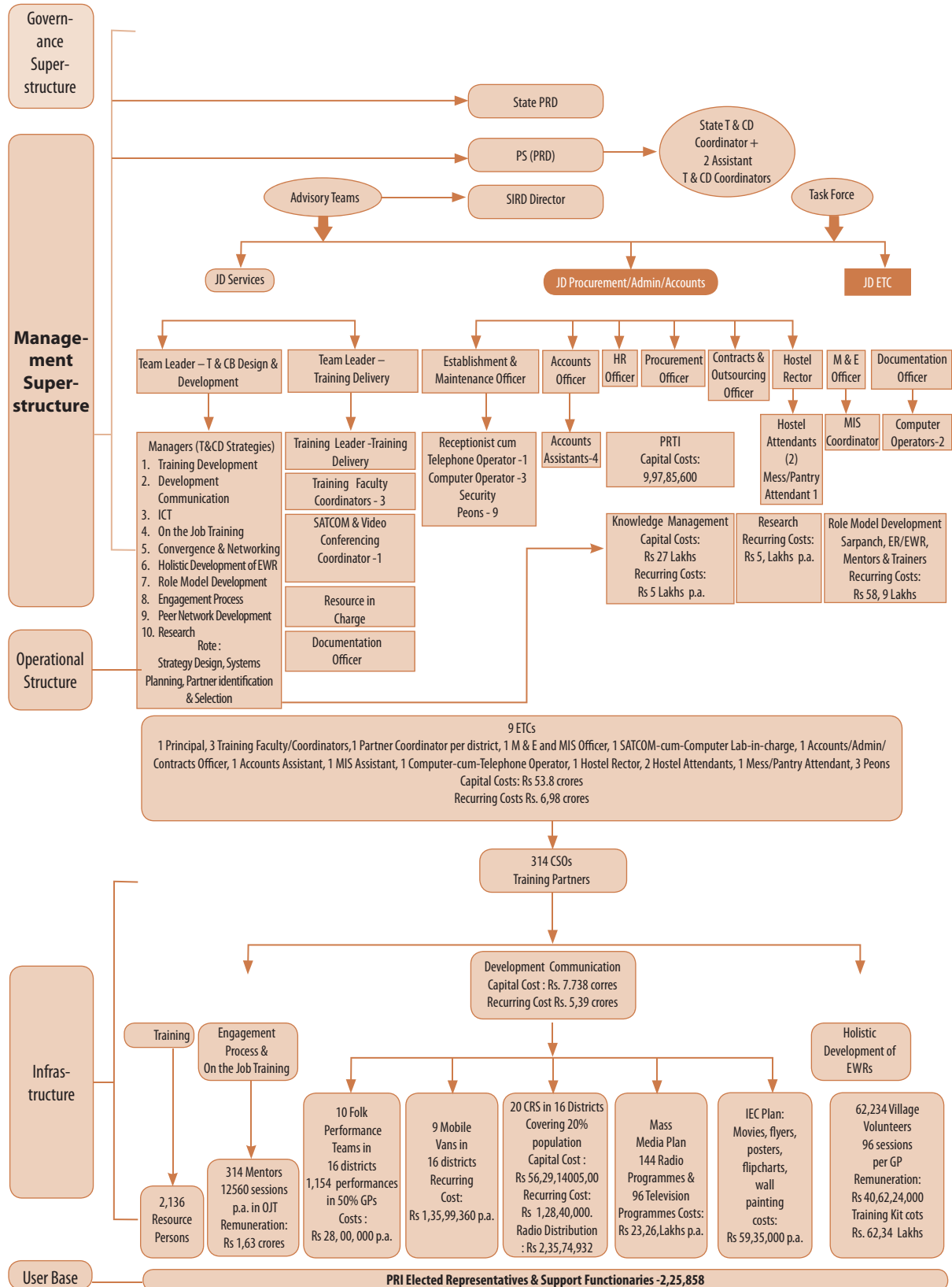
The detailed structure for 100 per cent coverage of training of PRIs and carrying out envisaged strategies is visualized to comprise of:

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

It should be noted that the institutional structure suggested here does not draw from the existing structures but is an indicative structure drawn from the implementation load in the state. Thus, it is not resource driven but need based. We would like to state here that based on the suggestions in this Report, the state PRD may develop a state specific institutional structure or build on the existing structure with relevant modifications.

The proposed overall structure for PRI-CB&T for the state is given in Figure 8.

Figure 8: Overall structure for PRI-CB&T



This section provides functions of structures at different levels, team structures, job descriptions and specifications, the infrastructure required at each level, specifications of the infrastructure required, and capital costs for creating envisaged structures and recurrent costs for maintaining the structures. The costs are indicative and will need to be reworked by the state PRD for specific estimates.

14.1 Super Structure—State PRD

The state PRD will act as the super structure for all CB&T initiatives in the state including implementation of all the strategies suggested in this Report. PS-PRD will be the overall head of the entire structure.

Compared to the volume of current CB&T efforts being implemented in the state, the state PRD will need to leap frog and the volume of efforts for CB&T will increase manifold. 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 the structures under the state PRD like SIRD and ETCs will require much more strengthening and expansion, the state PRD as well will require 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:

1. State CB&T Coordinator
2. Assistant CB&T Coordinators – 2

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

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

14.2 Management Structure— SIRD

SIRD is envisaged as the focal point for developing and managing all strategies, systems, plans, and budgets for the state CB&T programme. SIRD will also work as an umbrella structure for other structures like ETCs, CSOs, and consultant service providers. SIRD is envisaged as a huge structure with a large number of individuals and agencies functioning under it for various activities. Table 14 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 14: Training load overview

Target Group	Training Load
Elected Representatives	854
Zilla Parishad	6,234
Panchayat Samiti	93,776
Gram Panchayat	
Panchayat Support Functionaries (PEOs, ASHAs, AWWs, ANMs, Rozgar Sewaks, GPTAs, Secretary, Junior Engineers)	1,37,543
Mentors	314
Village Volunteers	6,234
Community Radio Station Teams	150
Mobile Van Facilitators	18
Folk Performance Team Members	20
CSO Partner Training	314
Resource Persons	1,256

14.2.1 SIRD: Major Functions

SIRD's major functions 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.
- Designing and developing all learning aids as required by various strategies including training manuals and modules.
- Identifying and mobilizing/selection (through appropriate procedures) of institutional and individual resources for implementing various strategies for CB&T 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 logistics support).
- Management and oversight of ETCs (approve plans and budgets, provide technical support, provide training and capacity development of ETCs and their teams, monitoring, feedback, performance

assessment, releasing funds as required and collecting SoEs and UCs, etc.).

- Managing funds for CB&T for the state and distributing them further 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 achievement of desired deliverables.
- Conducting training of trainers, state and regional level functionaries, and convergence partners, etc. and all such training that is conducted at the state level.
- Evaluation of various CB&T initiatives in the state.

14.2.2 SIRD Team Structure

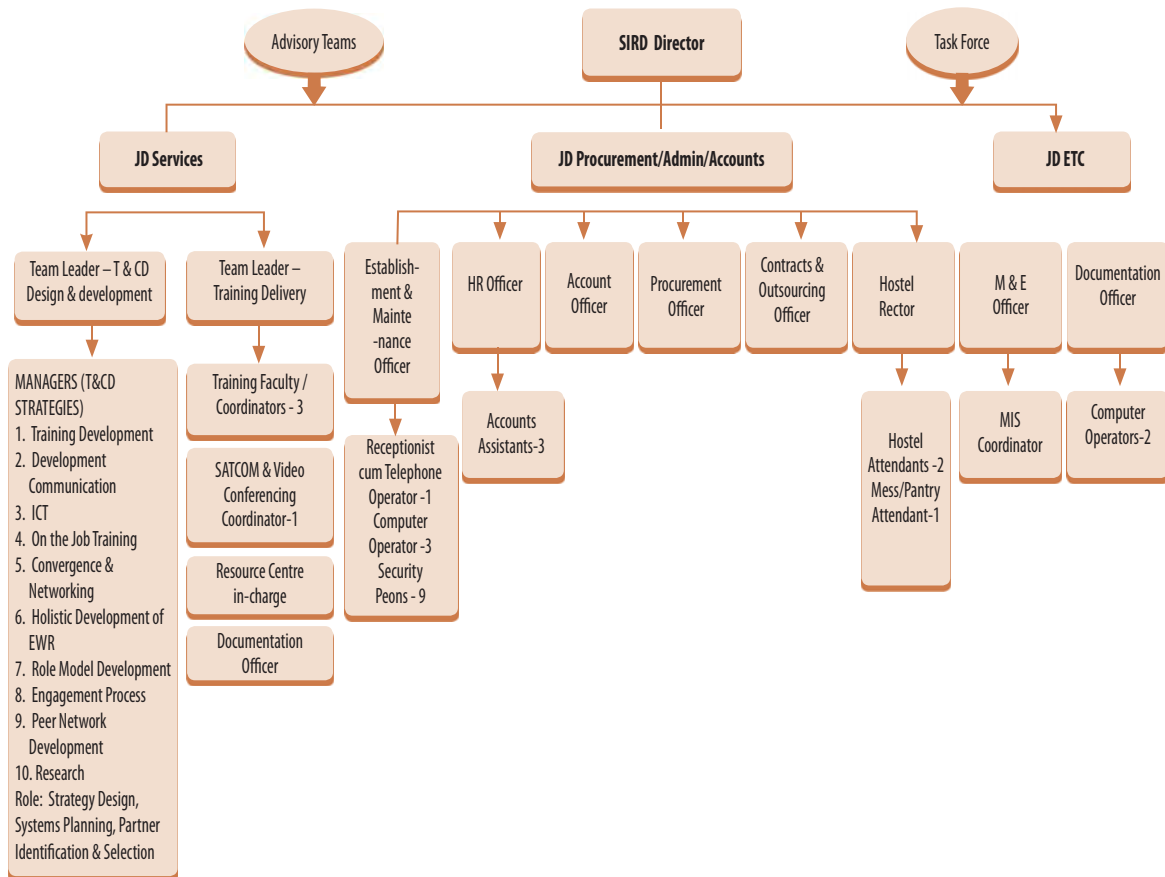
SIRD is envisaged to have a functionally strong and adequately large team to carry out its envisaged role. SIRD's team structure has been suggested based on its three major functions: (i) Services—all services related to CB&T in the state (ii) ETCs—management of all ETCs across the state, and (iii) Support functions like procurement, administration, and accounts. The SIRD team is thus divided into three sections. A Joint Director level functionary will lead each section.

SIRD's team structure is given in Figure 9.

The services section will basically address two major functions:

- (i) Development of CB&T strategies, learning and support aids, and facilitate implementation of the strategies: This will include developing all strategies along with the respective implementation plans and budgets, identifying and engaging 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 their 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 9: The SIRD Team Structure



(ii) Training delivery: This will include carrying out all state level training, developing training plans, scheduling the training, training intimation to all stakeholders, 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 also will be part of this section.

The ETC section will coordinate all activities of ETCs, ensure technical and management support to ETC teams, and carry out monitoring and documentation. Six ETCs are envisaged in the state. Each ETC will oversee and coordinate the implementation of all activities related to CB&T strategies and also 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 one MIS coordinator and one documentation officer assisted by two computer operators are suggested for this.

Procurement/administration/accounts section will take up the complete responsibility of managing the SIRD campus, the SIRD team, funds, accounting, outsourcing, and contracting. To achieve NCBF goals and CB&T of PRI stakeholders, a large number of activities will have to be outsourced. One of the major functions of SIRD will be to manage the complete outsourcing process for various activities. It is envisaged that SIRD will roughly manage more than 500 contracts. Five officers for functions of establishing and maintaining accounts, HR, and administration, contracts and outsourcing, and procurement are suggested.

Three accounts assistants and other support staff will support them. A hostel rector supported by two hostel attendants and a mess cum pantry attendant will also be a part of this section.

Advisory panel: SIRD 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, and researchers.

Task force: SIRD 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 on the role of special purpose vehicles 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, designing the mentor selection criteria, assessing resource people, and designing/pre-testing of the training manual. The task force teams will need to spend significant time on the tasks allocated to them and should be available for this. The task force teams can comprise of SIRD members, ETC members, ERs, PSFs, CSO team members, mentors, resource people, and other interested people.

SIRD will provide space and infrastructure for the task force teams and will also facilitate the entire process. The task force teams may be offered a honorarium and actual costs for travel, food, etc.

14.2.3 Detailed Specifications

The specifications for each team member (for all senior and middle level full-time positions) are given in Table 15.

Table 15: Job descriptions and specifications for SIRD's proposed team

No.	Position	Key Deliverables
1	Director (SIRD)	<ul style="list-style-type: none"> • Effective implementation of NCBF in the state • Addressing state specific needs of PRI-CB&T • 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 training plan and calendar • Database of training target groups and resource agencies/people • Developing training manuals • Making the strategy implementation operational
3.	Joint Director (Procurement, Administration, and Accounts)	<ul style="list-style-type: none"> • Developing and disseminating procurement, administration, and accounting system manuals and guidelines • Database of suppliers and service providers • Procurement as needed • Quarterly audit • Ensure adequate fund flows • Maintaining records for HR, accounts, fund disbursement, audits, UCs, and SOEs
4.	Joint Director (ETC)	<ul style="list-style-type: none"> • Sanctioning ETC annual plans and budgets • ETC performance appraisal
5.	Team Leader (CB&T—Design & 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

No.	Position	Key Deliverables
6.	Team Leader (Training Delivery)	<ul style="list-style-type: none"> • Annual training plan, calendar, and budget • Resource people database • Training participants' database • Reports of all training with evaluation • Resource people evaluation reports • Systems manuals
7.	Managers (CB&T Strategies)	<ul style="list-style-type: none"> • Strategy developed in detail with implementation plan and budget • Identifying likely implementing partners • ToRs for implementing partners • Monitoring and progress reports • Specific KRA/deliverables related to respective area of expertise to be added
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"> • A well-equipped resource centre with a variety of knowledge products and reference material • All material with e-cataloguing facility • Maintaining up to date records
11.	Officer (Documentation)—CB&T	<ul style="list-style-type: none"> • Setting up the documentation system • Documenting all training by SIRD • Documenting good practices and initiatives • Reproducing and disseminating publications and video documentation
12.	Officer (Documentation)—ETC	<ul style="list-style-type: none"> • Documenting all training • Documenting good practices
13.	Officer (Establishment & Maintenance)	<ul style="list-style-type: none"> • SIRD's safety • Safe keeping of equipment • Maintenance contracts with efficient service providers for all services • Regular quality assessment of services • Database of service providers • Installation and efficient functioning of the fire safety system • Training of all staff on fire safety and emergency evacuation • Annual budgeting for the establishment and amenities within SIRD
14.	Officer (Accounts)	<ul style="list-style-type: none"> • Formulating accounting systems and procedures and maintaining them regularly • Preparing the annual budget • Preparing monthly (or as required) statements of fund inflows and outflows and sharing them with superiors • Forecasting of fund requirements and proposed expenditure for time spans as required (next month/quarter/year) • All statutory liabilities paid and obligations fulfilled timely and accurately • Internal and external audit carried out timely • All records related to accounts maintained properly with evidence and supporting documents as required

No.	Position	Key Deliverables
15	Officer (HR & Administration)	<ul style="list-style-type: none"> All HR and administration systems and procedures formulated, documented, and followed up properly All personnel files maintained and updated regularly Performance appraisals conducted timely and records maintained Issuing of appointment letters, notices, contracts, etc. Code of conduct, ethics and discipline documented and circulated among all Increment policy, system, and procedure developed and followed and documented
16	Officer (Procurement)	<ul style="list-style-type: none"> All procurement related systems and procedures documented and followed Database of suppliers created and regularly updated Supplier EOIs, proposals, and quotations maintained Procurement procedures completed within prescribed time limits Minutes of all meetings signed by all
17	Officer (Contracts & Outsourcing)	<ul style="list-style-type: none"> Contracting and outsourcing systems and procedures Standard contract formats prepared Database of service providers created and regularly updated Service provider EOIs, proposals, and quotations maintained Outsourcing procedures completed within prescribed time limits Minutes of all meetings signed by all
18	Officer (M&E)	<ul style="list-style-type: none"> M&E system documented M&E plan and budget developed M&E activities carried out as planned and reports available Functional MIS Regular analytical reports to various sections of SIRD as required
19	MIS Coordinator	<ul style="list-style-type: none"> Functional MIS Generation of regular reports as desired and circulated among all section heads

14.2.4 SIRD Infrastructure

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

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

Conducting training: We envisage two training halls for SIRD with a capacity for 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. SIRD will have residential facilities/hostel for housing about 90 people simultaneously. 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 SIRD or for any other function.

Consultations: An auditorium with a seating capacity for 100 people is suggested for SIRD 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, SIRD will require a large number of agencies and individuals on an outsourcing based model and one of the major task of the CB&T team will be continuous coordination and brainstorming with these external resources. SIRD 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 are suggested in SIRD to facilitate this continuous buzz of activities.

Resource centre: SIRD will also function as a state level resource centre for PRI-CB&T. An adequately spaced resource centre is suggested with 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 satellite connectivity.

14.3 Operational Structure—ETC

Odisha has 30 districts. Currently three ETCs are functional in the state. We envisage that three more ETCs may be needed to address the CB&T challenges in PRI in the state. Each of the ETCs will cover five districts and roughly 50–55 blocks. The role of an ETC is envisaged as the focal coordinating node for all CB&T related activities at the regional/district level. For all CB&T related activities envisaged and implemented by SIRD for the state, ETC will be the coordinating node.

14.3.1 ETC: Major Functions

The major functions of ETCs are:

- Preparing district-wise CB&T plans with budgets.
- Presenting plans and budgets to SIRD and seeking approvals and funds.
- Coordinating with district and block government 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 SIRD) institutional and individual resources for implementing various strategies for CB&T in the state (including CSO partners, resource people, communication agencies, resource people, and mentors).
- Identifying CSO partners at each block level.
- Preparing a training schedule for each district.
- Overseeing the training being conducted by CSO partners.
- Managing and 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 SoE and UCs).
- Managing the funds for CB&T for the allocated districts and disbursing them further to CSO partners, consultants (agencies and individuals), etc. 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.

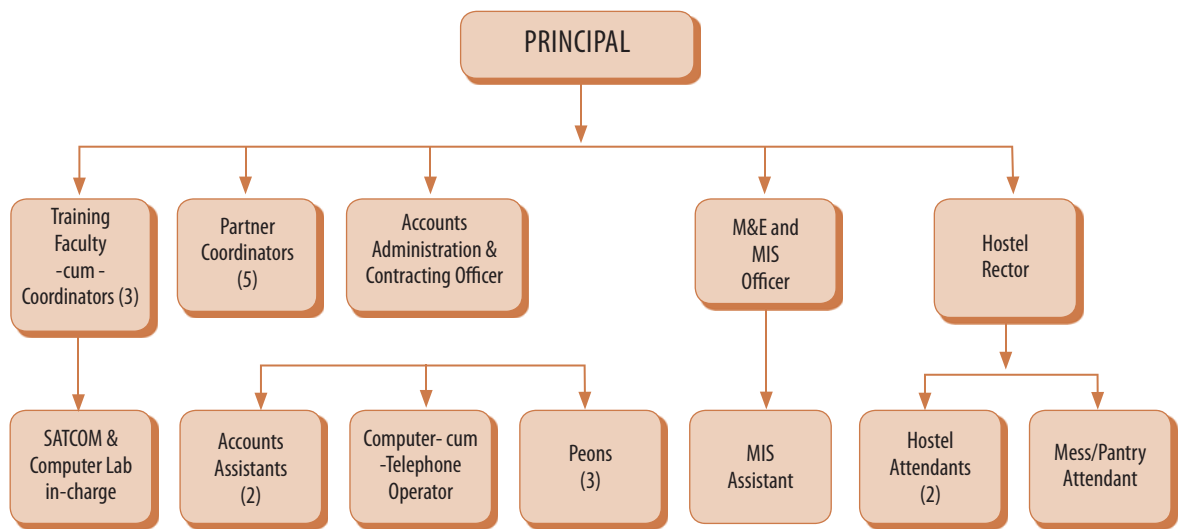
- Monitoring CSO partners through monthly review meetings, reports, performance assessments, feedback systems, etc.
- Carrying out periodic performance assessment of the resource people as per guidelines set by SIRD.
- Ensuring timely and quality implementation of all activities and guidelines set by SIRD at the district/block level.

14.3.2 ETC Team Structure

ETC is envisaged to have an implementation team supported by support functionaries. SIRD's team structure is suggested based on its three major functions: (i) Training—conducting district and block level training, (ii) Coordination—coordinating with CSO partners implementing all CB&T activities, managing and monitoring, and (iii) Support functions like procurement, administration, and accounts.

ETC's team structure is given in Figure 10.

Figure 10: ETC Team Structure



The training section will basically carry out training at the ETC level. This will include carrying out all district and block level training, developing training plans, training scheduling, and informing all stakeholders about the training, and 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. The training target group here 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 basically have the responsibility of coordinating with CSO partners and other service providers implementing CB&T activities at the district and block level as well as the district and block governments and line departments. The tasks will involve ensuring technical, management, and coordination support to CSO teams and carrying out 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. This

section will also manage the MIS and ensure data entry into the 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 responsibilities of managing the ETC campus, ETC team, funds, accounting, outsourcing, and contracting. The ETCs will release funds for district and block level training and will maintain and check their 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

The specifications for each team member (for all senior and middle level positions) are given in Table 16.

Table 16: Job Descriptions and Specifications for the Proposed ETC Team

No.	Position	Key Deliverables
1	Principal (ETC)	<ul style="list-style-type: none"> Overall in-charge of ETC ETC plan and budgets prepared ETC activities carried out as per plan and documented ETC team in place ETC infrastructure maintained appropriately Convergence and networking achieved as planned ETC fund spending as planned ETC statutory liabilities paid and obligations fulfilled in a timely manner and as required ETC deliverables achieved in a timely manner and of desired quality
2	Training Faculty cum Coordinator	<ul style="list-style-type: none"> Coordination of all training conducted by ETC both in-house and external 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"> Responsible for coordination with district/block level implementing partners for various CB&T activities Partner visits conducted as per plan and documented Partners' reports ensured, compiled, and sent to SIRD Monthly/quarterly/annual reports developed and circulated Support provided to all partners as desired New partners identified and selected as planned
4	Officer (Accounts, Administration, and Procurement)	<ul style="list-style-type: none"> In-charge for the functions of accounts, procurement, and administration Procurement, administration, and accounting systems manuals and guidelines developed and disseminated Database of suppliers and service providers Procurement as needed Quarterly audit Ensuring adequate fund flow Records for HR, accounts, fund disbursement, audits, UCs, and SOEs, etc. maintained Timely submission of statutory reports, payments of statutory liabilities
5	SATCOM, Video Conferencing, and Computer Lab Coordinator	<ul style="list-style-type: none"> In-charge of computer lab, SATCOM, and video conferencing facilities Functional SATCOM, video conferencing facilities, and computer lab Training on computer skills as per plan

No.	Position	Key Deliverables
6	Officer (M&E)	<ul style="list-style-type: none"> M&E plan and budget prepared M&E activities carried out in a timely manner as per plan and documented Functional MIS Reports generated and sent to concerned departments Monthly reports prepared and sent
7	MIS Assistant	<ul style="list-style-type: none"> Data entry till date Functional MIS reports generated as planned and demanded

14.3.4 ETC Infrastructure

The ETCs will have infrastructure corresponding to the roles envisaged for them.

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

Conducting training: We envisage two training halls for ETC 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 ETC will have residential facilities/hostel for housing about 80 people simultaneously. Twenty rooms, each designed for four people and two rooms for faculties and guests on a twin-sharing basis 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 the ETC 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 with a library, e-library, and reproduction facilities for each ETC.

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.

14.4 Infrastructure/Network Resources

Infrastructure or the fourth level of the structure in PRI-CB&T for Odisha comprises of a large number of agencies/individuals who will be direct service providing units to the large base of PRI functionaries. This includes CSO partners, mentors, community radio operators and teams, resource people, village volunteers, mobile van teams, and folk media performing teams. Table 17 provides details of the service providing infrastructure vis-a-vis services.

Table 17: Services and Providers

Service Infrastructure	Service Provided
Resource Persons	Classroom training at the district and block levels for ERs and PROs
Village Volunteers	Holistic development of EWRs at the village level
Community Radio Broadcasters and their 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

We suggest selecting one CSO partner per block for implementing activities related to CB&T. With so many different activities and resources, coordination among all the implementers will be top priority to ensure uniform communication and inputs and to avoid duplication. We envisage CSO partners (currently termed DPNGOs) 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 will also make coordination at the ETC and SIRD level easier. Also the coordination with block level government and line departments will be much more efficient and smooth.

14.4.1 CSO Partners' Major Functions

The major functions of CSOs are 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 the ERs for the given block and of all the support functionaries.
- Identifying and short-listing resource people for being selected as trainers. Final selection jointly with ETCs.
- Identifying and selecting village volunteers for each village as per selection criteria set by SIRD.
- Preparing reports of all the activities and sending them to the ETC.
- Preparing overall monthly reports compiling progress in each activity and sending it to the ETC.
- Being present in 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 ETC.
- Identifying and training folk media teams for delivery of folk media performances.
- Ensuring that the mobile vans are running as per plan and schedule and as per guidelines from ETC.
- Establishing community radio stations at locations as directed by ETC and ensuring their functioning as per guidelines.
- Submitting timely SoEs and UCs and getting statutory audits done as per guidelines.
- Training various implementers to be facilitated through ETCs.
- Coordinating the complete training cycle management for training of ERs and support functionaries including convenient scheduling, timely information, ensuring attendance, record keeping of attendance, arranging logistics, food and snacks, training kits, ensuring a comfortable venue with all facilities, ensuring presence of training and audio-visual aids, documenting daily proceedings, pre-and post-test assessments, training evaluation, faculty evaluation, logistics evaluations, and preparing the training report.
- Ensuring on site release of TA/DA to participants and maintaining records and supporting documents.

15. INFRASTRUCTURE

This Report suggests strengthening the existing SIRD and ETCs and setting up three new ETCs. Broadly the strengthening/establishing will require indicative guidelines for space planning, furniture, and equipment. Specifications for space, furniture, and equipment required for establishing SIRD and ETCs have been given in the detailed report submitted to the state PRD and MoPR. The detailed report provides required numbers, detailed specifications, and costs including those for construction, equipment, furniture, and all other related costs required to establish the infrastructure suggested in the report.

15.1 SIRD Infrastructure

Since Odisha already has a fully functional SIRD under the state PRD, it may require only upgradation of existing facilities and allocation of corresponding budgets.

We now provide an overview of the kind of facilities required for the state level PRI-CB&T institute. Since SIRD is performing this role at present, it may consider upgradation of existing facilities in line with the design suggested in this Report.

- Two training halls each with a capacity for 40 people.
- An auditorium with a capacity for 100 people and 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. with facilities for projection, white board, soft board, etc.
- One cabin for Director (SIRD) with seating space for six people in front of the desk and a sofa arrangement for waiting or meeting + waiting space outside cabin for visitors + sitting space for PA cum computer operator for the Director (SIRD).
- Three cabins with seating space for 5–6 people in front of the desk, adequate storage, large desk—for JD (services), JD (ETC) and JD (procurement, administration, and accounts).
- Office space for training and capacity building design team: One cubicle for team leader + work stations for eight specialists + spare work stations for two consultants + space for printer, storage, etc.
- Office space for training delivery team: One cubicle for team leader + work stations for three training faculty cum coordinator + work station for documentation officer + space for printer, storage, etc.
- Office space for accounts team: One cubicle for officer (accounts) + work stations for three accounts assistants+ 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) + 1 cubicle for officer (HR and administration) + two work stations for computer operators cum clerks.

- Office space for ETC teams: One cubicle for officer (M&E) + one cubicle for officer (documentation) + three work stations for MIS coordinator and computer operators.
- Other office space: Open reception area + space for photocopier machine + space for visitors' waiting + 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, CDs/DVDs, learning material, displays racks, IEC displays, sitting space, photocopier machine.
- Four small rooms for group activities during training.
- Kitchen/Pantry: With a microwave, refrigerator, toaster, etc.
- Wash rooms: Separate units for ladies and gents near each training hall + one unit for office area + one unit for Director + one unit for JD and senior faculties + one common unit at hostel + separate wash areas + dish cleaning area.
- Hostel: 40 rooms each capable of accommodating two people @ 200 sq ft each + four rooms each capable of accommodating two people each for senior faculties @ 250 sq ft each. All with attached utilities.
- Recreation room in the hostel with TV, news papers and magazines, indoor games, etc.
- Dining hall: With facility for dining 80 people simultaneously.
- Amphitheatre: For performances, simulation exercises of Gram Sabha etc. Capacity for seating 100 people.

SIRD needs to upgrade its facilities as required for carrying out the functions as suggested and for equipping the human resources as recommended. This will require getting computers, lap tops, printers, photocopying machines, fax machines, satellite receivers, video conferencing facilities, digital and video cameras, LCD projection systems, overhead projectors, and audio visual systems. It will need to be equipped/upgraded with appropriate facilities for a wi-fi environment, LAN connectivity, DTH connectivity for TV and a public address (PA) system for the auditorium.

15.2 ETC Infrastructure

Odisha will need to establish three ETCs from scratch while it will need to strengthen the three existing ETCs.

The facilities required for an ETC are now given which can be used to establish the new ETCs and for upgrading the existing three ETCs.

- Two training halls each with a capacity for 40 people.
- Office space: Open reception area + one section for administrative staff + one section for training team + one cabin for principal + one section for partner coordinators + space for server, printer, photocopier 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 + space for housing and using SATCOM receiving and video conferencing facilities.
- Library and resource centre: Library, news magazines, CDs/DVDs, learning material, displays racks, IEC displays, sitting space.
- Activity room for hostel: Room for activities, indoor games, watching television watching and reading newspapers and magazines, etc.
- Wash rooms: Separate units for ladies and gents near each training hall; one unit for office area; one common unit in the hostel; separate wash areas; dish cleaning area.
- Hostel: 20 rooms each capable of accommodating four people for participants @ 300 sq ft each + two rooms each capable of accommodating two people each for faculties @ 200 sq ft each + one room@200 sq ft for hostel rector, office cum hostel night attendant accommodation + one large recreation room@600 sq ft. All with attached utilities.
- Dining hall: With facility for dining 40–50 people simultaneously.
- Pantry/Kitchen.

Apart from these, ETCs will have to get computers, lap tops, printers, photocopying machines, fax machines, satellite receivers, video conferencing facilities, digital and video cameras, LCD projection systems, overhead projectors, and audio visual systems. It will need to be equipped/upgraded with appropriate facilities for a wi-fi environment, LAN connectivity, and DTH connectivity, etc.

15.3 Immediate Actions

It is understood that establishing new ETCs and strengthening existing ones and SIRD may take some time. However, implementation of the various strategies suggested in this Report may be taken up on an immediate basis. Corresponding human resources will thus also be required to be in place to carry out the implementation of the various strategies. We suggest that the teams be put in place as a first step towards implementing the strategies suggested in this Report. Interim arrangements for the teams may be made in hired premises or in premises allocated by the government till the new ETCs come up. Similar arrangement can also be made in case of existing ETCs in case the existing infrastructure is found to be inadequate.

15.4 Infrastructure Costing

Infrastructure Establishment Costs

The projected infrastructure costs are given in Table 18.

Table 18: Cost Estimates for SIRD and ETCs

No.	Cost Head	Estimated Amount
1	SIRD infrastructure strengthening	Rs 4 crore
2	Strengthening existing ETC infrastructure	Rs 1.5 crore per ETC
3	Cost for establishing new ETCs	Rs 3.83 crore per ETC
	Total Infrastructure Costs Recommended For Odisha	Rs 20 crore

Recurring Costs for SIRD and ETCs

Recurring costs for human resources as well as other management costs are given in the detailed report. A brief overview of these is given in Table 19.

Table 19: Recurring Human Resource and Management Costs

No.	Cost Head	Estimated Amount
A	SIRD Recurring Costs	
1	SIRD recurring costs for HR	1,45,68,000
2	SIRD management recurring costs	1,05,33,250
3	SIRD total recurring costs	2,51,01,250
B	Etc Recurring Costs	
1	ETC recurring costs for HR	Rs 39.42 lakh per ETC
2	ETC management recurring costs	Rs 46.53 lakh per ETC
3	ETC total recurring costs	Rs 85.95 lakh per ETC
4	Total recurring costs for 6 ETCs	Rs 5.16 crore

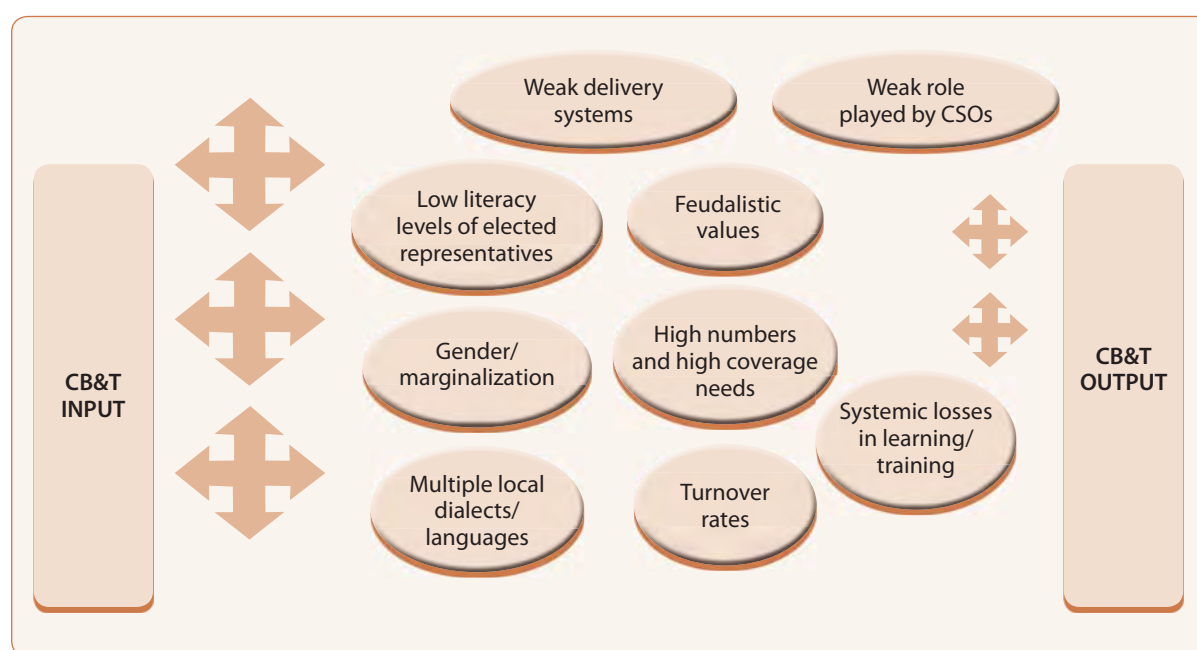
The activity costs have to be worked out separately as per the annual plan prepared every year and as per the corresponding budgets.

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

Following the field visit, the study team started developing an overall strategic framework for the state.

Practical logic—The complete package of the 10 strategies is needed to ensure strong inputs and to ensure acceptable outputs as highlighted in Figure 11.

Figure 11: Challenges in PRI-CB&T

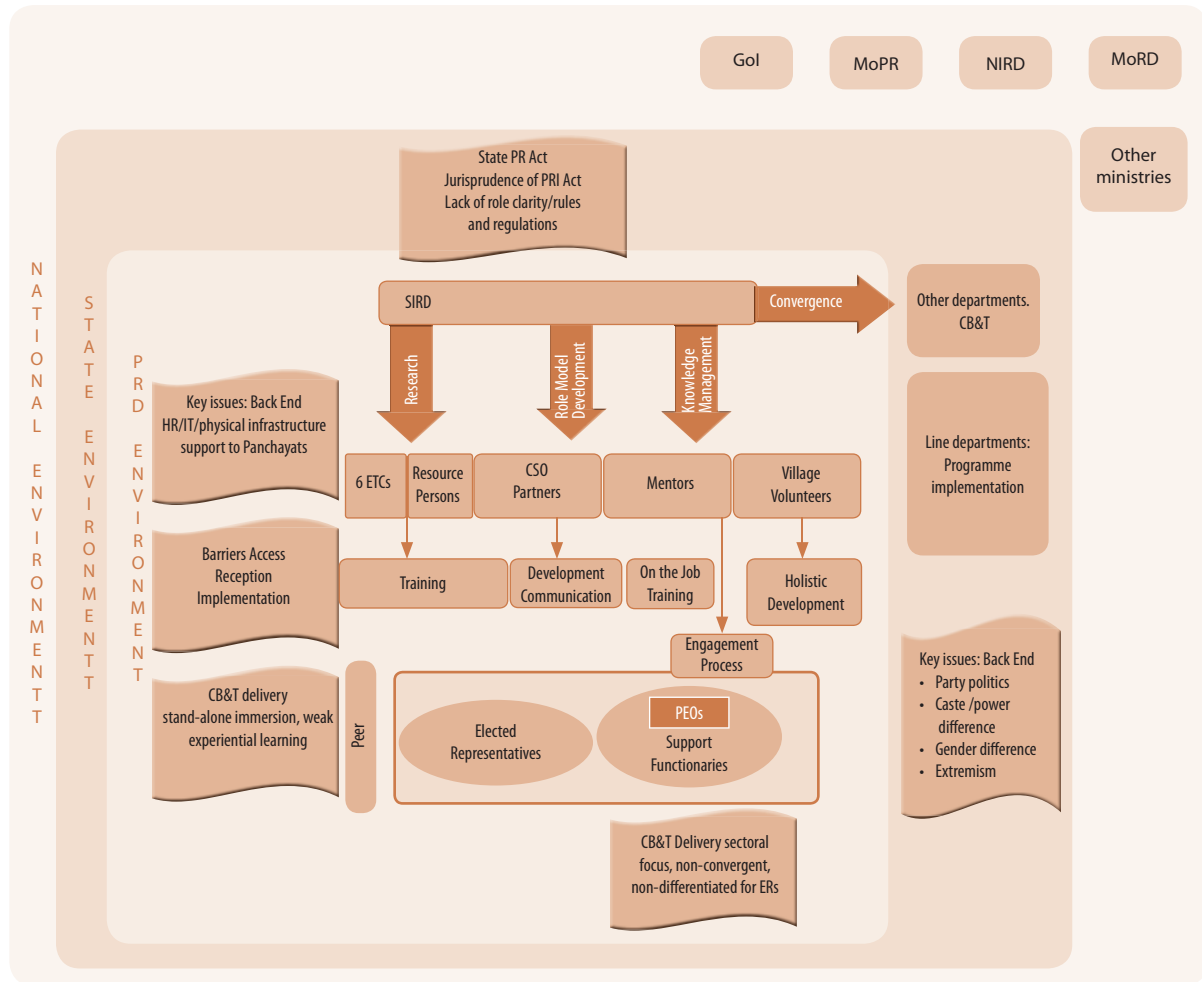


Conceptual logic—Sustainable developmental philosophy advocates a 3-pronged approach of:

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

Based on these, an overall strategic framework was developed for Odisha as the starting point (see Figure 12).

Figure 12: Strategic Framework



Ten strategies are needed for holistic PRI-CB&T for Odisha. These are:

- Strategy for holistic development of EWRs.
- Modified training strategy through a differentiated approach towards training (different methodology mix, training material, etc.); defining the core contents.
- On the job training of ERs.
- Empowering engagement processes among PEOs and ERs.
- Facilitating peer network development.
- Recognizing and rewarding role models from among PRIs and ERs.
- Development communication.
- Convergence.
- Research.
- Knowledge management.

These 10 strategies together make a Package of Services (POS), which SIRD will provide. All 10 strategies together address the dimensions of sustainable change and holistic capacity development.

SIRD is visualized as a catalytic nodal institute for holistic CB&T of PRI stakeholders rather than only as a training institute. A conceptual model of a training oriented approach to a holistic CB&T approach of a transformational nature is reiterated in Figure 13.

Figure 13: SIRD—A Transformational Change Creator

	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 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, storytelling, experience sharing, films, open/ focus/panel discussions, learning by doing, case studies	All previous tools+peer learning, climate of continuous learning

The state PRD/SIRD needs to carry out further tasks of:

- Field research as needed.
- Develop full-fledged strategies.
- Develop a technical plan.
- Estimate budgets.
- Develop appropriate systems including M&E.
- Decide an appropriate nodal structure/HR required for implementing these strategies.
- Detail out the implementation plan.
- Implement 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. Normally, a CA-CDS assignment may not cover this type of detailing. We have attempted the detailing exercise based on the state's request to make the CA-CDS Report 'practically implementable and doable'. The strategies so developed are:

- Based on rapid field research and 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 out to different extents.

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

Developing detailed operational strategies is an efforts intensive work, but with handsome payoffs. We trust that the state PRD/SIRD will find this section useful in its decision-making.

17. TRAINING STRATEGY

17.1 Defining Training

Training is one of the major and most commonly utilized approaches of CD of human resources (the other major approaches of CD of human resource comprise of 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 to knowledge giving to skill development to bringing changes in attitudes to 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 the Context of PRI-CB&T and NCBF

In the context of PRI-CB&T, training is one of the most important strategies and also one of the largest components both input-wise and cost-wise.

Recognizing the huge and mostly unaddressed need for capacity development of PRI functionaries, NCBF was launched by MoPR in July 2006 as a guiding document for training and capacity development of PRI functionaries. Most of the states initiated 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, qualitative coverage, quality of training and quality of resource people, and the timeliness of training.

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

17.3 Current Training Scenario in Odisha

SIRD, Bhubaneswar was established in 1964 as a tribal orientation centre and was converted into a SIRD in 1984. The institute is a part of the Department of Panchayati Raj (DoPR), Government of Odisha and functions under its direct control. The institute is charged with the responsibility of building the capacities of ERs and local government functionaries. In addition, it acts as a think-tank for the state with regard to plans and programmes of Panchayati Raj, Rural Development, and various other welfare activities.

In 2009–10, SIRD conducted 1,321 training programmes which were attended by 45,492 participants, with an average of 34 participants per programme. The institute conducted 1,122 off-campus/multi location programmes for ZP members, PS members, Sarpanchs, and ward members; 130 blocks were fully covered for training.

SIRD has three ETCs located at Bhubaneswar, Kalahandi, and Keonjhar. Each ETC caters to the training requirements of 10 districts. The ETCs organize various types of training programmes for officials, non-officials, and NGOs working at the block and Gram Panchayat level. The ETCs also conduct customized training programmes for ERs and other PRI functionaries with support from SIRD.

The state has so far developed 432 training resource people out of which about 124–156 are used actively for training PRIs.

In the last two years, the state PRD has achieved significant improvements in terms of training and capacity development.

To achieve their current targets CSOs have been engaged and are termed DPNGOs. As of now there are about 76 DPNGOs functional in the state assisting the state PRD in training. The DPNGOs are responsible for training delivery at the district and block levels. DPNGOs coordinate with empanelled training resource people and conduct training. The role of DPNGOs is to organize training, coordinate with the block government, inform and ensure attendance of ERs, record keeping, logistics arrangements, TA/DA disbursement, and submitted the training report.

Apart from this, an agreement has been signed with Centrum Learning System to increase its reach across the state. The corporate house works in 11 districts where the DPNGOs are not working. It takes commission for getting participants to attend the training programmes.

17.4 Training Load

Odisha has 30 Zilla Panchayats, 314 Panchayat Samitis (block level) and 6,234 Gram Panchayats. The total volume of elected Panchayati Raj representatives is 854 ERs at the district level, 6,234 ERs at the block level, and 100,010 ERs at the village level. The total training load for Odisha thus comprises of more than 1 lakh ERs, support functionaries as well as other service providers (including mentors, trainers, and CSO teams) which form the training and capacity development delivery network for the state.

The overall training load in the state along with the different training that each group is expected to undergo is given in Table 20.

Table 20: Overall Training Load for Odisha

Type Of Functionary	Institution/ Department	Total Volume	Type Of Training Required	Duration
President	Zilla Parishad	30	Foundation course	4 days
			Basic functional course	4 days
			Holistic development course	6 months
			Sectorally focused	6 days
			Computer training	25 sessions
			Refresher course	4 days
			Gender budgeting	2 days
			Participatory planning and social audit	3 days
			Refresher for GB and PPSA	3 days
Vice President	Zilla Parishad	30	Foundation course	4 days
			Holistic development course	6 months
			Sectorally focused	6 days

Type Of Functionary	Institution/ Department	Total Volume	Type Of Training Required	Duration			
Member	Zilla Parishad	794	Computer training	25 sessions			
			Refresher course	4 days			
			Foundation course	4 days			
			Holistic development course	6 months			
			Sectorally focused	6 days			
			Computer training	25 sessions			
			Refresher course	4 days			
			Gender budgeting	2 days			
			Participatory planning and social audit	3 days			
			Refresher for GB and PPSA	3 days			
Standing Committee Chairpersons	Zilla Parishad	210	Basic functional course	4 days			
Adhyaksha	Panchayat Samiti	314	Foundation course	4 days			
			Basic functional course	4 days			
			Holistic development course	6 months			
			Sectorally focused	6 days			
			Computer training	25 sessions			
			Refresher course	4 days			
			Gender budgeting	2 days			
			Participatory planning and social audit	3 days			
			Refresher for GB and PPSA	3 days			
			Up-Adhyaksha	Panchayat Samiti	314	Foundation course	4 days
Members	Panchayat Samiti	5,606	Holistic development course	6 months			
			Sectorally focused	6 days			
			Computer training	25 sessions			
			Refresher course	4 days			
			Gender budgeting	2 days			
			Participatory planning and social audit	3 days			
			Refresher for GB and PPSA	3 days			
			Foundation course	4 days			
				6 months			
				Sectorally focused	6 days		
Standing Committee Chairpersons	Panchayat Samiti	2,198	Computer training	25 sessions			
			Refresher course	4 days			
			Gender budgeting	2 days			
			Participatory planning and social audit	3 days			
			Refresher for GB and PPSA	3 days			
			Basic functional course	4 days			
			Gram Panchayat Technical Assistant	Panchayat Samiti	314	Foundation course	4 days
						Basic functional course	4 days
						Sectorally focused	6 days

Type Of Functionary	Institution/ Department	Total Volume	Type Of Training Required	Duration			
Junior Engineers	Panchayat Samiti	757	Foundation course	4 days			
			Basic functional course	4 days			
			Sectorally focused	4 days			
			Refresher course	4 days			
Sarpanch	Gram Panchayat	6,234	Foundation course	4 days			
			Basic functional course	4 days			
			Holistic development course	6 months			
			Sectorally focused	6 days			
			Computer training	25 sessions			
			Refresher course	4 days			
			Gender budgeting	2 days			
			Participatory planning and social audit	3 days			
			Refresher for GB and PPSA	3 days			
			Up-Sarpanch	Gram Panchayat	6,234	Foundation course	4 days
Holistic development course	6 months						
Sectorally focused	6 days						
Computer training	25 sessions						
Refresher course	4 days						
Gender budgeting	2 days						
Participatory planning and social audit	3 days						
Refresher for GB and PPSA	3 days						
Standing Committee Chairperson	Gram Panchayat	43,638				Basic functional course	4 days
Secretary	Gram Panchayat	6,234	Foundation course	4 days			
			Basic functional course	4 days			
			Holistic development course	6 months			
			Sectorally focused	6 days			
PEOs	Gram Panchayat	6,234	Foundation course	4 days			
			Basic functional course	4 days			
			Holistic development course	6 months			
			Sectorally focused	6 days			
			Mentoring	15 days			
Ward Members	Ward	87,542	Foundation course	4 days			
			Holistic development course	6 months			
			Sectorally focused	6 days			
			Computer training	25 sessions			
			Refresher course	4 days			
			Gender budgeting	2 days			
			Participatory planning and social audit	3 days			
ASHA	Gram Panchayat	51,061	Foundation course	4 days			
			Basic functional course	4 days			
			Sectorally focused	4 days			
AWW	Gram Panchayat	60,918	Foundation course	4 days			

Type Of Functionary	Institution/ Department	Total Volume	Type Of Training Required	Duration
			Basic functional course	4 days
			Sectorally focused	4 days
ANM	Gram Panchayat	6,234	Foundation course	4 days
			Basic functional course	4 days
			Sectorally focused	4 days
Rozgar Sewaks	Gram Panchayat	6,234	Foundation course	4 days
			Basic functional course	4 days
			Sectorally focused	4 days
Broadcasters	Community Radio Station	50	Broadcasting	5 days
		50	Equipment usage	3 days
Programme Staff	Community Radio Station	100	Induction	3 days
		100	Equipment usage	3 days
CSO Partners	Community Radio Station	314	Induction/orientation	3 days
Facilitators	mobile van teams	9	Induction	3 days
Members (2 per team)	Folk performance teams	20	Induction	3 days
village volunteers	Holistic Development Team	6234	Induction	3 days
			ToTs	10 days
Mentors	On The Job Training Team	314	Induction and ToTs	10 days
Resource Persons	Training Team		ToTs	10 days

17.5 Training Functional Spread

Each PRI-ER and support functionary is expected to undergo a number of training as per NCBF and as suggested in other CB&T strategies in this Report. The objective of the CA&CDS exercise was to develop a strategy ensuring 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 CB&T needs are much greater than the NCBF framework. Thus, the NCBF framework aims at ensuring minimal requirements and not optimal requirements. This Report presents an approach somewhere in between the minimal and the optimal requirements. The Report can thus be classified as NCBF Plus which without being optimal, still goes beyond NCBF and addresses CB&T needs of PRI functionaries in a realistic and achievable fashion.

The training spread covered in this Report is given in Table 21.

Table 21: Training Spread

No.	Name Of Training	Duration	Year	Target Group Covered
1	Foundation Course	4 days	1	ERs of all Panchayats and PROs
2	Basic Functional Course	4 days	1	Elected leaders of all Panchayats and chairpersons of SCs and PROs
3	Sectorally Focused Programme	6 days	1	ERs of all Panchayats and PROs
4	Holistic Development of EWRs (functional literacy, gender sensitization and Leadership)	96 sessions	1	Illiterate/semi-literate ERs with special focus on women
5	Computer	25 sessions	1	ERs of all Panchayats and PROs
6	Exposure Visits	1	2	ERs of all Panchayats and PEOs
7	Gender Budgeting	2 days	2	ERs of all Panchayats and PEOs
8	Participatory Planning and Social Audit	3 days	2	ERs and PEOs
9	Refresher	4 days	2,3,4,5	All ERs of all Panchayats and PROs
10	Refresher for Gender Budgeting and Participatory Planning and Social Audit	3 days	3,4,5	All ERs of Panchayats
11	PEO mentoring	15 days	1	PEOs
12	ToTs- Holistic Development	10	1	Village Volunteers
13.	ToTs – mentoring	10	1	Mentors
14	Induction Training	3	1	All CBT strategy members—team leaders, managers, CSO partners, village volunteers, mentors, CRS staff, mobile van and folk performance teams,
15.	Equipment Usage Training	3	1	Community radio station Broadcasters and CRS programme staff
16.	Broadcasting	3	1	CRS broadcasters
17	Technical Trainings	3x3	1	SIRD technical staff
18.	Exposure Visits	3	2	SIRD technical staff
19.	Procurement/ Contracting	3	1	SIRD technical staff
20.	Technical Training	3x3	1	Technical staff of 6 ETCs
21.	Exposure Visits	3	2	Technical staff of 6 ETCs
22.	ToTs	5	1	Resource persons

17.6 Training Delivery Structure

A 3-tier structure is envisaged for training delivery with SIRD 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 as shown in Figure 14.

Figure 14: Training Delivery Structure



17.6.1 SIRD Training Functions

The major training functions for SIRD are:

- 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 and selecting ToTs, identifying and selecting trainers, periodic assessment of training resource people, training evaluation, training logistics, training documentation, training costing, etc.).
- Designing and developing all training manuals for participants and for resource people as required in local languages.

- Identifying ToTs for training of resource people.
- Conducting training of resource people.
- Preparing protocols for periodic assessment of training resource people.
- Ensuring modifications in 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 evaluation and impact evaluation.

17.6.2 ETC Training Functions

The major functions of ETCs for the training component are:

- Preparing district-wise training plans with budgets.
- Presenting plans and budgets to SIRD 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.
- Managing and 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.).
- Management of funds for training and disbursing them further 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 CSO partners through monthly review meetings, reports, performance assessments, feedback systems, etc.
- Carrying periodic performance assessments of the resource people as per guidelines set by SIRD.
- Ensuring timely and quality implementation of all activities and guidelines set by SIRD at the district/ block level.

17.6.3 CSO Partner Training Functions

A CSO partner in each block is envisaged as the CB&T delivery node. 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 are:

- 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 complete training cycle management for training of 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 accessory facilities, ensuring presence of training and audio visual aids, documentation of daily proceedings, pre-and post-test assessments, training evaluation, faculty evaluation, logistics evaluations, preparing training reports, etc.
- Ensuring on site release of TA/DA to participants and maintaining records and supporting documents.
- Preparing reports of all activities and sending them to ETC.
- Being present in the monthly review meetings held by ETC and discussing progress and plans.
- Conducting regular performance assessment of training resource people.
- Monitoring all the activities through site visits, feedback from participants, local leaders, and government functionaries.
- Submitting timely SoEs and UCs and getting statutory audits done as per 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 the 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:

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

In the case of PRI functionaries, the role which the trainees are required to perform, the knowledge, skills, and attitude required are very 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 a sound training programme. 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 PRI functioning, known gender differentials, known awareness levels, etc. 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 beginning.

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

- Name
- Age
- Gender
- Caste
- Village, block, and district
- Designation
- Literacy
- Education
- Previous history of functioning as elected representative
- Date since getting elected
- Training attended

This database will provide significant information on the profile of the training target group in lieu of 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.

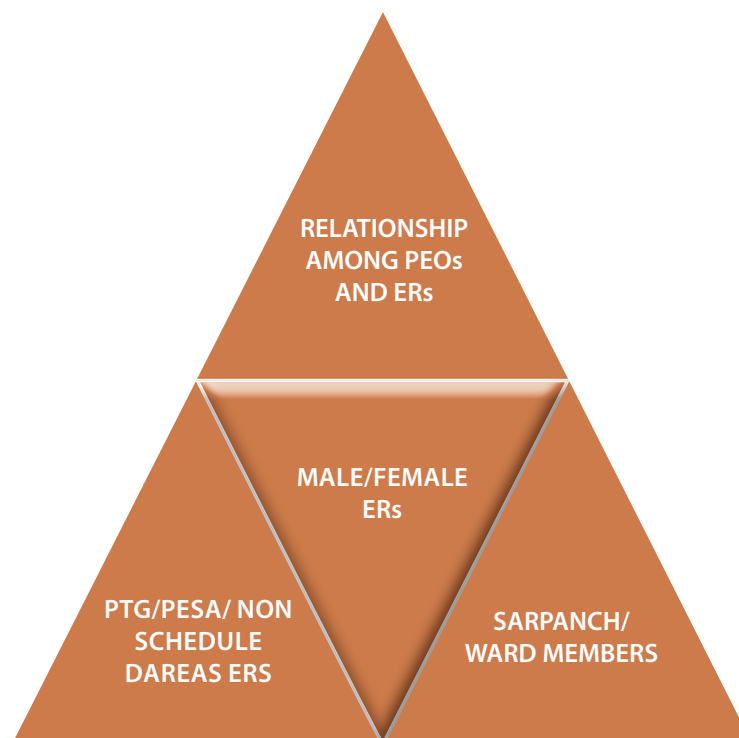
17.8 Training Design and Development

Training is an intrusive technology to influence the human mind. It involves changing concepts and thoughts along with providing 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 are the same for all levels of ERs. It is accepted and agreed by all in the state PRD and SIRD 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, information availability, gender and functional literacy, PTG, PESA and non-scheduled Panchayat ERs, women, youth, first time elected and multi-termer ERs etc. (Figure 15)

Figure 15: Differentials Among Target Groups



17.8.2 Core Content Development

While the modules are detailed out on five thematic areas of rule, role, and responsibility; transparency and accountability; rural development schemes in PRD; social welfare and other line department schemes; and financial accounting and management there is a definitive need to develop core content. Core content comprises of specific thematic areas, which are necessary for PRI-CB&T. SIRD needs to define the thematic areas, their precise contents including methods of delivery and all relevant reference material here. This is mandated due to reasons of:

- Ensuring precise delivery of knowledge bits 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 covenants in which India is 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, and the 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 SIRD may include more thematic areas as considered necessary. Additionally, for Odisha functional literacy module for specific ERs, gender especially for ERs of PTG/PESA areas, special modules for youth, women and for PESA ERs etc. may be considered necessary as basic core content.

17.8.3 Training of Trainers Design

Most of the time, the training of trainers is limited to imparting technical skills. Even in the training manuals most of the instances only comprise of technical skills or technical details on training topics. However, it is expected that the people being chosen as trainers for trainers would be technically sound and subject experts. Thus, the utility of providing them with lot of technical content is sub-optimal. One of the major weaknesses of most of the ToT designs is that the training skills of the selected trainers are not focused. It is assumed that people with good technical skills can perform good training, which is a myth. Most of the time people with good technical knowledge are selected as trainers. In such cases the focus of the ToT has to be on the training skills of the 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 target training group for PRIs is a typical group with very low literacy and no/limited exposure to the formal education system, in fact no previous learning experience. Everything 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 fact in mind and will have to be based on adult learning principles. It will have to be designed based on activity oriented learning rather than being power-point slides and charts based. 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, group work, etc.

17.8.5 Training Methodologies

Currently the training is mostly lecture based and delivered in a one-way communication mode. There is very little exchange between the trainers and the trainees, which is 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 all positive feelings like enjoyment, curiosity, laughter, and interest. This will require a fusion of design, audio-visual aids, facilitators, and a good training arboriculture. The training design should ensure various methodologies to make the entire experience memorable for learners.

The methodology mix thus should 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 being trainer centric.

17.8.6 Training Manual Specifications

SIRD will develop a resource person manual and a learner 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 no. of participants
 - Group mix and gender mix
 - Training kit contents
 - Soft board /white board /black board requirements
 - Audio visual aids required
 - Instructions about group photo
- Overall session plan
- Session-wise break up of each session with the following sub-sections
 - Title of session
 - Duration
 - Material required for 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 the 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 of each topic with the following sub-sections
 - Title of topic
 - Key learning points
 - Description of each point
 - Question and answer to assess learning
 - Objective at end of topic
- FAQs
- Bibliography
- Reference material
- CD/photos/chart/any other material relevant for the training topic to be kept in the front or back cover pockets designed for the purpose

17.8.7 Training Manual Design and Development

Currently Odisha has developed the following manuals for participants and a separate set of trainers' manual on the same thematic areas for resource persons:

- Rule, role, and responsibility.
- Transparency and accountability.
- Rural development schemes in PRD.
- Social welfare and other line department schemes.

- Financial accounting and management.

Based on the training strategy and coverage suggested in this Report, the manuals that will need to be developed in addition to the existing ones are given in Table 22. The existing ones may need to be modified based on the specifications provided above to make them more efficient.

Table 22: List of Training Manuals to be Developed

No	Name Of The Manual	Intended Users	No. of Copies Required
1	Induction training—Participants Manual	Participants—CRS team, folk performance team, mobile van, village volunteers, mentors' managers (CB&T strategies), team leaders at SIRD	6,729
2	Induction training—Trainers Manual	Resource persons	50
3	ToT Manual—Trainers Reference Book	Block resource persons	1,300
4	Holistic development—Trainer's Manual	Village volunteers	6,578
5	Mentoring Manual—Participants	Panchayat executive officers and mentors	6,892
6	Mentoring Manual—Trainers Manual	Resource persons	50
7	Standing Committee orientation—Participants Manual	Standing committee members	6,578
8	Standing Committee orientation—trainers manual	Resource persons	1,300
9	Foundation course—Participant Manual	ERs and PSOs	6,578
10	Basic functional course—Participants Manual	Elected leaders of Panchayats and PSOs and Standing Committee Chairpersons	6,578
11	Sectorally focused programme—Participants Manual	ERs of Panchayats and PSOs	6,578
12	Gender budgeting—Participants Manual	ERs of all Panchayats	6,578
13	Participatory planning and social audit—Participants Manual	ERs of all Panchayats	6,578
14	Foundation course—Trainers Manual	Resource persons	1,300
15	Basic functional course—Trainers Manual	Resource persons	1,300
16	Sectorally focused programme—Trainers Manual	Resource persons	1,300
17	Gender budgeting—Trainers Manual	Resource persons	1,300
18	Participatory planning and social audit — Trainers Manual	Resource persons	1,300

It is envisaged that SIRD will take up the responsibility for defining and developing curricula for core content and all the envisaged manuals. SIRD will also involve external experts as and when required. The manual design and development process may also be outsourced with overall design and inputs provided by the SIRD team. The SIRD team will basically prepare the overall design and objectives of each of the manuals that are required. The SIRD team will 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 continuous consultation with the SIRD team. Once developed, SIRD will carry out a peer review of the manual followed by a pre-testing exercise with intended users. The feedback will be incorporated and the manual modified accordingly.

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

All the manuals should be developed in the local language and using local accents and terms. It is envisaged

that one manual for participants per Panchayat will be provided.

The costing for manual design and development may be budgeted as per Table 23.

Table 23: Tentative Costing for Manual Design and Development

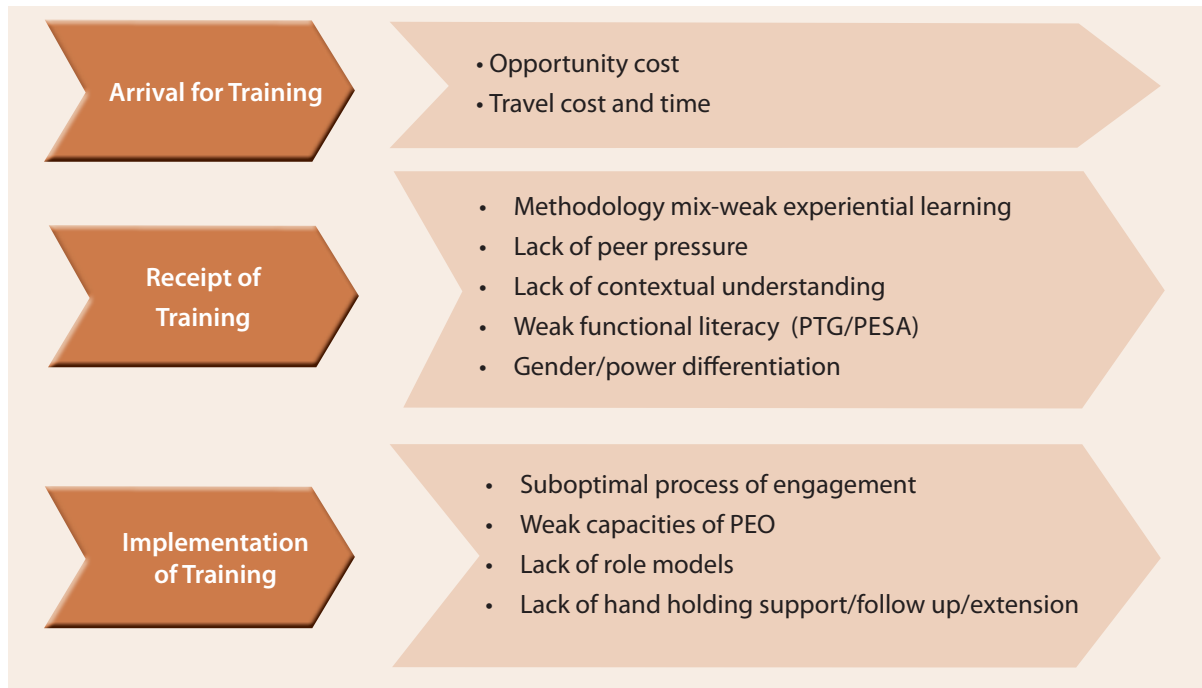
No.	Item	Tentative Cost Estimates
1	Design of manual	Rs 150,000–300,000
2	Reproduction of manual	Rs 200–600 per printed copy

In all, we envisage about 18 training manuals that will need to be developed. An estimate of the total number of copies required is about 70,000. Based on the above cost indications, the total design costs are estimated at about Rs 54 lakh and printing costs are estimated at about 3.50 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. This includes issues related to access, timely information, TA/DA rates, food and facilities at the venue, sitting arrangements, trainer-trainee interaction, participant involvement and immersion, group composition, power dynamics within the group, and gender differentials. Figure 16 gives the major issues in training receipt by ERs.

Figure 16: 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, events, on Gram Sabha

meeting days, on Panchayat meeting days, or when it coincides with other training.

- Venue selection: The venue for training:
 - Should be such that it is easily accessible for 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 auditory/visual disturbances
 - Should have adequate space for group activities
 - Should have adequate space and arrangements for participants's eating
 - Should have proper lighting and air ventilation with fans
 - Plug points for connecting lap tops, projectors, TV, or other equipment, if required
- Group composition: Batch mix is one of the most important variables in a training programme. It should be determined by:
 - Contiguous areas for training at the cluster level
 - Gender: For certain training, separate training for men and women and for some others a good mix should be done to ensure greater participation as well as a higher qualitative training experience
 - Designation: A horizontal mix, that is, ERs of the same level, and a vertical mix, that is, across the levels are two possible batch mixes that should be utilized. For example, subjects like team building can be conducted in a horizontal mix
 - PESA: A mix of ERs from both scheduled and non-scheduled areas would be ideal for some subjects but language may be an issue. For softer areas like literacy a mix from scheduled and non-scheduled areas can be also be thought of
- Trainer-trainee interface: Various activities may be used for increasing trainer-trainee interaction. Incorporating games/activities will help this process. Our experience from the field suggests that a trainer from a similar age group, same geographical region, and particularly from the peer group (worked as ER) is much better accepted by the participants. For PESA areas, a relationship of trust is very important and therefore a trainer from the local area would be more effective as s/he will also be aware of the local dialect, which is a necessity. This way local resource development can also take place, which is beneficial in the long run.
- Training aids: All required training aids like projectors, TVs, DVD players, speakers, white boards, markers, charts, stationery for group activities, microphones, cameras, pens, and pencils should be available. Other aids for planned activities during training should also be 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 for dependent children coming with women ERs
- Food: Should be as per local flavour, preparation methods, and tradition. Care should be taken to respect local customs and traditions. Food/snacks for fasting days should also be made available. These should be served in adequate quantities. Hygienic food may not necessarily be a motivational factor for attendance but it is found that poor hygiene deters target groups from participating.
- TA/DA distribution should be done at fixed timings without disturbing the training time. It should not be done simultaneously with ongoing training.

17.10 Training Resource People

The state already has a team of 432 empanelled resource people involved in imparting training to ERs and support functionaries. However, based on the training load worked out by the study team 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 and block level support functionaries, CSO partners, and even block level resource people. The state PRD will also need to involve an expert resource agency to provide training to the state PRD, SIRD, and ETC functionaries. Table 24 provides a structure of the kind of resource people/agencies that will be required for which target group and training location.

Table 24: 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, PA And ZP Level	Block Level	CSO Teams	ETC/SIRD	ETC Teams	SIRD / Other
Village Volunteers	Block Level	Mentors	ETC	Sird Teams	SIRD / Other
Support Functionaries At GP Level (For e.g. ANM, ASHA, AWW, PEO, GRS, Etc.)	Block Level	District Level Support Functionaries	SIRD	State PRD Team	SIRD / Other
Block Level Support Functionaries	ETC	Community Radio Station Teams	ETC / SIRD	State Level Resource People	SIRD / Other
Mobile Van facilitators	Block Level	Block Level Resource People	SIRD		
Folk Performance Team Members	Block Level				

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

17.10.1 Block level Resource People

Currently there are about 432 empanelled resource people for training in the state. The total requirement for resource people will go up significantly for implementing training as per NCBF and this Report's recommendations. We have envisaged a requirement for four resource people per block. It is envisaged that at the district level, training scheduling will be done considering the availability of the resource people. Block resource people will also cater to nearby blocks as per requirements. The training plan developed by the study team envisages about 1,256 resource people for the entire state.

SIRD will need to formulate the criteria for selection of resource people. CSO partners can identify and short list the resource people; the list can be finalized in consultation with respective ETCs based on the criteria set up by SIRD. SIRD 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 SIRD as per NCBF prescribed guidelines. Only resource people completing this training successfully will be selected as state training resource people. The selected resource people will provide training services for the training organized and conducted by 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. SIRD will maintain a database with profiles of all the resource people and will keep updating the information about their work from the feedback received.

A periodic assessment of the resource people will be carried out every year which can be a combination of a written test, 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. SIRD will need to design an assessment tool based on the criteria provided above.

17.10.2 State Level Resource People

SIRD will need to identify and create a pool of state level resource people for training block resource people. This can also involve people from CSO partners, ETCs, SIRD's internal team as well as external consultants, other government departments, academic institutions, research organizations, and CSOs working in PRI and decentralization.

17.10.3 Resource Agency for State Level Functionaries

For providing training to state level resource people, the state PRD will have to identify and work with 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 in identifying such an agency. This will need to be done on an outsourcing assignment basis.

17.11 Training Assessment

SIRD will need to develop a strong framework for M&E of all training related activities. Some of the strategies here are:

- Training report formats to be developed by SIRD.
- All training to have detailed training reports submitted to ETCs.
- All training to have pre-and post-knowledge gain assessment tests and formats to be designed for each training by SIRD. To be part of training manuals.

- All training to have concurrent evaluation by 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 is to be scored by 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 actual training visits.

17.12 Training Repository

SIRD will need to maintain a strong repository of training related data and documents. The SIRD and ETC libraries should comprise of important and known training and PRI and decentralization related books, documents, reports, research reports, guidelines, frameworks, strategy documents, training manuals developed by other states/countries/donor agencies, legal documents, acts, GRs, amendments, and laws.

SIRD and ETCs should also subscribe to various newsletters and magazines related to training and PRI. SIRD and ETCs should also maintain a collection of various training material, learning aids, posters, charts, flip books, CDs, and films.

SIRD and ETCs should maintain various databases mentioned below but not limited to:

- Trainers database
- Resource people database
- Documents database
- Consultants database
- CSO database
- Support institutions database (research agencies, documentation, publishing, training institutions, etc.)
- Elected representative database

- Support functionaries database
- Important contacts database
- Supplier database

17.13 Implementation Plan and Costing

We have developed a detailed work plan for implementing the training as suggested in this Report with 100 per cent coverage. The key features of the training plan are:

- All training planned as per the time line suggested by NCBE.
- Cost of training manuals design and printing budgeted and included.
- Thematic training of all members of SCs across all levels planned.
- Exposure visits for two members from each Panchayat planned.
- Training costs for training of resource people budgeted.
- Includes training plan and costs for all human resources involved in implementation of various strategies suggested in this Report.
- Includes cost of training of state PRD, SIRD, and ETC teams.

The training costing is based on the current norms provided by the state PRD, Odisha. The current norms as we understand them are Rs 42,000 for a 3-day training event. We have developed costing for other training of different durations based on this costing pattern. We have also worked out training costs at ETC and SIRD levels with appropriate cost scaling based on the current norm for block level training. The training costing considered for this Report is given in Table 25.

Table 25: Training Cost Pattern at Different Levels and for Different Durations

Based on the following cost assumptions			
	For Block Level Training*	For Training at ETC**	For Training at SIRD**
Venue cost	167/day	NIL	NIL
Food cost	150/day per head	250 day per head	500/day per head
Training kit	75 per head	150 per head	250 per head
Contingency	70 per head	5%	5%
Resource person fees (2)	Rs 1,000 per day	1,000/day/person	3,000/day/person
Government resource person/day	Rs 1,000	NIL	NIL
TA for RPs	Rs 250/day/ person	500/day/person	500/day/person
TA for participants	Rs 50/day	1,000/person	1,500/person
Institutional cost to DPNGOs	Rs 65/day per head	NIL	NIL
2-day programme	30,335	76,650	1,32,300
3-day programme	42,000	90,750	1,61,550
4-day programme	55,288	1,04,900	1,90,900
5-day programme	67,135	1,12,875	2,20,250
10-day programme	1,38,237	2,08,280	3,67,000
15-day programme	1,34,930 (20 people)	2,60,550	5,13,750

Note: * As per current SIRD norms.

** Derived based on the current SIRD norms for block level training.

Based on this, the overall cost summary of training delivery is given in Table 26.

Table 26: Overall Training Delivery Cost Summary

Training	Cost (Rs)
Foundation Course	33,49,39,376
Basic Functional Course	25,63,74,628
Sectorally Focused Training	50,97,08,964
Computer Training	9,35,10,000
Holistic Development Training	29,92,32,000
PEO Training for Engagement Process Strategy	4,43,78,477
Strategy Induction Training for Implementers	378,000
Exposure Visits for ERs	2,30,23,000
ZP Standing Committee Training on SC Functioning	11,08,800
PS Standing Committee Training on SC Functioning	1,21,52,302
	24,12,65,774
Gender Budgeting Training	7,86,69,689
Participatory Planning Training	10,66,41,602
SIRD Staff Training	39,60,000
ETC Staff Training	48,00,000
Village Volunteer Training	2,15,64,972
Mentors' Training	16,66,240
Block Level Resource Persons Training	7,53,60,000
Total	2,10,87,33,825

18. DEVELOPMENT COMMUNICATION STRATEGY

18.1 Introduction—Development Communication

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

One of the targets of the Millennium Development Goals is to ‘Develop a Global partnership for development.’ ‘In cooperation with the private sector, make available the benefits of new technologies, especially information and communications’ (Goal 8). The target aims to decrease the digital divide and increase people’s access to information and communication technology through public-private partnerships.

18.2 Current DC Strategy

Odisha has a large tribal population that constitutes 22.1 per cent of its population, which is much higher than the national figure of 8.2 per cent for STs. Literacy rates among the ST population are 37.4 per cent, which are much lower than the state average of 63.1 per cent. Differences in literacy rates are also seen between the rural (60.44 per cent) and urban (80.95 per cent) areas as well as male (75.3 per cent) and female (50.5 per cent) populations. Large parts of the tribal areas are hard to reach with limited media reach and coverage with some of these areas being ‘media dark’. The 12 PTGs in Odisha comprise the bottom of the pyramid based on all developmental indices.

Against this backdrop, SIRD/state PRD does not have a clear DC strategy, plan, or budget at present. The CDLG project funded by UNDP under the state PRD has initiated preparation of low cost films and folk performances targeted at tribal ERs. All GoI’s flagship programmes like SSA, NRHM, MGNREGS, 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 sum total of all IEC/BCC efforts in the state are scanty, sporadic, and non-targeted.

18.3 Objectives of the Proposed DC Strategy

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 Palli Sabhas, Gram Sabhas, and Panchayats.

18.4 Specifications of the DC Strategy for Odisha

Broad specifications of the DC strategy comprise of:

- Targeted at ERs and rural citizens with differing coverage among PTG, PESA, and non-scheduled areas (highest coverage for PTGs, followed by PESA, and lastly non-scheduled areas).
- A media mix suitable to Odisha including community radio, mobile vans, folk performances, indoor and outdoor IEC material, and mass media including radio and TV with differing mix for PTG/PESA and non-scheduled areas as per Table 27.

Table 27: Specifications of the DC Strategy for Odisha

	PTG Areas	PESA Areas	Non-Scheduled Areas
Mass Media	Private Radio Channels	Private Radio Channels	Private Radio Channels
		Television	Television
		Newspapers	Newspapers
Mid-Media	Community Radio Station	Community Radio Station	Community Radio Station
		Mobile Messaging	Mobile Messaging
Narrow Media	Mobile Vans	Mobile Vans	Mobile Vans
	Folk Performances	Folk Performances	Folk Performances
	IEC—Wall Painting, Flip Charts, Posters	IEC—Wall Painting, Flip Charts, Posters	IEC—Wall Painting, Flip, Charts, Posters

- Culturally sensitive and contextually relevant content delivered through modern ICT and traditional mediums existing in the state.
- IEC/BCC waves planned to synergize with the training cycle of ERs.
- Piloting and scaling up as per guesstimates available for resources in the state.

18.5 Overall Development Communication Plan

The overall DC plan is outlined in Table 28.

Table 28: Overall Development Communication Plan for Odisha

No.	Cost head	Route	Coverage	Capital cost (Rs)	Recurring cost per year (Rs)
1	Community radio stations	PPP	20 Radio stations in selected 16 districts	6,29,93,500*	3,21,00,000
2	Radio distribution	Contracting	30% of total HHs in selected 16 districts	1,08,63,750	NA
3	Mobile van	Contracting	9 vans for selected 16 districts	NA	1,35,99,360
4	Folk performances	Contracting	1,154 performances in 1,731 GPs (50%) in 16 districts twice pa through 10 teams	NA	28,00,000
5	Indoor-outdoor material	Contracting	Includes movies, audios, flip charts, flyers, wall paintings		59,35,000
6	Mass media	Contracting	144 radio and 96 television broadcasts pa on Aakashvani and Doordarshan	NA	23,26,800
Total Costs				7,38,57,250	5,39,61,160

Note: *The cost of equipment has not been added to this cost as it will be repaid by the CSO once it becomes economically viable in 2 years.

The detailed strategy for each of the above is now given.

18.6 Strategy 1: Community Radio Stations

18.6.1 Brief History of Community Radio Stations in India

India's first community radio station (CRS) became operational on 1 February 2004, at Anna University, Chennai after obtaining a license from the Ministry of Information and Broadcasting. The government

came up with the Community Radio Policy in November 2006. However, there were a lot of apprehensions and constraints regarding the ability and willingness of an educational institution for upliftment of society, technical issues of spectrum management, and self-regulation when observing a code of conduct for programme content. Some of the major landmarks in the history of Community Radio Station are:

- January 2003: Campus Radio Guidelines
- May 2004: MIB workshop to Design 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 103 operational community radio stations in the country, with one CRS in Jharkhand run by Alternative for India Development (Source:http://mib.nic.in/writereaddata/html_en_files/crs/LISTOFOperationalCRSTATIONS.pdf). Some of the other stations in the country are:

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

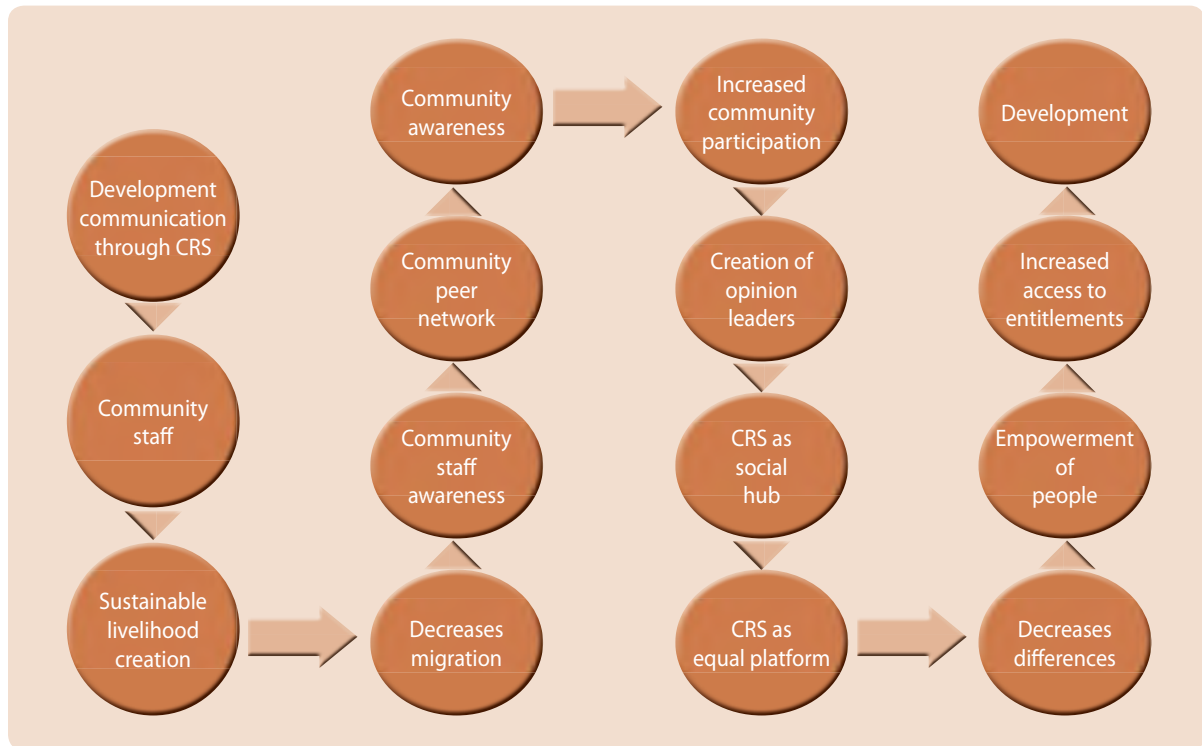
18.6.2 National Community Radio Station Policy Guidelines

The Ministry of Information and Broadcasting (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 Odisha

CRS is a mid-media, cost effective strategy with high coverage and high reach per cost ratio. Additionally the strategy is livelihood centric and aids in community mobilization due to involvement and ownership of rural/tribal communities in developing and broadcasting programmes. It is an appropriate strategy for PTG/PESA areas, which are difficult to reach through mass media. The high multiplier impact of CRS is highlighted in Figure 17.

Figure 17: Multiplier Impacts of CRS



18.6.4 Spectrum of Community Radio Programmes

The community radio programme menu is visualized 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).

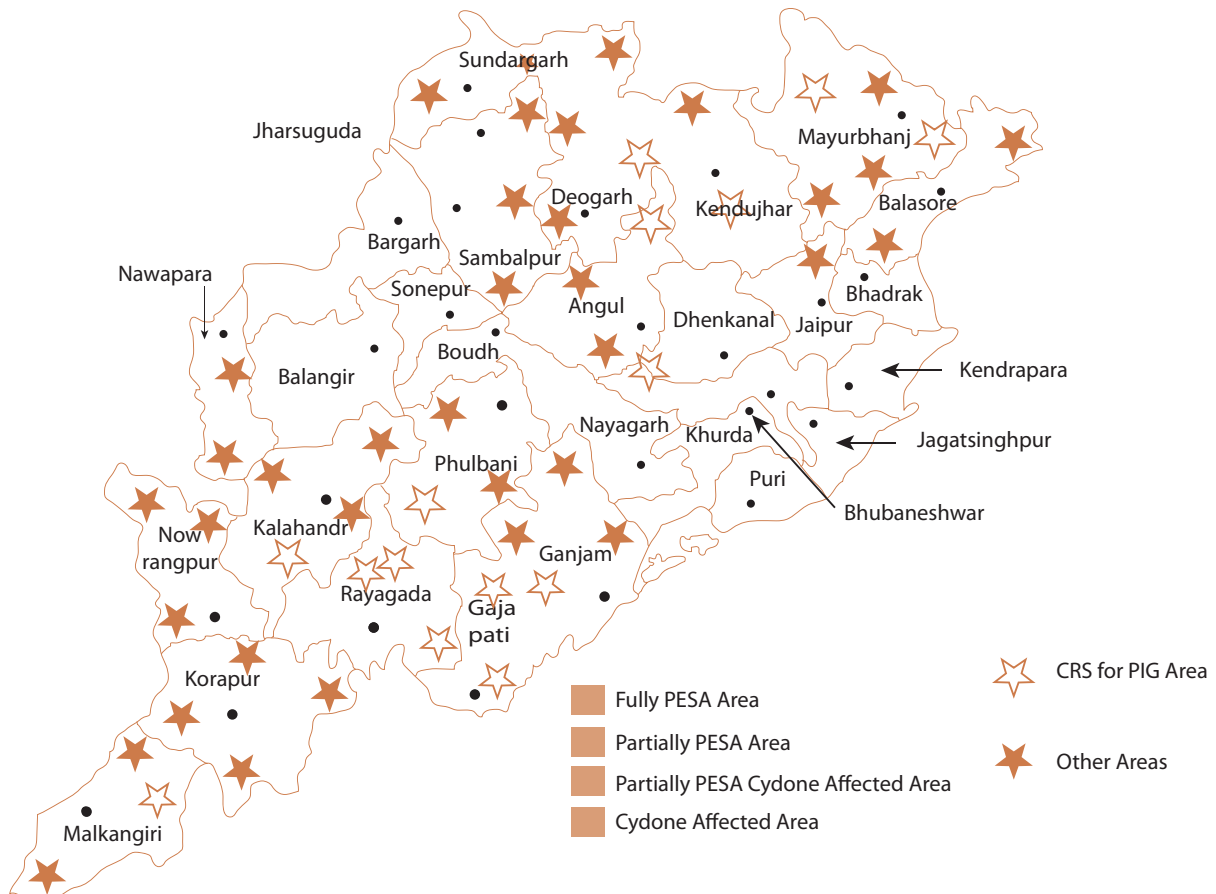
18.6.5 Community Radio Plan Components

18.6.5.1 Identifying Locations for CRS

Fifty CRS locations have been tentatively identified to achieve planned coverage. These include 16 PESA and/or PTG districts; 12 PTG districts have higher concentration of CRS which are Mayurbhanj, Keonjhar, Angul, Deogarh, Rayagada, Gajapati, Ganjam, Malkangiri, Nuapada, Sundergarh, Kalahandi, and Kandhamal.

This plan proposes 20 CRS to start with but also shows the detailed plan for 50 CRS when the state may decide to scale up the programme; 20 community radio stations will approximately cover around 8 per cent of the targeted population and 50 CRS will cover on an average 20 per cent of the targeted population. The distribution of CRS is given in Annexure 5. Figure 18 highlights the coverage of the 16 proposed districts through the CRS.

Figure 18: Planned Locations of CRS for Odisha



Precise locations of 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.
- Should have land available (if locating CRS in any planned/existing building of PRI is not possible).

18.6.5.2 Technology Selection

The national policy guidelines define appropriate technology as:

- A 50 W transmitter along with a 30 m pole with a coverage radius of approximately 10km.
- Apart from this, the other technology/equipments required have been enlisted along with their estimated costs for a station in Annexure 6.

18.6.5.3 Estimating Physical Infrastructure and Costs

We have detailed out the estimated costs of one CRS based on the national policy guidelines and approximate construction costs as per prevailing market rates in Annexure 7, the HR costs are given in Annexure 8, and capital and recurring costs in Annexure 9. The capital cost for 20 CRS comes to Rs 6.35 crore and recurring costs comes to Rs 1.28 crore (Table 29). Of this capital cost the equipment cost will be recovered as it is planned to make the CRS economically viable set ups so that they can repay the costs as well as be able to bear the recurring costs. According to the plan, by the end of the third year, each CRS will generate revenue of Rs 56,28,300.

Table 29: Capital Cost Estimates for CRS

Overall cost estimations for CRS (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	31,09,400	7,77,35,000
Radio equipment cost	2,17,275	43,45,500	1,08,63,750
Total capital cost	31,77,070	6,35,41,400	15,88,53,500
Recurring cost per year	6,42,000	1,28,40,000	3,21,00,000

18.6.5.4 Estimating Human Resources and Costs

CRS will eventually be run and organized by people of the community but to begin with, the manpower required is:

- Overall in-charge of the CRS who will supervise and also coordinate with the ETC.
- 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).

Community volunteers are estimated at 40 per month based on the programme mix and scaling up levels. The sustainable livelihood component has been integrated in the strategy through this means as community persons who participate in the programmes will be paid on a per day basis. Each radio station can provide livelihood for 480 people p.a. if there is no repetition in people. For 20 radio stations 9,600 people can get some source of income. The detailed HR costs for CRS are provided in Annexure 8.

18.6.5.5 Developing Programme Content Mix

The community radio station will identify programmes and broadcasts that are relevant to the context and the needs of the community that it covers. An appropriate mix of the programmes will be created so that it gives holistic exposure to 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—Sarpanchs and heads of Panchayats coming up to talk about what work is being done in their Panchayats and what is being planned.
- Panel discussions/expert talks—Scholars who can be called upon to talk and discuss issues that are of relevance to the community so that the people get different perspectives.
- Awareness generation programmes—The radio can be effectively used for behaviour change communication by raising awareness about various habits and patterns.

18.6.5.5.3 Community Programmes

- Cultural programmes

The other advantage of having a community radio station which broadcasts programmes of the community, by the community, and for the community is that we can add local cultural programmes which not only serve as entertainment but also as a means of preserving the local culture; this is a concern today when we discuss mainstreaming of tribal populations. Thus multiple purposes can be served—community participation, preservation of culture, and entertainment.

- Local business announcements

There are many local small time businesses, which can use the radio as a platform for marketing their products and doing better in their businesses. Farmers can announce their crop yields so that local buyers can be aware of these. Thus, a radio can be used to boost the local economy.

- Tie up with schools

The radio station can and should tie up with schools in the area so that children become familiar with the radio station. The aim is to increase their affinity towards such means of communication. The radio should become a place where people are comfortable in communicating their opinions. It should become a part of their culture and break the culture of silence. Children can use it to showcase their

talent. It can act as another incentive for parents to send their children to school so that they can hear them on the radio.

D. SHG tie ups

Local self-help groups can utilize this platform to promote their products. Also it can be used as a mechanism to bring in transparency at the SHG level by announcing monthly inflows and outflows of money. It can make SHGs more accountable. They can also use it as a means of pressurizing defaulters, if need be.

18.6.5.6 Setting Programme Mix and Scaling up Plan

At the end of the first year, CRC should be recording steadily for 4 hours per day. The kind of programmes that they will broadcast include:

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

Eventually the radio station shall 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 right at the beginning. The scaling up plan is given in Annexure 10 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 always run on government subsidy. The estimated revenue that a radio station can make in a year will depend on its programme mix and scaling up pace. The following are the planned sources of revenue:

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

Odisha has a lot of mega projects. Investors of these projects can invest in radio stations by sponsoring

certain public interest programmes. If they want to hire people from the local community, that also can be announced over the radio. But for corporate announcements, the charges will not be subsidized.

18.6.6.3 Radio Distribution Subsidy

The plan proposes that the subsidy 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; this will continue till the station becomes economically viable.

The detailed revenue model has been explained in Annexure 10. Table 30 gives the estimated revenue that can be generated by a radio station based on scaling up and mix of programmes.

Table 30: Estimated Revenue Generation for Community Radio Station

	1st year	2nd year	3rd year
Revenue Generated (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 being broadcast and also participate in them. But radios are not available in most households (Census: radios available in 21.2 per cent households). 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 should be distributed at highly subsidized rates of Rs 250 per set so that the households feel ownership over them.

The CRS will be the nodal agency for distribution of these sets. These sets will be branded and painted to depict that they cannot be sold in the open market. The household will only have to bear the cost of batteries at the most.

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 the 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 two 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 Van Plan

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 CSOs identified in every district. The assumptions based on which the mobile van plan has been made are:

- Vehicles of appropriate specifications will be taken on rent by CSOs and SIRD 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 the others will cover two districts each.
- The CSOs identified in each district will take over the facilitation and coordination of the mobile van once it enters the CSO area.
- A facilitator from CSO will accompany the mobile van while it travels in the district.
- Some CSOs will be identified to create an inventory.
- 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 visited such a GP in the specific block and district.
- They will visit each village every quarter, that is, every four months.
- They will work continuously for an average of 22 days at a stretch in a month and the remaining days will be utilized for various other purposes such as documentation, repairs, and reporting.
- Therefore in a month, one mobile van will cover two GPs x 22 days = 44 GPs.
- The total number of GPs covered in a month by nine mobile vans = 44 GPs x 9 = 396.
- Every quarter, the number of GPs covered will be: 396 GPs x 3 months = 1,088.
- This amounts to about 31 per cent of the total GPs in the 16 targeted districts.
- Priority will be given to PTG GPs and then to villages in PESA areas.

18.7.3 The Van's Activities

The possible 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
- IEC material distribution

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:

- SUV kind of van capable of travelling in all types of terrain
- 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 the inventory of material that it plans to screen which can be movies, songs, and also IEC material like posters and flip charts. The detailed cost estimates of renting out this equipment is given in Annexure 11.

18.7.5 Human Resource Requirements

The human resources required for a mobile van are:

- Driver (1)
- Facilitator(1)

- Out reach workers (2)

Details of the estimated costs of human resources are given in Annexure 12.

18.7.6 Plan Components

The plan components comprise of:

- Identifying which areas to cover under the 50 per cent coverage plan.
- Identifying CSOs to partner with for the implementation of mobile vans.
- Planning a schedule for the mobile vans to gain the most 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 31 gives the recurring costs for the mobile van plan.

Table 31: Mobile Van Annual Recurring Costs

Item	Monthly cost (Rs)	Yearly cost (Rs)	Total cost for 9 mobile vans (Rs)
Rental costs	80,000	9,60,000	86,40,000
Petrol costs	5,320	63,840	5,74,560
Lodging and boarding costs	17,600	2,11,200	19,00,800
Human resource costs	23,000	2,76,000	24,84,000
Total cost	1,25,920	15,11,040	1,35,99,360

18.8 Strategy 3: Folk Performances

18.8.1 Objective of Folk Performances

Odisha 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 relate to. Some of the forms that can be utilized under this strategy are:

18.8.2 Cultural Traditions in Odisha

18.8.2.1 Dance

Odisha's rich dance culture allows another medium through which messages can be spread to the masses in a way that is entertaining as well as educating. Some of the dances that are practiced in Odisha are: Kathi Nacha (stick dance), Medha Nacha (mask dance), Naga Nacha (snake dance), Sakhi Nacha or Kandhei (puppet dance), Ghumra Nacha, Mahari Nacha, and Jatra Nacha.

18.8.2.2 Songs

Songs and folk music are lively and enjoyable. These make it a medium that is easy to relate to while sending messages across. In Odisha, folk music is both vocal and instrumental. There are songs for most occasions like work songs, game songs, round songs, swing songs, spinning songs, teasing songs, and songs for fasts and festivals.

18.8.2.3 Dramas

Dance is a medium that is lively and expressive. It can send across messages as many dances do in the rich

tribal culture. The following kinds of folk plays deserve mention: Jatra, Pala, Patua, Daskathia, Mugal Tamasa, Karma, Dandanata, and Chaitighoda Nata.

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 area.
- Estimating the total human resources required for conducting the performances and the subsequent costs.
- Estimating the total costs of carrying out the plan.
- Chalking out an annual plan of performances and its coverage area-wise.
- Identifying performance teams by CSOs in collaboration with SIRD.
- Orienting the teams identified towards PRI-CB&T.
- Training the persons identified for the purpose of 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 the SIRD communication cell.
- Monitoring the performances and scripts used.
- Evaluating the impact of the performances in an action research format so that it can keep evolving and improving.

18.8.4 Coverage Plan

The folk performance plan is to cover half the Gram Panchayats (1,731) in the 16 districts covered under CRS over a period of three years. For the coverage of these Panchayats at a frequency of two times a year, the following is proposed:

- To cover 1,731 Gram Panchayats in three years, 577 GPs will have to be covered every year.
- With 10 teams proposed, each team will cover 58 GPs in a year.
- With the frequency per GP proposed as twice, there will be 116 performances by each team per year and 1,160 performances overall every year.

The cost estimates for this plan are given in Table 32.

Table 32: Folk Performance Plan Cost Estimates

Item	Cost per performance (Rs)	No. of performances p.a. by 1 team	Total cost p.a. (Rs)	Total cost p.a. for 10 teams (Rs)	Total cost for 10 teams for 3 years (Rs)
Folk performance	4,000	116	4,64,000	46,40,000	1,39,20,000

18.9 Strategy 4: Indoor-Outdoor Media Plan

18.9.1 Coverage Area

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

18.9.2 Wall Paintings

Wall paintings are a simple, low cost way of spreading information through traditional local forms. This can be contextualized as per the area as tribals have their own forms of painting, some of which are Patachitra and Idital. Wall paintings will act as a constant reinforcement within the community. Being done by members of the community, a sense of ownership will also develop in this form.

Organizing wall paintings on particular themes can be delegated to DPNGOs who can decide their own means to carry 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 DPNGO resource person. SIRD will reimburse the costs of the material required each year (Annexure 13 gives approximate costs of material and human resources for the wall painting campaign each year).

18.9.3 Plan Components

The components of this strategy are:

- Partnering with DPNGOs and other CSOs who work closely with the community.
- Planning the wall painting campaign schedule for each year.
- Deciding themes and designs for wall paintings.
- Identifying locations where the paintings can be done.
- Taking permissions 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 activities of wall painting.

18.9.4 Flip Chart Display

Flip chart displays will talk about various topics relevant to each area. So they will be contextualized in terms of the content as well as the language as this medium takes on importance in PTG and other PESA areas. For example, in PESA areas flip charts can depict the provisions of the PESA legislation and the powers of the Gram Sabha under the Act in a simple language; they can also be more pictorial in nature.

This plan comprises of:

- Designing flip charts appropriate to each area together with DPNGOs.
- Estimating the printing and human resource costs of coming out with flip charts.
- Identifying partners to print flip chart displays.

- Printing and distributing flip charts through mobile vans as well as through post offices.
- Researching the impact of the flip chart displays.

18.9.8 Posters

Posters are self-explanatory pictorial IEC material with minimal written content to explain various themes with respect to Panchayati Raj that will be put up in all Panchayat offices and even in common meeting points in the community like the community hall and water tank. These will serve as constant reinforcement as people keep going through these areas. They can serve as a trigger for discussion 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 DPNGOs and other identified NGOs.
- Estimating costs of printing and distributing the posters.
- Printing the posters through identified partners.
- Distributing the material through mobile vans as well as through post offices.

Both the posters and flip chart displays can be distributed through DPNGOs during the training sessions for PRI-ERs. Another way is 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.

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. According to the 2002 household Census, there were 2,395 electrified villages (around 5 per cent). Radio sets were available in 21.2 per cent of the households and televisions in 9.2 per cent of the households. Those households and villages that have the required assets can be reached easily through government channels like Aakashvani on radio and Doordarshan on television. Programmes can be broadcast during different hours on various PRI themes:

- Gram Sabha: roles, frequency, quorums, responsibilities.
- Gram Panchayat meeting: role, frequency, quorum.
- Rights and responsibilities of ERs.
- Role of Sarpanchs.
- Special programmes for women representatives.
- PESA provisions.
- 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 viewership and listenership. But the aim of these programmes is increasing the impact by constantly repeating information so that it not only gets absorbed but also utilized when needed.

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

With regard to telecasting programmes through Doordarshan, the rates for broadcasting are around Rs 5,000 for a 30-minute programme (see Table 33).

Based on these rates, the plan proposes 12 radio programmes per month and eight television programmes.

Table 33: Mass Media Plan Annual Costs

	Rates per 30 minute programme (Rs)	No. of Programmes p.a.	Total cost (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 SIRD should have a manager (Training and Capacity Development) – Development Communication who will oversee the DC initiatives. Editorial teams will be hired 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

Public-private partnership utilizes the strengths of the stakeholders—the efficiency of the private parties and the resources and obligations of the government towards the people—to deliver services in a better manner and retains the weaknesses within the parties themselves.

An ideal partnership would be where it is a win-win situation for all so that the risks are also distributed amongst the stakeholders. There are various PPP models that have evolved over the years and are being implemented today:

- 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 involves transfer of public assets to a private or quasi-public entity under contract that the assets are 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 SIRD identify appropriate CSOs with whom to get into a partnership for the purposes of the strategy. Some of the basic criteria to be kept in mind while identifying 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.
- They should have adequate infrastructure.

18.12 Infrastructure Allocation/Convergence

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

- Bharat Nirman Rajiv Gandhi Sewa Kendra in village knowledge resource centres and Panchayats at the block level.
- Along with the ETCs that are already established as well as those that will be established in order to expand coverage.
- BRCs that have been established under the Backward Region Grant Fund (BRGF).
- Instead of building entirely new structures, unused buildings can be renovated to house radio stations.
- Construction can be combined with the National Rural Employment Guarantee Scheme.

19. ON THE JOB TRAINING STRATEGY

19.1 Current Training Scenario in the State

The little training that has been conducted in the state has been of the ‘in-immersion’ type. In this type of training, participants are trained in a specific and controlled environment. The focus of the training is on imparting knowledge. However, to effectively build the 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 work situations.

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

19.2.1 Operational Definition of On the Job Training

It is the process of facilitation for PRI members by mentors in a work situation.

19.3 Objectives of On the Job Training

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

- To enhance skills for performing day to day roles.
- To empower people to claim their spaces.
- To bring out opinion leaders.
- To reduce power/gender differentials.
- To remove misconceptions.

19.4 Focus of the On the Job Training Interventions

The on the job training interventions will start immediately after the results of the Panchayat elections are declared. Table 34 shows the schedule of meetings held at different PRI levels as per the state acts and rules related to PRIs.

Table 34: Schedule of Meetings Held at Different PRI Levels as per the State Acts and Rules Related to PRIs

Level	Gram Sabha	Palli 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	February month of every year	Once in every month	Once in every 2 months	Once in every 3 months	As and when it happens (7 standing committees at each level)
Total planned meetings in a year per unit as per the rules	6	1	12	6	4	
Proposed Interventions by facilitators	First Gram Sabha meeting	Meeting held once in a year	First Gram Panchayat meeting	First Panchayat Samiti meeting	First Zilla Parishad meeting	First 2 meetings at all the 3 levels
	Second Gram Sabha meeting		Second Gram Panchayat meeting	Second Panchayat Samiti Meeting	Second Zilla Parishad meeting	
Proposed no. of yearly interventions	2	1	2	2	2	6

Mentors will attend the following meetings held at various levels:

Gram Panchayat Level

- Yearly meeting of Palli Sabha.
- First and second meeting of the Gram Sabha.
- First and second meeting of the Gram Panchayat (including the meeting in which the Standing Committees are formed).
- First and second meeting of Standing Committees.

Panchayat Samiti Level

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

Zilla Parishad Level

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

Standing Committee Meetings

At all the three levels seven Standing Committees have been constituted for the following aspects:

- Planning, finance, poverty alleviation.
- Works, irrigation, electricity, drinking water, and village sanitation.

- Public distribution, forestry, and cattle feeding.
- Education, sports, and cultural activities.
- Agricultural, animal husbandry, soil conservation, and watershed.
- Health, social welfare, and women and child development.
- Handicraft, village industries, Khadi Gram Udyog, rural housing.

Out of all the seven SC meetings, the first two meetings of any of the seven 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 and 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 need.
- Recording and documentation.

19.6 Criteria for Selecting Mentors

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

Mentors involved in on the job training should have very keen observation and facilitations skills, as the interventions are not pre-designed like classroom training. So mentors will have to decide the methodology on the spot as per the situation and the group mix.

19.6.1 Educational Qualifications

Mentor 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 experience of working in the developmental sector in rural areas preferably with PRIs.

19.6.3 Knowledge

- Overview of the 3-tier system of PRIs and their functions.

19.6.4 Skills

Facilitation skills: Facilitation will be the most important skill for the 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 leading roles and take a group through an agenda designed to transmit a body of knowledge or a set of skills.

Group work: A mentor should be able to watch the group and its individuals in light of group dynamics. He/she 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 conflicts arising within the group.

Communication skills: A mentor should have strong interpersonal communication and listening skills to draw the 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 which 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 a picture of the effectiveness of the training and the avenues to work upon while planning further training.

19.7 Coverage of On the Job Training

- Considering the requirement of minimum one mentor per block and assuming the availability of qualified personnel there would be 314 mentors across the state.
- If each mentor covers 40 meetings per year, 12,560 interventions will be done at all the three levels within the state.
- This will cover all the 30 districts, 314 blocks, and around 26 per cent of the Gram Panchayats in a year.

19.8 Cost Estimation

The yearly costs for on the job training as per the above-mentioned allocations of mentors per block are provided in Table 35.

Table 35: Cost Estimates for On the Job Training

No.	Item	Cost per unit (Rs)	TA (Rs)	Total cost per intervention (Rs)	Total unit per year (Rs)	Total cost per year (Rs)
1.	Remuneration per intervention including TA	1,000	300	1,300	12,560	1,63,28,000
2.	Training cost for mentors					16,66,240

19.9 Menus of Learning Points

Table 36: Menu 1—Types of Meetings at all Three Levels of Panchayati Raj and the Points of Discussion in each Meeting

Types of meeting	Points of discussion
Palli Sabha	<ul style="list-style-type: none"> • Identification of beneficiaries • Recommendations for implementation of different plans • Preparation and approval of the work plan for next year • Estimating and auditing of the income and expenditure of the Palli Sabha • Social appraisal of the development work for observation
Gram Sabha	<ul style="list-style-type: none"> • Preparation, approval, and inspection of plans for all round development of the Panchayat • Preparation of plan and budget for the next year in the February meeting • Assessing the progress of works 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 works of the Panchayat and discussion on the decisions taken at the Palli Sabha and 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 works relating to primary education, health, and social institution in the Panchayat Samiti area • Auditing of income-expenditure of last year and preparing plans and budgets 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 works in the district

Table 37: Menu 2—Learning Points: Palli Sabha

No.	Person to be present in the meeting	Specific learning points (to be facilitated by Panchayat Secretary)	Common learning points (to be facilitated by both the Panchayat Secretary and Mentor)	Soft skills (to be facilitated by the Mentor)
1.	Elected ward member	<ul style="list-style-type: none"> - Agenda preparation, - Conducting meeting, - Conflict resolution - Inspection of works by the Gram Panchayat 	<ul style="list-style-type: none"> - To prepare a plan for developmental works - To recommend annual budget estimates for approval - To select beneficiaries of different poverty alleviation programmes - To select village labour leader - To conduct social audit 	<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.	All the citizens/ voters residing in that Palli	Procedure of Palli Sabha		

Table 38: Menu 3—Learning points: Gram Sabha

No.	Person to be present in the meeting	Specific Learning points (to be facilitated by Panchayat Secretary)	Common Learning points (to be facilitated by the both Panchayat Secretary and Mentor)	Soft skills (to be facilitated by the Mentor)
1.	Sarpanch of Gram Panchayat and Naib Sarpanch	<ul style="list-style-type: none"> - 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 Gram Panchayat for the awareness of 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 permission and instructions issued by the government		
4.	All the citizens residing in that Gram Panchayat	Procedure of Gram Sabha		

Table 39: Menu 4—Learning Points: Gram Panchayat

No.	Person to be present in the meeting	Specific learning points (to be facilitated by the Panchayat Secretary)	Common learning points (to be facilitated by the both Panchayat Secretary and Mentor)	Soft skills (to be facilitated by the Mentor)
1.	Sarpanch and Naib Sarpanch	<ul style="list-style-type: none"> - Agenda preparation - Conducting the meeting - Conflict resolution 	<ul style="list-style-type: none"> • To evaluate the progress of works executed by the Gram Panchayat • To evaluate previous income and expenditure of the Gram Panchayat along with the budget provision 	<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	<ul style="list-style-type: none"> • To constitute the Standing Committees prescribed by rules and discuss their proceedings 	
3.	All ward members	Procedure of Gram Panchayat	<ul style="list-style-type: none"> • To discuss any subject of importance out of the agenda desired by the majority 	

Table 40: Menu 5—Learning points: Panchayat Samiti

No.	Person to be present in the meeting	Specific learning points (to be facilitated by the Panchayat Secretary)	Common learning points (to be facilitated by both the Panchayat Secretary and Mentor)	Soft skills (to be facilitated by the Mentor)
1.	Chairperson and Deputy Chairperson of Panchayat Samiti	<ul style="list-style-type: none"> - Agenda preparation - Conducting the meeting - Conflict resolution 	<ul style="list-style-type: none"> • To discuss and resolve the objections received from the members with respect to the previous meeting • To plan development programmes in the block related to community development 	<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	<ul style="list-style-type: none"> - Recording of the proceedings - Agenda preparation 	<ul style="list-style-type: none"> • To discuss and evaluate the progress of development works and receipt and expenditures of the Panchayat Samiti 	
3.	Chief Executive officer or his/her representative	<ul style="list-style-type: none"> - Recording of the proceedings - Agenda preparation 	<ul style="list-style-type: none"> • To constitute the Standing Committees prescribed by the rules and discuss their proceedings 	
4.	All Sarpanchs of the block	Procedure of Gram Panchayat	<ul style="list-style-type: none"> • To inspect the works executed by the Gram Panchayat under its jurisdiction 	
5.	MLA and MP of that area	Procedure of Gram Panchayat		

Table 41: Menu 6—Learning Points: Zilla Parishad

No.	Person to be present in the meeting	Specific learning points (to be facilitated by the Panchayat Secretary)	Common learning points (To be facilitated by both the Panchayat Secretary and the Mentor)	Soft skills (to be facilitated by the Mentor)
1.	Zilla Parishad President	<ul style="list-style-type: none"> - Agenda preparation - Conducting the meeting - Conflict resolution 	<ul style="list-style-type: none"> • To prepare plans, undertake schemes or adopt measures for development of the district • To discuss and approve grants to Panchayat Samitis or Gram Panchayats within the district • To constitute the Standing Committees prescribed by the rules and discuss their proceedings • To coordinate and integrate the development plans and the schemes prepared by a samiti in 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 of the proceedings		
3.	Zilla Parishad members representing their Zilla Parishad constituency	Procedure of Zilla Parishad		
4.	Panchayat Samiti Chairpersons	Procedure of Zilla Parishad		
5.	MLA and MP of that area	Procedure of Zilla Parishad		

20. EMPOWERING ENGAGEMENT PROCESSES BETWEEN PEOs AND ERs

20.1 The Concept

PEOs and PRIs are two streams of human resources for managing Panchayati Raj in the state. While, PEOs are representatives of the state government, PRIs are representatives of the people. They come from diverse backgrounds, live different realities to a significant extent, and have different lenses to view the world. Convergence of both their views provides holistic developmental and democratic processes while ensuring good governance.

Healthy engagement of the two through facilitating and empowering processes is a pre-requisite to democratic, inclusive, and transparent PRIs. An empowering process between the two streams is 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 occurring between the two streams. The strategic need for strengthening the engagement processes between the two streams is based on:

- Lack of formal structuring or incorporating 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 the 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 perceived to be relevant to work, progress, and bringing transformational changes by the receivers. Mentoring involves sustained informal communication 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 but both overlap to varying extents in practice.

Mentors' roles can be wide ranging and may include those of being a cheerleader, coach, confidant, counselor, developer of talent, role model, teacher, and helper. In the context of PRIs his/her role as the treasurer of government information and knowledge is also important. 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 accrued knowledge to the level of consciousness.

Mentoring has a wide provenance in developed countries in the corporate sector and 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 The Strategy

The strategy involves strengthening capacities of PEOs to facilitate positive engagement processes occurring at the Panchayat level through playing 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 master mentors, which is planned to be developed for supporting ERs as well. 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, and counselor)

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 to be that of skill building and attitude sharing and should have strong experiential learning tools and interventions.

20.7.2 Frameworks for Optimal Engagement Processes within Panchayats

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

- Providing information (various schemes and programmes, roles and responsibilities, 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, GoI and the state government's pro-poor policies).
- Skill building— providing options, alternatives, iterating pros and cons, facilitating consensus decision-making, and managing the Standing Committees.
- Attitude shaping—optimal role playing, facilitating team building, making debates and discussions inclusive especially for ST/SC/women ERs, facilitating enhancement of transparency and proactive disclosures.

20.7.3 Ethical Guidelines for Interventions of PEOs

Ethical boundaries apply in interventions made by PEOs as ERs are people's representatives, and the strategic intervention is only for developing their capacities; it stops short of influencing them in any way.

The state will have to develop the 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. Total coverage of PEOs at all levels (Gram Panchayats, Block Panchayats, District Panchayats) comes to 6,578. Suggested batch size is a maximum of 20 participants for such mentoring training. Thus, 327 batches are required to be trained in the first year. The costs are worked out in the training plan and come to Rs 64,835,100 per year. Refresher training is planned from the second year onwards.

20.9 M&E System

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

21. HOLISTIC DEVELOPMENT STRATEGY FOR ELECTED WOMEN REPRESENTATIVES

21.1 Current Situation and the Need

The triangulation of consensus opinion, previous researches, and the perception of the CA-CDS team shows significant disparity among male and female ERs. It is believed that this disparity arises due to a complex set of multi layered realities which include:

- Individual—low education levels, inexperience, low level of awareness, 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, lack of empowering engagement processes.

With there being 50 per cent EWRs in the state, a strong strategy and programme is needed to strengthen them as the 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. In the spirit of NCBE, this strategy takes that forward in terms of envisaging holistic development for women specifically as it is found that they require something more than functional literacy. As the reality is multi layered and interrelated, a holistic development strategy and programme for developing EWRs is needed.

21.2 Supporting Arguments for the Strategy

21.2.1 Gender Scenario in Odisha

Women constitute nearly 50 per cent of the population in Odisha. According to the 2001 Census, more than half of them were illiterate as compared to 25.7 per cent males who were illiterate. This causes a large gender divide that needs to be addressed in order to bring the female population on par with the male population (Table 42).

Table 42: Population and Literacy Figures for Odisha

Odisha	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	63.1	60.44	80.95	75.3	50.5	55.5	37.4

Source: Census 2001 and Planning Commission Data Tables.

Since India is a patriarchal society it does not provide a conducive environment for women to grow and develop easily. Odisha is no different. The estimated value of 0.546 for the gender development index for Odisha suggests only a moderate level of gender development. Table 43 provides health indicators from the

National Family Health Survey–3 that support the fact that the status of women needs to be improved both in the country and in the state.

Table 43: 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
Odisha	41.4	61.2

Sources: NFHS-3 and Planning Commission Data Tables.

Furthering this conclusion is the sex ratio of 970 women for 1,000 men for the 0–6 year olds that shows the gender bias that still pervades our society clearly. The care that mothers get is highlighted in the high maternal mortality rates which though decreasing over the years, are still a point to worry about. The situation may have improved but it still requires more continuous dedicated work for many more years to achieve satisfactory results (see Table 44).

Table 44: 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	1,058	1,048	1,021	979
Lowest	12	13	13	95	58.1	57.9	58.0	777	283	893	798
Odisha	70	72	71	303	59.5	59.6	59.6	972	979	1,003	950

Sources: Census Data online; Planning Commission Data Tables 2001.

21.2.2 Economic Involvement of Women

Contrary to common perceptions, a large percentage of women in India work. National data collection agencies accept the fact that there is 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 have impressive numbers in the workforce. As an example, in the software industry 30 per cent of the workforce is female. They are at par with their male counterparts in terms of wages and positions at the workplace.

In rural India, in the agriculture and allied industrial sectors 89.5 per cent of the total workforce is female. In overall farm production, women's average contribution is estimated at 55 to 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. Women constituted 51 per cent of the total number employed in forest-based small-scale enterprises.

Women are mostly engaged in the unorganized sector where their rights are not recognized. This issue though 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 name, 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.

Women are said to be more preferred as:

- Women PRI members are less corrupt as compared to their male counterparts.
- For the first one or two years, women PRI members act as per the directions of their male relatives (in most cases husbands), but after that they generally act independently.
- Women PRI members are more sincere than their male counterparts.
- Party-based political involvement is less in the case of women PRI members.
- In contrast to male PRI members, women PRI members take more interest in the economic empowerment of women through formation of SHGs.

(Source: Odisha Human Development Report 2006, Chapter 6: The Gender Question)

21.3 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 also to enhance the process of their self-development.

21.4 Proposed Strategy

The features of the holistic development strategy are:

- It will be free of cost for participants.
- Cover all women representatives of the three tiers.
- Will be carried out at the village level.
- It will be the responsibility of the VEC and Sarpanch to organize regular sessions at suitable times and places that are convenient for people of all communities to attend.
- 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.
- Provide livelihood opportunities for community people 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
 - Will be given training to conduct sessions

21.5 Components of the Strategy

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

- Functional literacy
- Leadership
- Gender sensitization
- Sensitization of men

This strategy addresses issues beyond Panchayati Raj that include literacy and gender. Therefore, collaboration

with the Education Department and also the Women and Child Development Department is desirable. The education and women and child departments can fund the initiative and PRD can support it in terms of training and if need be share part of the costs.

What is envisaged in each component is now explained.

21.5.1 Functional Literacy

In India, achievement of 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 Panchayati Raj, functional literacy means those sets of skills that enable ERs to perform their roles better, further their productivity, contribute to the development of the community, and more importantly enable self-development. This means the skills to read, write, and understand Panchayat documents, procedures, and processes.

21.5.2 Gender Sensitization

The sensitization component will involve sensitizing women specifically about 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 and 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 begin visualizing their own role in the community.

21.5.3 Leadership Skills

Women, because of years of conditioning have been made to live submissive lives in rural areas. As ERs their leadership skills are important. Leadership skills like decision-making, self-confidence, being able to control a group, assertiveness, and the ability to motivate others are important to be able to govern a community and take decisions for the entire community. Therefore these soft skills have to be imparted to EWRs so that they become more productive and effective leaders.

21.5.4 Sensitization 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 the 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.

21.6 Implementation Plan

For the purpose of the strategy, village volunteers will undergo ToTs 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 they can enable the process that helps women come out of their conditioning.

Since village volunteers have local contextual understanding they can make the intervention more relevant for PRI members. School teachers or anganwadi workers can also be used for this purpose by paying them certain incentives of around Rs 300–500 to conduct these sessions. They will also have contextual local understanding and so be effective. It is proposed that the chosen people be given induction training 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.

21.7 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 held separately as this 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 leadership skills sessions can be more practical and therefore there will be a gap between each session. There will be 10 sessions to inculcate basic leadership values and skills that can act as a starting point for EWRs.

21.8 Strategy Budget

The budget for the strategy will include remunerations for the village volunteers conducting the required sessions for the representatives. Trainers will be paid according to the sessions that they conduct (see Table 45).

Table 45: Annual Budget for the Holistic Development Strategy

No. of Gram Panchayats to be Covered (A)	No. of session per week	No. of sessions per month	No. of sessions in 6 months	Amount per session per VV(Rs)	Amount for Entire 6 months per VV(Rs) (B)	Total Amount for all VVs(Rs) (A*B)
6234	4	16	96	500	48,000	29,92,32,000

Also the cost of training kits for village volunteers has been budgeted for. The cost of training village volunteers has been accounted for in the Training Plan. The training kit will include:

- Bag
- Training manual
- CDs (movies, learning sessions)
- Foldable blackboard
- Note pad
- Stationery

The cost of the training kit has been estimated at Rs 1,000 per kit. With 6,234 village volunteers, the cost comes to Rs 6,234,000.

Therefore the total cost, excluding the training of the village volunteers, is Rs 30,54,66, 000.

22. ROLE MODEL DEVELOPMENT STRATEGY

22.1 Current Situation

Currently no system for identifying role model Panchayats is in place in Odisha unlike in other states where the Nirmal Gaon awards are given to GPs based on the sanitation criteria. But even these kinds of awards are:

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

22.2 The Need

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

The role models of:

PRI

- 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 to rewarded PRIs for better performances.
- Strengthen a spirit of healthy competition.

ER/EWR/mentor/trainer role models:

- Provide inspiration to others in the constituency.
- Make learning more meaningful through exchange of dialogues with peers (especially skills like leadership, communication, and values are best learnt and shared 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—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 through recognition, rewarding, and publicizing/ dissemination of 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

This comprises of tangible rewards (cash incentives, enhanced subsidies) and intangible rewards (certificates of honour, appreciation, acknowledgements).

22.4.3 Demonstration System

Making role models visible so that they can be seen as a means of learning for all PRI stakeholders through:

- Yearly award functions.
- Dissemination of 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 creating awareness and as resources in all PRI-CB&T strategies.

22.5 The Plan

Each year a specified maximum 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 the awards through public advertisements and as per application formats. An expert committee will select the awardees.

The criteria and number of awards as well as incentives associated with the awards 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

Details for operationalizing the plan are given in Table 46.

Table 46: Awards and Awardee Details

Categories of Awardees	Numbers of Awards	Cash Prices	Total Cost
PRIs—Gram Panchayats	25	1,50,000	37,50,000
ERs	20	21,000	4,20,000
EWRs	20	21,000	4,20,000

Categories of Awardees	Numbers of Awards	Cash Prices	Total Cost
Resources—Trainers/Mentors, etc.	20	15,000	3,00,000
Total Award Costs	25 institutional awards+60 individual awards		48,90,000
Costs of Yearly Function/Advertisements/Awardees' Selection			10,00,000
Total Costs			58,90,000

The total cost for the first year comes to Rs 58.90 lakh. The total funds for awards may be decided and the number of awards and cash incentives may be broken up based on that.

A sample list of criteria is given in Table 47 which may be fine-tuned prior to implementation and a detailed award selection plan can be drawn up.

Table 47: Sample List of Criteria for Role Model Awards

Award	Criteria
Model Gram Panchayat	<ul style="list-style-type: none"> • 80 per cent Palli Sabhas take place • 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 • 60 per cent of the community is aware of the schemes and benefits
Model ER and EWRs	<ul style="list-style-type: none"> • Convenes and attends 100 per cent Gram Panchayat and Gram Sabha meetings each year • Maintains all records and proceedings of all meetings • Attends at least 100 per cent Panchayat Samiti meetings • Carries out planning for the Panchayat democratically • Supports social audit process • Pro-actively discloses all details of Panchayat in Gram Sabhas and public locations regarding finances, meetings, schemes etc. • Selects beneficiaries according to terms and conditions of the schemes and programmes • Takes initiative and implements schemes for the benefit of the community
Model Trainer	<ul style="list-style-type: none"> • Among top 5 scorers in feedback received by participants • Top 5 trainers who receive positive feedback from DPNGOs • 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 Mentor	<ul style="list-style-type: none"> • Reported incidents of increase in Gram Sabha, Gram Panchayat, and SC 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 the Gram Sabha and presence of members in the meetings

23. PEER NETWORK DEVELOPMENT STRATEGY

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 at all the three PRI tiers comes to more than 30 lakh all over India. Collectivization of all these ERs at the state level will change the way of functioning of PRIs and fulfill Mahatma Gandhi's dream of 'Gram Swaraj'.

23.2 What is a Peer Network: Definition

As per Wikipedia, definitions of peer and network are:

Peer: A peer is 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 network is 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 a Peer Network

- Exchange of knowledge and best practices: Such networks will help to share best practices, knowledge, and experience of each peer which will help to optimize the use of resources and doing best planning for development.
- Replication of best practices: Best solutions to certain problems can be identified and replicated with minimum efforts and support of past experience of ERs.
- Strengthening 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 skills.

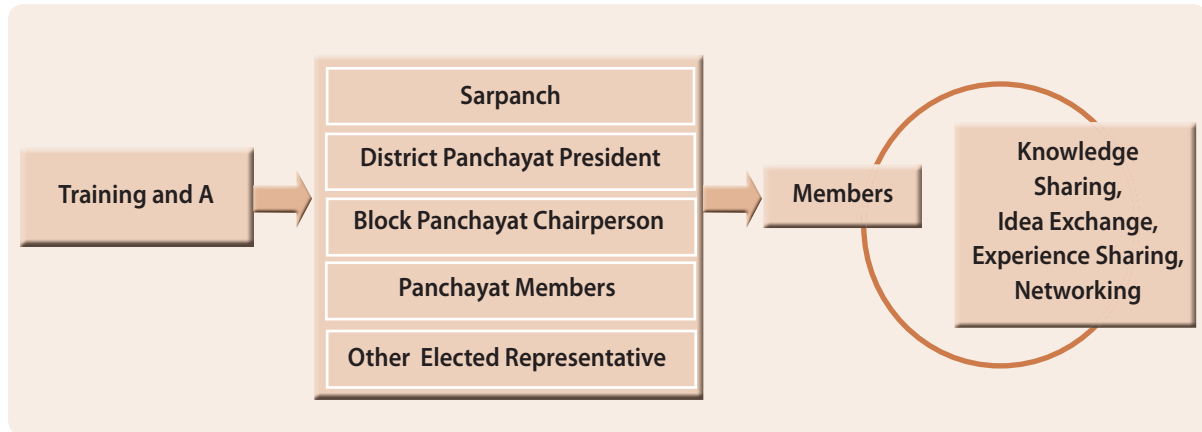
23.5 Peer Network Development Strategy for PRIs

In the context of developing PRIs, the following peer network development strategy is suggested.

23.5.1 Model of a Peer Network

The peer network model is given in Figure 19.

Figure 19: Peer Network Model



As Figure 19 shows, the peer network will be a network of ERs like Sarpanchs, Panchayat Samiti Chairpersons, Zilla Panchayat Presidents, Gram Kachahari Presidents, ward members, Zilla Panchayat members, and Block Panchayat members.

23.5.2 Process of Peer Network Development

Peer networks are proposed to be developed through membership. Formal networks will be established and sessions will be taken by member representatives of the network during the CD 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 each training as per NCBF. 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. Heads 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. Sharing can be done through the following ways:

- Regular meeting at state and district levels.
- Quarterly publication of a newsletter 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 may have an active role in state level decision-making structures where they can act as the voice of ERs.

23.6.3 Funding

Regular funds will be required to make this network sustainable. This fund can be generated in ways like:

Membership fees: The network can charge nominal fees for membership and generate funds.

Subscription to the newsletter: If any state level network is publishing any newsletter then some surplus amount can be generated from its subscription and through advertisements in it.

Government funds: More funds can be generated or channelized from various central or state government schemes, if such permission is granted or provisions are made by the government.

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 Panchayat support functionaries. This is not suggested here as they are already part of a forum where they can meet their counterparts from other sections of the state and exchange views. This opportunity is not there for ERs.

24. KNOWLEDGE MANAGEMENT STRATEGY

24.1 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 knowledge. 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 focuses on the storage and transmission of data and information through computer networks.

24.2 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 significantly for implementing its programmes, IT application for PRI-CB&T has been limited.

Implementing the proposed 10 strategies together is expected to strengthen human networks comprising of:

- Supply chain resources including trainers, mentors, DPNGOs, researchers, M&E professionals, community radio operators, IEC/BCC mobile van operators, convergence strategy, and state PRD officials.
- Team members of nodal institutions including SIRD, ETC, SCSTRTI, other training institutions.
- ERs at various levels through recommended ER peer network development.
- Village communities through DC and other strategies.

The KM strategy thus focuses on an IT driven, real time information exchange among all the stakeholders. To start with, professionals who are a part of the supply chain will use it to a larger extent while its use by ERs will increase with the passage of time.

24.3 Objective of the Strategy

The objective of the KM strategy is to reduce the divide due to information and knowledge among PRI stakeholders by providing universal access to information and knowledge to stakeholders. The KM strategy will interalia:

- 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 not possible otherwise.

24.4 Short Term Limitations of the KM Strategy

With the given differentials and access available to information and knowledge to PRI stakeholders in the state, percolation due to the KM strategy may be uneven in the short term and this may increase the differentials already existing among the stakeholders. Any strategy will take its own time to percolate uniformly across the strata of stakeholders and change most of the time starts with opinion leaders/change agents and then spreads.

The short term increase in the differentials thus is natural and these will decrease with the application of all the 10 strategies together.

24.5 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 19.

- 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 vortal.

The type of information which may be uploaded here includes:

- 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.

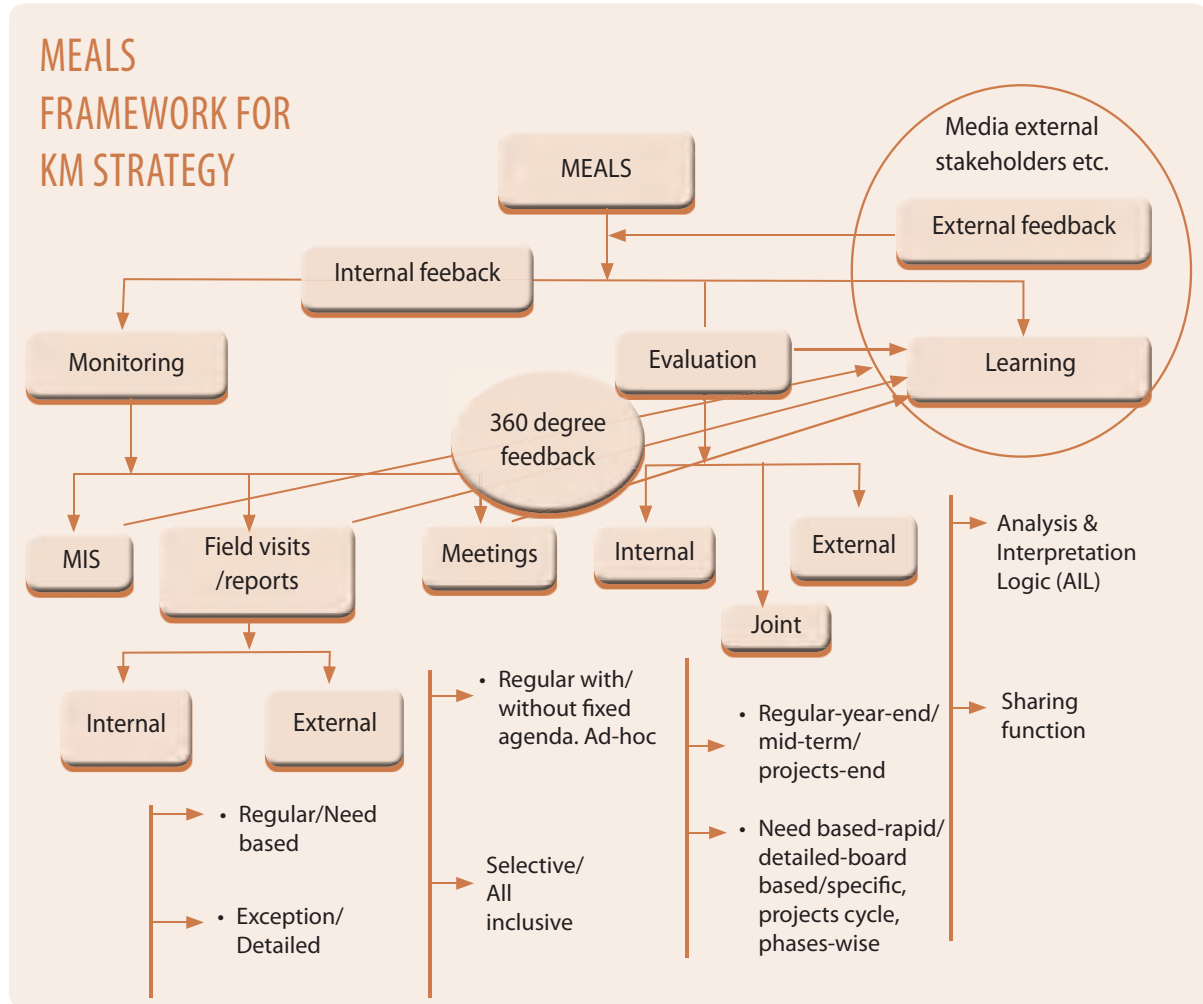
Knowledge depository—This is a powerful feature of the gateway wherein all bits of knowledge are stored for referral by the stakeholders. These may include:

- 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, referral material for all the modules, links of relevant websites.
- Best practices—Next/best practices, learning derived and critical success factors.
- Experiences sharing platform.

24.5.2 Monitoring, Evaluation, and Learning System (MEALS)

Monitoring, evaluation, and learning is a continuum of the M&E function and in practice is often attempted in a suboptimal manner as separate exercises. The strategy visualizes the spectrum with all its components as highlighted in Figure 20.

Figure 21: Monitoring, Evaluation, and Learning System



Detailed M&E systems need to be developed by the state based on the model given in Table 48 as a part of the KM strategy to ensure concurrent learning and feeding into the implementation of PRI-CB&T.

Table 48: 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 - DPNGO reports - Feedback forms 	<ul style="list-style-type: none"> - No. of training - No. of participants in every training - No. of women's training 	<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 ETC 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 (TCD)-DCS 	<ul style="list-style-type: none"> - No. of radios distributed - No. of hours broadcasted per day - No. of programmes in different categories - Inventory size - Listenership in community - Revenue generated in a year 	<ul style="list-style-type: none"> - Radio distribution in community - No. of radios in working condition - Listenership by women in comparison to men - Recall rates of programmes - Participation of SC, ST, women, youth, children, elders - Participation of ERs in CRS, especially women - Utilization by local business persons and SHGs for marketing - Utilization by schools and children - Government department usage frequency 			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 four 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 broadcasted programmes - No. of calls received in response to programmes 	<ul style="list-style-type: none"> - Increased awareness levels among the listeners - Regularization of Gram Sabhas - 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 the 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 the 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 the community regarding PRIs 	<ul style="list-style-type: none"> - Increased participation of all ERs in Panchayat meetings - Increased participation of community in Gram Sabha and Palli 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

Since the KM strategy will be in the public domain the 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, fire walls, protection against breakdowns, and parallel servers.
- Data accessibility—Defining the access domain for all users to access information, access for editing, uploading/posting.

24.6 HR Requirements

An IT/ICT specialist position is planned in SIRD to fine-tune the strategy, develop an appropriate software platform, link all existing connectivity in the state under SWAN, district wide networks, private service providers etc. 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.

24.7 Infrastructure Requirements

The state has implemented the State Wide Area Network (SWAN) with infrastructure in place up to the block level and in some places till the Gram Panchayat level. Infrastructure at the Gram Panchayat level needs to be expanded and strengthened further to have complete coverage and access to the system. Also e-governance has been implemented through Common Service Centres in many parts of the state making a lot of services web enabled.

The minimum infrastructure required to use this system at any level will be a computer and connectivity.

24.8 KM Costs

Capital costs for the KM strategy are given in Table 49.

Table 49: Capital Costs for the KM Strategy and Plan

S. No.	Budget Head	Capital Cost
1	Developing Vortal	20 lakh
2	Developing data bases and first time entry	2 lakh
3	Developing MEALS with all details	5 lakh
4	Total	27 lakh

Recurring costs are estimated for the space and uploading at Rs 5 lakh. The HR costs are estimated in the organization structure costs.

25. RESEARCH STRATEGY

25.1 Current Situation

SIRD has conducted some research in the past. This has been mainly action/operational research. However, SIRD does not have a systematic research strategy, plan, or budget at present.

25.2 Objective of Research

Research in Odisha for PRI-CB&T is aimed at:

- Directing the strategies, policies, programmes, and interventions as per the need and realities of PRIs and their stakeholders.
- Provide provenance of the effectiveness or otherwise of the state PRI-CB&T strategies, policies, programmes, and interventions.
- Make external knowledge applications state specific.

25.3 Strategic Framework

A strategic framework comprising a 3-pronged research approach of action research, operational research, and formative research is outlined in Table 50. The strategic framework differentiates between different types of research needed for PRI-CB&T and assists in allocating financial resources in a top down manner.

Table 50: 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 1-3 members	Medium size teams 4-10 members	Large size teams 10–25 members
Geographical Footprints/Canvass	Micro interventions	Components of PRI-CB&T at the state level	Multi state/country level
Cost Aspects	Incremental costs to ongoing implementation	Costs between 2-10 lakh	Costs beyond 25 lakh

An indicative menu of research, which needs to be carried out in the state is highlighted in Table 51. SIRD needs to detail out the menu, decide priorities, and implement them through suggested outsourcing systems.

Table 51: Indicative Menu for 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.

	Action Research	Operational Research	Formative Research
Social Science	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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.

25.4 HR and Infrastructure for Research

SIRD needs to have one research specialist, details for which are provided in the proposed organization structure. Research in PRI-CB&T is planned to be carried out through outsourcing.

25.5 Research Budget

The first year 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 this should be proposed to MoPR.

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 toward 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 formation of policies, systems, structures, and projects targeted at the CB&T of PRIs in the state.

In the context of CB 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.

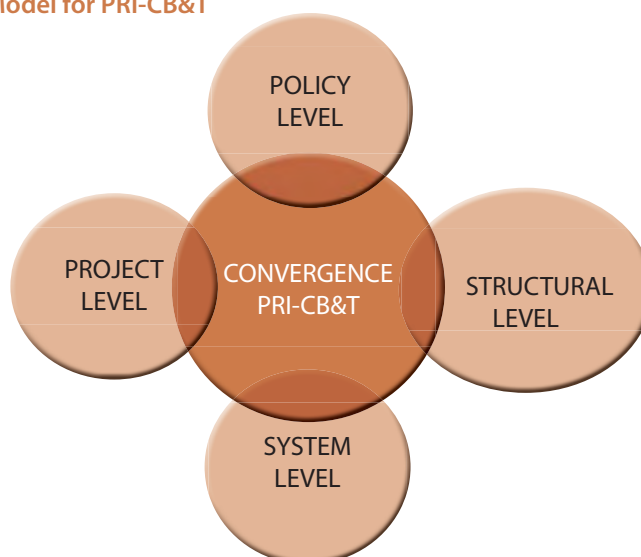
26.1.3 Convergence at Various Levels

- Policy
- Structures
- Systems
- Project

26.1.4 Convergence Model

Figure 21 gives the convergence model for PRI-CB&T

Figure 22: Convergence Model for PRI-CB&T



26.2 Convergence at the Policy Level

26.2.1 Current Status at the Policy Level

Table 52 gives the current status of convergence at the policy level

Table 52: 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 MoPR is assigned separate funds for CB&T by the central government Different ministries prepare standalone training.	<ul style="list-style-type: none"> • PRI members not targeted properly • Non-uniform training approach • Duplicating logistics, infrastructure for training

26.2.2 Proposed Actions for Convergence at the Policy Level

26.2.2.1 Pooled Funding for CB&T

The central government spends around Rs. 75,000 crore on implementation of centrally sponsored schemes (CSS). According to NCBF 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 NCBF's implementation.

This would particularly apply to seven of the eight flagship programmes, which fall within the 29 matters identified in the Eleventh Schedule for devolution of powers from state governments to Panchayats.

The flagship programmes of the government are:

- Bharat Nirman (Creation of infrastructure like roads, electricity, water, telecommunication, and housing)
- MGNREGS—Mahatma Gandhi National Rural Employment Guarantee Scheme
- NRHM—National Rural Health Mission
- ICDS—Integrated Child Development Services
- SSA—Sarva Shiksha Abhiyan
- MDM Programme—Mid-day Meal
- TSC—Total Sanitation Campaign
- NSAP—National Social Assistance Programme
- BRGF—Backward Regions Grant Fund

Thus 1 per cent of public expenditure of these programmes should be allocated as a non-lapsable fund to the states for CB&T.

This recommendation has not been implemented yet and 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

Table 53: 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 CB, community mobilization, and awareness/IEC/BCC Institutes such as ORMAS and SCSTRTI in Odisha have their own CB&T programmes and budgets which are planned without taking into consideration the overall training plan of PRD 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 in account Creation of 'training noise' Training with fragmented understanding of developmental processes by PRI ERs and rural citizens Non-existence or ineffective functioning of constituted village Standing Committees under the state PR Act constituted for the same purpose 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 can be used for convergence at the structural level:

26.3.2.1 Removal/Integration of Parallel Structures:

- To make village level Standing Committees all-inclusive for all GoI/state government programmes and doing away completely with parallel line departmental/mission level structures and systems with suitable modifications in the membership of Standing Committees.
- To integrate both the structures through systemic interventions and linking them with departmental committees functioning under/as sub-committees of PRI Standing Committees.

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 Principal Secretary-PRD playing the role of Member-Secretary. ToR for the committee will be developing a long term strategic plans, detailing/approving yearly operational plans, allocating budgets, and providing effective governance for CB.

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 (form, function, and functionaries) to PRIs, are designing and implementing 'soft' interventions along with their programme implementation. These 'soft' interventions comprise of training and CD, 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 and will include the newly elected 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 the schemes for other beneficiaries.

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

26.4 Convergence at the System Level

26.4.1 Current Status at the System Level

Table 54 gives the current status of convergence at the system level.

Table 54: 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

An annual training plan for CB should be planned by the committee, which includes all the departments' representatives.

26.4.2.2 Common M&E Systems

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 between different departments including:

- An integrated training calendar considering focus areas of all the departments and the CB needs of PRI members.
- Integrated training modules considering focus areas of all the departments and the CB needs of PRI members.
- ToTs by PRD to trainers of other departments.

26.5 Convergence at the Project Level

26.5.1 Current Status at the Project Level

Table 55 gives the current status of convergence at the project level.

Table 55: Current Status of Convergence at the Project Level

Level of Inquiry	Current state	Impact of non-convergence
Project level	<p>Projects as standalone interventions</p> <p>Projects such as TRIPTI in Odisha have their own CB&T programmes and budgets which are planned without taking into consideration PRD's overall training plan</p>	<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 Structural Level

26.5.2.1 Alignment of Project Level CB&T with PRD's State Level CB&T Agenda

There are various projects going on at the state level, which have their own component for CB and training and their own strategies which coincide with PRD's CB&T agenda. Some examples of projects are the UNDP-CDLG project, ORMAS, and the World Bank funded TRIPTI.

Benefits

- Unified approach to CB&T among all key projects delivering CB&T.
- Cost effectiveness in CB&T delivery.
- Common/integrated use of delivery channels and infrastructure (trainers, CSOs, and training infrastructure of various departments).

26.6 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 for coordinating the convergence processes.

27. SYSTEMS REQUIREMENTS FOR PRI-CB&T FOR ODISHA

While the state PRD, SIRD, and ETCs have their own systems defined as per the Government of Odisha's protocol, this section aims at providing an overview of how much detailed and comprehensive each system needs to be so as to lead to efficient functioning.

Developing detailed systems is an exhaustive task and is not a part of this study. However, we provide an outline of the analysis of the existing system and the needs and key contents required in this chapter (Table 56).

Table 56: PRI-CB&T Systems: Current Scenario and Needs

S. No.	Systems	Current Situation	Need for the System	Key Contents of System Manual/ Protocol/Guideline
1	Training Need Assessment	TNA carried out at present but not scientifically. Ad hoc feedback and perceptions of trainers and training designers is utilized to develop training modules.	While some areas of one's ignorance may be known by ERs, some may not be known. The training thus needs to be identified based on field studies as well as detailed duty/task lists (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 requirements.
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 module development, which varies. Training modules are the same for all ERs.	A training module gets delivered many times with overall s large coverage of participants. The participants have wide differentials among them in terms of literacy, power, gender, and contextual knowledge. Training modules are different for significantly different participants.	<ul style="list-style-type: none"> • Principles of module design (entry and 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 time spans to learning points. • Developing methodology mix (structured classroom sessions, experiential learning tools— games, role plays, films, case studies, experience sharing sessions, panel discussions, and exposure visits). • Deciding the training environment (physical, training equipment). • Developing learning aids and handouts, identifying reference material/resources. • Identifying trainers /facilitators' qualities. • Developing trainers' manual. • Developing participants' manual.

S. No.	Systems	Current Situation	Need for the System	Key Contents of System Manual/ Protocol/Guideline
3	Training Documentation, Evaluation and Reporting	Currently training reports are generated by DPNGOs and trainers and submitted in physical form to SIRI. The qualitative aspects of training outcomes are not captured as there is no pre or post tests. Participants' evaluation of training is scanty. It is difficult to modify module designs based on field feedback and test the efficacy of training.	With increased number of training as planned for 100 per cent qualitative and quantitative coverage (as per NCBF) of PRIs needs: <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 systems/protocols to implement.	On the job training is different from structured in immersion training. The interventions are more dynamic and skills based and occur in work situations. The role of external resource 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.
6	Exposure Visits Reporting and Evaluation	Very few exposure visits are planned presently, more as an exception rather than a rule. No evaluation of the documentation system exists for exposure visits.	Adults learn based on experiences rather than dry knowledge inputs in structured classroom situations. A demonstration 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. • Identification of 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.
7	Mentors Identification, Selection, Training And Evaluation System	At present trainers are selected for structured classroom training based on predetermined criteria, 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 of a trainer. The state will need to develop a cadre of mentors and identify, select, develop, and monitor mentors 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.
8	Convergence Guidelines	The state does not have a systematic convergence strategy at present, which is proposed.	Convergence is contributory partnership formation for mutual gains. PRD needs to develop convergence guidelines to integrate with ongoing soft interventions (CB&T, community mobilization, IEC/BCC) of other line departments.	<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, SSA, disaster mitigation, e-governance, other relevant projects). Coordination and communication arrangements (structures and systems) for convergence.

S. No.	Systems	Current Situation	Need for the System	Key Contents of System Manual/ Protocol/Guideline
9	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 the 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 into ongoing PRI-CB&T interventions. • Guidelines for qualitative research. • Guidelines for quantitative research. • Ethical guidelines for research.
10	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. Resource provision of DPNGOS and trainers is done based on availability of resources. The planning is done manually at present and requires re-planning, which is time and effort consuming.	The state needs to develop tailor-made application software for optimizing need based and resources 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 body incorporate-wise (GP/BP/DP) ERs at various levels, with functional literacy data, gender etc. and estimate the number of batches (based on NCBF time limits of trainings, optimal batch size, yearly calendar with list of holidays/Sundays etc) and allocate training, estimate numbers of trainers required etc.
11	Data Base Management System	Tremendous amount of data is needed for PRI-CB&T, all of which is available but it is not available when needed at one place. There is no IT application for database management at present for PRI-CB&T.	Usage of appropriate information will make PRI-CB&T sharper and result oriented. SIRD 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, and education. – Master data for trainers/mentors— name, address, education, training conducted, and assessments. – Master data for DPNGOs—name, address, officials, type of intervention contracted for, and contract performance. – Training database—calendar, coverage, place, etc. – SIRD/ETC database— administration, faculty, HR, etc. – Research database. – Experiential tools inventory database. – Training modules, manuals. – Training reporting, documentation, and evaluation database.
12	Management Information System	There are some formats designed for reporting on various ongoing interventions. All those concerned, report these manually. 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 MIS should be IT driven to enable need based retrieval and macro analysis.

S. No.	Systems	Current Situation	Need for the System	Key Contents of System Manual/ Protocol/Guideline
13	Procurement System	The state has defined systems for DPNGOs, trainers, etc. but will need well-defined guides for involving a 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 timely and transparent procurement of a variety of resources required by SIRD.	<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, and marking system. • Bidding formats and instructions. • Bid documents preparation. • Bid meeting conduction.
14	Contract Management System	The state has defined systems for contracting DPNGOs, trainers, etc. but will need well-defined guides for contracting a variety of resources proposed.	PRI-CB&T will require working with civil society organizations. Various partnerships, PPPs, and various types of contracts may be the menu of options required. Fair contracting practices and systems will be needed to ensure adequate resources as needed.	<ul style="list-style-type: none"> • Types of contracts (lump sum, at actual, varying price/quantity, call down contracts, retainer ships etc). • Payment terms—milestone based, time based, mixed. • Standard conditions of contracts. • General conditions of contracts.
15	HR Systems	The SIRD staff works under government rules and regulations and HR systems. Significant faculties and support staff 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 make SIRD autonomous to ensure institutionalization of a collegial climate and required functional autonomy with governance and oversight management by the state PRD. Proposed SIRD 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—CB&T of capacity builders of PRIs. • Personnel administration rules and regulations.

The state PRD may identify systems, which do not exist at present and develop and incorporate them, while existing systems may be revisited to explore requirements for modifications to make them as comprehensive and precise as per the sample provided in this Report.

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 and printing costs can range from Rs 500–Rs 1,000 per manual copy.

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 on the respective systems through practical examples and case studies.

28. IMPLEMENTATION TIMEFRAME AND BUDGET

PRI-CB&T for Odisha is a Herculean task:

- 6,578 Panchayats.
- 1 lakh + ERs to be trained.
- 1.38 lakh support functionaries to be trained.
- 32,244 total training batches for ERs and support functionaries.
- Village level provision of 96 sessions for holistic development of ERs.
- Village level provision of 25 sessions for computer training to ERs.
- 550+ batches of trainers, resource people, and facilitators to be trained.
- Three new ETCs to be established and 3 existing ones to be upgraded.
- 314 CSO partners to be engaged.
- 1,256 resource people to be developed.
- 314 mentors to be developed.
- 6,234 village volunteers to be developed.
- 20 CRS to be established.
- 9 mobile vans to be made operational.
- 10 folk performance teams to be made operational.
- 18 training manuals to be designed.
- 15 systems manuals to be designed.

28.1 Budget

This will also mean a quantum leap in the budget and spending by the state PRD on PRI-CB&T. SIRD's current spending on CB&T is to the tune of about 30 crore (including BRGF and NREGS CB&T funds). This will be up scaled almost eight times to Rs 245 crore. The overall budget summary for implementing various strategies and infrastructure development/ upgradation suggested in this Report is given in Table 57.

Table 57: Overall Budget Summary

Training	Cost (Rs)
Foundation Course	33,49,39,376
Basic Functional Course	25,63,74,628
Sectorally Focused Training	50,97,08,964
Computer Training	9,35,10,000
Holistic Development Training	29,92,32,000

Training	Cost (Rs)
PEO Training for Engagement Process Strategy	4,43,78,477
Strategy Induction Training for Implementers	3,78,000
Exposure Visits for ERs	2,30,23,000
ZP Standing Committee Training on SC Functioning	11,08,800
PS Standing Committee Training on SC Functioning	1,21,52,302
GP Standing Committee Training on SC Functioning	24,12,65,774
Gender Budgeting Training	7,86,69,689
Participatory Planning Training	10,66,41,602
Sird Staff Training	39,60,000
Etc Staff Training	48,00,000
Village Volunteer Training	2,15,64,972
Mentors Training	16,66,240
Block Level Resource Persons Training	7,53,60,000
Total	2,10,87,33,825

The detailed break up for each of the cost components is provided in the respective sections.

28.2 Implementation Timeframe

A broad implementation timeframe is outlined below.

28.2.1 Immediate

(0–6 months)

- Fine-tune all strategies and budgets suggested in this Report.
 - Identify and allocate land for establishing three new ETCs.
 - Advertise for all SIRD and ETC teams.
 - Shortlist, interview, and select team members for institutions.
 - Contract selected teams.
 - Train selected teams.
- 7 Establish training repository/vortal.
- Compile data of training activities by other departments/schemes/programmes.
 - Establish a CB&T Convergence Committee and work out a convergence plan.
 - Identify and select training resource persons.
 - Contract selected resource persons.
 - Train resource persons.

Short Term

(6 months to 1.5 years)

- Renovate the three existing ETCs as envisaged.
- Renovate SIRD as per envisaged infrastructure and institutional requirements.
- Develop and detail out of all suggested systems.
- Advertise for more DPNGOs and CSO partners for various strategies.
- Scrutinize the applications.
- Select and sign MoUs with selected CSO partners.
- Induction training of team members of CSO partners.
- Implement strategy for ‘empowering engagement process between PEO and ERs’.
- Implement the on the job training strategy.
- Implement the role model development strategy.

Medium Term

(1.5 to 3 years)

- Construct three new ETCs.
- Establish mobile vans for training and communication.
- Establish community radio stations.
- Implement mass media campaigns.
- Implement the holistic development strategy for EWRs.
- Implement 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.

ANNEXURE 1

LIST OF OMITTED DETAILS

The following are the details not included in this abridged version of the Report, which are included in the detailed Report submitted to the state. Appropriate sections and summary tables have been added in order to maintain the completeness of this Report.

- Annexures:
 - Terms of Reference
 - CA process steps
 - Work plan submitted to the state
 - Expectations from state
 - Indicative secondary data required for CA and strategic planning of PRI-CB&T
 - Presentation made to the Secretary at the end of the field visit
 - Training specifications as per NCBF
 - Relevant sections of Panchayat Samiti Act, Zila Parishad Act
 - Draft MoU between PRD and CSO for setting up CRS
 - Coverage of on the job training
 - Case study of Radio Namaskar: CRS in Orissa
- Detailed table of job descriptions and job specifications of the SIRD proposed team
- Detailed table of job descriptions and job specifications of the ETC proposed team
- SIRD infrastructure detailing and costing
- ETC infrastructure detailing and costing
- Detailed training plan tables training and PRI-wise
- Detailed overall training load table for Orissa – this has been shortened
- Detailed work plan sheet
- Outsourcing system

ANNEXURE 2:

LIST OF DOCUMENTS REFERRED TO FOR THE PRI-CA & CDS EXERCISE: ODISHA

List of Documents Referred to during the Desk Research

List of Documents Referred during Research (Hard Copy)		
No.	Name of Document	Source
	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 During Research (Soft Copy)		
No.	Name of Document Referred	Source
1	Draft Model Panchayat and Gram Swaraj Act	Ministry of Panchayati Raj website
2	Odisha Gram Panchayat Act, 1964	Odisha PRD website
3	Odisha Panchayat Samiti Act, 1999	Odisha PRD website
4	Odisha Zilla Parishad Act, 1994	Odisha PRD website
5	Odisha Grama Panchayat(Amendment) Rules, 2002	Odisha PRD website
6	Odisha Panchayat Samiti (Conduct Of Business) Rules, 1969	Odisha PRD website
7	Odisha Panchayat Samiti (Constitution of Standing Committee) Rules, 2002	Odisha PRD website
8	Odisha Zilla Parishad Rules, 2001	Odisha PRD website
9	Odisha Zilla Parishad (Constitution of Standing Committees) Rules, 2000	Odisha PRD website
10	DoWR Resolution: Scheme for Pani Panchayats	GoO Department of Water Resources website
11	DoWR Resolution: Empowering PP to levy, collect fee and water tax and retain the same with them for operation and maintenance of Minor Irrigation Projects under the OCTMP with WB assistance	GoO Department of Water Resources website
12	Odisha Activity Mapping PRIs	Odisha PRD website
13	New NGOs Partner Mapping	Odisha PRD website
14	Strengthening of State Support Institutions in Focus States: Capacity Assessment Report	MoPR website
15	Status of Training programmes for the year 2009-2010	SIRD website
16	Status Report of SIRD	Odisha SIRD website
17	Status of SIRD (power point presentation)	
18	Annual Report of Rural Development Department 2008-09	Odisha RDD website
19	Annual Report of Panchayati Raj Department 2007-08	Odisha PRD Website
20	Odisha Human Development Report 2004	Odisha P & C Dept. Website
21	Scheduled Caste and Scheduled Tribes Research and Training Institute	Odisha SC ST Dept. Website
22	SIRD Archives	Odisha SIRD website

Documents Referred During Research (Soft Copy)		
No.	Name of Document Referred	Source
	Documents Related to Demographic Profile	Census website
23	BPL census 2002	
24	Demographic Profile of India	
25	Literacy Rates by sex	
26	SC/ST literacy rates for Odisha	
27	Odisha Household Census 2001	
28	SC ST population for India	
29	Rural Urban population distribution	
	Documents	Planning Commission Website
30	Development Indicators for the Nation	
31	Life Expectancy at Birth	
32	Percentage of Population below poverty Line	
33	State wise sex ratio	
34	Literacy rates by sex	
35	Maternal Mortality Rates state wise	
36	Review of Implementation of Flagship Programmes in Odisha	
37	Quick Evaluation Study of RLTA in KBK Districts of Odisha	

Name of Documents Received		Source
1.	Perspective Plan for capacity Development of 3-tier PRIs under NCBF(BRGF) Odisha – October 2009-October 2010 (hard copy)	SIRD
2.	Ready to Soar High – HRD for the PRIs – October 2009- September 2010 (hard copy)	SIRD
3.	ORSAC (hard copy)	ORSAC
4.	ORMAS (hard copy)	ORMAS
5.	ORMAS Impact Assessment Report (hard copy)	ORMAS
6.	District wise list of PRIs (soft copy)	UNDP-CDLG Team
7.	State NRHM PIP(soft copy)	UNDP- CDLG Team
8.	Complete CB-PRI Worksheet (soft copy)	UNDP- CDLG Team
9.	Status of Training Programmes Conducted for the Year 2009-2010 (soft copy)	UNDP-CDLG Team
10.	Faculties of SIRD Odisha (soft copy)	UNDP-CDLG Team
11.	Status Report of SIRD (soft copy)	UNDP-CDLG Team
12.	Reference Books and Trainers' Manuals (English hard copy) <ul style="list-style-type: none"> - Rule, Role and Responsibility - Transparency and accountability - Rural Development Schemes in PRD - Social Welfare and other line dept. Schemes - Financial Accounting and management 	SIRD
13.	Direct trainer's Skill (English hard copy)	SIRD
14.	Details of Training Achievement by the ETC, Bhubaneswar during 2009-2010	ETC Bhubaneswar

ANNEXURE 3

LIST OF INSTITUTIONS VISITED AND PEOPLE MET

Meetings

Government of Odisha Officials

- Panchayati Raj and Rural Development Dept. Secretary – Mr. S.N. Tripathi, IAS
- State Project Officer – Mr. Mainak Sarkar
- State Convergence Facilitator – Mr. Arish Syed

Middle level Training Centre Faculty

- Ms. Priyamwada
- Ms. Sanjukta Majhi
- IT Specialist, PRD – Mr. S. K. Samal
- NRHM Director – Dr. Pramod Meherda, IAS, State Institute of Rural Development, Bhubaneswar
- SIRD Director – Mr. S. K. Lohani
- SIRD Dy. Director – Mr. S.K. Dash
 - SIRD Team
 - Ms. Amita Patra
 - Mr. Santosh Patra
 - Mr. Prasanna Nayak
 - Mr. Manoranjan Pattnaik
 - Mr. Subrat Mishra
 - Mr. Kunjabihari Pradhan

UNDP CDLG Team

- Dr. Jaya Bharti
- Mr. Santosh Patra
- Mr. Shibabrata Kar
- SC and ST Research and Training Institute (SCSTRTI) Director – Prof. (Dr) A.B. Ota, IAS
- ORMAS Director – Mr B.N. Das
- ORSAC - In-Charge, GRAMSAT – Mr Sudeep Singh Samant

- Extension Training Centre (ETC) Instructor – Mr. Prasanna Naik
- TRIPTI Additional Project Director – Mr. Sahoo
- Community Radio – Radio Namaskar – Mr. Nasim Ansari

Field Visit– Keonjhar

- District Collector, Keonjhar– Ms Debjani Chakrabarti
- Narhari Sethi – BDO, Keonjhar
- Salkham Soran – DPO
- ETC Principal –cum- APD, DRDA – Shrimati Susmarani

NGO Meetings

- Bijoykumar Kar, Co- ordinator, NGO – Vikash
- Gopalananda Ojha, Member – Secretary – India Development Project
- Shrimati Susmarani – Principal cum APD
- Panamari Marandi – Digpori Sarpanch
- Dabjam Chakrbarty – Collector, Keonjhar

Gram Panchayat– Dhanurjayapur

- Kirani Naik, ST, sarpanch
- Draupadi Sarder, ST, naib Sarpanch
- Kumbhakarna Naik, ST, Ward member
- Narahari Naik, ST, Ward Member
- Baidyanath Barik, ST, Ward Member
- Biswanath Naik, ST, Ward Member
- Jamadar Muda, PEO

Gram Panchayat– Asanpat

- Arajun Charan Naik, Sarpanch
- Japan Naik, GRS
- Banamali Naik, Ward Member
- Paikaraya munda, Ward Member
- Nityananda Naik, Ward Member

- Mina Naik, Ward Member
- Prema lata Behera, Ward Member

Gram Panchayat – Digposi

Panamani Marandi – Sarpanch

Consultations

Elected Representatives

No.	Name	Position
1	Narayan Kabi	Sarpanch
2	Basanta Kumar Rout	Ward member
3	Kanchanbala Das	ZP Member
4	Mamagobindasen	PS Member
5	Berudkar Biswal	Sarpanch
6	Baba Bora	PS Member
7	Rabinarayan Singh	Sarpanch
8	Judhisthira Behera	Sarpanch
9	Krishna Mohanty	Sarpanch
10	Susanta Mallick	Sarpanch
11	Sashiprabha Sahro	Naib Sarpanch
12	Saraswati Sahro	Sarpanch
13	Kishore Chandra Sahoo	Ward Member
14	Ananta Malek	
15	Manamohan Das	
16	Bana Bihar Samal	

District Partner NGOs

No.	Name	Organization
1	Soudamini Rath	Jeevandhara
2	Binapani Mishra	SWAD
3	Sandhyarani Das	BISWA
5	Laxmibhan Nayah	PIPAR
6	Rajendra Prasad Gouda	Apex Guideline
7	Subash Chandra Dash	VARSA
8	Jiban Kruahna Beher	SODA
9	Manorama Rowt	JBSS
10	Pramila Mohapatra	CART
	Pramod Das	OPDSC
11	Lalitkumar Nanda	ASRA
12	Sitakant Swain	Adarsha Shishu Mandir

No.	Name	Organization
13	Sk Abdul Safique	Lok Vikas
14	Shashidhar Mallick	SOPORTE
15	Shishina Kumar Mish	SWAD
16	Satyajit Kar	VIKASH
18	Sudipta Rath	LAMP
19	Umakanth Swain	ASRA
20	Dr Biswananth Mahepur	BISWA

Resource Persons

No.	Name
1	Lali Rath
2	Manjula Acharya
3	Rina Pariya
4	Krushida Begarn
5	Premani Nayak
6	Lopamudra Bal
7	Padme Dash
8	Subrat kumar panigrahi
9	Goutam Khati
10	Bhagahan Mohapatra
11	Raghwnath Pati
12	Sitakanta dash
13	Nirupama Mohanty
14	Swadas R Satepatai

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:

- 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:
 - 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.
 - The CRS to be operated by it should be designed to serve a specific well-defined local community.
 - It should have an ownership and management structure that is reflective of the community that the CRS seeks to serve.
 - Programmes for broadcast should be relevant to the educational, developmental, social and cultural needs of the community.
 - 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).
 - The following shall not be eligible to run a CRS:
 - Individuals;
 - Political parties and their affiliate organizations (including students, women, trade unions and such other wings affiliated to these parties).
 - Organizations operating with a motive to earn profit;
 - Organizations expressly banned by the Union and State Governments.
- The Grant of Permission Agreement is valid for 5 years and is non-transferable.
- An applicant or organization will not be granted more than one permission agreement at one or more places.
- Regarding content regulation and monitoring:
 - 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.
 - At least 50% of content shall be generated with the participation of the local community, for which the station has been set up.

- Programmes should preferably be in the local language and dialect(s).
- The Permission Holder shall have to adhere to the provisions of the Programme and Advertising Code as prescribed for All India Radio.
- The Permission Holder shall preserve all programmes broadcast by the CRS for three months from the date of broadcast.
- The Permission Holder shall not broadcast any programmes, which relate to news and current affairs and are otherwise political in nature.
- The Permission Holder shall ensure that nothing is included in the programmes broadcast which:
 - Offends against good taste or decency;
 - Contains criticism of friendly countries;
 - 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;
 - Contains anything obscene, defamatory, deliberate, false and suggestive innuendoes and half truths;
 - Is likely to encourage or incite violence or contains anything against maintenance of law and order or which promote anti-national attitudes;
 - Contains anything amounting to contempt of court or anything affecting the integrity of the nation;
 - Contains aspersions against the dignity of the President/Vice-President or the judiciary;
 - Criticises, maligns or slanders any individual in person or certain groups, segments of social, public and moral life of the country;
 - Encourages superstition or blind belief;
 - Denigrates women;
 - Denigrates children;
 - 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.
- The Permission Holder shall ensure that due care is taken with respect to religious programmes with a view to avoid:
 - Exploitation of religious susceptibilities; and
 - Committing offence to the religious views and beliefs of those belonging to a particular religion or religious denomination.

- Transmission of sponsored programmes is prohibited except those sponsored by the Central and state government and other organizations broadcasting public interest information.
- Transmission of local events and business, advertisements is allowed for only 5 minutes per 1 hour of broadcasting.
- 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.
- 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 DISTRIBUTION TABLE

Name of district	Total population	Total rural popn= R	Total popn density = n	No. of blocks	No. of GPs = G	No. of CRS proposed = N	GPs in the blocks	Target popn#	CRS popn##	% of target covered	% of total district popn
Angul	11,39,341	9,81,000	179	8	209	3	92	2,81,627	56,206	20	5
Mayurbhanj	22,21,782	20,66,000	213	26	382	5	68	5,40,838	66,882	12	3
Keonjhar	15,61,521	13,49,000	161	13	286	3	61	2,83,007	50,554	18	3
Sundargarh	18,29,412	12,01,000	188	17	262	4	59	3,66,718	59,032	16	3
Gajapati	5,18,448	4,65,000	120	7	129	2	53	1,44,186	37,680	26	7
Ganjam	31,36,937	25,99,000	385	22	475	4	95	4,37,726	1,20,890	28	4
Rayagada	8,23,019	7,08,000	116	11	171	3	45	2,48,421	36,424	15	4
Kandhamal	5,46,281	6,04,000	81	12	153	3	33	2,36,863	25,434	11	5
Malkangiri	4,80,232	4,45,000	83	7	108	3	54	2,47,222	26,062	11	5
Kalahandi	13,34,372	12,34,000	169	13	286	4	60	3,45,175	53,066	15	4
Deogarh	2,74,095	2,54,000	93	3	60	2	44	1,69,333	29,202	17	11
Nuapada	5,30,524	5,00,000	138	5	109	2	49	1,83,486	43,332	24	8
Koraput	11,77,954	9,80,000	141	14	226	4	81	3,46,903	44,274	13	4
Sambalpur	9,28,889	6,75,000	122	9	148	3	52	2,73,649	38,308	14	4
Naurangpur	10,18,171	9,59,000	192	10	169	3	60	3,40,473	60,288	18	6
Balasore	20,23,056	18,03,000	546	12	289	2	54	2,49,550	1,71,444	69	8
TOTAL	1,95,44,034	1,68,23,000	N.A.	189	3,462	50	960	46,95,177	9,19,078	N.A.	N.A.
AVERAGE	12,21,502	10,51,438	183	12	216	3	60	2,93,449	57,442	20	5

#Assumptions

There are on an average of 20 Gram Panchayats to each block

G = Total no. of Gram Panchayats in each district

R = Total rural population in each district

N = No. of blocks where CRS is proposed

R/G = Approximate population of each Gram Panchayat

Therefore, approximate population in CRS = R/G*20*N

##Assumptions

The formula utilized for calculating the population coverage is: $\pi * r^2 * n$

$\pi = 3.14$

r = 10km = radio station coverage

n = district population density

CRS population coverage = $\pi * 100 * n = 314 * n$

ANNEXURE 6

EQUIPMENT COSTS FOR ONE COMMUNITY RADIO STATION

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)	40m	
1 KVA online uninterrupted power supply system (UPS) with maintenance free batteries for 30 min. backup	1	
30m pole/guyed mast	1	
Studio equipment		
Analog transmission cum recording stereo console	1	7,00,000
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 stand (condenser type)	2	
Uni-directional microphone (condenser type)	2	
Semi-professional stereo cassette player and recorder	1	
On air lamp with relay	1	
Misc. cable 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	140,000
Printer (with scanning and photocopying facility) in the office room	1	7,000
Wi-fi router for office room	1	3,000
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

Equipment Costs for one Community Radio Station*		
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% of the total target households in the 16 districts covered by CRS	94,300	23,57,500

ANNEXURE 7

CRS PHYSICAL INFRASTRUCTURE COSTS

Infrastructure Costs				
Facility	Description	Unit	Approximate area in sq ft)	
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 a R&D person with computer, fans, lights, etc.	1	150	1,50,000
Waiting/meeting room	Capacity for 10–15 people, seating arrangements, white board, tables, lights, fans, etc.	1	300	3,00,000
Store room	Capacity to store musical instruments, electrical and electronic equipment, 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
Wash room	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 per cent of the total area	1	128.5	1,28,500
Total carpet area			1,166.5	11,66,500
Total land requirement (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
Other associated costs				
Boundary wall and gate	Boundary wall surrounding the entire premises and a main gate			50,000
Open space development	Ground levelling, developing a garden etc. (approximately 1 per cent of the total construction cost)			11,665
Water storage tanks	Underground tank for water storage (approximately 2 per cent of the total construction cost)			23,330
Electric wiring for entire premises	Approximately 1 per cent of the total construction cost			11,665
Termite treatment	Approximately 0.5 per cent of the total construction cost			5,832.5
Water proofing treatment				5,832.5
Paint	Approximately 2 per cent of the total construction cost			23,330

Infrastructure Costs			
Facility	Description	Unit	Approximate area in sq ft)
Water pipeline network for entire premise	Water pipeline from nearest main line and extended till the building(approximately 0.5 per cent of the 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 per cent of the total construction cost)		5,832.5
Total of associated cost			93,320
Construction cost			11,66,550
Total construction cost			12,59,870

ANNEXURE 8

CRS HUMAN RESOURCE COSTS

Positions	Monthly Remuneration (Rs)	Units	Total Monthly Remuneration (Rs)	Total Annual Remuneration (Rs)
Overall in- charge	12,000	1	12,000	1,44,000
Broadcaster	8,000	1	8,000	96,000
Program staff	4,000	2	8,000	96,000
Accountant	6,000	1	6,000	72,000
Community Volunteers				
Total cost			34,000	4,08,000

ANNEXURE 9

CRS RECURRING COSTS

Fixed Recurring Costs			
Head	Description	Monthly Costs (Rs)	Annual Costs (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 equipments	1,200	14,400
Infrastructure Maintenance	Will include any repairs, replacements, additional procurement, for furniture, civil works etc.	1,000	12,000
Stationery and 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 cost	Petrol allowance for two wheelers for program staff and for the other staff	2,000	24,000
Housekeeping	Contract for complete housekeeping function for the entire premises	500	6,000
Newspapers and magazines	Daily newspapers and relevant magazines	300	3,600
Postage and 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 cost	Honorarium given to the performers from community (considering payment of Rs 100 per participant per day from community)	4,000	48,000
Total Human Resource cost	Salaries of the staff	34,000	4,08,000
Total Fixed Recurring Costs		53,500	6,42,000

ANNEXURE 10

CRS PROGRAMME MIX/REVENUE MODEL

Programmes	Estimated time/day(min.)			Charges (in Rs)	Revenue/day (in Rs)			Revenue pa (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 and 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 11

MOBILE VAN RECURRING COSTS

Recurring costs for mobile van				
Item	Description	Monthly cost (Rs)	Yearly cost (Rs)	Total cost for 9 mobile vans (Rs)
Rental Costs	Renting the mobile van with full equipment	80,000	9,60,000	86,40,000
Petrol cost	Considering 50 km of travel by a van everyday and diesel price Rs 38 per litre, the mileage 8 km/litre	5,320	63,840	5,74,560
Lodging and boarding	Rs 200 per day per person for total 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 12

MOBILE VAN HUMAN RESOURCE COSTS

Human Resource cost for Mobile Van					
Position	Monthly remuneration (Rs)	Unit	Total monthly remuneration (Rs)	Total yearly remuneration (Rs)	Total cost for 9 Mobile vans (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 13

IEC PLAN

Production cost of IEC material				
Item	Description	Cost per unit (Rs)	Unit	Total Cost (Rs)
Movies	Short movies of 5 minutes duration in the local language covering various aspects of Panchayati Raj	80,000	20	16,00,000
Audios	Songs, jingles, dramas about various aspects of Panchayati Raj	20,000	40	8,00,000
Flipcharts	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	1,75,000	35,000
Wall painting	Wall painting related to various aspects of Panchayati Raj in each Gram Panchayat of size 5'4 feet	300	3,500	10,50,000
Total cost		1,00,600.2		59,35,000

TRAINING REPOSITORY FOR PANCHAYATI RAJ

Capacity Development for Local Governance

<http://www.pri-resources.in>

The screenshot shows the website's header with the Government of India logo and the UNDP logo. The main title is "Training Repository for Panchayati Raj" with the subtitle "Capacity Development for Local Governance". A navigation menu includes Home, Resource Material, Resource Persons, Resource Organisations, Training Courses, Useful Links, UNDP, and MoPR. Below the menu is a banner featuring a photograph of women in a meeting and a CDLG Project illustration. A search bar with a "Go" button is present. Two columns of content are shown: "Highlights" with two bullet points about regional workshops and a reference guide, and "Top Readings" with two bullet points about training modules and manuals.

Training Repository for Panchayati Raj
Capacity Development for Local Governance

Home Resource Material Resource Persons Resource Organisations Training Courses Useful Links UNDP MoPR

Participate Sign in Hindi Version

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

Search Go

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.