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RAJASTHAN

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

**for Strengthening Panchayati Raj Institutions
in Rajasthan**



**Ministry of Panchayati Raj
Government of India**

2012

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ABOUT THE REPORT

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

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

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

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

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MESSAGE

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

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



**ADDL CHIEF SECRETARY TO GOVERNMENT
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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 Rajasthan 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 Rajasthan, 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 NIRD and KILA team for their contribution in this endeavor.

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

(C.S.Rajan)

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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.

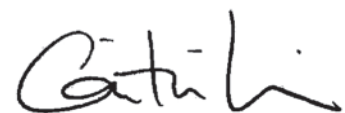
This calls for having a capacity development strategy for the state as a whole that is based on a capacity assessment taking into account institutional strengths and challenges of all the stakeholders in the state. While trainings needs assessments are ingrained in the training systems, a holistic capacity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

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

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

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



Caitlin Wiesen
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Contents

Acknowledgements	xv
Executive Summary	1
1. Introduction	4
A. Background of the Capacity Assessment Exercise	4
B. Capacity Development Vision	9
C. Terms of Reference (ToR)	9
2. Methodology of the Capacity Assessment Exercise	10
A. Limitations of the CA Exercise	12
3. Local Governance in Rajasthan	13
A. Brief History	13
B. Panchayati Raj in Rajasthan after the 73rd Amendment	13
C. Organizational Structure and Role of PRIs	14
D. Status of Decentralization Processes in Rajasthan	16
E. Activity Mapping	16
4. Major Capacity issues of PRIs in Rajasthan	18
A. Stakeholder Discussions	18
B. Review of Key Secondary Sources	18
5. Present Capacity Building Efforts for PRIs in Rajasthan	21
A. IGPR&GVS (SIRD Rajasthan, Jaipur)	21
B. HCM—RIPA (Harish Chandra Mathur Rajasthan Institute of Public Administration - ATI)	31
C. Institute of Development Studies	33
D. Directorate of Watershed Development and Soil Conservation (DWD&SC)	37
E. Departmental Training Institutes	39
F. NGOs	44
6. Major Gaps in CB&T for PRIs in Rajasthan	51
A. Gaps Identified Through Stakeholder Discussions and Field Visits	51
B. Gaps Identified through the Literature Review	54
7. Assessment of the Current Capacity Building Situation	57
8. Support Systems available for CB&T in Rajasthan	59
A. Existing Institutional Arrangements for CB&T	59
B. Capacity Assessment of Key Institutional Support Systems	62
9. Suggested Capacity Development Response Strategies	66
A. Key CD Response	67

B. Major Components of the CD Strategy	68
C. Capacity Building and Training Spectrum	72
10. Indicative Suggestions for Effective CB&T for Implementing NCBF	74
A. Human Resources in SIRD	74
B. Funding Sources	74
C. Training Programmes	74
D. Training Material	75
E. Master Trainers/Resource Persons	75
F. Training Delivery	75
G. Research and Policy Advocacy	76
H. Training Mode/Strategy	76
I. Convergence Plan for Training	77
11. Social Inclusion Plan for PRI-CB&T	81
A. NCBF's Social Inclusion Framework	81
B. Suggested Social Inclusion Plan in CB&T Efforts in Rajasthan	82
12. Strategic Partnerships for PRI-CB&T	85
A. Towards a Partnership Approach for PRI-CB&T	86
B. Strategies for Effective Partnerships for CB&T	87
C. Opportunities for Programme Convergence and Strategic Partnership for CB&T	87
D. Possible Fund Sources for CB&T	89
E. District Level Capacities: Random Analysis	89
F. Towards Holistic Capacity Building	91
13. Suggestions for Immediate Next Steps	93
A. Reorganization of SIRD	93
B. Strengthening ETCs	93
C. District Level Institutional Networks for Training	94
D. Engaging Key Training Institutions	94
E. Overcoming the Technology Gap	94
F. Forming/strengthening Local Government Associations	95
G. Policy Advocacy for State Government's Budgetary Allocation for Training	95
H. Research Fund	95
I. State and District Level Help Desks	95
J. Social Inclusion Plan	96
K. Impact of Training	96
L. Convergence	96
14. Conclusion	99
Annexure 1 Terms of Reference (ToR) of the CA Exercise	101
Annexure 2 List of Participants of Dissemination Workshop (28 February 2011)	105

Annexure 3	Profile of Faculty and Senior Administrative Staff of SIRD (as on 20.07.10)	106
Annexure 4	Database of NGOs in Rajasthan	108
Annexure 5	Summary Report of M.A. Ommen Committee on Kerala's Decentralization	112
Annexure 6	Bye-laws of the Kerala Gram Panchayat Association	113

Tables

Table 1	Round Table Conferences on Panchayati Raj	5
Table 2	Category-wise Elected Representatives	15
Table 3	Category-wise Official Functionaries	16
Table 4	Details of Senior Administrative and Faculty Positions in SIRD	24
Table 5	Joint Training Programmes	26
Table 6	Thematic Modules	27
Table 7	Training Details	27
Table 8	PRI Training Campaign	27
Table 9	Capacity Building Initiatives-RD Cell	28
Table 10	Training Programmes—SGSY	29
Table 11	Capacity Building Initiatives—Watershed Cell	29
Table 12	Training Strategy for 2010–11	31
Table 13	Major PRI Specific Research Reports of IDS (since 2004)	35
Table 14	Major PRI Specific Reports of Workshops, Seminars, and Training of IDS	35
Table 15	Major PRI Specific Working Papers by IDS (since 1994)	36
Table 16	SIH&FW's Training Programmes	42
Table 17	Self-assessment Ratings	57
Table 18	SIRD's CD Parameters	57
Table 19	ATI's Self-assessment Parameters	58
Table 20	Capacity Assessment of Some Key Stakeholders	62
Table 21	Kotler's Five Levels of Capacity Development	67
Table 22	Capacity Building and Training Spectrum	73
Table 23	Devolution Orientation in Rajasthan	86
Table 24	Opportunities for Convergence and Strategic Partnerships	87
Table 25	District Level Capacities: Random Analysis	89
Table 26	Holistic Capacity Building—Key Components	91
Table 27	Summary of Major Findings and Immediate Action Points	96

Figures

Figure 1	Capacity Development Process	7
Figure 2	Organogram of IGPR&GVS	22
Figure 3	Key CD Responses	68
Figure 4	Holistic Capacity Building	92

Abbreviations

AFHS	Adolescent Friendly Health Services
APARD	Andhra Pradesh Academy of Rural Development
ASCI	Administrative Staff College of India
ATI	Administrative Training Institute
BDO	Block Development Officer
BEO	Block Extension Officer
BRGF	Backward Region Grant Fund
CA	Capacity Assessment
CARISMA	Computerization, Automation, Refinement of Integrated System of Management and Accounts
CB&T	Capacity Building and Training
CCS	Centrally Sponsored Scheme
CCDU	Communication and Capacity Development Unit
CDDP	Capacity Development for District Planning
CDLG	Capacity Development for Local Governance
CDPO	Child Development Project Officer
CEO	Chief Executive Officer
CSO	Civil Society Organization
DII	District Implementing Institution
DPIP	District Poverty Initiative Programme
DRDA	District Rural Development Agency
DoLR	Department of Land Resources
DoT	Design of Training
DTC	District Training Cell
DTS	Direct Trainer Skills
DTT	District Training Team
DWCD	Department of Women and Child Development
DWD&SC	Directorate of Watershed Development and Soil Conservation
EPR	Elected Panchayat Representative
ETC	Extension Training Centre
EoT	Evaluation of Training
FAQs	Frequently Asked Questions
FDS	Faculty Development Scheme

FGD	Focused Group Discussion
GoI	Government of India
GOs	Government Officials
GoR	Government of Rajasthan
GP	Gram Panchayat
GVT	Gramin Vikas Trust
HCM-RIPA	Harish Chandra Mathur Rajasthan Institute of Public
HFWTC	Health and Family Welfare Training Centre
HRH	Human Resources for Health
IAY	Indira Awas Yojana
ICDS	Integrated Child Development Scheme
IDS	Institute of Development Studies
IGPR&GVS	Indira Gandhi Panchayati Raj and Gramin Vikas Sansthan
IMNCI	Integrated Management of Neonatal and Childhood Illnesses
KILA	Kerala Institute of Local Administration
LSGI	Local Self Government Institution
MDGs	Millennium Development Goals
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MoT	Management of Training
MoPR	Ministry of Panchayati Raj
MoU	Memorandum of Understanding
NCBF	National Capability Building Framework
NGO	Non Governmental Organization
NIAM	National Institute of Agricultural Marketing
NIC	National Informatics Centre
NRHM	National Rural Health Mission
OD	Organizational Development
PESA	Panchayat Extension in Scheduled Areas
PEOs	Panchayat Extension Officers
PRC	Panchayat Resource Centre
PRI	Panchayati Raj Institution
PRIA	Society for Participatory Research in Asia
PRTI	Panchayati Raj Training Institute
PTC	Panchayat Training Centre
RAS	Rajasthan Administrative Service
RD & PR	Rural Development and Panchayati Raj
RGSY	Rashtriya Gram Swaraj Yojana
RTI	Right To Information

SBP	Saakshar Bharat Programme
SFC	State Finance Commission
SGSY	Swarnjayanti Gram Swarozgar Yojana
SIH&FW	State Institute of Health and Family Welfare
SIRD	State Institute of Rural Development
SLNA	State level Nodal Agency
SRC	State Resource Centre
TDP	Trainer Development Programme
TIA	Training Impact Assessment
TNA	Training Need Analysis
TSC	Total Sanitation Campaign
UNDP	United Nations Development Programme
UNDAF	United Nations Development Assistance Framework
VHSC	Village Health and Sanitation Committee
WCD	Women and Child Development
ZP	Zilla Parishad

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We express our sincere gratitude to the CDLG Project team in Rajasthan, including Dr. Adesh Chadurvedi, State Project Coordinator, and three technical support officers and the faculty members and officials of IGPR&GVS for facilitating the entire exercise, providing relevant information and documents, and giving us insights and perspectives into various aspects of PRIs in Rajasthan, more specifically in CB&T.

This report is enriched thanks to consultations and meetings with the heads and faculty members, resource persons, and other members of training and academic and research institutions, line departments, experts, PRI elected leaders, NGOs, and other stakeholders concerned with local governance in the state.

Dr. M. Retna Raj

Dr. R. M. Prasad

Executive Summary

Rajasthan is one state which has demonstrated continuous commitment towards empowering Panchayati Raj Institutions (PRIs). It is also widely appreciated for large scale capacity building through the cascading and campaign mode for ensuring 100 per cent training for PRI elected representatives (ERs) in the state.

The overall vision of the National Capacity Building Framework (NCBF) is ensuring basic training for all elected Panchayat representatives (EPRs), with full coverage in a time-bound manner. It is in this context that the Ministry of Panchayati Raj (MoPR) initiated an assessment of state-wide capacities for implementing NCBF in Rajasthan. A capacity assessment (CA) exercise was carried out in Rajasthan during July-October 2010. Various methods like discussions, focus group discussions, personal interviews, field visits, self- assessments, and review of secondary data were used in this exercise to obtain relevant data and information. A strategic planning workshop was held in September 2010 and a dissemination workshop in February 2011. Based on the feedback and suggestions from these workshops, the final report was prepared. This report was further fine-tuned by incorporating the comments and suggestions made by senior officials of MoPR, Government of India (GoI), the Rural Development Department (RDD), and the Panchayati Raj Department (PRD), Government of Rajasthan (GoR) at a national workshop on capacity assessment held on 20 May 2011 in New Delhi.

PRIs in Rajasthan, like in the other Indian states, face several capacity issues, most of which can be addressed through capacity building interventions like focused training and other appropriate policy interventions.

Present CB Efforts in Rajasthan

To overcome the capacity gaps of PRIs, the Indira Gandhi Panchayati Raj & Gramin Vikas Sansthan (IGPR&GVS) or the State Institute for Rural Development (SIRD), is the apex institution for the capacity building and training of PRI functionaries in Rajasthan. It is carrying out various capacity building interventions, which are commendable. SIRD's expertise in completing basic orientation for all EPRs through a cascading approach within a time span of five months has drawn international attention. SIRD's response in relation to capacity building and training (CB&T) of PRIs in the state includes:

1. Joint training for PRIs under the Rashtriya Gram Swaraj Yojana (RGSY) and the Backward Region Grant Fund (BRGF).
2. Training on watershed development (WD) organized jointly with the Watershed Department.
3. Training on the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGA) and the Swarnjayanti Gram Swarozgar Yojana (SGSY).
4. Refresher course for SC, ST, and women members of RGSY districts.
5. Computer training.
6. Faculty development (training of trainers).

7. Developing a module and handbook.
8. Training on sectoral themes in a pilot mode.
9. Organizing training need analysis (TNA) and training impact assessment (TIA) in association with selected NGOs.
10. Functional coordination of extension training centres (ETCs).

Rajasthan takes pride in the fact that all EPRs are given training within four to five months of their assuming office. But despite this, there is a lot that the state needs to do to address the CB&T needs of ERs.

Along with SIRD there are several other arrangements like the Harish Chandra Mathur Rajasthan Institute of Public (HCM-RIPA-ATI), the Institute of Development Studies (IDS), ETCs, the Planning Department, the Watershed Development Department, the Capacity Development for Local Governance (CDLG) Project, Capacity Development for District Planning (CDDP)-UNDP, Zilla Parishads, Panchayat Samitis, PRCs, departmental/sectoral training institutions, and NGOs who are expected to play a supportive role in the capacity building process. However, their engagement warrants a broader vision, better coordination, a wider canvas, and an effective implementation strategy.

Capacities of some of the key institutions like the Administrative Training Institute (ATI), IDS, and selected NGOs were assessed within the context of CB&T. It is understood that ATI and IDS do not play a significant role in the CB&T process. ATI does not carry out any specific activities for strengthening PRIs. IDS does not take PRIs as a priority intervention theme. The expertise of NGOs is not properly mainstreamed; even though PRI specific activities by NGOs are shared with SIRD in some cases. The CA exercise brought out very clearly that key support institutions in Rajasthan do not fully complement SIRD's current CB&T efforts; this is something that needs a serious relook.

Relevance of Strategic Partnerships

Strategic partnerships are necessary because:

- (i) There are gaps in CB&T efforts in Rajasthan.
- (ii) Current collaboration with different partners is showing encouraging results.
- (iii) SIRD does not have adequate financial as well human resource capacity.
- (iv) Current devolution orientation in the state is encouraging.

There is no effective coordination between SIRD and sectoral training institutes. Hence, more attention needs to be paid to CB&T efforts.

Potential partners for CB&T: Departmental training institutes, ATI, ETCs, IDS, NGOs with a state-wide presence, the Planning Department, SRC, AGs, Panchayat Resource Centres (PRCs), CDLG, CDDP-UNDP, master trainers, Rajasthan Institute of Computers (RAJCOM), Doordarshan, and the National Informatics Centre (NIC) could be engaged as potential partners.

The absence of a regional and district level network is identified as a key challenge for SIRD for conducting effective PRI-CB&T. There are 33 districts in Rajasthan, among which 12 are BRGF and 21 are RGSY

districts. All BRGF districts can set up PRCs at the block level. Further analysis also indicates that six BRGF districts of Barmer, Chittorgarh, Sawai Madhopur, Sirohi (CDDP-UNDP Programme) Dungarpur (ETC), and Udaipur (ATI regional centre, CDDP-UNDP Programme, DEO of the Planning Department) have additional support facilities available. Several of these districts have access to training facilities like residential hostels, training halls, and training equipment owned by departments or NGOs.

Building strategic partnerships with key partners is identified as a necessity for effective PRI-CB&T. This is also found to be relevant in the context of ensuring a state specific social inclusion strategy in the CB&T process. Being the core institute mandated with CB&T, SIRD under guidance from the Rural Development and Panchayati Raj (RD & PR) departments will establish linkages with key partners. SIRD will be appropriately equipped to manage this partnership process with adequate financial, infrastructural, and human resources.

State funds, BRGF funds, RGSY funds, funds from the Ministry of Rural Development (MoRD), CDDP-UNDP, UNDP-CDLG, Department of Watershed Development and Soil Conservation, NGOs, and departmental training institutions can be mainstreamed for effective CB&T. If GoR takes positive action by allocating untied training funds to IGPR&GVS, these could be used for meeting a variety of emerging capacity building needs of PRIs.

1. INTRODUCTION

A. Background of the Capacity Assessment Exercise

i. Constitutional Mandate

India is a vast country with many states that have a population of more than 50 million. Democratically governing a country of this size necessitates several tiers of government. Even though decentralization has been an issue of concern in India for over a century, until recently there were generally only two federated tiers of the government—the Centre and the states.

Introduction of the PRI system is considered one of the most innovative and significant initiatives in independent India. It is also an institutional arrangement for achieving the intended fruits of rural development programmes through people's initiatives and participation. These institutions are considered as training grounds for democracy and political education. The 73rd and 74th Amendments to the Constitution were formal instruments introduced by GoI and approved by state assemblies to force a minimum level of rural and urban decentralization uniformly across all states. The Amendment Acts were passed by the Lok Sabha and the Rajya Sabha with near unanimity on 22 and 23 December 1992 respectively. The 73rd and 74th Amendments have given a constitutional mandate to local governments, both rural and urban, to plan activities for economic development and social justice. The 73rd Amendment Act provides constitutional status to Panchayats and gives them uniformity by making the three-tier system a permanent feature of governance. This Constitutional Amendment was binding on the states to pass conformity acts within one year of the commencement of the 73rd Amendment.

The hitherto unknown set of activities assigned to local governments can only be effectively carried out by them with the requisite quantum of capacity building. The volume and scale of capacity building depends on the volume and scale of devolution. Even though local governments across India have uniform mandates, each state varies in the actual devolution process. The minimum standard set in the devolution process is the '3Fs'—funds, functions, and functionaries.

The 73rd Amendment Act initiated fundamental restructuring of governments and administrative systems in the country. However, a lacuna in the Act is that instead of clearly specifying the functions and powers of Panchayats, it has left this task to the discretion of state governments. As a result, the states have not kept in mind the spirit of this Act while formulating conformity legislations.

ii. Status of Decentralization in India

Different Indian states have approached decentralization differently. Many of the important differences are captured in the conformity acts and underpin the analysis of State Finance Commissions (SFCs). Some states are still designing their approaches and the situation is yet to evolve. While state decentralization models are similar, there are differences in design and the pace of implementation. There are some differences in design between states primarily due to the relative size, roles, and importance of Gram, Block and District Panchayats. For instance, Andhra Pradesh has given priority to the district level, while Rajasthan has given importance to the intermediary level. Many other states, including Kerala and Karnataka have focused on Gram Panchayats. Within the basic model also there are differences reflecting the speed of implementation.

Political decentralization in India has been a successful phenomenon. But when it comes to accountability, a lot more needs to be done. The states have modified their acts consistently with the requirements of the 73rd Amendment and most of them have conducted local elections. Though people's participation in the political process is high, their involvement with accountability mechanisms like Gram Sabhas is low. The right to recall is not given to the Gram Sabha and it is only a vibrant Gram Sabha and a vigilant civil society that can ensure that proper accountability mechanisms are in place which enable Panchayats to rise to the level of local self-government institutions.

Among the states, Kerala's decentralization exercise is noteworthy. Among its achievements, local governments in the state have become tools for poverty reduction and form an effective mechanism for delivering basic services to the poor. Kerala has transferred more fiscal resources to PRIs as untied grants than any other state.

Experience of over a decade has prompted state and central governments as well as civil society organizations (CSOs) to assess the performance of local self-governments. Kerala has established a reward system (Swaraj Trophy) for best performing local governments at the state and district levels. MoPR has instituted a scheme of awards for the best performing state and Panchayats, with a view to encouraging state governments to promote Panchayati Raj (PR) systems. Accordingly, states are ranked in terms of their compliance with the provisions of Part IX of the Constitution both in letter and in spirit. Thus, Rajasthan is assessed as one of the forerunners in decentralization along with other states like Kerala, Karnataka, Sikkim, West Bengal, and Andhra Pradesh.

Local governance in India is gaining significance. The implementation of two major programmes for rural development—the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) and the Backward Regions Grant Fund (BRGF) are vested with PRIs. In terms of constitutional intent, states have assigned many more schemes to PRIs, though such assignments are not uniform across the states. To undertake such large-scale responsibilities, PRIs need to have adequate capacities in terms of numbers as well as quality of human resources.

iii. Round Table Conferences on Panchayati Raj

Efforts for strengthening PRIs gained momentum with the creation of a separate Ministry of Panchayati Raj in 2004. In accordance with the decisions of the Conference of Chief Ministers held on 29 and 30 June 2004, MoPR organized seven round tables across the country which discussed almost all subjects pertinent to Panchayati Raj. The details of these are given in Table 1.

Table 1: Round Table Conferences on Panchayati Raj

Date	Venue	Subjects for discussion
23–24 July 2004	Kolkata	Effective devolution comprising of functions, functionaries, and finances, as well as empowerment of Gram Sabhas
28–29 August 2004	Mysore	Planning and implementation, including the question of parallel bodies and rural business hubs
23–24 September 2004	Raipur	'Reservations in Panchayati Raj', comprising Scheduled Tribes (including implementation of PESA), Scheduled Castes, and women
7–8 October 2004	Chandigarh	Panchayati Raj in union territories (UTs); Panchayati Raj jurisprudence
28–29 October 2004	Srinagar	Annual reports on the status of the Panchayats (including preparing a devolution index)
28–29 November 2004	Guwahati	Panchayati Raj elections and audits
17–19 December 2004	Jaipur	CB&T for PRIs, IT enabled e-governance for Panchayats

The seventh round table conference held in Jaipur on 17–19 December 2004 mainly focused on the CB&T required for PRIs. The recommendations made at this conference formed the basis for developing NCBF. In order to empower PRIs and enable them to function as local self-governments in the letter and spirit of Article 243G, their capabilities have to be built through systematic training. A scientific training need analysis (TNA) is required to design specific training and capacity building programmes for various tiers of EPRs and officials. NCBF has been prepared against this background.

iv. The National Capability Building Framework

NCBF is based on the action points of the seventh round table of state ministers of Panchayati Raj held in Jaipur in December 2004 relating to training and capacity building of PRI-ERs, office bearers, chairpersons of Standing Committees (SCs), and officials.

The basic objectives of NCBF are:

- Enabling EPRs to upgrade their knowledge and skills to perform their responsibilities better.
- Orienting key officials associated with the devolved functions so that they are more receptive and learn from the ground level experience of ERs.
- Improving the functioning of the Gram Sabhas so that they can assert their demands and hold their Panchayats to account through invoking the Right to Information (RTI) Act and social audits.
- Sensitizing the media, political parties, CSOs, and citizens to promote PRIs as effective local government institutions.

The basic principles of NCBF are:

- The focus of training under NCBF is not on information alone, but on inter-learning between trainers and participants.
- Training should provide time and space for trainees to reflect on and analyse their situation and seek solutions to their problems.
- Mutual learning, assimilation, and retention happen best in a multi-modal and non-hierarchical training environment.
- The programme must aim at maximum initial coverage within a limited period so that all stakeholders can quickly settle down to playing their roles.
- The framework has to constantly develop and evolve on the basis of regular impact assessments.

NCBF aims at addressing the capacity building needs of four categories of stakeholders:

- Elected Panchayat Representatives (EPRs) comprising of ward members, presidents, vice-presidents and chairpersons of SCs.
- Officials working with Panchayats—such as Panchayat Secretary, Junior Engineer, anganwadi workers, public health workers, and a Panchayat’s own employees.
- Pressure groups with the Gram Sabha such as SHGs and CBOs.
- ERs and officials of higher levels of government.

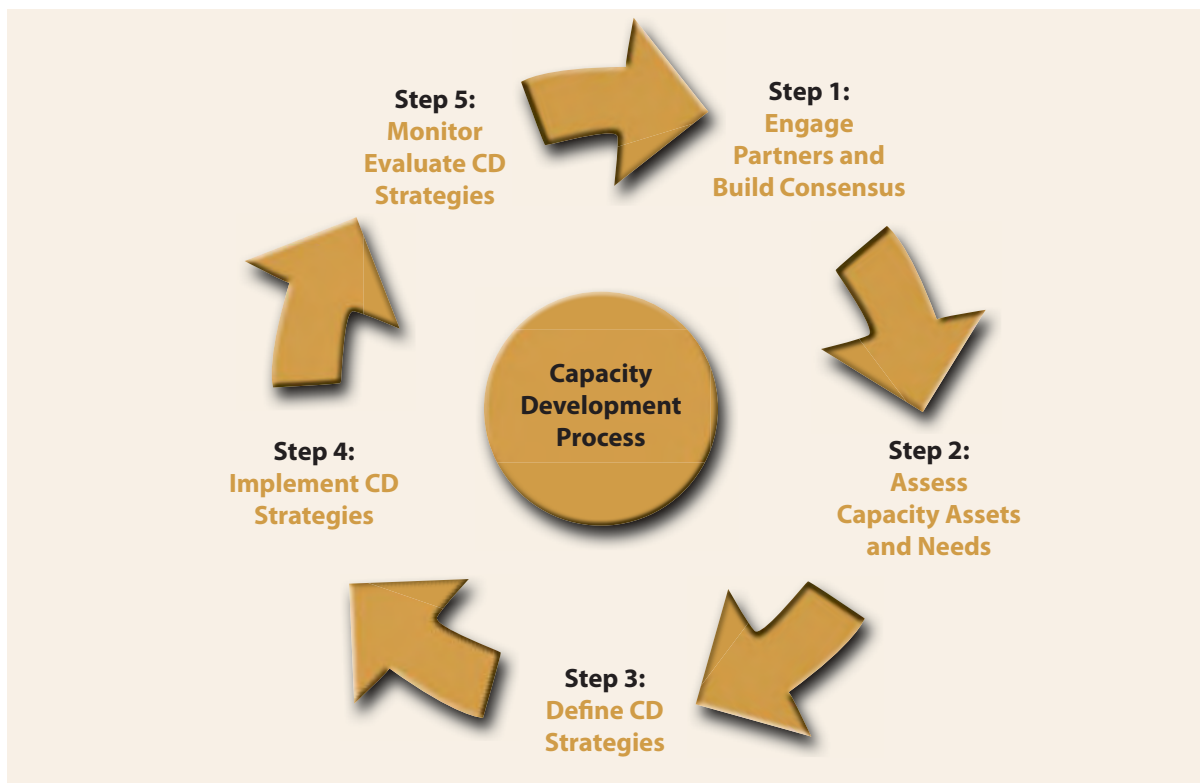
NCBF is only a basic framework for fixing minimum standards in the capacity development (CD) of PRIs; states which have sustainable levels of devolution should go beyond NCBF.

MoPR is also implementing the CDLG Project with support from the United Nations Development Programme (UNDP) in seven focus states (Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Orissa, Rajasthan, and Uttar Pradesh) of the UN Development Assistance Framework (UNDAF). CLDG is aligned with NCBF's goals and objectives and aims to strengthen institutions and processes at various levels to bring about behavioural change through increased motivation, joint decision-making, the provision of resources (that is, networks, resource persons/institutions, training courses/material, information, innovative solutions, and methods), and personal empowerment. Key partner institutions are training institutions such as the State Institutes for Rural Development (SIRDs), Panchayati Raj Training Institutes (PRTIs, that exist in a few states), and the Administrative Training Institutes (ATIs), which have the mandate to train ERs and officials in local governance. It has been the experience that these institutions put together are unable to meet the responsibility of providing required training to ERs and other PRI officials.

The Second Administrative Reforms Commission's report on local governance emphasizes that capacity building is more than mere training and improvement of existing skills. It identifies individual development and organizational development as the two major components of capacity building. Individual development focuses on enhancing an individual's knowledge, skills, and access to information, which enable one to improve his/her performance and also the performance of his/her organization.

Organizational development is about enabling an organization to adapt to its external environment and develop harmonious and effective working relationships within the organization. It further states that organizational capacity building is dependent on appropriate personnel policies, organizational structures, and re-engineering of work processes. A suggestive framework of the capacity development process is given in Figure 1.

Figure 1: Capacity Development Process



Individual development would in turn enable ERs and PRI functionaries to take appropriate decisions with regard to the mission, strategies, structures, and relationships that govern their institutions. However, it must be emphasized that mere individual development in the absence of support for the development of local governments as organizations (which essentially means adequate staffing and financing of local governments) will not yield requisite results and can lead to frustration and eventual withdrawal of talent from local governance. Wherever training inputs in the form of individual development have shown results, they have been preceded or accompanied by massive devolution of funds, functions, and functionaries as in the case of Kerala. This in turn was a result of civic education and policy advocacy on a massive scale. PRIs have been vested with additional responsibilities every year. In this context, the issue of capacity building of local ERs and functionaries has attracted serious attention in recent years.

v. Context of Capacity Assessment

The underutilization of resources available under MoPR and MoRD's flagship programmes suggests that investing in capacities of local governments is a prerequisite to investing in rural development. A substantial amount of resources committed for CD under various schemes like BRGF and RGSY has not been utilized. This is a manifestation of the weak capacity of training institutes like SIRD. Other than prominent CD actors like SIRD, CSOs and private sector actors also have an important role to play in developing capacities for effective local governance. These actors might play their roles independently but they should also actively seek to complement, reinforce, or give constructive feedback to one another.

The states have used several strategies to meet the given challenge of capacity building for local governments. Accordingly, some have availed the services of non-profit and profit organizations to meet CD demands. There are also models for stakeholders' engagement in PRI-CD. For example, the Kerala Institute of Local Administration (KILA) has signed a MoU with District Level Implementing Institutions (DIIs) for ensuring comprehensive and time-bound capacity building. These DIIs are from government, semi-government, local government, and non-governmental sectors. Similarly, Karnataka has adopted SATCOM and Rajasthan has adopted the cascading method for CD.

The report of the first independent review mission for BRGF recommends developing a format/template and guidelines for capacity needs assessment for planning CD while allowing flexibility and innovation at the state level. It is at this level that NCBF was framed with the overall objectives of:

- i. Defining the concept of capacity development of local governments.
- ii. Assessing needs and defining priorities for capacity development initiatives.
- iii. Preparing an overall implementation plan for capacity development initiatives that is coordinated and efficient.
- iv. Providing a common approach to assess the results achieved.
- v. Guiding capacity development investments.

The present exercise was done to come up with a capacity development strategy for implementing NCBF in Rajasthan.

B. Capacity Development Vision

The CA exercise was done to achieve MoPR's capacity development vision. This is largely in consensus with NCBF's principles.

i. Vision

Panchayats as effective institutions of local self-government.

ii. Mission

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

iii. Objectives

To ensure basic training for all, with 100 per cent coverage in a time-bound manner with reference to NCBF.

To develop standardized core content, approved by the state Panchayati Raj Department (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.

C. Terms of Reference (ToR)

The Terms of Reference for this CA exercise are given in Annexure 1.

2. METHODOLOGY OF THE CAPACITY ASSESSMENT EXERCISE

A. The following methodologies were used as part of the CA exercise in Rajasthan:

- Discussions/focus group discussions.
- Personal interviews.
- Field/observation visits.
- Self-assessment worksheets.
- Secondary data.
- Strategic planning workshop.
- Dissemination workshop.
- National workshop on capacity assessment.

i. Discussions/focus group discussions were held with the following officials and teams:

- Discussion with the Principal Secretary (RD & PR), GoR.
- Discussion with Principal Secretary (Planning), GoR.
- Discussion with Secretary and Commissioner (PR), GoR.
- Discussion with Director, IGPR&GVS.
- Discussion with the CDLG team.
- Discussion with the Department of Watershed Development and Soil Conservation.
- Discussion with CEO, Jaipur Zilla Parishad.
- FGDs with trainees and trainers in the Amber Panchayat Samiti, Jaipur district.
- Discussion with core staff of OTS-HCM-RIPA.
- Discussion with the IDS Director and faculty members.
- Discussion with IGPR&GVS faculty members and officials.

ii. The following stakeholders attended the consultative workshop:

- Panchayat Raj Department.
- Rural Development Department.
- Watershed Development and Soil Conservation Department.
- Department of Planning.
- NIC.

- State Project Officer, CDDP-UNDP.
- The Hunger Project.
- Gramin Vikas Trust.
- PRIYA.
- CARE.

iii. Personal interviews were held with the following:

- Core staff of OTS-HCM-RIPA.
- IGPR&GVS faculty members and officials.

iv. Field visits were conducted at the following locations :

- Kotkhavada Gram Panchayat, Jaipur district.
- Zilla Panchayat, Jaipur.
- Block level training centre in Amber PS, Jaipur.
- OTS-HCM-RIPA.
- IGPR&GVS.
- IDS.
- The Hunger Project, Rajasthan regional office, Jaipur.
- State Resource Centre, Jaipur.
- State Institute of Health and Family Welfare, Jaipur.

v. Self-assessment worksheets were administered to the following stakeholders:

- OTS.
- SIRD.

vi. Secondary data was collected from the following sources:

- Reports, research/evaluation studies relating to PRIs in Rajasthan.
- Training calendar and annual reports of training institutions.

The following reports and research studies were reviewed:

- 1) Status of Panchayat Report (2008–09), MoPR, GoI.
- 2) Report of the Third State Finance Commission (2009), GoR.
- 3) Strengthening of State Support Institutions in the Focus States: Capacity Assessment Report, 2008, UNDP and ASCI.
- 4) Evaluation study on working of Panchayats at the village level (study by Dr. Anita, IGPR&GVS, August 2008).

- 5) A study of social audit forums and vigilance and monitoring committees (study by Dr. Yogendra Singh, IGPR&GVS, August 2008).

vii. Strategic planning workshop

A strategic planning workshop was held on 20 September 2010 at SIRD, Jaipur. The findings on PRI-CB&T were presented to the group representing different sectors. Feedback and suggestions were received from the participants. Based on the suggestions, the draft report was modified.

viii. Dissemination workshop

The workshop for disseminating the major findings was held on 28 February 2011 at SIRD, Jaipur. Major findings and suggested strategies were presented to a core team representing the Minister for RD & PR, Principal Secretary RD & PR, Secretary PR, Secretary RD, Director General IGPR&GVS, faculty members and officials of IGPR&GVS, and key officials from relevant institutions. Feedback and suggestions were received from the participants. Based on the suggestions, the report was further modified. A list of participants who attended the dissemination workshop is given in Annexure 2.

ix. National workshop on capacity assessment

The main findings and suggested strategies and immediate action points were presented in the national workshop held on 29 May 2011 in New Delhi. This workshop was attended by the Secretary and Additional Secretary, MoPR, senior UNDP officials, and officials from several other Indian states including those from the RD & PR departments, GoR. The report was further modified based on the suggestions of this workshop.

B. Limitations of the CA Exercise

1. All the potential stakeholders could not be covered in the CA exercise. Participation in the consultative workshop was not fully representative in many respects.
2. Field visits were confined to institutions in and around Jaipur due to time constraints.
3. Many stakeholders who participated in the workshop did not open up and express their ideas in the presence of senior officials. This affected the quality of discussions and their results.
4. Representation of sectoral training institutes in the CA exercise was inadequate.

3. LOCAL GOVERNANCE IN RAJASTHAN

A. Brief History

Panchayats or village assemblies existed in ancient India as self-governing institutions which had distinct and well-defined functions. The institution of Panchayat represented not only the collective will, but also the collective wisdom of the entire rural community. As in other parts of the country, village Panchayats also existed in Rajasthan. British rule introduced a highly decentralized system of administering justice, which changed the situation and the system of village Panchayats suffered a setback. During the time of Viceroy Lord Ripon, there was an attempt to establish local bodies. In Rajasthan, the princely states of Jodhpur, Bharatpur, Jaipur, Sirohi, Udaipur, and Karauli enacted legislations on Panchayats. Bikaner state had its own Gram Panchayat Act much earlier in 1928. Thus, at the time of independence, Panchayats were functioning in some of the erstwhile princely states, while in other states no such institutions existed.

Rajasthan came into existence as a result of the process of integration of about two dozen princely states and chief ships in successive stages starting from the inauguration of the Matsya Union (comprising of the former princely states of Alwar and Bharatpur) and culminating with the merger of Sirohi state in the Rajasthan union. Greater Rajasthan with Jaipur as its capital was inaugurated in March 1949. The final stage in the formation of the present state of Rajasthan was completed in 1956 with the merger of the Part-C state of Ajmer and parts of Bombay and Madhya Pradesh into Rajasthan as a result of the recommendations of the State's Reorganization Commission, giving the state its present geographical and political identity.

In 1953, the Rajasthan Panchayat Act was enacted and village Panchayats were established throughout the state. Rajasthan has the distinction of being a pioneer in accepting the scheme of democratic decentralization envisaging a three-tier system of representative bodies at the village, block, and district levels. The system later came to be known as Panchayati Raj, which was inaugurated by the then Prime Minister Pandit Jawaharlal Nehru on 2 October 1959 at Nagour in Rajasthan. The first elections under the Rajasthan Panchayat Samitis and Zilla Parishads Act, 1959 were held in September-October 1959. With the already existing Panchayats at the village level under the Rajasthan Panchayat Act, 1953, the three-tier scheme of Panchayati Raj began functioning on 2 October 1959.

B. Panchayati Raj in Rajasthan after the 73rd Amendment

As a consequence of the 73rd Amendment, the Rajasthan Panchayati Raj Act was passed in 1994 which came into force with effect from 23 April 1994. The Act incorporated mandatory provisions of the 73rd Amendment, besides a few others such as the procedure of Gram Sabhas and reservation for OBCs in their membership and chairpersonship. The Rajasthan Panchayati Raj Act, 1994 provides functions and powers of PRIs. The Rajasthan Panchayati Raj (Election) Rules, 1994 were framed for conducting fair elections. The Rajasthan Panchayati Raj Rules, 1996 were framed and made effective from 30 December 1996 for the smooth functioning of PRIs. For extending these provisions to scheduled areas, the Rajasthan Panchayat (Extension to Scheduled Areas) (PESA) Act, 1999 was enacted.

Out of the 29 functions mentioned in the Eleventh Schedule, 18 functions stand transferred to PRIs. As stated in the third SFC report, 18 departments in which specified functions have been claimed as transferred to PRIs are:

1. Agriculture, including agriculture extension.
2. Land development—implementation of land reforms, chakbandi, and soil conservation.
3. Minor irrigation, water management.
4. Fisheries.
5. Social and farm forestry.
6. Minor forest produce.
7. Rural housing.
8. Drinking water.
9. Fire wood and fodder.
10. Roads, buildings, bridges, culverts, ferries, water ways and other means of communication.
11. Poverty alleviation programmes.
12. Education including primary and secondary education.
13. Markets and fairs.
14. Women and child development.
15. Social welfare including welfare of disabled and mentally retarded persons.
16. Welfare of weaker sections, in particular Scheduled Castes (SCs) and Schedule Tribes (STs).
17. Public distribution system.
18. Maintaining community assets.

C. Organizational Structure and Role of PRIs

PRIs in Rajasthan have a three-tier system. Gram Panchayats (GPs) at the village level are the key units, while the middle level comprises of Panchayat Samitis (PS) at the block level, and Zilla Parishads (ZPs) at the apex level. As a matter of fact, Panchayat Samitis are the conduits through which most of the funds for rural development flow to Gram Panchayats. Now development funds for many schemes are directly channelized by the central and state governments to Gram Panchayats and Zilla Parishads at the district level. The apex PRI tier is responsible for preparing an integrated annual plan for the district for rural as well as urban areas through District Planning Committees (DPCs). But so far this role has been performed by various departments because of lack of preparedness, awareness, and understanding regarding their prime role in preparing annual plans of development.

a. Gram Panchayats

Rajasthan has 9,166 GPs. The organizational structure of a GP comprises of a directly elected Sarpanch and Ward Panchs. With regard to other staff members, Section 78 of the Rajasthan Panchayati Raj Act (RPR Act) provides for a Secretary at each Panchayat level or a Group-Secretary for a group of Panchayats. Rajasthan has been facing a shortage of secretaries at the Panchayat level for a long period which is affecting the working of GP offices.

The induction of secretaries from among persons declared surplus in many government departments has virtually deprived GPs of the services of qualified Gram Sevaks. Persons declared surplus from the Tilam Sangh and Octroi Department of the municipality and various other departments are absorbed as Gram Sevaks, who are totally unfit to render the services required from a qualified Gram Sevak. Absorbing such unqualified persons as Gram Sevaks has harmed the proper functioning of the PR system in the state.

With increasing outlays for rural development in the Eleventh Plan, it is essential that there is proper and complete monitoring, recording, and computerization of the accounts and funds received for rural development directly by the GPs from the central or state governments for various rural development schemes. Lack of proper monitoring of fund utilization and assets created thereof, may lead to mis-utilization and non-utilization of funds resulting in malpractices; this has to be properly addressed.

b. Panchayat Samitis

Panchayat Samitis are the nodal agencies in charge of implementing development work assigned to PRIs. Besides inspecting and controlling rural development programmes assigned to PRIs, they are also entrusted with the task of guiding and monitoring. Panchayat Samitis and Zilla Parishads also look after the distribution of funds to Gram Panchayats for particular SGRY rural development schemes in which 30 and 20 per cent of the amount is earmarked for them and the rest for further distribution to Gram Panchayats.

A Panchayat Samiti is headed by an elected non-official, the Pradhan, who is duly assisted by a Chief Executive known as the Block Development Officer (BDO) who is supported by a Programme Extension Officer, Cooperative Extension Officer, Panchayat Extension Officer, Junior Engineer, Accountant, and other ministerial staff.

c. Zilla Parishads

Zilla Parishads have Members of Parliament (MPs) and Members of the Legislative Assembly (MLAs), and directly elected members from their territorial constituencies of the district. The ZP is headed by a Zilla Pramukh who has a Chief Executive Officer (CEO) who is also the Project Director of the District Rural Development Agency (DRDA). The other functionaries to assist the CEO are Additional CEO, Assistant Engineers, Accounts Officer, Panchayat Extension Officer, Accountant, and ministerial staff. Details of the number of PRI functionaries (2010) are given in Table 2 and the category-wise official functionaries are given in Table 3.

Table 2: Category-wise Elected Representatives

PRI	General	SC	ST	OBC	Women	Total
Zilla Parishad Chairpersons	9	6	5	13	19	33
Zilla Parishad members	513	179	163	158	422	1,013
Pradhans (Block Chiefs)	77	42	46	83	134	248
Panchayat Samiti members	2,729	9,029	825	790	2,552	5,273
Sarpanchs (Village Panchayat Chiefs)	4,459	1,590	1,757	1,360	4,819	9,166
Ward Panchs	-	-	-	-	-	1,02,937
Total No. of ERs	-	-	-	-	-	1,18,670
Percentage of EWRs (Elected Women Representatives)						53

Table 3: Category-wise Official Functionaries

	CEOs	ACEOs	DLOs	BDOs	BLOs	Gram Sevaks	Total
BRGF Districts	13	13	78	89	445	3,100	3,738
RGSY Districts	20	20	120	160	800	6,000	7,120
Total	33	33	198	249	1,245	9,100	10,858

D. Status of Decentralization Processes in Rajasthan

Three-tier PRIs have been set up in Rajasthan and their electoral devolution has also taken place. Time-bound five yearly elections were held in 1995, 2000, 2005, and 2010. The latest elections were completed in February 2010. Political reservations for SCs, STs, and OBCs in proportion to their number in the population and 50 per cent reservation for women gave a majority voice to local councils.

1. State Election and Finance Commissions were set up in tandem with the electoral cycle of PRIs. The third SFC has submitted its report and the fourth SFC has been set up.
2. Rajasthan Panchayati Raj Act, 1994 and Rules, 1996 are in force with Schedule-I, II, and III respectively, laying down powers and functions of Gram Panchayats, Panchayat Samitis, and Zilla Parishads subject to directions specified by the state government from time to time.
3. The Panchayat Extension over Scheduled Areas Act (PESA) is in force in Rajasthan with effect from June 1999, but framing of its rules is still pending. Hence it can be considered only as a paper law.
4. Gram Sabhas are being held since 1995 (initially on a bi-annual basis) and with effect from 2001 onwards on a quarterly basis. Ward Sabhas are being held since 2000; these are chaired by Ward Panchs after the amendment of the Rajasthan Panchayati Raj Act in 2000 making a ward (average population size—300–500) the pivot for development planning and review.
5. Right to Information and Social Audit form a special and integral feature of the Rajasthan Panchayati Raj Act and rules.
6. District Planning Committees were formed as per the 74th Constitutional Amendment under the chairpersonship of the Zilla Pramukh to facilitate the process of decentralized planning, leading to district plans feeding into the state plan.
7. Six SCs at all levels of PRIs have been elected since 2000 for facilitating inclusive governance and participatory monitoring and supervision of devolved subjects.
8. A special mission and task force on Panchayati Raj were set up by GoR; these are headed by the Chief Minister and Chief Secretary respectively.
9. The 'training for all' goal of the national training policy was achieved for the PRI sector in 2002 for EWRs, and during 2003 and 2005 for all PRIs. In 2007 (BRGF districts) and in 2008–09, refresher PRI training was conducted making Rajasthan a pioneer state in terms of CD of PRIs in a cascade mode of decentralized training.

E. Activity Mapping

The exercise on the division of functional responsibilities between the three tiers of the PR system on the basis of activity mapping was completed for 18 departments. They are—the Integrated Child Development Scheme (ICDS), Social Welfare, Agriculture, Soil Conservation, PHED, MDM, Education—Elementary/

Secondary, Animal Husbandry, Fisheries, Health and Family Welfare, Irrigation, Forest, Industry, Food, Tourism, PWD, Energy, and Technical Education.

Some of the key activities and staff members transferred are:

- Agriculture/agriculture extension activities along with staff members up to the level of Assistant Director transferred to Zilla Parishads/Panchayat Samitis.
- Watershed and Soil Conservation Department brought under the control of RD & PR from the Agriculture Department.
- Irrigation tanks up to 300 hectare capacity transferred to Panchayat Samitis along with supporting staff.
- Fisheries tanks of 'D' category transferred to Panchayats, 'C' category to Panchayat Samitis, and 'B' category to Zilla Parishads along with supporting staff up to level of Assistant Director in the Zilla Parishad.
- Activities relating to social forestry, farm forestry, and minor forest produce transferred to Panchayat Samitis along with supporting staff up to the district level.
- Zilla Parishad will decide the names of villages as per allocation by the state government for rural electrification.
- Gram Panchayats authorized to take up work relating to the distribution of electricity bills, if desired.
- Maintenance of rural haats transferred to Gram Panchayats from the Agriculture Department.
- District Women Development Agency brought under Zilla Parishads.
- Deputy Director, Department of Women and Child Development (DWCD) brought under the Zilla Parishad and Child Development Project Officers (CDPOs) under the Panchayat Samiti along with supporting staff and activities.
- Activities implemented by the District Social Welfare Officer transferred to the Zilla Parishad along with officers up to the level of Deputy Director /Assistant Director together with supporting staff.
- List of beneficiaries selected under the Prime Minister Employment Scheme (PMRY) will be approved by the Zilla Parishad.
- Proposals for small scale industries will be discussed in the SCs of Panchayat Samitis.

4. MAJOR CAPACITY ISSUES OF PRIs IN RAJASTHAN

The capacity issues of PRIs in Rajasthan were identified mainly through stakeholder discussions and review of secondary sources.

A. Stakeholder Discussions

1. Low literacy levels of ERs, especially among SC, ST, and women members are a great challenge for trainers.
2. At least some of the PRIs are not equipped with infrastructure facilities like proper buildings and meeting halls. Electricity connections and availability of computers with operators are also lacking in many GPs.
3. Rajasthan is a large state with regional variations and diversity in languages and culture which pose a challenge for trainers.
4. Though PRI-SCs exist, they remain inert. As a result, field level monitoring does not take place.
5. Panchayat Secretary cum Gram Sevaks do not have expected basic competencies and educational qualifications.
6. Gram Sevaks are overloaded with multifarious job responsibilities which cannot be discharged by a single functionary.
7. The official manpower at the GP/PS/ZP levels is grossly inadequate. It is not commensurate with the functional responsibilities devolved to PRIs.
8. Staff members of line departments relating to devolved subjects are in effect not transferred to PRIs.
9. Frequent transfer of CEOs and ACEOs of Zilla Parishads affects their normal functioning.
10. Low level of honoraria and other incentives for PRI leaders affect even regular attendance in committee meetings.
11. There is a huge technology gap in the capacity building process. The method of training is mostly in lecture mode. Technology is not being used. There is also a problem with computer and electricity connectivity.
12. The Computerization-Automation-Refinement of the Integrated System of Management and Accounts (CARISMA) programme is not effectively coordinated.
13. SIRD does not have adequate financial as well human resource capacity for comprehensive CB&T of PRIs.

B. Review of Key Secondary Sources

Review of key documents, reports, and studies relating to the Rajasthan Panchayati Raj system provided insights into the following key CB issues:

1. Powers related to control of functionaries to Panchayats are generally not exercised by the heads of PRIs primarily due to lack of awareness about such powers.
2. Power once devolved to PRIs are quite often withdrawn. This is a reflection of the absence of sustained political will in favour of decentralization in Rajasthan.
3. Most of the Gram Sevaks are drawn from other departments and have performance gaps as they are neither fully trained nor do they have appropriate educational backgrounds.
4. There is low participation of Ward Panchs in Gram Sabha meetings.
5. SC/ST ERs lack adequate training and awareness about their roles and responsibilities.
6. SFC had indicated difficulty in obtaining information on GP accounts (finance) which reflects the absence of clear accounting and finance management.
7. Several ward members do not attend the fortnightly Panchayat meetings regularly, probably due to non-payment or delay in the distribution of meeting allowances.
8. Mobilization of own income by Gram Panchayats is a neglected activity.

The major challenges in PRI-CB&T can be summarized as:

a. Environmental

- i. Quantum of coverage required due to a large number of stakeholders.
- ii. Large geographical spread.
- iii. Existence of several local dialects and languages.

b. Personal

- i. Low literacy levels among PRI members.
- ii. Need for more attention to marginalized groups (women, SCs, and STs).
- iii. Panchayat secretaries lack basic competencies.

c. Institutional

- i. Resource scarce and not adequately manned training institutions.
- ii. Inadequate capacity of human resources.
- iii. Technology gap in capacity building.
- iv. Systemic losses in learning in the cascading training methodology.
- v. Low honorarium and other incentives for ERs.

d. System

- i. Weak role played by CSOs.
- ii. An inadequate delivery system, line staff of devolved subjects not transferred to PRIs.
- iii. PRI-SCs are not functional.
- iv. Mobilization of own funds by GPs is weak.

The following capacity building suggestions are given in response to the issues identified through the review as well as through stakeholder discussions:

1. Training could be organized for PRI heads on management of official functionaries.
2. Adequate training and policy level interventions are needed for mobilizing sustained political will in favour of PRIs. Training of major political leaders, forming local government associations, etc. could be initiated. Best practices of PRIs in devolved subjects need to be documented and disseminated.
3. Field studies on the performance gaps faced by Panchayat secretaries need to be conducted; policy level feedback should be given to the government for evolving proper criteria for appointing Panchayat secretaries.
4. Roles of Ward Panchs for mobilizing Gram Sabhas need to be conveyed to them. Video programmes on mobilization and organization of Gram Sabhas could be shown at the Panchayat level.
5. Special training programmes for SC/ST ERs have to be conducted every year.
6. Training in financial management to Gram Sevaks and Junior Accountants/Accountants posted in Panchayat Samitis to be organized to ensure that accounts are maintained properly at the Panchayat level.
7. Policy interventions for timely distribution of honorarium, appointment of more staff members in PRIs.
8. Training on resource mobilization for PRI functionaries.
9. Integrating technology with every aspect of the training. ICT is cost effective and ensures high coverage within a definite time frame. Absorption levels are also high and can ensure uniformity. Technology reaches out across the state.
10. Use of an interactive methodology is necessary. Modules should be interactive and have to be modified accordingly. A cascading methodology results in messages getting diluted.
11. SIRD should take the lead in coordinating the CARISMA programme.
12. SIRD has to equip itself, outsource expertise, and build strategic alliances with other players.
13. There should be an incentive system to attract new faculty. There should be a systematic selection process.
14. Identifying and training master trainers. Master trainers will be an asset for the entire state. The method followed by MANAGE in developing national facilitators could be adopted. A minimum 33 per cent of the master trainers should be women.
15. Other training institutions and NGOs have to be engaged in CB&T. A norm could be developed for this.

5. PRESENT CAPACITY BUILDING EFFORTS FOR PRIs IN RAJASTHAN

IGPR&GVS (SIRD) is the apex institution for PRI-CB&T in Rajasthan. Along with SIRD, several other institutions can play a supportive role for carrying out this mandate. Given the complexities of implementing capacity building of PRIs, more stakeholders need to be engaged at various levels. The major ones are:

1. SIRD.
2. HCM—RIPA (Harish Chandra Mathur Rajasthan Institute of Public Administration - ATI).
3. Institute of Development Studies (IDS).
4. Departmental (sectoral) training institutes.
5. NGOs.

A. IGPR&GVS (SIRD Jaipur, Rajasthan)

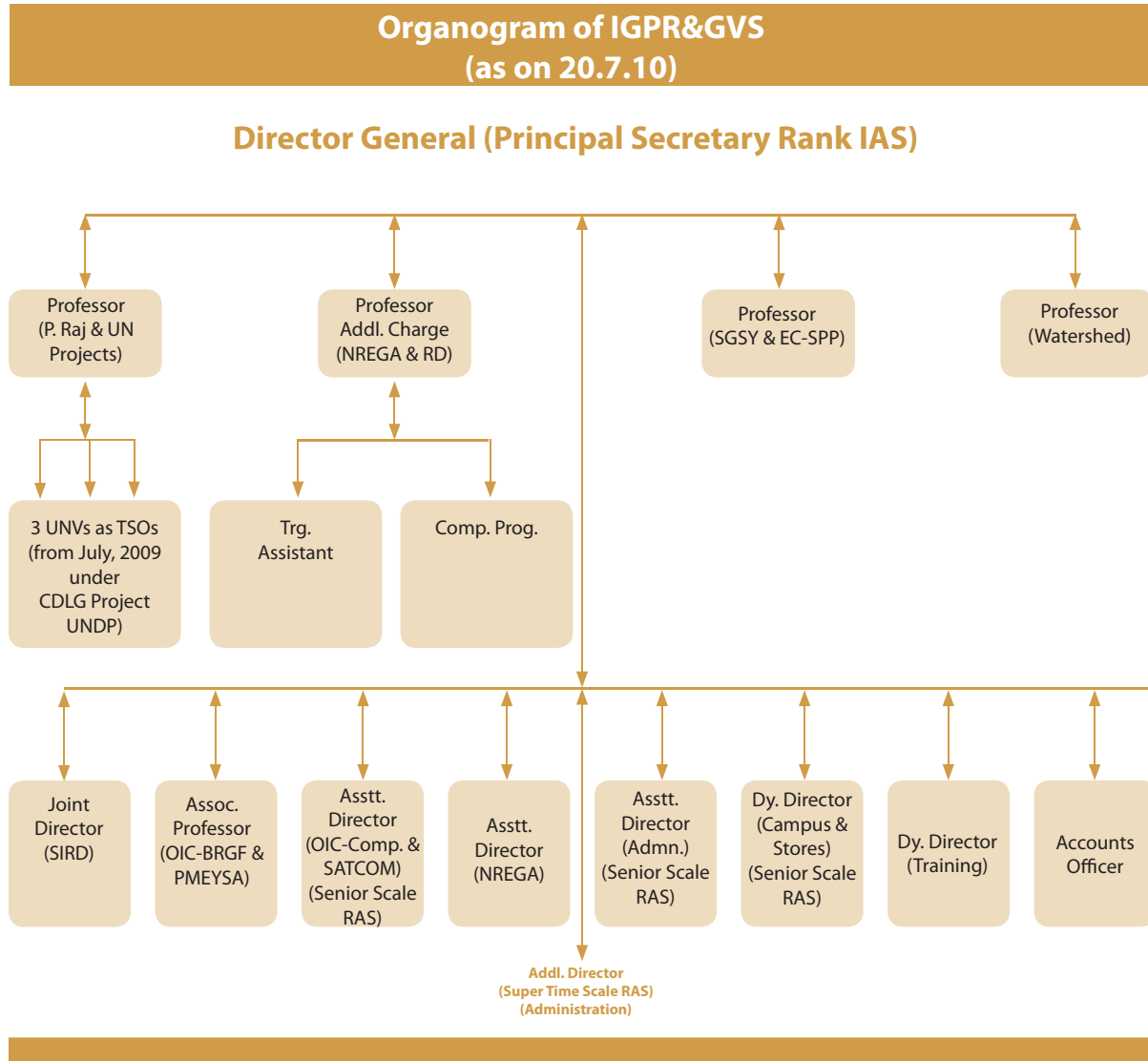
IGPR&GVS is a state level institute for rural development in Rajasthan which was created by GoR through a cabinet resolution in March 1984. It is an apex institute in the state for developing human resources in PRIs and in the rural development sector. It was registered as a society in March 1989 under the Rajasthan Societies Registration Act, 1958. The State Institute of Rural Development (SIRD) was merged with this institute vide a cabinet decision of the state government in July 1999. The institute has three extension training centres (ETCs) catering to a training load of about 11 districts per centre.

The vision of the institute is building capacities for transforming rural society for sustainable development through capacity building of human resources in PRIs and in the rural development domain (the organogram for IGPR&GVS is given in Figure 2).

Objectives

- To train ERs, officials, and NGOs working with PRIs and in the RD sector.
- To undertake research and studies on PR & RD.
- To collect and disseminate information on PR & RD as a knowledge resource centre.
- To prepare and publish training modules, reference material, books, and papers on PR & RD.
- To develop a specialized library on PR, RD, and local governance.
- To undertake evaluation and impact studies of various RD programmes and functioning of PRIs.
- To collaborate with other like-minded organizations in India and abroad who have similar objectives.

Figure 2: Organogram of IGPR&GVS



Governance and Organizational Structure

IGPR&GVS is headed by a Director General who is an IAS officer of the rank of Principal Secretary to the government. He is assisted by four officers from the state services who function as Additional/Assistant Directors and Accounts Officers. IGPR&GVS has a very small faculty which undertakes capacity building initiatives in various disciplines falling under the purview of PR & RD.

Infrastructure

The institute has good infrastructural facilities in Jaipur, with an air-conditioned auditorium and seminar halls and necessary audio-visual facilities. It also has hostel facilities, which can accommodate about 90 participants at one time. IGPR&GVS has facilities for organizing five programmes simultaneously. A computer lab with 30 computers helps the institute impart information technology related training programmes. The institute also has video conferencing facility and a satellite communications studio.

Areas of Expertise

- Panchayati Raj.
- Decentralized planning.
- Poverty alleviation.
- Human development and human rights.
- Rural development.
- Rural employment (NREGA).
- Trainer development programmes.
- Financial management.
- Organizational behaviour and management.
- Gender and development.
- Watershed development.
- E-governance.
- Convergence and community mobilization.
- Computer training.
- Organizational behaviour and soft skills.

Human Resources

IGPR&GVS presently has a nucleus faculty strength of 14 members with administrative and academic backgrounds. The institute also uses external resource persons by involving them in training programmes relating to human development oriented planning and implementation aspects. There is a complement of state government officials as well as professionals from academia which deals with subjects such as human development, human rights, PR, RD, gender issues, environmental management, reproductive and child health, poverty alleviation, police reforms, food security, youth participation and development, and decentralized planning.

There is only one permanent faculty member in SIRD. As a result, the institute largely depends on external resource persons. It is reported that many faculty members do not have requisite qualifications and expertise to undertake PRI specific capacity building interventions. Often faculty positions are filled with government officials. The absence of a viable faculty strength affects the process of research and knowledge creation and prevents qualitative improvements and scaling up of capacity building activities on a sustainable basis.

Faculty members are well trained in conducting programmes such as direct trainer skills (DTS), design of training (DoT), management of training (MoT), evaluation of training (EoT), and training of trainers (ToT) in the above disciplines. The joint status of SIRD and IGPR&GVS in relation to senior administrative and faculty positions is given in Table 4.

Table 4: Details of Senior Administrative and Faculty Positions in SIRD

Sl. No.	Position	Sanctioned	In position	Vacant	Remarks
1.	Director	1	1	-	IAS cadre
2.	Additional Director (Administration)	1	1	-	RAS cadre
3.	Joint Director (Training)	1	1	-	SIRD position
4.	Professor	4	3	1	2 are SIRD funded
5.	Associate Professor	4	3*	1	2 SIRD posts
6.	Assistant Professor	4	3*	1	1 SIRD
7.	Accounts Officer	1	1	-	RACs

Note: * Two positions were filled with state cadre Rajasthan Administrative Services ((RACS) officers (as on March 2011).

Profile of Faculty Members

The institute presently has a nucleus faculty strength of 13 members. Looking at the profiles and expertise of faculty members, it is seen that SIRD can effectively carry out its mandated responsibilities. However, in terms of better efficiency and effectiveness there is need for more personnel with academic backgrounds. Profiles of SIRD's faculty members (as on 20.7.10) are given in Annexure 3.

Research Activities

There is no institutional mechanism for promoting research activities. There is no specific staff for research activities and there is no 'research budget line'.

Sharing of Expertise

There is inadequate networking and sharing of resources. The dissemination of knowledge by way of research and publications by and large does not exist.

Training and Capacity Building Activities

Training activities include a variety of initiatives such as ToT as well as PRI training campaigns in addition to addressing training needs with respect to centrally sponsored schemes (CSS) like the Backward Region Grant Fund (BRGF), Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Swarnjayanti Gram Swarozgar Yojana (SGSY), and Watershed Development.

It has also helped a large number of district training team (DTT) members acquire knowledge and skills related to CSS.

Training of Trainers

The institute has created a decentralized cadre of about 1,500 resource persons for PR training at the block level. These field trainers are used for organizing training camps for ERs and officials at the district as well as block levels. ToT was done during 2000, 2002, 2003, 2005, 2007, 2008, 2009, and the most recent in 2010.

Two Stage Training Strategy for ToT

- Master trainers are trained at the state level. The CEOs of ZPs select two each from each district.
- District level trainers are trained at 16 locations for 33 districts. Five multi-disciplinary trainers each are identified from among officials, CDPs, Panchayat Extension Officers (PEOs), Block Extension

Officials (BEOs), and NGO personnel by BDOs.

1. State level master trainers (MTs)—100 persons drawn from government officials (GOs), NGOs, and research and training institutions are trained at IGPR&GVS.
2. District training teams (DTTs)—1,500 persons are trained with the support of master trainers and 21 NGO partners in a decentralized mode. Five to seven multi-disciplinary team members are selected per Block Panchayat of which a minimum two are women.
3. Seven rounds of ToTs were held in 2000, 2002, 2003, 2005, and 2007 for BRGF districts; in 2008, training for SCs, STs, and women ERs was organized; and in 2009 thematic training was organized.
4. Additional thematic ToTs were held for pilot projects on population, health, and gender issues (2005) and engendering district plans (2008–09) supported by UNFPA and UNDP.
5. Block based DTTs were equipped to deliver direct training to PRIs simultaneously in all blocks in a cascade mode.

Training Impact Assessment

The institute has a formal and structured method of collecting feedback from the participants at the end of each training programme. Participants' inputs are analysed and factored into attempts at bringing about continuous improvements in course design, updating content, and creating a conducive learning environment.

TIA studies were conducted during 2004 to ascertain the outcome of decentralized training campaigns held for PRIs in 2003 through NGO partners in 30 districts, 70 blocks, and 270 Gram Panchayats.

Training Need Analysis

Periodical TNA is also organized. The TNA process involves stakeholder consultation workshops among ERs, officials, and NGOs held at the state and divisional levels. TNA exercises were done periodically during 2000, 2004, and 2009. Four days of intensive brainstorming workshops were held in seven divisional headquarters. A team to conduct TNA was prepared at the level of divisional headquarters.

- Day one : TNA with elected members and officials of Zilla Parishads
- Day Two : TNA with elected members and officials of Panchayat Samitis
- Day Three : TNA with elected members and officials of Gram Panchayats
- Day Four : Collating the divisional level information at SIRD

TNA during 2009: Emerging Priorities for PRI Training: 2010

1. **Panchayati Raj Act and Rules:** The 73rd Constitutional Amendment, 50 per cent reservation for women in Rajasthan from 2010, engendering Panchayats, various SCs, and meetings desired at the three levels of PRIs and PESA areas.
2. **Roles, Responsibilities, and Powers of ERs and Officials:** Three-tiers/ PRIs: Ward Sabha, Gram Sabha, Panchayat Samiti, Zilla Parishad, District Planning Committee, and the vision for development—five yearly and annual.

3. **Human Development:** Education, Health, Women and Child Development, Livelihood related schemes and strategies.
4. **Major Development Schemes implemented by PRIs:** NREGA, SGSY, Indira Awas Yojana (IAY), Member of Parliament and Member of Legislative Assembly Local Area Development, Watershed, Total Sanitation Campaign (TSC), Poverty Reduction and Livelihoods, and various social security schemes.
5. **Financial Management:** Sources of funds, local development planning, budgeting, accounts-records, audit, UC & CC, technical estimates, BSR, MB, TS, FS, AS, mobilizing own income, accounts—rules and procedures, store and inventory management, gender responsive planning, and gender audit.
6. **Administration and Office Management:** Record keeping, agenda for meetings, minutes of the meetings and action taken reports, revenue matters, handling encroachments on CPRs, housing pattas, land titles and records, PDS and food security, registration of births, marriages, and deaths, supervision of staff, and office correspondence.
7. **Personal Development:** Recognizing self-potential, leadership skills, public-speaking and communication, confidence building, positive mental attitude, conflict resolution, coordination, gender sensitivity, pro-poor, tribal and dalit inclusive vision, stress management, time management, and relationship management.
8. **Topical Concerns/Emerging Challenges:** E-learning, interface with civil society, green and clean eco-friendly governance, disaster management, human rights, and various social legislations, RTI and social audit, and transparent and accountable governance.

Training Material

SIRD prepares the module and presents it to a group of stakeholders like NGO partners, department officials, and elected members. Modules are updated every five years. TNA based joint training modules were developed during 2000, 2002, and 2005 (Table 5). A few thematic modules were also prepared on key themes (Table 6).

Table 5: Joint Training Programmes

Sl. No.	Training	No. of training days
1	Joint Orientation Module for Zilla Parishad Chairperson/Vice-Chairperson, members, CEO, and ACEO	3 days
2	Joint Orientation Module for Panchayat Samiti level Chair/Vice-Chair, members, and Vikas Adhikaris (BDOs)	3 days
3	Joint Orientation Module for Gram Panchayat level for Sarpanch/Up-Sarpanch and Gram Sevak	6 days
4	Orientation Module for Ward Panchs	1 day
5	Orientation Module for Chairpersons and Women Members of Various PRI-SCs	2 days

Table 6: Thematic Modules

Sl. No.	Thematic modules
1	Module for capacity building of PRIs on population, health, RCH, and gender issues (2005)
2	Distance Education Booklet Series (2006–07)
2.1	Duties and powers of the Zilla Parishad chairperson and members
2.2	Duties and powers of the Panchayati Samiti chairperson and members
2.3	Duties and powers of the Gram Panchayats and Sarpanchs
2.4	Duties and powers of Ward Panchs, Ward Sabhas, and Gram Sabhas
3	Orientation training modules for BRGF districts (2007)
4	Refresher training modules for SCs, STs, and women ERs of PRIs (2008)
5	Gender responsive district plan: Modules and material for engendering district plans for human development (2008)
6	Thematic refresher module on NREGA, National Rural Health Mission (NRHM), RTI, social audit, and role of PRI-SCs

The training conducted for ERs during 2005–09 is given in Table 7.

Table 7: Training Details

Year	Training
2005	Basic orientation for all
2007	Refresher course on district planning in BRGF districts
2008	Refresher course for SCs, STs, and women members of RGSY districts
2009	Theme-wise training for all

Details of other training conducted are given in Table 8.

Table 8: PRI Training Campaign

Sl. No.	Target group	Period
1	Joint training of district chiefs: Zilla Pramukhs and CEOs at IGPR&GVS	4–9 April 2005 (average 97 per cent turnout reported)
2	Divisional level decentralized training for all block chiefs: Pradhans and BDOs	5–7 May 2005 (average 90 per cent turnout reported)
3	Joint training of Gram Panchayat chiefs: Sarpanchs and Gram Sevaks at the block level (simultaneously in all the blocks)	30 May–4 June 2005 (average 99 per cent turnout reported)
4	Orientation training camps for all Ward Panchs (ward chiefs) at sub-block levels	6–18 June 2005 (average 80 per cent turnout reported)

All the training programmes planned under the PRI training campaign 2005 were successfully completed in 75 days, with average 95 per cent attendance across all events; 1.25 lakh PRI leaders from Zilla Pramukhs to Ward Panchs and CEOs to Gram Sevaks were exposed to basic orientation within three months after elections.

In 2005–06, in a special pilot project for district Sawai Madhopur, 197 GPs were trained on gender and health governance under MoPR-UNFPA support and a human development (HD) database was evolved at each GP level.

In 2007, orientation training for all PRIs was conducted in 12 BRGF districts in a cascade mode.

In 2008–09, a refresher training campaign was conducted for all PRIs in two phases:

- Phase-I: Training was conducted in June-July 2008 for SCs, STs, and women representatives to empower them to perform their duties in the spirit of the Panchayati Raj Act and Rules.
- Phase-II: Thematic refresher training was conducted for all PRIs in June-July 2009 on MGNREGA, NRHM, RTI, social audit, and PRI-SCs.

In 2008–09, a special pilot project for the Jaipur division on capacity building of DPCs and PRIs on gender responsive district planning was done with support from UNDP and the Planning Commission, GoI.

Capacity Building Initiatives—RD Cell (MGNREGA)

Under the RD cell, 42 programmes were conducted during 2009, covering 2,830 participants. Field training (BRPs, mates, Gram Sevaks) was completed for around one lakh stakeholders (Table 9).

Table 9: Capacity Building Initiatives-RD Cell

Type	Target group	Duration	Syllabus
Orientation & Refresher (at SIRD level)	Orientation and Refresher XENs, MIS- Managers, POs, and BDOs.	1–5 days	Act, guidelines, specific themes— Payments, MIS feeding, annual action plan, technical estimates, GKN, RTI, and social audit manual.
Workshops (at SIRD level)	DPCs, ADPCs, XENs, MIS- Managers, POs, BDOs, and NGOs.	1–2 days	Specific themes—Payments, MIS feeding, annual action plan, and technical estimates.
Training of Trainers (at SIRD and Training of Trainers at the district level)	DRPs, BRPs, Social Audit, and Postal Officers.	3–5 days	Act, guidelines, specific themes— Payments, MIS feeding, annual action plan, and technical estimates.
Orientation Training (decentralized)	BRPs, mates, and Gram Sevaks.	1–5 days	Act, guidelines, policy circulars, communication skills, M&E, OB, RTI, convergence, GKN, social audit manual.

Capacity Building Initiatives by DPIP, SGSY, EC-SPP Cell

IGPR&GVS is the nodal training agency for DPIP. As part of this, it conducted about 150 training programmes during 2001–07 on various themes covering 4,752 participants.

About 268 programmes were conducted in SGSY during 2003–04 to 2009–10 covering 11,540 participants at SIRD and at the decentralized level (Table 10).

The cell also conducted 16 programmes in EC-SPP during 2007–08 and 2008–09 covering 615 participants.

Table 10: Training Programmes—SGSY

Type	Target group	Duration	Syllabus
Orientation & Refresher (SIRD)	POs/APOs SGSY, BDOs, and PEOs.	3–5 days	Guidelines, policy circulars, SHG concept, group dynamics, marketing, communication skills, M&E, OB, micro finance, micro enterprise, risk management, RTI, and convergence.
Workshops (SIRD)	POs/APOs SGSY, and NGOs.	1–2 days	Specific themes—Rural business hubs and R-SETIs.
Training of Trainers (SIRD)	POs/APOs SGSY, NGOs, BDOs, PEOs, and selected trainers.	3–5 days	SAT, training methodology and thematic areas.
Orientation Training (Decentralized)	SHG members, Gram Sevaks, BDOs, PEOs, and bankers.	1–3 days	Guidelines, policy circulars, SHG concept, group dynamics, marketing, communication skills, M&E, OB, micro finance, micro enterprise, risk management, RTI, convergence, SHG books and A/C keeping, and bank linkages.

The capacity building initiatives taken up by the watershed cell are given in Table 11.

Table 11: Capacity Building Initiatives—Watershed Cell

Programme	Target group	Duration
State level watershed workshop GIS & MIS (ISRO supported)		One day
Capacity building in decentralized watershed management—state level training	Ex. Ens. and POs (LR)	Five days (2009)
Role of WDTs in the Harit Rajasthan campaign	Agricultural experts and social scientists	One day (2009)
Watershed training based on new common guidelines		Ongoing

Other Capacity Building Activities under the Watershed Cell

Two hundred and eighty six micro watershed evaluation studies were conducted and the reports submitted to Department of Land Resources (DoLR), MoRD. The proposal for study of *Jatropha* and *Pongamia*-Impact Assessment Study of Bio-Diesel plantation was sent to DoLR, MoRD.

Backward Regions Grant Fund Related Capacity Building Initiatives

- The first national BRGF workshop was organized in February 2007 at the request of MoPR, GoI.
- The first BRGF orientation training campaign was conducted in 2007 in a cascade mode based on training modules published by the institute.
- Ten ToT programmes were organized in 2007 wherein 400 trainers were trained (CEOs, ACEOs, CPOs of 12 BRGF districts, and BDOs, CDPOs, PEOs, NGOs, ex-PRI members of 83 blocks).

Decentralized Campaign (2007)

- A two-day training workshop for all Zilla Parishad and DPC members in all the 12 BRGF districts.
- Eighty-three training workshops were organized in all 83 Panchayat Samitis for Panchayat Samiti members.

- Sarpanchs, Ward Panchs, and Gram Sevaks of all the 3,278 Gram Panchayats in 12 BRGF districts were trained in joint workshops (two days) in clusters of 10 to 15 Gram Panchayats.
- Two-day refresher training workshops were conducted at IGPRS for BDOs, CDPOs, PEOs, NGOs, and ex-PRIs.

Key contents of the training programmes include the BRGF scheme, decentralized planning, convergence, district level perspective plans, social audit and RTI, and training skills. Around 38,000 ERs and 4,840 officials were trained from 2007–08 to October 2009–10 under the BRGF training campaign.

Apart from these, skill based training programmes were held for around 100 persons on 'Hand pump Miseries' through the Drug Sansthan-Gujarat and rural youth were trained as 'Barefoot Engineers' (masons) in 12 districts with the help of CIDC, New Delhi following a 60-day training module.

Computer Cell Related Training Programmes

SIRD's computer cell provides basic computer skills training to non-gazetted employees of Zilla Parishads and Panchayat Samitis which is aimed at enhancing the capability of these personnel for better use of computers in office automation. An average of two courses is conducted per month in batches of 20 to 30 participants.

The syllabus comprises of familiarization with main Ms.-Office applications, that is, Ms.-Word, Ms.-Excel, and power point presentations with an introduction to the internet and e-mailing. No outsourcing is done. Training is being provided by knowledgeable officials of the institute. Though on average 20 training courses are scheduled every year, only half of them are conducted due to lack of nominations.

Satellite Communication Project

The satellite communication project SATCOM is being implemented by the state government for centralized training and extension activities of various line departments such as Medical and Health, Women and Child Development, Agriculture, Cooperatives, Rural Development, and Information Technology. The Department of Science and Technology, GoR is the nodal agency in this regard. IGPR&GVS was selected as the venue for locating SATCOM. An integrated uplink station has been installed in IGPR&GVS's new hostel building. It is being utilized for telemedicine, edusat and gramsat.

It was decided that a separate society will not be registered for dealing with the financial aspects of this project; IGPR&GVS will be used for routing funds and for payment of bills. The Department of Science and Technology was supposed to coordinate with the user departments concerned to see that required funds or charges were provided by the respective departments in the budget and funds got transferred to IGPR&GVS.

As per the project's requirements, received only terminals (ROTs) at 237 Panchayat Samiti headquarters have been installed and SITs (two-way video and two-way audio) have been installed in 29 Zilla Parishads. At the moment, prepared programmes are being telecast.

The studio was inaugurated on 18 February 2010 and has been established under the supervision of the Department of Science and Technology with technical support from DECU, ISRO, Ahmedabad. As far as its financial status is concerned, various line departments have transferred Rs 49 lakh in a common pool in the last two financial years. IGPR&GVS releases funds as per sanction orders issued by the Department of

Science and Technology under different operational and maintenance items. The institute has contributed Rs 50.29 lakh towards the construction of the studio under the SIRD head. The Department of Science and Technology has transferred Rs 44 lakh to the common pool which was released towards the construction of the studio in two instalments. Thus, a total amount of Rs 94.29 lakh has been released for studio work from the account maintained at IGPR&GVS. The operation and maintenance contract has also been assigned to concerned persons and it was reported that the studio is likely to be fully operational within a short span of time.

The training strategy for 2010–11 for various levels of PRIs is given in Table 12.

Table 12: Training Strategy for 2010–11

Training Target	Venue
ZP Chairperson and CEO	SIRD
ZP members	ZP level
Pradhan, members of PS	16 divisional headquarters
Joint training for President, Vice-President, and Secretary of GP	Panchayat Samiti level
Ward Panchs of GPs (two days)	Sub-block level

Funding Support Sanctioned for the PRI Training Campaign: 2010

In 2010, the PRI orientation training campaign covered 12 BRGF districts (Rs 3.19 crore) and 21 RGSY districts (Rs 4.34 crore). Rs 1.74 crore was the matching share allocation of GoR. Rs 9.27 crore was invested in the PRI training campaign for 2010.

B. HCM—RIPA (Harish Chandra Mathur Rajasthan Institute of Public Administration - ATI)

The Harish Chandra Mathur Rajasthan State Institute of Public Administration (HCM-RIPA) was set up in 1957 and has come to be recognized as one of the foremost institutions for administrative training and capacity building of government and semi-government officials. It is GoR's apex level ATI for civil service training. The institute has two satellite campuses in Udaipur and Bikaner and two regional centres in Jodhpur and Kota. The institute, which functions as a full-fledged department of the state government has under its aegis several centres of focused attention which operate as registered societies: Centre for Management Studies, Women and Child Resource Centre, Centre for Good Governance, Centre for Disaster Management, Centre for Urban Development, Centre for Trade and Investment, Centre for Financial Administration and Management, and Centre for Multi-level Planning and Natural Resource Management.

The institute has a mission of creating an institutional framework for optimum productivity of public servants in organizations, in a team or as individuals in their current as well as future roles. The major objectives of the institute are: a) to take steps to enhance the skills of government and semi-government officials through the process of training, and b) to provide leadership and guidance to other training establishments in the state with respect to training related matters, including training techniques.

The major thrust areas of training in HCM-RIPA include:

- Good governance.
- Public policy.

- Financial management and management accounting.
- Public service delivery.
- Public administration, management, and organizational behaviour.
- Disaster management.
- Women's issues.
- Training of trainers.
- E-governance and information technology.
- Decentralized planning and development administration.
- Urban development and urban poverty alleviation.
- Public access to information.

Key Functions

HCM-RIPA's key functions revolve around building the capacities of government departments and agencies towards improved service delivery and superior governance through training of state civil service officials and government functionaries at the grassroots level. It also provides support, guidance, and leadership to other training establishments in designing training packages, training methodologies, reading material, and pedagogy.

Governance and Organizational Structure

The institute is headed by a Director who is an IAS officer of the rank of Additional Chief Secretary to the Government of Rajasthan. He/she is assisted by civil servants and faculty resources in designing training modules and preparing training material for new and ongoing capacity building initiatives. Even though RIPA functions as a government department, it has functional autonomy in matters pertaining to faculty recruitment—the Rajasthan Public Service Commission (Limitation of Functions), 1951 regulation has a clause which allows RIPA to recruit its faculty independently by having its own internal selection committee.

Infrastructure

The infrastructural facilities at HCM -RIPA in Jaipur include a spread out campus located in idyllic surroundings in the heart of the city. The facilities comprise of classrooms, syndicate rooms, committee rooms, faculty rooms, a library, a computer centre, and an auditorium. The two computer labs have a capacity to train nearly 60 participants at one time. The hostels attached to the institute can accommodate more than 275 trainee officers at one time. There are also a number of furnished cottages and a guest house for visiting faculty. The library has an excellent collection of books on various thematic areas.

RIPA has two satellite campuses located in Udaipur and Bikaner and one regional training centre each in Jodhpur and Kota. The Udaipur campus has good classrooms, seminar rooms, an auditorium, and a good library. The hostel in Udaipur has a capacity to accommodate 100 trainee officers at one time. The Bikaner campus is also slowly being developed like the Udaipur campus. The regional training centres in Jodhpur and Kota mainly cater to the local training needs of the state and subordinate service officers.

Human Resources

The institute has 44 faculty members (of which 24 are serving /retired civil servants) who organize a variety of training programmes like direct trainer skills (DTS), design of training (DoT), management of training (MoT), training need analysis (TNA), and evaluation of training (EoT). The institute has a shortage of faculty and staff positions as several sanctioned posts are vacant. As a result it complements the faculty's resource requirements by engaging retired civil servants/academicians on contract and by inviting external experts.

Training and Capacity Building Activities

HCM-RIPA undertakes foundation courses for officers selected through the State Public Service Commission, condensed foundation courses for various technical state services, compulsory in-service training for officers of technical and non-technical state services, training of officers promoted to the state services, induction training for Rajasthan Forest Service officers, induction training for IAS officers allotted to the state, and also various non-compulsory short-term courses on a variety of topics relating to management, service delivery, governmental schemes and procedures, human and social development, as well as information technology. The institute had a good record of training women ERs and urban ERs during 2004–05 to 2007–08, with as many as 1,500 urban ERs being trained of whom about 80 were women.

Impact Assessment of Training Programmes: HCM-RIPA has a well-laid down procedure of collecting feedback from participants. The inputs from the participants are factored into new/revised programmes and these are appropriately modified (however, this does not happen in many cases). As a further step in this direction, the institute conducted an impact assessment of Trainer Development Programmes (TDPs) and the Faculty Development Scheme (FDS).

C. Institute of Development Studies

IDS, Jaipur, was established in 1981 on the initiative of a group of academics, scholars, and administrators in Rajasthan and is being supported by the Indian Council of Social Science Research (ICSSR) and GoR. The institute is an autonomous organization registered under the Societies Registration Act, 1860. It is a multi-disciplinary research organization that takes cognizance of the macro-environment, planning processes, and strategies including their socio-economic dimensions and attempts to make timely interventions through research and dialogues.

The apex body of the institute is a Governing Board which consists of 21 members, including the Chairman, Vice-Chairman, and Member-Secretary. While the Chairman and Vice-Chairman are elected by the Board from among its members, the Director of the institute is designated as ex-officio Member-Secretary of the Board.

The main objectives of IDS are: a) contributing to an understanding of the development process and problems, b) conducting studies on problems of marginalized sections and of the hinterlands, c) adopting a multi-disciplinary approach in its research activities, and d) providing a forum for different stakeholders to discuss issues in development. The institute is specifically concerned with regional issues relating to Rajasthan and western India. It has established partnerships with the state and central governments, other parastatal organizations, the private sector, a wide range of NGOs, and members of civil society for furthering its objectives.

IDS's thrust areas are:

- Economic policies and strategies.
- Natural resource management and environment.
- NGOs and Panchayat Raj.
- Social policies: institutions, governance, and civil society.
- Women and gender studies.
- Micro-finance.
- MDGs.

The activities of the institute are centred on five broad areas:

- Economic policies and strategies.
- Natural resource management and environment.
- Social policies: institutions, governance, and civil society.
- Women and gender studies.
- NGO and the Panchayati Raj Centre.

IDS established the NGO and Panchayati Raj Centre in the 1990s to train and disseminate research based information to NGOs and civil society members. This activity has now expanded to partnering with NGOs and civil society for joint action. The centre continues to be closely associated with current development processes. It provides a forum for research and debates on development issues; in addition it also establishes relationships between policy planners, experts, thinkers, and PRIs.

The institute has 21 faculty members including the Director and a visiting and honorary faculty. The faculty team has the following specializations:

- Labour markets and employment.
- Rural development, informal sector.
- Economic policies.
- Rural livelihoods.
- Civil society.
- Poverty alleviation.
- Primary and non-formal education.
- Remote sensing applications, geo-informatics, land-use planning, watershed planning.
- Natural resources management.
- Women's issues, gender studies.
- Policy research.
- Human development.
- Process monitoring and participatory evaluation.

Research

IDS's approach to research studies is multi-disciplinary (see Table 13).

Table 13: Major PRI Specific Research Reports of IDS (since 2004)

Sl. No.	Name of the Research Report	Year of publication
1	Assessing the Functioning of the Block Resource Centre, the Cluster Resource Centre and the School Development and Management Committee in DPEP Phase II (Rajasthan): A Study.	2004
2	Human Development Index: Rajasthan, Spatio-Temporal and Gender Appraisal at Panchayat Samiti/Block Level.	2005
3	PURA: Provision of Urban Amenities in Rural Areas: Concept and Evidence from Kekri Cluster of Ajmer District.	2005
4	Situation of Women and Children in Rajasthan: A Report.	2007
5	State Policy for Children in Rajasthan: Commitment and Accountability towards Children.	2007
6	Rule Prepared under the Project: Rural Decentralization and Participatory Planning for Poverty Reduction: Rajasthan Panchayati Raj Rule.	2008
7	Evaluation of NREGA in Rajasthan.	2008
8	Human Development Report, Rajasthan (An update– 2008).	2008
9	Atlas of Rajasthan: Status of Children.	2009
10	Comprehensive State Agriculture Plan, Rajasthan: 11th Five year Plan (2007–2012).	2010

Some of IDS's PRI-specific reports of workshops, seminars, and training are given in Table 14.

Table 14: Major PRI Specific Reports of Workshops, Seminars, and Training of IDS

Sl. No.	Name of the Workshops, Seminars, and Training	Year of publication
1	Proceedings of Sub-Regional Workshop on Panchayati Raj (Hindi).	1994
2	Gender Training Modules for SWACH (Sanitation Water and Community Health) and RIGEP (Rajasthan Integrated Guine worm Eradication Project) Functionaries.	1995
3	Workshop Report on New Form of Panchayati Raj: A Review.	1996
4	<i>Panchayati raj sansthanon ki mahila pratinidhiyon ke Prashikshan hetu vishay vastu va vidhiyon ke nirdharan sambandhi muddon par khuli charcha</i> (Hindi).	1999
5	From Conflict to Convergence: Round Table of PRIs and NGOs.	2000
6	<i>Ward panchon ki ek divsiya amukhikaran karyashala ka prastavit prashikshan module</i> (Hindi).	2000
7	<i>Panchayat samiti sadasyon, pradhanon, uppradhanon evam vikas adhikariyon ki teen divsiya amukhikaran ka prastavit prashikshan module</i> (Hindi).	2000
8	Decentralized Planning in Rajasthan: A Dialogue.	2000
9	<i>Panchayati raj ke zilla prashikshan dalon ki prashikshan karyashala, zilla—Sikar evam Jhunjhunu</i> (Hindi).	2000
10	<i>Panchayati raj zilla prashikshak dal sadasyon ki abhinav karyashala, zilla Jaipur</i> (Hindi).	2003

Some of the papers published by IDS since 1994 are given in Table 15.

Table 15: Major PRI Specific Working Papers by IDS (since 1994)

Sl. No.	Name of the Working Paper	Year of publication
1	Panchayati Raj and the Reservation Policy.	1994
2	Gender Training: Potential and Limitations.	1996
3	The Politics of Women's Reservation: Women Panchayat Representatives in Rajasthan, Performance, Problems and Potential.	1996
4	Gender Related Educational Development Index at Panchayat Samiti Level in Rajasthan (2000).	2002

Training Programmes

IDS conducts and participates in training programmes to disseminate information as well as to learn from the process of information sharing. Training programmes are organized for senior policy planners, middle level development functionaries, NGOs, and PRIs. Most of this training is demand driven. The institute has embarked on a number of training programmes related to NGOs, PRIs, women, and children.

Infrastructure

The institute has a three-storey building with one and a half floors occupied by the library, a large conference room, several committee rooms, and classrooms. It has a self-contained building with furnished faculty rooms, seminar halls, and a guest house cum hostel.

Library

IDS has a rich collection of books, current and back volumes of journals, research monographs, reference documents, and other material relating to different facets of development. It is frequented by researchers and scholars from both India and abroad. The library is a depository of publications from the World Bank, the Asian Development Bank, and the International Labour Organization.

Computer Centre

IDS has a local area network (LAN) with two dedicated servers on Novel NetWare and WIN NT platforms. Accessibility to the internet has been extended to 50 nodes. Library books, journals, articles, and research reports can be accessed from each node. The computer centre also provides on-the-job training to research staff members who join short and medium term research projects at the institute.

Expertise in PRI related issues

IDS is collaborating with IGPR in preparing training modules for PRI training. IDS does not have faculty members who specialize in PRI related issues. However, it has a few faculty members who specialize in gender studies.

Possibilities of collaborating with IDS

The possible areas that IDS can get involved with PRIs as well as in CB&T are:

- Local level planning.
- Creating a database.

- Research, assessment, and feasibility studies.
- Policy publications on PRI related issues.
- Faculty exchange.

D. Directorate of Watershed Development and Soil Conservation (DWD&SC)

In pursuance of the 73rd Constitutional Amendment, all watershed development work under various schemes is being implemented through GPs/PRI since 1 April 2004. At the state level, the programme is being supervised and monitored by DWD&SC, and the departments of RD & PR.

The objectives of DWD&SC are:

- To conserve water and soil and to enhance production and productivity of the crop and allied sector (NRM).
- To sustain livelihood opportunities of rural people.
- To build the capacities of all the stakeholders related to watershed for planning, executing, and maintaining various watershed activities.
- Employment opportunities at the local level and putting a halt on migration.

Organizational Structure

At the state level, the state level nodal agency (SLNA) is headed by an Additional Chief Secretary (Development) and Director, DWD&SC is the Chief Executive Officer. There is a multi-disciplinary team to assist the Director. There are also district level watershed development units with a Project Manager, Executive Engineer (LR), and a multi-disciplinary team. At the Panchayat Samiti level, an Assistant Executive Engineer is the PIA with WDT, comprising of four members (engineering, agriculture, AH, and soil science). At the GP/village level, there is a watershed committee.

Role

DWD&SC's role is managing the planning/implementation/maintenance as per common guidelines of watershed, state government circulars, etc. In the new common guidelines, capacity building of different stakeholders has been found as the most important factor in watershed development and management programmes.

As per the common guidelines for watershed development projects, watershed committees separated from GPs are the implementation agencies. Hence the role of GPs and other PRIs is not directly related. However, as per the common guidelines (para 47), the roles of GPs are:

- To supervise, help, and make suggestions to the WC as and when required.
- To authenticate the accounts/expenditure statements of the WC and other institutions.
- To facilitate the convergence of various projects/schemes to institutions of watershed development.
- To maintain asset registers under watershed projects with a view to retaining them after the watershed development project is over.
- To provide office accommodation and other requirements of the WC.

- To allocate usufruct rights to deserving user groups/SHGs over the asset created.

At the Panchayat Samiti level, it does not have a direct role as the roles are mentioned for ZPs. At the district level, ZP has a major role in coordinating the processes and providing advisory services at various stages. Convergence is also being addressed by the ZP/DPC.

With respect to watershed implementation, with a change of procedures, when a project is implemented by the WC (earlier GPs were carrying out the implementation as per old Haryali guidelines), how best local GPs and their members can get associated for preparing DPRs in a participatory manner with no disputes is a big challenge. Asset management after the project has been completed is another issue. A social audit of the work undertaken by WCs is another big challenge.

Under the MoA-GTZ project for strengthening capacity building for decentralized watershed management, a state level consortium of resource organizations was constituted for providing capacity building support to different stakeholders under watershed projects. The following resource organizations are partner organizations in the state level consortium and they work in association with DWD&SC, Rajasthan:

1. College of Technology and Engineering, MPUAT, Udaipur.
2. State Remote Sensing Application Centre (SRSAC), Jodhpur.
3. NABCONS, NABARD, Jaipur.
4. College of Veterinary and Animal Sciences, SAU, Bikaner.
5. Irrigation Management and Training Institute, Kota.
6. State Institute of Agricultural Management (SIAM), Durgapura, Jaipur.
7. IGPR&GVS, Jaipur.

The ToR for the state level consortium partners for providing CB support includes:

1. To oversee strategic aspects around identified theme areas of CB for watershed development.
2. Create favourable policy for CB support and help in planning the CB process.
3. Prepare a CB action plan for districts and the state based on the requirements of watershed development.
4. Contribute to developing training cost norms for training at different levels.
5. Suggest potential resource organizations for taking up CB services.
6. Share the experiences, knowledge, and learning within the consortium through participatory workshops, e-groups, etc.
7. Review the quality, utility, and reliance of existing modules; identify gaps and suggest theme-wise and stakeholder-wise new training modules.
8. Support the related process of identification and pooling of resource persons.

SIRD—Watershed Department: Scope for Interface

The Watershed Department currently has a commendable level of collaboration with SIRD in terms of preparing master trainers as well as designing and implementing training programmes. The training

programmes are organized by SIRD with facilitatory support being provided by the Watershed Department. It is further proposed that the Watershed Department can undertake action research programmes in selected PRIs.

E. Departmental Training Institutes

There are many departmental training institutions in Rajasthan. With the decision to devolve five sectors to PRIs, the role of department level training institutes has become significant. Two training institutes were visited by the study team: 1. State Resource Centre (SRC), and 2. State Institute of Health and Family Welfare (SIH&FW).

1. State Resource Centre

SRC is a major project of RAEA being run with support and financial assistance from the Ministry of Human Resource Development (MoHRD), GoI. SRC is a duly registered body (Registration No. 698/Jaipur/2007–08) under the Rajasthan Societies Registration Act, 1958 and is governed by its Governing Board comprising of 14 members including the Chairman. The Director of SRC is an ex-officio Member-Secretary of the Governing Board.

Roles

- Function based on the national literacy mission.
- Managing the adult literacy programme.
- Research and evaluation programme.
- Designing and implementing special projects like women empowerment and health.

SRC-RAEA Activities

- Developing and producing literacy and post-literacy primers for all 32 districts and more than 300 titles for neo-literates.
- Developing and producing about 60 packaged training material for different levels of programme functionaries in print, audio, and video mode.
- Orientation and training programmes for different stakeholders and functionaries.
- Environment building for promoting literacy and promoting, designing, and developing multi-media programmes for promoting literacy.
- Conducting and facilitating research studies on literacy and other cognate issues (35 studies).
- Appraisal and evaluation projects across various states in the country (more than 50 projects implemented).
- Integrating population and development education with literacy and continuing education programmes.
- Running experimental literacy and continuing education centres.
- Programmes in collaboration with GOs, local, national, and global agencies.

The Saakshar Bharat Programme: Scope for SIRD-SRC interface

In the implementation of the Saakshar Bharat Programme (SBP), PRIs have a greater role to play. SBP aims to further promote and strengthen adult education and aims at covering those who missed the opportunity of formal education earlier but now feel a need for learning of any type, including basic literacy, basic education (equivalency to formal education), vocational education (skill development), physical and emotional development, practical arts, applied sciences, and sports and recreation. The overall aim of the programme is to promote and strengthen adult education in the lifelong learning perspective and create a literate society. To this end, it seeks to establish adult and continuing education as a permanent and institutionalized set-up parallel to the formal education system. This will strengthen the right perspective for adult education.

The programme's main focus group is women and adolescents from socio-economically disadvantaged sections like SCs, STs, minorities, and other disadvantaged sections in rural areas.

PRIs will be the main implementing agency at the district, block, and Gram Panchayat levels; with the State Literacy Mission Authority (SLMA), and communities at the village level as the stakeholders.

The programme is envisioned as a programme of, for, and by the people, particularly at the Gram Panchayat level under the auspices of the village Panchayat. All stakeholders, especially at the grassroots level will have a say and role in the planning and implementation of the programme. The role of the National Literacy Mission Authority and the State Literacy Mission Authority will be that of catalytic agencies, facilitators, and resources providers.

Saakshar Bharat Programme is a good entry point for SRC to get associated with PRIs. Education being one of the subjects transferred to PRIs in Rajasthan, SRC can associate with PRIs primarily at two levels: i. Complementing PRI efforts in the education sector, and ii. Project for the remaining illiterate PRI members.

SRC and SIRD Interface

SRC has been collaborating with SIRD in developing master trainers for implementing the literacy programme. Considering its expertise, SRC can associate with SIRD in the following ways:

- Functional literacy programme for illiterate PRI members.
- Faculty development programme.
- Hand holding support for PRIs to implement SPB.
- Master trainers for SIRD in the education sector.

2. State Institute of Health and Family Welfare

SIH&FW Rajasthan is an apex level autonomous training and research organization in the health sector in the state. It was founded in 1995 as a registered society (Registration No. 25/Jaipur/1995–96) by GoR under the Societies Registration Act, 1958. SIH&FW is the human resource management agency for NRHM, NIPI, and Women and Child Development (WCD)-UNFPA in Rajasthan.

Mission

SIH&FW's mission is improving healthcare through human resource development (HRD), health research, consultancy, and networking aimed at enhancing the quality of life. Its two major activities are:

1. Developing human resources for health (HRH) through capacity building.
2. Organization Development (OD) through operations research.

Strategy

- a) Enhancing the capacities of Health and Family Welfare Training Centres (HFWTCs).

- b) Enhancing the capacity of ANM training centres.
- c) Developing a pool of trainers through ToT.
- d) Developing a training programme and modules on the basis of TNA.
- e) Contributing to the OD of medical, health, and family welfare of the state government through operational research.
- f) Providing consultancy on issues related to health.
- g) Conducting studies related to evaluation and impact assessment of various interventions by the healthcare delivery system.

Governance

SIH&FW Rajasthan is governed by a Governing Board chaired by the Minister for Health and Family Welfare. Director, SIH&FW is the Member-Secretary. Besides, three renowned and prominent trainers/consultants/social workers in the field of health and family welfare are nominated by the state government. The Executive Council of SIH&FW is chaired by the Principal Secretary, Medical and Health Department, GoR. The Director, SIH&FW is the Member-Secretary. SIH&FW has established formal linkages with the Institute of Health Management Research (IIHMR), International Institute of Population Sciences (IIPS), Indian Institute of Health Management (IIHM), Administrative Staff College of India (ASCI), Voluntary Health Association of India (VHAI), Foundation of Research in Community Health (FRCH), Tata Institute of Social Sciences (TISS), PRB, Population Foundation of India (PFI) National AIDS Control Organization (NACO), and National Institute of Health and Family Welfare.

Faculty

Beside the Director, there are five faculty positions in the institute. The nature of work in SIH&FW demands specialization in preventive and social medicine, health management, pediatrics, gynaecology and obstetrics, and health communication. The institute's team has the expertise for providing consultancy for health services' research and capacity building in health management.

Facilities

The institute has 4.4 hectares of land in the east of Jaipur. It has six training halls, a 36 room air-conditioned hostel with a 64 cover dining space, 10 faculty rooms, two halls equipped with separate work stations for administrative and support staff, six staff quarters, and two guest houses. The premises have big lawns. These facilities are given on rent for organizing training.

Programmes and Activities

SIH&FW's training programmes are given in Table 16.

Table 16: SIH&FW's Training Programmes

1	Training on SBA
2	Integrated management of neo-natal and childhood illnesses (IMNCI)
3	Routine immunization
4	Adolescent Friendly Health Services (AFHS)—ToT, MO training and training of paramedics
5	Programme for district programme management unit
6	Training of accountants
7	ToT on AYUSH
8	Training for ASHA shyoginis
9	Induction training for medical officers
10	Training of master trainers on IUCD
11	Training of trainers for Village Health and Sanitation Committees (VHSCs)
12	Training of BPMs

Research Studies

SIH&FW conducted 28 major research and assessment studies on a wide range of topics related to health and family welfare in 2001–09. However, no study has so far been conducted on PRI related topics.

Possibilities for PRI/SIRD-SIH&FW Interface

At present, SIH&FW does not have any association or partnership with SIRD. Health, more specifically primary health, is a subject that has been transferred to PRIs. SIH&FW being a professional body in public health management can engage PRIs for better management of health sector programmes. The possible areas of cooperation are:

- Capacity building for SCs on health.
- Capacity building for village health and sanitation committees.
- Resource sharing: faculty development and developing course material. In all the major capacity building and training events of the institute, one major session will be on 'PRIs' role in the health sector'. SIRD can give faculty support for this.
- Research/evaluation activities.
- Action research in selected Gram Panchayats on health and sanitation.

3. State Institute of Agriculture Management (SIAM)

SIAM is a premier state level institute set up by GoR in 1993 to offer special training programmes in the field of agriculture and allied sectors. The institute has organized a number of training programmes for the following categories:

- Induction courses for fresh recruiters.
- Refresher courses for in-service officials.
- Crop production technologies.

SIAM has made serious attempts:

- To integrate various agencies, their material and human resources, facilities, and budgeting allocations.
- Prepare training modules to address the specific needs of various sectors like organic farming and water harvesting.

4. Other Relevant Institutions/Initiatives

1. Public-Private-Community Partnership: The Dungarpur Initiative

This is implemented through partnership between CII and the district administration, Dungarpur. A District Technical Support Organization (DTSO) has been formed and the partnership has resulted in effective marketing of agricultural produce and also new employment in wastelands. Some of its significant achievements are:

- E-choupal—10 e-choupals have been set up (in cooperation with ITC).
- A project on watershed based agricultural improvement in rainfed areas was initiated with technical support from ICRISAT.
- Mobile information kiosks have been established.
- CII has developed a sustainable agricultural business plan, targeting clusters of Panchayats spread over 12 macro watersheds.
- Four MoUs have been signed between the district administration, private companies, and the community.

2. Communication and Capacity Development Unit (CCDU), Water and Sanitation Support Organization, State Water and Sanitation Mission, Rajasthan

Rajasthan CCDU is a unit of the State Water Sanitation Mission, GoR. It is supported by GoI and UNICEF. The unit is located in the Institute of Health Management and Research (IHMR), Jaipur. A tripartite agreement was signed between GoR, UNICEF Rajasthan, and IHMR to work together. The state level CCDU is supported by seven Regional Support Units (RSUs) at the divisional headquarters. RSUs work closely with different departments and organizations. The programmes handled by CCDU are Swajaldhara, the Total Sanitation Campaign, and National Rural Drinking Water Quality Monitoring and Surveillance.

3. Chaudhary Charan Singh (CCS) National Institute of Agricultural Marketing (NIAM), Jaipur

The institute is located on 32 acres of land on the outskirts of Jaipur on NH 12 which connects Jaipur with Kota. The institute has a state-of-the-art conference hall, seminar room, executive suites, and an auditorium. NIAM is engaged in imparting training to senior and middle level officers from various state governments, cooperatives, boards, and entrepreneurs. The training programmes are organized to facilitate acquisition of knowledge and for developing skills and competencies. The training programmes are detailed as core programmes, awareness programmes, workshops, exhibitions, MDPs, and buyers and sellers meets for different stakeholders.

NIAM has been assigned the task of providing training for the central sector scheme titled 'Agriculture Marketing Infrastructure' by inducting investors from the private and cooperative sectors, strengthening the existing agricultural marketing infrastructure, and promoting direct marketing. PRIs have a definite role in this programme.

4. Social Welfare Department of Rajasthan has been renamed the Social Justice and Empowerment Department.

The important functions of the department are:

- Educational development.
- Economic development.
- Social welfare and protection.
- Child welfare.
- Welfare of the disabled.
- Social security.

The department is implementing the PM's new 15 point programme for the welfare of minorities, under the following three major heads:

- Enhancing opportunities for education (6 point programme).
- Equitable share in economic activities and employment (4 point programme).
- Improving the living conditions of minorities (5 point programme).

F. NGOs

1. The Hunger Project, India in Rajasthan

Capacity building has been the Hunger Project, India's core activity since 2001. It works in ten states in India in varying contexts. In Rajasthan, its main focus is on 'social exclusion'. The Hunger Project in Rajasthan is in operation in 14 blocks in 11 districts covering 500 GPs, focusing primarily on southern and western Rajasthan. The Hunger Project works through partner organizations and does not directly get involved in implementing any government programme. The implementation of its programmes in Rajasthan takes place through 12 partner organizations:

1. SARD
2. PRAYAS
3. ASHTA
4. SURE
5. Jan Chetna
6. JATAN
7. MMBA
8. Jan Shiksha Evam Vikas
9. Urmal Setu
10. AMIED
11. CECOEDECON
12. UNNATI

The Hunger Project does not own any assets in the form of infrastructure and training halls. It makes use of infrastructure facilities of partner organizations. It has a state office in Jaipur.

The Hunger Project works for mobilizing and capacity building of EWRs in GPs. Its four core strategies are:

- Strengthening women's leadership through capacity building.
- Making Panchayats effective.
- Influencing public opinion.
- Building alliances for advocacy and action.

The Hunger Project believes that effective participation of women and marginalized sections of society can be addressed through training and other capacity building initiatives, not only with women ERs, but also with local administrative officials. Other issues need to be addressed through other mechanisms such as federations and awareness building.

The Hunger Project undertakes capacity building of EWRs through different training programmes during the five year election cycle. The different stages are:

- Capacity building through women's leadership workshops (WLWs).
- Capacity building through mobilizing Gram Sabhas.

- Building federations of EWRs.
- Year of consolidation.
- SWEEP (Strengthening women's empowerment through the electoral process).

The Hunger Project also works on strengthening Panchayats through mobilizing Gram Sabhas by focusing on women. The issues faced by EWRs are also put before the media to draw the general public and policymakers' attention to these issues. The critical issues faced by EWRs are also taken up for advocacy.

The learnings of the Hunger Project are:

- Capacity building of ERs and other stakeholders is essential and needs to be a continuous process rather than a one-time intervention.
- Capacity building needs to go beyond providing information on schemes, roles, and responsibilities of ERs.
- Gender sensitivity and issues of marginalized sections need to be raised so that women are able to overcome the barriers of gender socialization and patriarchy.

2. CARE India, Rajasthan

CARE India, Rajasthan works with GoR to tackle critical healthcare issues with a focus on reproductive maternal and child health. The programme Integrated Nutrition and Health Project (INHP) aims at reducing infant and maternal mortality rates and improving the nutritional status of pregnant women, mothers, and children below two years of age by strengthening the capacities of GoI's ICDS and NRHM.

CARE is currently focusing on seven districts in Rajasthan (Bharatpur, Bhilwara, Bikaner, Churu, Jhunjhunu, Jodhpur, and Pali) and 67 blocks. CARE has partners in each of the focus districts and its activities are partnered through NGOs. The existing partners are:

- SRKPS
- SARD
- BCT
- MSS
- GRAVIS
- GVVS

CARE's activities

CARE is working with ICDS and NRHM to implement its largest nutrition and health programme. The major activities undertaken for this are:

1. Facilitated inter-departmental convergence through organizing joint meetings for programme review, monitoring, and action plan for programme improvement.
2. Capacity building of ICDS and health staff on programme management and leadership.
3. Advocacy with implementing departments to integrate good practices for improving supplies and services.

4. Support in aligning ICDS and the health sector in operational districts to facilitate geographical co-terminus of sectors and improve functional coordination between ICDS and the Health Department.
5. Using INHP (2004–09) CARE has trained about 6,600 PRI members through its capacity building activities in operational districts.

CARE's engagement with PRIs

CARE's major engagements with PRIs are:

- Promoting engagement of Sarpanchs and Gram Sevaks in health and nutrition issues through capacity building.
- Formal partnership and hand holding support.
- Strengthening engagement in Gram Sabhas.
- Engaging in a social audit—Jagruk Nagrik Manch.

CARE's major observations regarding PRI-CB&T in Rajasthan are:

1. Quality orientation of newly elected PRI representatives at all levels.
2. Retention of capacity building inputs provided to PRI members at different levels through different events.
3. 'Learning transformed into action' is less experienced and observed among PRI representatives.
4. Different forms of exclusion are experienced among elected PRI members based on economic, social, spatial, knowledge, and ethnicity issues.
5. Leadership and actions are influenced or subdued by experience, local/traditional forces.
6. Many PRI members are unaware of their positions in SCs and the functions of these committees.
7. Though capacity building events are planned and conducted for PRI members immediately after the elections, it is difficult to grasp, understand, and internalize the learning without practicing it; thus learning is often not retained by a majority of the participants.
8. Modules and other related education material need to consider a 'differential approach'; pictorial messages and appropriate means of communication can make learning more effective.
9. The three-tier structure envisages coordination between each of the levels of governance (village, block, and district). Observations indicate lack of coordination and appropriate communication.
10. In relation to capacity building efforts, there should be a mechanism for follow up rather than capacity building being an 'event based' programme.

3. PRIA, Rajasthan

Society for Participatory Research in Asia (PRIA) is an international centre for learning and promotion of democratic governance. PRIA was registered in 1982 under the Society Registration Act, 1860 (Registration No. 12342). Since its inception, PRIA has embarked on a set of key initiatives focusing on participatory research, citizen-centric development, capacity and knowledge building, and policy advocacy.

With a combination of training, research, and consultancy, it has grounded its work with conceptual rigour and understanding of social realities to command a strategic direction in interventions. PRIA works with a diverse range of partners at the local, national, and global levels. It functions with an overarching mission of ‘making democracy work for all citizens’.

PRIA’s professional expertise includes:

- Participatory development methodologies.
- Institutional and human capacity building for the social sector.
- Women’s leadership and political empowerment.
- Citizen monitoring and social accountability of services.
- Participatory governance in Panchayats and municipalities.
- Municipal reforms and participatory planning.
- Environmental and occupational health.
- Corporate social responsibility (CSR).
- Adult education and lifelong learning.
- Gender mainstreaming in institutions (including preventing sexual harassment at the workplace).

Operational Areas in Rajasthan

- PRIA is working in all the 33 districts in the state either through a specific project or through an intervention. However, PRIA has not established infrastructure at the district level.
- PRIA has its state office in Jaipur and a field site office for innovation or piloting in Govindgarh block of Jaipur district.

Partnership with other Agencies

PRIA’s national partners include the Centre for Communication Resources Development (CENCORED), Centre for Youth and Social Development (CYSD), Gram Vikas, Himalayan Action Research Centre (HARC), Sahbhagi Shikshan Kendra (SSK), SAHAYI, Samarthan, Society for the Promotion of Area Resource Centres (SPARC), and UNNATI.

Asian South Pacific Bureau of Adult Education (ASPBAE), Commonwealth Foundation, International NGO Training and Research Centre (INTRAC), the Montreal International Forum (FIM), the Institute of Development Studies (IDS), the Synergos Institute, and the University of Victoria, Hauser Centre, are PRIA’s international partners.

Major Activities of PRIA for Strengthening PRIs

i. PRI Training: Role and Responsibilities

- 1995: Training to PRI-ERs in five districts of west-south Rajasthan in association with UNNATI and 12 other CSOs.
- 2005: Involved with IGPRS as a master trainer for developing a district level trainers’ team (DTT)

and developing learning material for PRI-ERs.

- 2005: Capacity building of PRC staff of the Gramin Vikas Trust on the concept of PRC, 73rd CAA, role of PRCs in mobilizing the poor, and Gram Sabhas.
- 2005: Involved as a trainer and providing resource material support with IGPRS for capacity building of PRC staff under a UNFPA project in Sawai Madhopur.
- 2005: Involved with IGPRS for capacity building of members of SCs on social development and social justice (drinking water, health, welfare of weaker sections etc. in Sawai Madhopur in November).
- 2005: Refresher courses for 160 ERs of Govindgarh (Jaipur), Alsisar (Jhunjhunu), and Kekari (Ajmer) after six months of training that was organized by IGPRS with partners in December.
- Panchayati Raj Jagrukata Abhiyan (PRJA): Training to newly elected PRI-ERs after 2005 in Jaipur, Jhunjhunu, Karauli, and Ajmer with partner organizations SRKPS and SSD respectively.
- 2009: Involved in trainer team on the TNA process to develop a manual for strengthening PRIs by IGPRS.
- 2010: Support to IGPRS in PRIA's innovation site in Govindgarh, Jaipur for developing AV for training of PRI-ERs.
- 2010: Participating in a training process for newly elected PRI representatives in Govindgarh, Jaipur.

ii. Campaign for Strengthening PRIs

- Campaigns for mobilizing Gram Sabhas: Regular campaigns have been organized for holding Gram Sabhas, promoting education for girls, and on other social issues. These are included in the development agenda and selection of beneficiaries, that is, selection of shyoginis, BPL, IAY, etc. since 2003 in Jaipur, Jhunjhunu, Karauli, and Ajmer with partners.
- Pre-election voters awareness programme (PEVAC) for PRI elections in 2000 (on a limited scale) and in 2005 (in 50 per cent of the GPs) in collaboration with a platform of 250, and in 2010 under the banner 'Pre-Election Voters Gender Awareness Campaign' (PEVGAC) in more than 6,104 GPs with a coalition of 305 CSOs.
- Dalit election watch: To strengthen leadership among SCs and for policy advocacy in elections to PRIs in 780 polling booths in 17 districts in 2010.
- Campaigns for promotion of girl child education (PGCE): Campaigns were regularly organized with partners to promote girl child education (GCE) through strengthening PRIs.
- Campaigns for implementing NREGS: Campaigns were organized regularly with partners to implement NREGS qualitatively.

iii. Research and Advocacy for Strengthening PRIs

- PRC model: Advocacy with GoR to adopt the model of Panchayat Resource Centres (PRCs) in all the District Poverty Initiative Programme (DPIP) districts.
- Activity mapping: PRIA supported GoR in activity mapping of 16 departments.

- SFC: On SFC's request PRIA undertook a study on the status of Panchayat finances and their tax raising capacities in 20 GPs in five districts.
- Democratic rights of dalits: Violations in local government elections: A study on the experiences of Rajasthan and Uttar Pradesh in 2010.
- Scheduled Caste leadership in Panchayats and utilization of SC sub-plan: A study at the national level.
- A study on 'Role of Institutions in Addressing Dalit Rights in Rajasthan'.

iv. Handholding/Information Dissemination

- Panchayat Resource Centres (PRCs): To provide handholding support at the block level.
- Networking: Networks of women and ERs for establishing support systems for each other.
- Helpline: State and partner offices regularly supply information on various issues like RTI, NREGS, during PEVAC, and on other development schemes.
- Exposures visits: PRI-ERs, CSOs, and media persons taken for exposure visits both within and outside Rajasthan.
- Liaison with media: Experiences, learning, and outcomes shared regularly with the media for wide dissemination and advocacy.
- Model building in 70 GPs in 21 districts under the programme, 'Strengthening Gender Response of Panchayats in Rajasthan', on key issues like maternal health and sex selection.

v. Human Resource Expertise

PRIA, Rajasthan has a core team of 5–7 professionals who have expertise in PR & RD. They have professional qualifications in subjects like social work, sociology, political science, economics, and education.

vi. Partnership Options for CB&T of PRIs

Considering its experience and expertise, PRIA can be actively involved in CB efforts, focusing on the following areas:

- TNA.
- Developing training material.
- Training master trainers.
- Training implementation at PRIA's intervention sites.
- Gender budget initiatives.
- Programme for women elected members.

4. Gramin Vikas Trust

Gramin Vikas Trust (GVT) was established as an independent legal entity by KRIBHCO, a premier fertilizer company of India, in the cooperative sector under GoI. For the past one and a half decades, it has managed

and implemented programmes for enhancing sustainable livelihood development and poverty reduction and empowering communities to manage resources in rural and tribal areas, initially under the direct control of KRIBHCO and independently since 2000. Initial funding for the programme was provided by DFID-UK.

Objectives

- To improve the socio-economic conditions of the poor and the marginalized.
- To develop gender responsive participatory approaches.
- To establish village based institutions for sustaining change.
- To maintain partnerships with diverse stakeholders.
- To promote, coordinate, and conduct applied research.
- To create a centre for knowledge assimilation and sharing.

GVT's Strengths

- Sustainable livelihood support in the rainfed and resource poor tribal areas.
- Successful participatory models in farming system development.
- Experience in on and off-farm income generating activities (IGA).
- Experienced and qualified field workers in watershed management, agriculture, livestock, SWC&WRD, social development, and aquaculture.
- Programmes being implemented and disseminated through a cadre of more than 6,000 jankars (trained para-professionals).
- Tested cost-effective prasar (dissemination) strategies.

GVT engages in various aspects of development:

- Natural resource management.
- Agriculture.
- Sustainable livelihood.
- Migrant labour support programme.
- Other welfare activities.
- National livelihood resources centre.

Operational Area

- GVT works with the poorest and most marginalized people in eastern and western India.
- Remote and unreachable villages where the rays of development have not reached.
- Areas where the SC/ST population is more than 75 per cent of the total population.
- Ecologically poor rainfed areas of western and eastern India. Areas that receive rainfall erratically.
- Areas where the topography is hilly and undulating.

GVT-SIRD: Interface Possibilities

GVT can associate with SIRD in the following core areas:

- Watershed development.
- Livelihood promotion.

6. MAJOR GAPS IN CB&T FOR PRIs IN RAJASTHAN

The gaps in relation to PRI-CB&T in Rajasthan were identified mainly through stakeholder discussions, personal interviews, field visits, and a review of secondary sources. These are listed more or less in line with NCBF and largely constitute issues faced by PRIs, which can be solved through capacity building interventions.

A. Gaps Identified Through Stakeholder Discussions and Field Visits

The following major gaps in relation to CB&T were identified through stakeholder discussions, personal interviews, and field visits. The gaps specified are focused in relation to the gaps in the CB efforts of IGPR&GVS (SIRD), primarily because SIRD is the sole agency mandated with the responsibility of carrying out PRI-CB&T.

1. Human Resources in SIRD

1. There is only one permanent faculty member in SIRD. The others are on deputation. Out of a core team of 14 members, only four faculty members have academic backgrounds.
2. New faculty members posted in SIRD do not have much exposure to the PRI system. Some of them do not have specialization in any stream of expertise related to PRIs. Though they may have training skills, lack of experience in PRI related activities is a drawback.
3. Administrative personnel have reached a saturation point in SIRD. Nearly half the administrative personnel are from the RAS stream.
4. Systematic training plan for each faculty member has not been developed or adhered to.
5. Lack of adequate support staff for faculty members affects their effective functioning.
6. Faculty members are overloaded with many administrative activities.

2. Funding Sources

1. Limited fund source.
2. No training fund allocated from the state government budget.
3. No fund sharing among line departments' training institutes.
4. Comprehensive capacity building does not happen due to irregular flow of funds. This results in lack of earmarked funds for sectoral training.

3. Training Programmes

1. During stakeholder discussions, one participant said: 'Panchayat training is like a ritual and formality. It is normally a one-time affair and a common module is used for all. The same topic is repeated every time.' This is a pointer which tells us that training has to be more organic.

2. After the initial induction training, the subsequent training is scheme based rather than being system based. Similarly, several training programmes are taken up in a pilot mode and do not cover all the PRIs in the state.
3. SIRD lacks effective regional, district, and sub-district level presence for effective outreach.

4. Training Material Development

1. Training material is developed without proper consultations with end users.
2. At least some of the modules are mere extended forms of programme schedules.
3. Rajasthan is a large state with regional variations. But the training modules are generic and common. No district/region specific issues are captured in the training modules.
4. Handbooks, though rich in content, are not interactive enough and are not based on the principles of adult learning.

5. Master Trainers/Resource Persons

1. Resource persons are not properly identified and trained. Those with the right attitude have to be identified and trained.
2. There are no well-defined criteria in the selection of resource persons. At the district level, CEOs, and at the block level BDOs propose the resource persons, which may not always suit the purpose.
3. Resource persons are not given proper training on training skills.
4. The master trainer development programme does not take place on a regular basis.

6. Training Delivery/Training Strategy

1. There is huge technology gap in the capacity building process. The method of training is mostly lecture based and done in a one-way communication mode. There are problems with regard to computers and availability of electricity.
2. Institutional strengthening of PRIs is not given importance, though operational plans are prepared for training a large number of PRI functionaries and ERs.
3. The cascading strategy is a standalone strategy which in many cases is not supplemented by other modes.
4. Though SATCOM is appropriate for effective outreach and coverage, it is not properly utilized.

7. Research and Policy Advocacy

1. There is no institutional mechanism for promoting research activities; neither is there any specific staff for research activities; there is also no 'research budget line'.
2. Research and evaluation studies are not undertaken on a priority basis.
3. Policy advocacy does not get adequate space in capacity building programmes.

8. Resource Sharing and Partnerships

1. There is no common platform for resource sharing and partnerships.
2. SIRD does not have adequate financial as well as human resource capacity for comprehensive CB&T.
3. SIRD has limited regional and district level outreach.
4. ETCs function mainly as Gram Sevak training centres.
5. There is no effective coordination between SIRD and sectoral (departmental) training institutes. Departmental training institutes are incapacitated.
6. NGO expertise is not mainstreamed. However, PRI specific activities of NGOs are shared with SIRD in some cases.
7. Due to the lack of a desired level of resource sharing, training programmes are just one-time structured events, without proper follow up and support.
8. ATI does not carry out any specific activities for strengthening PRIs.
9. IDS does not take PRIs as a priority intervention area.

Interaction with the elected functionaries of Kotkhavada GP, Jaipur district

Kotkhavada GP, Jaipur district is headed by a woman ST Chairperson. She is a young lady, a first timer local government member. The Panchayat has a population of over 15,000. The Panchayat has 12 members—six male and six female.

Six members, including the Chairperson attended the discussion with the CA team. The major discussion points were:

1. The training programme for the Ward Panch was held during July 2010. The training location was 40 km away. Eight Panchs, including one woman from this GP attended the training. Two women members who attended the discussion had not attended the training as they had no one to accompany them to the place of training.
2. Ward Panchs from 15 GPs were supposed to attend the training. Altogether 150 participants attended from five GPs, no Ward Panchs attended.
3. The GP does not have any income of its own. Panchayat committees are not convened on a regular basis as TA/DA and sitting fee has not been given for several months.
4. A Gram Sevak is hired on an ad-hoc basis. He holds additional charge as Gram Sevak of another GP as well. He has studied till class 12.

Discussion with trainers during the training programme in Amber, Jaipur district

Training for the Sarpanch, Up-Sarpanch and Panchayat Secretary of the Gram Panchayat was held on 16 July 2010 in Amber.

Random observations and inferences

The following observations were made based on the discussion/observations with trainers in Amber PS, Jaipur district:

1. A six member training team was available in the centre. The trainers included officials, BDO, BEO, CDPO, senior elected members, and NGO personnel. These trainers were identified by the BDO.
2. These trainers underwent ToT at SIRD on 7–11 June 2010. The course Director was Dr. Anitha. Some of the topics covered were—importance of the Panchayat Raj system, the 73rd Constitutional Amendment, roles and responsibilities of Panchayats, role of SCs, Ward Sabhas, and Gram Sabhas, resource mobilization, RTI, and social audit. A training module and handbook were given to the trainers.
3. Suggestions for additional training: The six-day ToT was residential. However, very few participants stayed for the six days. As a result, some training methods like role plays and video presentations could not be done. Since PR is a very vast topic, the trainees opined that detailed specialized training and timely refresher courses were necessary.

B. Gaps Identified through the Literature Review

A review of key documents, reports, and studies relating to the PR system in Rajasthan was done to try and understand the functional issues of PRIs that could be addressed through capacity building interventions. The key findings pertaining to capacity building interventions include:

i. Status of Panchayat Report (2008–09)

1. A government order bearing number F.4 (66) PRPC/2002/565 dated 19-06-03 was issued by the Chief Secretary based on the report of a cabinet sub-committee to devolve functions, functionaries, and funds to Panchayats. This order also mentions the transfer and control of functionaries to Panchayats. Such powers are generally not exercised by the heads of PRIs primarily due to lack of awareness about such powers.
2. The power to transfer teachers devolved to PRIs on 8.9.2003 was withdrawn and vested back with the Education Department. On 15.1.2004, the devolution of three more departments of Food and Civil Supply, PWD, and PHED was withdrawn. This indicates a lack of political will in favour of decentralization.
3. The state government has no concrete data on the resources generated in the Panchayats. Even the Panchayats have not disclosed this information.
4. One day training was given to Ward Panchs after the elections in 2005. But many of them, particularly women, did not learn much from the training. Even in the state and district level training programmes, the participants were not happy with the quality of training delivery.
5. Many Gram Sevaks are not capable of understanding the various aspects of their job. In recent years, the state government has appointed many cattle guards, caretakers, and belders as Panchayat Secretaries. They are neither fully trained nor do they have required educational backgrounds.
6. The quorum of the Gram Sabha is not always met. In some areas, half of the Ward Panchs did not attend Gram Sabha meetings.
7. The major issue related to SC and ST ERs is the lack of training and awareness.

ii. Third State Finance Committee Report on Rajasthan

1. The Finance Commission experienced great difficulty in obtaining information on accounts of all the 9,166 Gram Panchayats; information on only 1,198 Gram Panchayats was made available. This is a reflection of the poor management of funds at the GP level, which needs to be addressed.
2. An order dated 30-6-2003 issued by the Agriculture (Group-I) Department states that the Assistant Director in each district along with his complete staff is being placed under the Zilla Parishad and all the agriculture officers, agricultural supervisors, assistant agriculture officers, and all other subordinate staff are transferred to the concerned Panchayat Samitis. The importance of this Government Order of the Agriculture Department is that 32 Assistant Directors of agriculture, 96 agriculture officers, 662 assistant agriculture officers, and 4,243 agriculture supervisors, 32 investigators, junior accountants, 32 LDCs, 64 UDCs, 26 drivers, and 64 peons (5,303 officers and employees) were placed under PRIs. Out of these personnel no Assistant Director, Agriculture Officer, Assistant Agriculture Officer

is functioning under PRIs, nor are they sitting in Zilla Parishad and/or Panchayat Samitis. Out of the 4,243 agriculture supervisors, a small number who were connected with extension work have been placed under PRIs through PRD whose transfers are effected by PRD.

iii. Evaluation Study on the Working of Panchayats at the Village Level

1. All the ward members are not regular in the fortnightly Panchayat meetings. This is because of a delay in distributing meeting allowances.
2. With the Gram Sevak being the single functionary in the GP, maintaining more than 18 to 20 registers and records becomes impossible. This has become important in the wake of the RTI Act.
3. Mobilization of own income by Gram Panchayats is a neglected area.
4. Convening of additional Gram Sabhas is imposed by the state level. However, category-wise quorum for SCs and STs is not considered. The Gram Sabhas are convened on a short notice.

iv. Strengthening of State Support Institutions in the Focus States: Capacity Assessment Report, 2008. UNDP-ASCI

1. An assessment of SIRD's existing infrastructure in the focus states points to the need for strengthening its regional, district, and sub-district level presence for effective outreach. Capacity building initiatives will yield adequate results only when they are accompanied by mobilization of civil society and policy level advocacy in favour of decentralized governance.
2. ATI's overall assessment shows that the institute is capable of playing a reinforced role in its training and capacity building activities if it is endowed with a suitable complement of a domain expert faculty for some of the emerging disciplines.
3. The overall assessment of SIRD indicates that:
 - In spite of the revenue that the institute generates and the financial support it enjoys from central and state governments, there are budgetary pressures, particularly in the absence of earmarked funds for training for each sectoral scheme.
 - It is also important to fill vacant faculty posts in SIRD and have qualified professionals with relevant experience as regular faculty rather than having faculty positions filled by generalist civil servants on deputation.

v. Study of Social Audit Forums and Vigilance and Monitoring Committees

1. There is generally very low attendance in Gram Sabhas. Not even 10 per cent of the voters turn to Gram Sabhas. A majority of the villagers are not aware of the dates of Gram Sabha meetings.
2. Most of the villagers do not know about the practice of social audit. The members of the social audit forum are not trained. The documents necessary for the social audit are not produced by the Gram Sevak.

A review of key documents, reports, and studies relating to PR in the state provides insights into the following key capacity building issues:

1. The powers related to control of functionaries devolved to Panchayats are generally not exercised by the Panchayat heads primarily due to lack of awareness about such powers.
2. The powers devolved to PRIs are often withdrawn. This is an indication of the absence of political will in favour of decentralization in Rajasthan.
3. Most of the Gram Sevaks are drawn from other departments. So they have performance gaps as they are neither fully trained nor do they have appropriate educational backgrounds.
4. In some areas half of the Ward Panchs do not attend Gram Sabha meetings.
5. SC/ST ERs lack training and awareness.
6. SFC experienced great difficulty in obtaining information related to the accounts of Gram Panchayats.
7. Ward members do not attend the fortnightly Panchayat meetings regularly. This is primarily because of delays in distributing allowances for attending meetings.
8. Mobilization of own income by Gram Panchayats is a neglected area.

7. ASSESSMENT OF THE CURRENT CAPACITY BUILDING SITUATION

Self-assessment consultation sessions with three selected institutions (SIRD, ATI, and the Hunger Project) were done to provide an opportunity for staff members from these institutions to rate their respective institution's capacities using a five point rating scale. This was based on the capacity development parameters designed by the CA team which were adapted from the UNDP methodology. Specifically, the rating of 1 to 5 as defined for the exercise is given in Table 17.

Table 17: Self-assessment Ratings

Rating	Evidence	Score
Very low	No evidence of capacity/strategy/plan	1
Low	Capacity/strategy/plan exists or has been developed	2
Medium	Capacity/strategy/plan is planned and implemented	3
High	Capacity/strategy/plan is planned, implemented, and reviewed on the basis of benchmarking data	4
Very high	Capacity/strategy/plan is planned, implemented, and reviewed on the basis of benchmarking data and fully integrated in the organization	5

Though the exercise was done for the three institutions, the ratings were received only from SIRD and ATI, which are analysed and presented in this Report. The ATI faculty did not appreciate the exercise as they did not consider it of much relevance to them. However, on behalf of the organization, the ATI leadership sent a response based on consensus among the faculty. The Hunger Project was of the opinion that it works with a network of NGOs and hence it would be difficult for it to indicate the correct response.

Based on the response received from SIRD and ATI, certain inferences are drawn related to the capacity assessment of these two institutions.

1. SIRD

CD parameters that received the lowest scores in the case of SIRD, Rajasthan are given in Table 18.

Table 18: SIRD's CD Parameters

Core issue	Capacity development parameter	Capacity rating
Institutional development	SIRD's capacity to introduce and apply a management information system.	2.0
	development in its long term strategy.	2.3
Human resources	SIRD leadership's capacity to regularly convene faculty meetings to determine long term strategy.	2.3
Leadership	SIRD's capacity and autonomy to introduce competitive remuneration for its faculty. SIRD leadership's capacity to exercise flexibility in budgetary decisions.	1.0
		2.0
Knowledge	SIRD's capacity to allocate an annual budget for research activities by the faculty.	1.3
Accountability	SIRD's capacity to make public and available on-line its institutional budget and spending	1.3
	SIRD's capacity to introduce an institutional and individual performance appraisal system.	2.0

The results of SIRD's self-assessment exercise corroborate the inferences made by CA experts. SIRD's capacity to integrate partnership development in its long term strategy received a low score, which is reflected in the existing gaps identified—SIRD has limited regional and district level outreach and there is no coordination between sectoral training institutions and SIRD.

During interactions with the faculty it was also revealed that SIRD's limited autonomy to introduce competitive remuneration for its faculty resulted in more deputations in the organization and a low number of permanent faculty members. The least priority being given to research activities of its faculty is also a critical gap identified in the self-assessment exercise as well as during interactions with the faculty.

2. ATI

CD parameters which received the lowest score in the case of ATI (HCM-RIPA) are given in Table 19.

Table 19: ATI's Self-assessment Parameters

Core issue	Capacity development parameter	Capacity rating
Institutional development	ATI's capacity to analyse and understand its organizational challenges and take timely decisions.	3.0
	ATI's capacity to integrate partnership development in its long term strategy.	3.0
Human resources	ATI leadership's capacity to consult with other stakeholders to formulate its long term strategy.	3.0
	ATI faculty's capacity to undertake research to improve competencies and training delivery.	2.0
Leadership	ATI leadership's capacity to ensure an effective performance appraisal of faculty members. of training modules based on feedback.	3.0 2.0
Knowledge	ATI's capacity to provide on-line access to its training modules to various participants.	2.0
Accountability	ATI's capacity to implement recommendations made in the audit and M&E reports.	3.0

The results of the self-assessment exercise revealed that ATI faculty members had identified gaps in partnership development in the organization's long term strategy as a vital factor. Similarly, lack of seriousness of the leadership to guide and revise training modules based on feedback of trainees was another critical gap identified. Capacity of ATI faculty to undertake research to improve competencies and training delivery also received a low score. These corroborated the inferences made by CA experts.

Though the self-assessment exercise has thrown light on certain critical gaps, the potential of this methodology could not be fully tapped due to certain operational problems, the first and foremost of which was lack of involvement by relevant stakeholders in this exercise.

8. SUPPORT SYSTEMS AVAILABLE FOR CB&T IN RAJASTHAN

In order to assess the resources and support systems available for CB&T efforts in Rajasthan, existing institutional arrangements for CB&T were identified and assessed. Similarly, the capacity of key institutions also needs to be assessed in order to enable them to be effective partners in the process. This chapter is an attempt in this direction.

A. Existing Institutional Arrangements for CB&T

SIRD is the apex body for PRI-CB&T. Along with SIRD, there are several other institutional arrangements for carrying out this exercise. Given the complexities of implementing capacity building of PRIs, a large number of stakeholders need to be engaged at various levels for effective and time-bound CB. The existing arrangements in Rajasthan are:

1. SIRD

SIRD Rajasthan has been involved in the following capacity building programmes:

1. Joint training for PRIs under RGSY and BRGF.
2. Training on watershed development along with the Watershed Department.
3. Training on MGNREGA.
4. Training on SGSY.
5. Faculty development for PRI training.
6. Developing a module and handbook for induction training.
7. Training programmes on select topics in a pilot mode.
8. Organizing TNA and TIA in association with select NGOs.
9. Functional coordination of ETCs.

2. Rural Development and Panchayati Raj Departments

PR & RD are primarily involved in the following capacity building programmes:

1. Policy guidelines for strengthening decentralization.
2. Publishing Panchayat newsletter/magazine.
3. Coordinating with ETCs.
4. Coordinating the BRGF programme.
5. Establishing and coordinating Panchayat Resource Centres. PRCs are yet to be fully established.

3. PTCs/ETCs

Panchayat Training Centres (PTCs) are involved in the following capacity building programmes:

1. Organizing regional level PRI training.
2. Training for Gram Sevaks.

4. Planning Department

The Planning Department is involved in the following activities:

1. Preparing, implementing, and monitoring state plans.
2. Collecting and publishing relevant statistics for planning.
3. Coordinating the UNDP-CDDP programme.
4. Gender budgeting initiatives.

5. The Watershed Development and Soil Conservation Department

The Watershed Development and Soil Conservation Department is involved in the following capacity building programmes:

1. Conducting training programmes on watershed development in association with SIRD.
2. Facilitating PRIs to prepare watershed master plans.

6. ATI (HCM-RIPA)

ATI is involved in the following capacity building programmes specific to local governments:

1. Training for urban local bodies.
2. Training for women elected members on a random basis.

7. Capacity Development for Local Governance (CDLG Project)

The main objectives of the CDLG Project are:

- Strengthening capacity development strategies.
- Promoting policy research and network support.
- Sharing good practices.
- Community empowerment and mobilization.

The programme is being implemented through SIRD and the major activities proposed are: national workshops of NGOs engaged in capacity building, promoting policy research, developing trainers, TIAs, producing interactive videos, training modules, developing sector-specific modules in specialized areas, exposure visits, and documenting good practices.

8. CDDP-UNDP

The main objective of the CDDP-UNDP programme is strengthening the decentralized planning process in order to attain MDGs in five BRGF districts (Sawai Madhopur, Sirohi, Barmer, Udaipur, and Chittorgarh). The programme is being implemented through SIRD and ATI.

Its major activities are documenting best practices on decentralized planning in Rajasthan, preparing a district specific training module especially focusing on issues related to MDGs, and preparing short films and radio jingles to enhance participation of women and the marginalized in Gram Sabhas.

9. Zilla Parishads

The Zilla Parishads are associated with PRI- CB&T in the following ways:

1. Identifying district level trainers.
2. Implementing district level training programmes.

10. Panchayat Samitis

Panchayat Samitis are associated with PRI-CB&T in the following ways:

1. Identifying block level trainers.
2. Implementing block and sub-block level training.

11. Panchayat Resource Centres

PRCs have not been established in the state. It is expected that the PRCs will become functional during 2010–11. The expected roles of PRCs are:

1. Functioning as resource support centres in BRGF districts.
2. Providing hand holding support to PRIs.

12. CSOs/NGOs

The presence of CSOs/NGOs in the PRI sector is very visible in Rajasthan. Several national and state level NGOs are involved with PRIs in a variety of ways including:

1. Involved in PRI training in selected districts.
2. Functioning as state and district level trainers.
3. Conducting TNA in association with SIRD.
4. Conducting TIA.
5. Involved in selected development sectors like child development, women empowerment, and watershed development.
6. Organizing training for women elected members in selected districts.
7. Forming a network of women elected members.
8. Community mobilization for effective Gram Sabhas.

13. Departmental Training Institutions

Departmental training institutions do not have any specific role in PRI-CB&T. Stakeholder discussions were also largely silent about the involvement of departmental training institutions.

However, with the emerging devolution process, departmental level training institutions will have to play a larger role. Institutions which can play a major role in this process are:

- State Institute of Health and Family Welfare.
- State Resource Centre.
- Irrigation Management and Training Institute, Kota.
- State Institute of Agricultural Management (SIAM), Durgapura, Jaipur.
- State Remote Sensing Application Centre (SRSAC), Jodhpur.

The above discussion indicates that Rajasthan is favourably placed with several support systems for PRI-CB&T. Human, financial, and infrastructural resources, if properly mainstreamed, can have rich potential for effective CB&T.

B. Capacity Assessment of Key Institutional Support Systems

Capacity of key institutions and support systems needs to be assessed in order to enable them to be effective partners in PRI-CB&T in Rajasthan. Table 20 gives the capacity of some of the key stakeholders like ATI, IDS, and selected NGOs within the context of the CB&T process.

Table 20: Capacity Assessment of Some Key Stakeholders

HCM-RIPA (ATI)	
Current mandate	<ol style="list-style-type: none"> 1. Training of state civil service officials and government functionaries 2. Expertise in systematic approach to training like DTS, DoT, MoT, TNA, and EoT
Current level of expert involvement with PRI	<ol style="list-style-type: none"> 1. Training for ERs and key officials of ULBs 2. Training of women ERs on a random basis
Opportunities	<ol style="list-style-type: none"> 1. Has specialized centres for focused attention 2. Has a specialized centre in urban governance involved in training ULBs 3. Functional autonomy in matters pertaining to faculty recruitment 4. Well-equipped facilities in the Jaipur campus: training halls, hostels, library, etc. Satellite centres in Udaipur and Bikaner and regional centres in Jodhpur and Kota 5. A faculty team which has expertise in a systematic approach to training like DTS, DoT, MoT, TNA, and EoT 6. Has expertise and freedom for engaging retired civil servants/academicians and external experts on a contract basis 7. Has the practice of outsourcing services with several agencies based on MoUs
Capacity gaps for taking up PRI-CB&T	<ol style="list-style-type: none"> 1. Several sanctioned posts are vacant 2. No research/evaluation studies on topics related to PRIs/ULBs 3. Not able to meet own mandated commitments 4. Has lot of capacities, but there is no faculty specializing in PRIs

HCM-RIPA (ATI)

Possibilities for getting involved in PRI specific issues	<ol style="list-style-type: none"> 1. During the training of officials/civil servants of devolved sectors, core topics on the PRI system of Rajasthan could be incorporated (SIRD faculty or any senior official of the concerned department sensitized on the PRI system could be used as a resource person. SIRD can help in developing modules and handbooks in concerned areas. Engaging key experts from devolved sectors will create champions in the concerned sectors) 2. Conducting training on training skills for all master trainers as well as district level SIRD trainers 3. Organizing management development programmes for chairpersons of Zilla Parishads and Panchayat Samitis 4. Conducting sector-specific TNA 5. Training evaluation and training assessment on a periodic basis 6. Managing RTI project for PRIs 7. Faculty sharing for designing the training, preparing the module, and developing master trainers
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II. Institute of Development Studies (IDS)

Current mandate	Multi-disciplinary research focusing on economic policies and strategies, natural resource management and environment, social policies, governance and civil society, women and gender studies, micro-finance, and MDGs
Current level of expert involvement with PRIs	<ol style="list-style-type: none"> 1. Present level of PRI involvement is casual and non- significant 2. Conducting research, bringing out publications, and training on PRI related issues on a casual basis
Opportunities	<ol style="list-style-type: none"> 1. Multi-disciplinary research focus 2. Mr. Surjit Singh (currently the Director) is sensitized to the PRI system 3. NGO and Panchayat Raj Centre is established 4. Some faculty members specialize in topics devolved to PRIs
Capacity gaps for taking up PRI-CB&T	<ol style="list-style-type: none"> 1. Very few PRI related research and publications 2. No assessment studies are conducted which have relevance for capacity building of PRIs 3. NGO and Panchayat Raj Centre is not functional 4. No faculty member is currently involved in PRI related research and training 5. Local governance is not seen as a priority topic/area
Possibilities for getting involved in PRI specific issues	<ol style="list-style-type: none"> 1. Local level planning 2. Evaluation of MGNREGA 3. Preparing the Human Development Report 4. Conducting policy studies on child development and gender development 5. Research, assessment, and feasibility studies 6. Organizing policy workshops by providing a neutral platform 7. Policy publications on PRI related issues 8. Faculty sharing for action research programmes, training impact assessment, and developing master trainers

III. NGOs

The activities and expert involvement of 34 NGOs spread across Rajasthan was reviewed for understanding the present level of NGO partnership in capacity building of PRI functionaries as well as their possible level of interface (see Annexure 4). Among them four NGOs (CARE, GVT, PRIA, and the Hunger Project) were studied in detail and one NGO (the Hunger Project) was visited by the study team.

Current mandate	<ol style="list-style-type: none"> 1. A majority of the NGOs are generalists dealing with three or four subject areas 2. Every NGO has taken up PRI as a priority topic
Current level of expert involvement with PRIs	<ol style="list-style-type: none"> 1. PRCs in BRGF districts 2. Involved in PRI training in selected districts 3. Engaged as state and district level trainers 4. Conduct TNA and TIA in association with SIRD 5. Organize training for women ERs in selected districts 6. Form a network of women ERs 7. Community mobilization for effective Gram Sabhas 8. Prepare training material
Opportunities	<ol style="list-style-type: none"> 1. Average work experience of the studied NGOs is 10 years 2. Some NGOs have national and international level of involvement in PRI related activities 3. Several NGOs have coverage in all 33 districts 4. NGOs like PRIA and the Hunger Project have partnership networking with regional and district level NGOs for state-wide coverage 5. On an average, each NGO has activity coverage over 5–8 blocks spread over 3–5 districts 6. Some NGOs have infrastructure like training halls, hostel facilities, and training equipment 7. Many NGOs have staff members who are masters in social work, sociology, psychology, political science, agriculture, and legal background. They also have expertise in multiple development sectors 8. All NGOs have developed PRI related IEC material like booklets, posters, video documents, and case studies 9. NGOs like CARE, PRIA, the Hunger Project, and GVT have a good practice of developing modules and handbooks for PRI related training 10. Some NGOs are involved in PRI training. Some have expert involvement in training of women elected members; others intervene in specific development sectors. Some are involved in developing modules/handbooks
Capacity gaps for taking up PRI-CB&T	<ol style="list-style-type: none"> 1. Activities of these NGOs are fund-based and scheme-based. Therefore, they tend to lack continuity 2. PRI involvement in selected sectors only. Fail to see PRIs as a system 3. The activities of most of the NGOs are not mainstreamed in the existing capacity building efforts of the state

Possibilities for getting involved in PRI specific issues

The long history of NGOs as well as their extended involvement with PRIs is a favourable factor for building future collaborations. All these NGOs have faith in local governance. Some of them have proven credibility with NGO networking

1. NGOs who have a national and international presence can bring in new insights and visions for PRIs in the state
2. NGOs who have state-wide coverage could be used for several activities related to capacity building of PRIs
3. NGOs who have a presence in selected districts could be entrusted for providing hand holding support to PRIs
4. The practice of partnership networking followed by state and national level NGOs with regional and district level NGOs needs to be studied and adapted for capacity building of PRIs
5. NGOs who have training and hostel facilities can be used for conducting residential training programmes
6. A pool of state and district level trainers can be developed among qualified staff working in these NGOs
7. Sectoral specialists could be developed among NGO personnel having sectoral involvement
8. The expertise of NGOs can be outsourced for developing IEC material, sector specific modules, and handbooks

Capacity assessment of key institutions indicates that ATI and IDS do not play a significant role in the CB&T process. Similarly, the expertise of NGOs is not properly mainstreamed. As a result, key support institutions do not complement SIRD's current CB&T efforts at expected levels.

9. SUGGESTED CAPACITY DEVELOPMENT RESPONSE STRATEGIES

Based on inferences from the CA exercise, the CD response has to be geared towards improving current capacities of training institutions in Rajasthan. As such, the CA exercise indicated that a capacity gap exists which has to be addressed through appropriate strategies. It is suggested that the broad objectives of the CD strategy should address the following:

- Understanding the constitutional structure, functions, responsibilities, and powers.
- Functional skills.
- Information about programmes and schemes.
- Sensitization on participation, accountability, transparency, and good governance.
- Women and marginalized groups require additional inputs.
- A broadened development vision, coordination, and convergence among ERs and executives.

The CD response strategy for Rajasthan will lead to the following outcomes:

- Performance impact and impact enhancement of development programmes.
- Better choices for self-paced learning.
- Provisions/options for remedial training.
- Utilizing local resources for broadening the resource base.
- Ownership and involvement of PRIs in training design and management.
- Networking with training institutions.
- Initiating pilot projects, research studies, etc.

The deciding factors for the CD strategy are:

- a) Context: The existing scenario of training for ERs, especially in relation to some major challenges like quantum of coverage, cascading mode as a standalone mode, and the large geographical spread has to be considered. The need for more periodic refreshers also has to be kept in mind.
- b) Resources: Though IGPR&GVS is the apex institute in the state for developing PRI human resources, the institute has inadequate human resources and is forced to depend largely on external resource persons. The absence of adequate faculty affects the process of creating research and knowledge, aspects of quality improvement, and scaling up of capacity building activities on a sustainable basis. The institute also lacks effective regional, district, and sub-district level presence for effective outreach. There is a huge technology gap in the capacity building process. All these factors have to be considered.

- c) Target audience: Low levels of literacy among ERs warrant the use of multi-media in imparting training and developing handouts and interactive modules based on the principles of adult learning, location-specific, and learner-oriented training material, etc. Marginalized groups like women, SCs, and STs need more focused attention and a differential treatment of the messages.
- d) Changing environment and emerging challenges: The conditions are diverse and a uniform strategy cannot be suggested. There are many drop-outs from initial training and there is also the challenge of addressing marginalized groups. There is also the need for convergence of various GoI programmes implemented by PRIs.

In the field of marketing, Kotler had indicated five levels of products, each representing a hierarchy of customer values. Drawing an analogy from Kotler's five levels, it is suggested that in relation to CD, the strategy must focus on each of the levels as they add to the value of the service (Table 21).

Table 21: Kotler's Five Levels of Capacity Development

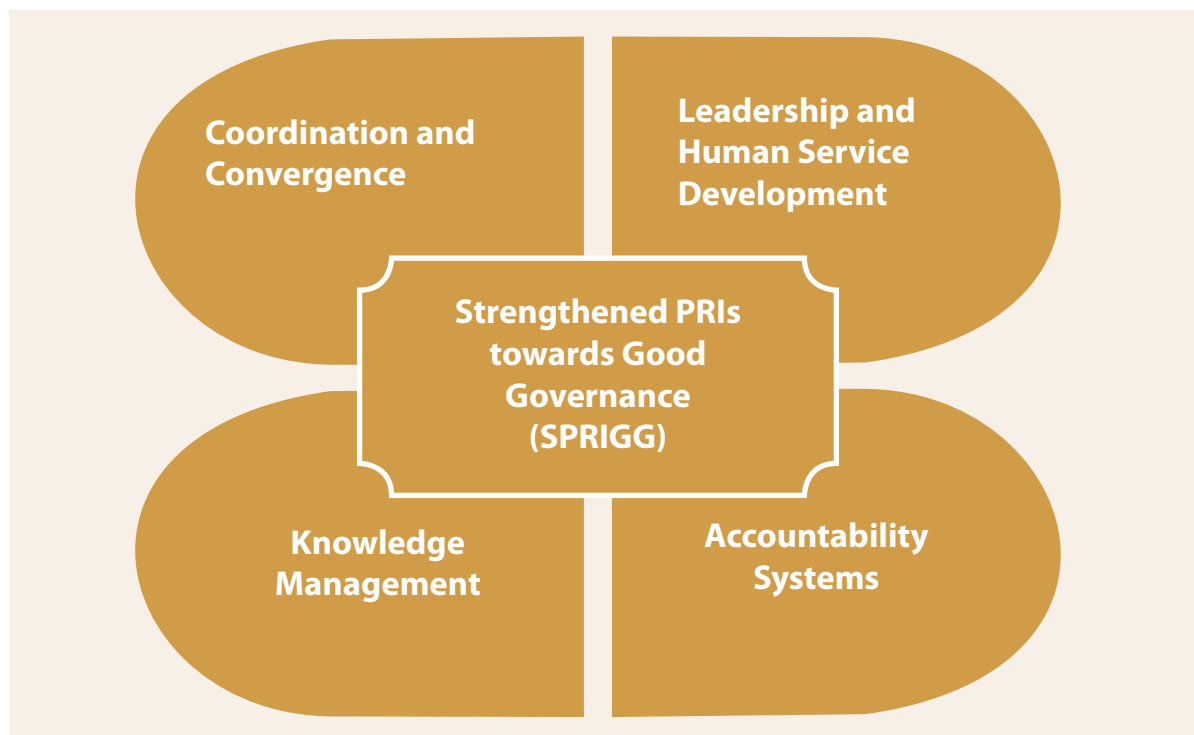
Level	Process Application to CB&T of PRIs
Potential product	E-governance of PRIs for effective delivery of public services
Augmented product	Developing institutional capacity of PRIs to suggest mechanisms for building linkages and sharing responses for effective delivery of services
Expected product	Enabling ERs to pro-actively respond to emerging development trends and changes
Basic product	ERs are properly trained in different sectors for developing skills or competency for upgraded performance
Core benefit	Benefits accrued by ERs through CB&T efforts

The base level is the core benefit. In CD, this represents the benefits that the ERs are accruing through CB&T efforts. Different training institutions are training providers, the outcome of which is perceived as better performance of ERs through capacitating PRI functionaries. In the next level, the core benefit must be transferred into a basic product, and here, ERs will have to be properly trained in different sectors such that they develop skills or competencies for upgrading their performance. The next level is the expected product. Enabling ERs to respond to emerging trends and changes effectively and pro-actively is what policymakers and society expects consequent to the capacity building of PRIs. The fourth level referred to as the augmented product, refers to those conditions and characteristics that help the product exceed the expectations of the people. In this case, it refers to developing institutional capacities of PRIs to suggest mechanisms for building linkages, sharing resources, etc. for the effective delivery of services. The last level is potential product, which includes all the possible variations and augmentations that the product can possibly have in the future. In relation to CD, it refers to e-governance of PRIs for effective and efficient delivery of services for the common man.

A. Key CD Response

As given in Figure 3, coordination and convergence, leadership and human resource development, effective knowledge management, and appropriate accountability systems are core CD responses.

Figure 3: Key CD Responses



B. Major Components of the CD Strategy

The proposed CD response for Rajasthan has five major components, which respond to the identified core issues and CB needs which emerged from the CA exercise. The five major components are:

1. Convergence.
 2. Human resource development.
 3. Training resource management.
 4. E-governance.
 5. Scaling up.
1. **Convergence:** PRIs have various capacity needs which no single institution can support and satisfy by itself. Supporting PRIs entails convergence around two issues: a) a common set of capacity development targets among all capacity providers covering various PRIs, and b) institutions that could lead the provision of specific knowledge and/or skills in specific themes or development needs of PRIs. Thus convergence has to be streamlined for effective capacity building services through the following:
 - a) Establishing a State CD Coordination Committee and developing a CB perspective plan: The need to establish a five year state CB perspective plan as part of NCBF points to the need for setting up a nodal agency/committee for preparing and implementing the perspective plan. Establishing a State Capacity Development Coordination Committee with members drawn from key selected departments and training institutions, including NGOs, as the forum for bringing all stakeholders

and engaging in dialogue for formulating a state capacity building perspective plan is expected to provide good results.

b) **Website for PRI information convergence:** A website featuring all the existing information on PRIs in Rajasthan has to be developed. The following information may be captured, among others, to be included on the website:

- Online databases of documents and statutes related to PRIs.
- PRI development initiatives in the state (completed, ongoing, and planned activities).
- Links to various PRIs.
- Links to sectoral departments working with PRIs.
- Addresses (e-mails, contact phone numbers) of PRI functionaries—PRI hotline with 24 hour connectivity.
- Interactive site where the public can post comments, suggestions, and feedback online.

c) **Research for policy advocacy:** Research and policy advocacy are pivotal components of capacity building. Research can identify gaps in the perceptions and practices of PRIs as well as the CB&T of PRIs. This will lead to training and policy interventions. The major activities that can be undertaken as part of research and policy advocacy are:

- Evaluation and assessment.
- TIA.
- Action research programmes.
- Documentation of best practices.
- Advanced training for multi-term elected members.
- Formation of local government associations.
- Training for leaders of political parties.

2. Human Resources Development: Opportunities should be provided to PRI officials to take part in national and/or international training courses, exposure missions, on-the-job training programmes, and immersion courses on certain topics like change management, team learning and communication, best practices in local governance, and local services delivery. It is also important that senior leaders nurture the potential and skills of junior officials in their respective organizations to institutionalize knowledge, particularly in the light of frequent turnover of officials in Rajasthan. Internal learning mechanisms have to be instituted considering their cost efficiency.

The following activities are suggested for this:

a) **Strengthening training institutions:** Training institutions have to be strengthened with adequate staff with experience and expertise in dealing with PRI functionaries. An enabling environment and adequate budgetary resources have to be provided for this.

- b) Training programme for officials and trainers: Even capacity developers need capacity development, which is usually forgotten. There are certain thematic subjects that training institutes in Rajasthan need to train their officials in to allow them to respond more effectively to the respective capacity gaps of PRIs. They should be exposed to new and emerging trends, knowledge, mechanisms, and practices in local governance and local service delivery.
- c) Master trainers: Master resource persons are identified based on some criteria and are expected to have knowledge and experience in training. But they have to be made familiar with the adult learning methodology, stakeholder engagement process, etc. They have to gain hands-on training on training methodologies as well. Given the immense challenge in reaching out to and developing the capacities of PRIs in time, there is an urgent need to further expand the number of master trainers for better reach and quality of training.

3. Training Resource Management: Three major challenges were identified during the CA: a) quality of training approaches, b) delivery of training, and c) quality of training material.

- a) Training approaches: The approach to training should be decided so as to impart specific skills to participants and to build confidence among PRIs on the importance and value addition of their respective functions. Training and capacity development activities intended for PRIs should be based on a common framework, which is, NCBF. The overall capacity development strategy should focus on dissemination of information on government policies, procedures, etc. which is referred to as 'orientation' and exposure to processes such as planning, teamwork, conflict resolution, etc., which is referred to as 'skill training'.
- b) Delivery of training: Though training institutions like SIRD and ATI have competent faculty and senior officials, a need for improving the teaching style of the trainers was felt. Traditional classroom style training is the usual mechanism for training, which could be made more attractive and interactive through appropriate learning tools and modules. There is a need to guide the faculty and resource persons on the best options and flexible methodologies to deliver specific training modules.
- c) Quality of training material: There is need to establish a database of training modules and material available in different training institutes to avoid duplication and to share resources. The resource material should be designed and produced using popular, user-friendly formats, and using local languages and dialects for effective use in training sessions.

4. E-governance: Important projects in relation to e-governance in Rajasthan include:

- E-Mitra.
- Computerization—Automation-Refinement of Integrated System of Management and Accounts (CARISMA).
- Panchayat Resource Centres (PRCs).
- Rajeev Gandhi Sewa Kendra.
- Plan Plus.

- a) E-Mitra: This is an electronic service delivery platform for citizens. Various citizen-centric services of government departments are made available in an integrated form through service and information delivery points called e-Mitra centres/kiosks. This is being implemented in 32 districts under the PPP mode. It is reported that at present, 472 e-Mitra centres are operational, of which 69 are rural kiosks.
- b) CARISMA: It is an indigenous intranet based software for better MIS which is funded under SFC, Rajasthan. The project is managed and operated by ITI Ltd. The project aims to promote sustainable IT solutions for improving the quality of life in rural areas by providing digital connectivity for need-based services. It has coverage in 32 out of the 33 ZPs, 237 out of the 239 PSs, and in 1,114 out of the 9,168 GPs in the state. Three computer systems are installed in the ZP, two in the PS, and one in the GP. There is facility for video conferencing at the ZP level.

The challenges in relation to CARISMA which need to be addressed are:

- Internet compatibility.
 - Coverage of GPs is limited.
 - Lack of staff for day-to-day technical and managerial support.
 - Capacity building of users to be addressed.
 - Lack of buildings, furnishing, computers, and electricity.
 - Difficulty in uploading more software/formats.
- c) Panchayat Resource Centres: PRCs are envisaged for strengthening e-governance at the PS (block) level. The objective is establishing fully functional computerized centres at the Panchayat Samiti level for multi-purpose use—management, monitoring, MIS of all IT projects at the block level and below, technical support to line departments, and supporting the district administration for e-governance. There is provision under BRGF for establishing 87 PRCs and for another 162 PRCs under RGSY. However, though provisions have been made for PRCs, it was reported that they have not become functional. The issues are:
- Lack of funds: GoR has requested GoI for releasing Rs 8,464 lakh for Panchayat infrastructure related to PRCs.
 - Creating functional infrastructure at the PS level is a time taking activity.
 - Efficient staff is needed for operating the PCs, funds are needed to put contractual staff in place.
 - AMC, training, and infrastructure support are required on a regular basis.
- d) Rajeev Gandhi Sewa Kendra : This is envisaged for strengthening e-governance under PR with the objective of establishing fully functional computerized centres at the GP level for multi-purpose use. As in the case of PRCs, these are yet to become functional. Here again, funds have been requested from GoI for 125 buildings for those GPs which have no buildings of their own.
- e) Plan Plus: This is software for strengthening planning at the grassroots level, which facilitates the decentralized planning process in the local language by:

- Converging rural and urban plans to generate an integrated district plan.
- Supporting need-based and activity-based planning.
- Capturing the planning work flow.
- Converging the flow of funds from different central and state sponsored schemes.

Though Plan Plus is expected to cover all the 12 BRGF districts, it was reported that only two districts have updated their plans.

PRIA Soft (Panchayat Raj Institution Accounting Software) is also being used, which is a web-based software designed to address the accounting requirements of PRIs.

- f) State Development Centre (SDC): In Rajasthan, SDC has been set up to enable vertical and horizontal integration of departmental data and services. This data centre is the core of the state level information infrastructure, which in turn integrates geographically distributed data repositories.

- 5. Scaling Up:** This is perceived as a natural and almost organic process, which is expected to lead to more quality benefits over a wide geographical area more quickly, more equitably, and more lastingly. Four types of scaling up are recognized—quantitative (in terms of numbers), functional (diverse activities, themes), political (structural and policy changes), and organizational (optimizing and sharing resources).

Quality scaling up is not merely replication, but multiplication through adaptation. The potential driving forces for scaling up are:

- Local champions.
- Committed resource persons.
- Enabling stakeholder groups.
- Networks, partnerships, alliances.
- Success stories.
- Crisis management experiences.

Scaling up has to be viewed both as a means (refers to replication, spread, or adaptation of ideas, approaches, concepts) and as an end (increased impact). In both the vertical and horizontal integration of the capacity building process, like linking with other training institutes and NGOs or creating output linkages like production of quality resource material, NGOs are visualized as catalysts of the capacity building process, as creators of programmatic knowledge which can be integrated in government programmes, and as builders of vibrant and diverse civil societies, to be effectively utilized by PRIs.

While sustainable good practices are established on a smaller scale, scaling up these experiences poses a real challenge. It is expected that scaling up will occur with good communication of success stories.

C. Capacity Building and Training Spectrum

Discussions on the CD response strategy are given in Table 22. The table highlights a conceptual model for CB&T. This also underlines the relevance of a strategic shift from training to capacity building.

Table 22: Capacity Building and Training Spectrum

CB&T Spectrum	Information Giving	Knowledge Providing	Capacity Building	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-model
Delivery Actors	Trainers	Trainers	Facilitators+ participants	Participants+ facilitators
Training Tools Used	Lecture and handouts	Lecture and handouts	Role plays, exercises, games, exposure visits, story telling, experience sharing, films, open/focus/ panel discussions, learning by doing, case studies	All previous tools +peer learning, climate of continuous learning

10. INDICATIVE SUGGESTIONS FOR EFFECTIVE CB&T FOR IMPLEMENTING NCBF

In this chapter, indicative suggestions are listed, more or less in line with NCBF:

A. Human Resources in SIRD

1. There is a need to have more permanent faculty members at SIRD. There will be a balancing proportion of faculty members selected on permanent and deputation basis.
2. There will be norms for faculty selection both on direct recruitment and on deputation. This will fit into meeting SIRD's desired and emerging needs.
3. Those from PRIs who specialize in different streams (sectoral experts) will be encouraged to join on deputation.
4. It is also important to fill vacant faculty posts with qualified professionals who have relevant experience rather than by generalist civil servants on deputation.

B. Funding Sources

1. Policy advocacy for allocation of training funds from the state budget.
2. Conducting sectoral training in collaboration with line departments as is being done in the case of the Department of Watershed Development and Soil Conservation.
3. SIRD has to mobilize multiple sources of income for comprehensive training coverage. SIRD will have to move away from its scheme-driven activity mode.
4. Mobilizing own source of revenue by organizing fee funding programmes.

C. Training Programmes

1. Six days induction training is too lengthy. Three days for training should be the optimum time period. A second round of three days of training can be organized after six months to one year.
2. Special training for women, SC, and ST ERs needs to be organized.
3. Organizing special training/experience sharing by multi-term PRI presidents.
4. Leadership and management development training for Zilla Pramukhs and Panchayat Samiti chairpersons.
5. Programmes can be organized for strengthening support systems. This can be through strengthening of local government associations, training for leaders of political parties, certificate courses for ERs, and interface with academic/scientific institutions.
6. SIRD has to establish effective outreach linkages with line departments' training institutes and leading NGOs at the regional and district levels.

7. PRI representatives are also social and political leaders. Hence apart from organizing training programmes on PRI acts and schemes, programmes for attitudinal change and leadership development also need to be organized.

D. Training Material

1. Training modules to be developed after proper consultations with relevant stakeholders like concerned departments and expert NGOs working in concerned sectors. Module design workshops will be organized for each training programme involving multi-stakeholders.
2. Detailed modules need to be prepared with detailed session plans and trainer tips for each session.
3. Handbooks need to be more interactive, following the principles of adult learning.
4. ICT based interactive learning material including video films on best practices of beacon Panchayats, experience sharing of senior level officials, politicians, PRI leaders, and FAQs need to be developed.

E. Master Trainers/Resource Persons

Developing master trainers is equal to developing a cadre of advocates in favour of PRIs.

1. A cadre of resource persons from different specialized development sectors should be created. This can include academics, retired government officials, NGOs, and consultants. There can be a cadre of master trainers on specialized topics.
2. Resource persons to be given training on training skills.
3. Subject-wise refresher courses to be organized for trainers.
4. Standard norms will be fixed for enlisting trainers. Based on this, a directory of resource persons (generalists and specialists) can be prepared and published by SIRD. SIRD will place appropriate systems to empanel master trainers/resource persons.

F. Training Delivery

1. Induction training will be done in a participatory face-to-face mode. Subsequent training can be organized using ICT tools.
2. Frequently asked questions raised in training programmes can be documented and disseminated at the state level, both in printed and audio-visual forms.
3. Bearing in mind the importance of capacity building for local government functionaries, a special training policy for training local governments in Rajasthan can be evolved.
4. Training for elected members will be standardized in relation to duration and content. For example, a GP President will be given a minimum of 20 days training during his or her five year tenure. Phasing the training is also important.
5. Keeping in view the fact that a majority of the ERs have low formal education levels, appropriate content and methodology which can enhance the cognitive abilities of the participants needs to be selected. Case-based teaching (including video-based cases), peer learning, and discussions will be promoted.

6. Best practice visits and peer learning should be promoted for sustaining and deepening the impact of learning. A more intensively engaging model through hand holding support may be necessary for the relatively less empowered PRI representatives.

G. Research and Policy Advocacy

Capacity building has to go beyond training and should encompass policy level advocacy as well. The following activities could be carried out as part of this:

1. Publication of research and its dissemination.
2. Policy advocacy by way of forming networks of PRI representatives, training for political parties, etc.
3. Documentation of good practices.
4. Visits to beacon Panchayats.

H. Training Mode/Strategy

A multiple training mode needs to be followed. There is a need to use a mix of methodologies according to requirements. Some of the suggested modes are:

i) Decentralized SATCOM based Training in a Cascading Mode

This involves using satellite technology and local facilitators to run the programme and facilitate discussions. This mode provides the widest outreach and can help in providing comprehensive training inputs to a large audience. For this, the existing SATCOM system established at SIRD needs to be activated.

ii) Decentralized Training in Cascading Mode

The first round of induction training will be in a decentralized and direct mode. This involves training of resource persons as master trainers at the state level, district resource persons at the district level, and local resource persons at the local level. They can be deployed for training and providing hand holding support as in the case of Kerala.

When the learning capacities of the trainees are limited, a direct training approach is more appropriate. However, SATCOM-based training if designed in an interactive mode can help retain the interest of the participants even for a longer duration. It is suggested that direct training be organized at least once a year; subsequent training could be done through the indirect mode.

iii) Training through District Level Partner Institutions

Based on signing MoUs, district level partner institutions need to be identified and engaged for implementing training. In this model, module, handbooks, trainers, and presentation material are centrally developed by the lead training institute (SIRD) while training management is looked after by the district level partner. Each district will also have an expert consultant/coordinator to look after academic aspects and for maintaining quality checks.

iv) Centralized Training

Institutional and centralized training will be given for district level functionaries—presidents, members, and CEOs of Zilla Parishads. Training for presidents and CEOs of Panchayat Samitis can also be done at

the institutional level. SIRD's faculty members as well as state level master trainers can engage in interactive sessions with them.

v) Training in Pilot and Action Research Mode

Certain new interventions like gender budgeting and social audit can be taken up in a pilot and action research mode. This will also help create living models in favour of PRIs. Such programmes could be scaled up based on experience.

vi) Help Desk System at the State and District Levels

A help desk system can be established for giving hand holding support to PRIs. This can create a platform for clearing doubts and for trouble shooting. It can also take a lead in documenting and disseminating innovative practices of local governments.

The help desk system can be established at the state and district levels. The state level help desk can be established at the level of the RD & PR departments. This can act as a forum for bringing together experts and advocates of decentralization. It can consist of experts drawn from several departments/ sectors devolved to PRIs like social welfare, education, agriculture, and health.

The district level help desk can comprise of 5–10 experts. SIRD will be the secretariat of this district level help desk. One faculty member can be made in charge of the help desk. A booklet containing the names and phone numbers of help desk members can be prepared, published, and circulated among all PRIs. BRGF districts can set up PRCs at the block level. Hence priority will be given to non-BRGF districts.

State and district level help desk teams can meet once a month for sharing details. Commonly raised questions can be recorded and printed as FAQs. The recommendations of the help desk team can be brought to the attention of the government for taking appropriate policy decisions.

vii) Publication of FAQs

FAQs need to be developed and published in printed as well as in video forms. All PRIs and master trainers will be given copies of these. Such FAQs and related publications can be sent to all Members of Parliaments, Members of the Legislative Assembly, and leaders of political parties for updating them with recent information on PRIs.

viii) Mass Campaigns

Mass campaigns can be organized by way of community radio, the Panchayat TV channel, and Panchayat newsletters. The RD & PR departments can conduct media-based mass campaign programmes. Dialogue could be held with All India Radio, Doordarshan, and other TV channels for telecasting relevant information on PRIs. They can give a special slot every week for this. The department can also upscale the current monthly newsletter and can organize contests and competitions for the best performing PRIs in line with reality shows as in the case of 'Green Kerala Express' organized by the Local Self Government Department, Government of Kerala in association with the Doordarshan Kendra, Thiruvananthapuram.

I. Convergence Plan for Training

CB&T will be done on a large scale. For this, joint and collaborative efforts will be needed. This will be facilitated by SIRD. Rajasthan has rich expertise and infrastructure and the facilities available with different agencies should be mainstreamed.

1. Various departments like education, agriculture, animal husbandry, fisheries, industries, and revenue have developed training institutions at the state, regional, and district levels. These institutions have moderate levels of training infrastructure. These can be availed for training PRI functionaries in general, and for sector-specific training in particular.
2. SIRD can also consider outsourcing some of its training activities to sector specific training institutions or local NGOs who have adequate expertise and are known for their credibility and professionalism.
3. SIRD needs to have regional as well as district level networking agencies based on MoUs.
4. ETCs need to be upgraded with adequate human, financial, and infrastructure facilities.
5. Organizing, gathering/sharing by NGOs involved in PRIs. This will give an appropriate formula for mainstreaming the activities of NGOs.
6. For organizing district level training programmes SIRD is currently depending on ZPs. Since ZPs are also vested with several other responsibilities it is necessary to get the support of departmental training institutes and key NGOs.
7. There is the need to establish and equip PRCs at the block level for providing continuous hand holding support to PRIs.

In this context, it is worthwhile to refer to the recommendations of the Committee on Decentralization of Kerala headed by Dr. M.A. Oommen. This committee came out with a set of suggestions for effective capacity building of local governments (Report of the Committee for Evaluation of Decentralized Planning and Development, Government of Kerala, March 2009). The highlights are given in Annexure 5.

In terms of capacity building approaches and the perspective plan, these suggestions can be summarized as:

I. Approaches

1. A federated mechanism and strategy for training has to be evolved which will result in the following outcomes:
 - a. Performance improvement and impact enhancement of government sponsored and initiated developmental programmes.
 - b. Better choices for self-paced learning rather than forced learning.
 - c. Provisions/options for remedial training.
 - d. Creating a sustainable learning environment.
 - e. Utilizing local resource persons/specialists leading to a broadening of the resource base.
2. There is need for systematic convergence of CB&T for PRIs in Rajasthan as many departments target PRI stakeholders. A suitable strategy has to be devised taking into account the scale, coverage, depth, and canvas of PRI-CB&T.
3. The following approaches could be considered as an integrated mix for readying the training system to meet the challenges:
 - a. Extending the reach of training to 'reaching the unreached'.
 - b. Networking with training institutions (PRI institutions as well as thematic institutions) at the sub-district, district, division, and state levels.

- c. Initiating sponsoring pilot projects, research studies, etc. for identifying the best strategy.
4. There should be shift in emphasis as:

Present priorities	Emerging requirements
a. Training institutions as training providers (training courses)	As package developers and implementers
b. Emphasis only on training interventions	Both on training and non- training implications
c. Supply driven approach	Demand driven approach
d. Knowledge and skill development	Building competencies
e. Activity approach	Process approach
f. Formal training in institutions	Formal/informal institutional training

5. There is need to view capacity building efforts in continuum, encompassing various phases of the election cycle. Phased training substantiated with support and networking seems to be the most comprehensive capacity building strategy.

II. Towards a Perspective Plan for PRI-CB&T

Key elements of the five year perspective plan are:

1. **Basic courses—mandatory:** PRI-CB&T is a must.
 - 1.1. For all ERs and functionaries of PRIs on core issues with reference to NCBE. The critical core content includes: 1. Fundamentals of Panchayati Raj, 2. Roles and responsibilities of various position bearers, 3. Panchayat administration, routine management, and accounting procedures, 4. Effective administration of central and state sponsored schemes, and 5. Significance of a Gram Sabha in village level planning and decision-making with focus on women and other disadvantaged groups.
 - 1.2. Computer training (ICT) to all Gram Panchayat level functionaries in three years. One round of training to all PRIs in five years on the participatory action plan and gender based budgeting and social auditing with annual refresher courses.
 - 1.3. Need based literacy training to elected PRI representatives within six months of elections as envisaged in NCBE.
 - 1.4. Special training of SC/ST, women ERs once every three years.
 - 1.5. Exposure visits for all ERs and functionaries to beacon Panchayats at least once in three years.
 - 1.6. Include issues concerning leadership, social audit, and RTI Act in the basic training programmes.
2. **Thematic training to all PRI-ERs on any three themes of their choice (preference driven) to cover, among others, the following:**
 - 2.1. Health (primary health—NRHM).
 - 2.2. Education (primary education—SSA).
 - 2.3. Wage employment programmes (MGNREGS).
 - 2.4. Self-employment programmes including skill development for placement (SGSY/NRLM).

- 2.5. Poverty alleviation programmes.
 - 2.6. Social security programmes (pensions and insurance).
 - 2.7. Integrated natural resource management (watershed, IWDP, etc.).
 - 2.8. Disaster management.
 - 2.9. Drinking water and sanitation (NRWS, TSC, etc.).
 - 2.10. PESA Act (Gram Sabhas in ST areas).
 - 2.11. Minority welfare programmes.
 - 2.12. Human resource development.
 - 2.13. Any other relevant themes.
3. **Systematically develop a suitable PRI-CB&T policy, material, and techniques:** It is important to distinguish between the approved core content and supplementary training material developed with reference to the approved core content. The five fundamental areas for core content have been identified earlier. Additional training material should be developed on all topics as mentioned above as per the preference of the state, with particular emphasis on:
- 3.1. Innovative supplementary training material.
 - 3.2. Innovative training techniques such as computer based tutorials.
 - 3.3. FAQs.
 - 3.4. Interesting case studies.
 - 3.5. Distance learning material.
4. Organizing PRI-CB&T programme delivery in the PPP mode, including outsourcing with well-defined monitoring and quality control mechanisms in place.
 5. Working systematically towards making PRI-CB&T demand driven. Ideally the goal should be to create an environment in which PRIs are able to make a choice on where to get trained.
 6. Strengthening the knowledge management function with knowledge portal, e-groups, community practices, newsletters, etc.
 7. Creating and nurturing a vibrant peer network to strengthen all systems of PRI-CB&T design, development, evaluation, FAQs, research, etc.
 8. Making PRI-CB&T institutions (such as SIRDs /PRTI) IT-enabled with IT-driven systems and databases.
 9. Strengthening convergence with major stakeholders involved in PRI-CB&T.
 10. Developing an adequate number of beacon Panchayats/best practices for exposure visits.
 11. Making PRI-CB&T outcome oriented based on defined performance indicators.

11. SOCIAL INCLUSION PLAN FOR PRI-CB&T

Social exclusion may be broadly referred to as ‘the process which brings about a lack of citizenship—whether economic, political or social’. Two defining characteristics of social exclusion are: i) It is multi-dimensional, that is, there is denial of equal opportunities at multiple levels, and ii) It is embedded in societal relations and institutions. Formulating appropriate and relevant strategies suited to local situations is one of the preconditions of social inclusion. Accordingly, decentralization could be regarded as the best tool for social inclusion. But decentralization works towards democratization only if it is combined with positive action in favour of underprivileged groups.

Rajasthan is one state which has taken proactive steps to bring SCs, STs, and women into the circuit of political decision-making structures. It is important to capacitate these elected functionaries in order to enable them to carry out their mandated responsibilities.

A. NCBF’s Social Inclusion Framework

A detailed review of NCBF gives the following social inclusion framework:

While underlying the basic principles of NCBF, there are several references pertaining to social inclusion:

- i) SCs, STs, and women should be given special attention in training,
- ii) Training programmes must ensure participation of all members—not just of the talkative and dominating few, and
- iii) Training for PESA areas should be designated in keeping with the cultural traditions and special needs of tribal people.

While giving a description of the courses (2.2) comprising part I of NCBF, item 2.22 reads as follows: ‘For the Panchayat members who need, functional courses shall be undertaken immediately after the elections. Locally available literate people can be co-opted as resource persons to conduct functional literacy classes for the Panchayat members.’

Item number 4.3 (film, electronic, and material) gives some of the points that could underline developing video material for training. ‘... Gender and caste equality would be a cross cutting theme.’

Each state has to derive state specific social inclusion strategies in the capacity building and training of PRIs.

SIRD’s Present Attempts at Social Inclusion

SIRD Rajasthan, being the pioneer organization for PRI-CB&T, should give special attention to enhancing the capacities of those PRI functionaries who are socially excluded in several ways. The analysis of SIRD’s training programmes and related activities throws light on the capacity building measures that it has undertaken for social inclusion.

A review of existing training for social inclusion includes:

1. For elected members who assumed office during 2005–09, induction training was given to all during the initial year. Refresher course on district planning was held for all the elected members of BRGF

districts during 2007. Refresher course was held exclusively for SCs, STs, and women members of RGSY districts during 2008. Theme-wise training was given to all during 2009.

2. In 2005–06, in a special pilot project for district Sawai Madhopur, 197 GPs were trained on gender and health governance under MoPR-UNFPA support; a human development database was evolved at each GP level.
3. In 2008–09, a special pilot project for the Jaipur division for capacity building of DPCs and PRIs was completed on the theme ‘Gender Responsive District Planning’ with support from UNDP and the Planning Commission, GoI.
4. Other than HCM-RIPA, IDS, and SRC, some other key institutions like the Hunger Project, CARE, PRIA, and GVT also carry out a variety of activities for empowering women, SCs, and STs.
5. During 2010, PRIA under the ‘Strengthening Gender Response of Panchayats in Rajasthan’ (SGRPR) programme organized one day orientation for EWRs on maternal health, sex selection, and governance issues. PRIA has also launched the three year SGRPR programme to cover 21 districts, which is supported by UNFPA.
6. The Hunger Project undertakes capacity building of EWRs by organizing women’s leadership workshops, building federations of EWRs, and strengthening women’s empowerment through the electoral process. Critical issues faced by EWRs are also taken up for advocacy.

B. Suggested Social Inclusion Plan in CB&T Efforts in Rajasthan

Training for all every year is the basic prerequisite for developing the necessary capacity of elected members. Apart from initial and yearly refresher courses and sector-wise training for all elected functionaries, there are special groups and categories that need additional capacity building interventions:

1. Training for Drop-outs

Discussions with key stakeholders and experts indicated that despite constant efforts, nearly 10 per cent of the elected functionaries have not attended the initial level training. It is understood that most of them are either illiterate, or women members who face difficulties in traveling short as well as long distances for training, or those hailing from isolated and inaccessible locations. Receiving training in a time-bound manner will be seen as a right of the elected members. As a result, SIRD needs to include these drop-outs in the capacity building circle by organizing repeat batches for drop-outs at the block or sub-block levels. The training has to be organized at venues of their convenience and not at the convenience of the trainers. NGO expertise could be used for this. This will ensure near 100 per cent training coverage.

2. Training for PRIs Located in Isolated and Inaccessible Locations

Discussions with key stakeholders validated the claim that there are a few PRIs in isolated and inaccessible locations. Most of the elected functionaries of these PRIs fail to attend training programmes. This also stands in the way of reaching the goal of ‘training for all’.

The following capacity building strategies can be used to include them in the training circle: i) The trainer can visit these PRIs to give on-site training at the level of each PRI, ii) A multi-modular approach in which recorded video-based sessions are handled by one or two (mobile team) trainers in face-to-face situations through a computer or television, and iii) A video containing FAQs and answers recorded and displayed

through a computer or a television could be another mode of outreach. ETCs in the concerned locations can be entrusted to coordinate this task with the help of local NGOs.

3. Functional Literacy for Illiterate PRI Members

As detailed previously in this Report, low literacy level of ERs, especially among SCs, STs, and women members is a great challenge for trainers. SIRD, in association with SRC can implement functional literacy programmes for PRI members under the Saakshar Bharat Programme.

4. Special Training for SC and ST Members

The PR system has enabled a number of SC and ST elected members in local governments. Hence, they have been given an opportunity to take part in decision-making governance structures. However, their capacity gap remains a major challenge. They have to be capacitated intensively to enable them to carry out their responsibilities. The following capacity building means can be used for empowering SC and ST elected members:

- i) Functional literacy programme for illiterate SC and ST PRI members.
- ii) Special training programmes on the PR system for SC and ST women members based on well-developed modules.
- iii) A leadership skill development programme for all SC and ST presidents.

5. Training for Linguistic Minorities

Though a majority of the population in Rajasthan is Hindi speaking, the state also has some linguistic minority groups. The major linguistic minority groups include speakers of Bhili (Bhilodi), Urdu, and Punjabi. There are also many Urdu speaking people in Ajmer, Bhilwara, Jaisalmer, and Nagaur districts. Such linguistic minority groups need to be included in the capacity building framework. Separate training modules and handouts have to be developed for them.

6. Capacity Building Plan for Gender Mainstreaming

More than 50 per cent of the elected members in Rajasthan are women. Most of these members have capacity gaps primarily due to their lack of awareness about the system as well their low levels of literacy. The following suggestions can be implemented for the empowerment of women elected members:

- i) Special training programmes on the PR system for all women members.
- ii) A leadership skill development programme for all women presidents.
- iii) District/block-wise gathering of women elected members for sharing experiences.
- iv) Forming self-help groups for women elected members with hand holding support from NGOs.

7. Gender Perspective in Training

The following suggestions can be implemented for ensuring gender perspectives in training:

Considering the large volume of training programmes undertaken by SIRD, attempts should be made for engendering these training programmes. Gender inclusion being a major development agenda of local governments, SIRD can make focused efforts on the following lines:

- i) There must be general training programmes for all key local government functionaries on gender mainstreaming.
- ii) There must be special training programmes for local government functionaries mandated for gender mainstreaming.
- iii) Gender should be made a cross-cutting issue in all the training programmes designed and implemented for local government functionaries.

In order to effectively carry out these three issues, SIRD may consider the following aspects:

- i) Carry out a gender analysis of the training material produced by it.
- ii) Conduct separate ToTs for master trainers on gender and development and on gender mainstreaming.
- iii) Meaningfully integrate the gender component in all the training material.
- iv) Include gender experts in all master trainer programmes and module development workshops.
- v) A minimum of 33 per cent of the faculty team should be women. Special ToT programmes should be organized for women trainers to develop their training and subject-specific skills. It is important to include at least 10 per cent of the trainers from among former or present women elected leaders.

12. STRATEGIC PARTNERSHIPS FOR PRI-CB&T

Strategic partnerships for effective CB&T are necessary because:

I. There are gaps in CB&T efforts in the state. Focused attention needs to be given to the following major CB&T efforts:

- Sectoral training.
- Follow up training for elected members.
- Professional management and leadership programmes for PRI chiefs.
- Continuous TIA.
- Policy and training linked research.
- Action research.
- Policy workshops.
- Research publications.
- Formation of local government associations.
- Training on accounting.
- Trainer development (training skills).
- Trainer development (sector specific).
- Training in participatory planning.
- Sector-specific modules.
- Exposure visits.
- Documentation/dissemination of good practices.
- Training for support systems (NSS, NYK, political parties, media, etc.).
- Interactive satellite based training.
- Training for multi-term elected members.
- Training for women elected members.
- Training for PRIs in isolated and inaccessible locations.
- Adult literacy programmes for illiterate PRI members.
- Setting up PRCs.
- State level help desk.
- District level help desk.
- Media campaign.
- Panchayat newsletter.
- Use of multi-media.

To address these CB&T issues and gaps, there is need for convergence of expertise available in the state through well- knit strategic partnerships.

II. There is no Expertise Sharing Among Different Partners

SIRD has limited regional and district level outreach centres. ETCs function primarily as Gram Sevak training centres due to shortages of human resources and infrastructure. Similarly there is no coordination between the training institutes of different departments.

III. Devolution Orientation: Past and Current

In October 2010, five sectors were devolved to PRIs. This has necessitated organizing sectoral training programmes for PRI functionaries. This could be done in association with concerned departments or expert NGOs (Table 23).

Table 23: Devolution Orientation in Rajasthan

Sl. No.	Subjects Devolved	Sectoral Training Interventions Needed
1.	Primary and upper primary education (up to Class 8)	Education
2.	Medical and health (up to primary health)	Health
3.	ICDS	Social welfare
4.	Agriculture extension work (up to Deputy Director)	Agriculture
5.	Social security pensions	Social welfare

A. Towards a Partnership Approach for PRI-CB&T

Building effective and strategic partnerships has generally been accepted for time-bound and effective coverage of PRI-CB&T. However, building this partnership process is not easy. To begin with, the strategies for this partnership are based on indicative suggestions evolved out of the capacity assessment process. Interface and expertise sharing will be based on undertaking the following exercises:

- i) Understanding key PRI specific expert areas that SIRD does not have.
- ii) Mapping PRI specific expertise of key institutions including major departmental level training institutions and NGOs.
- iii) Deciding the nature and level of partnership that SIRD can evolve with other stakeholders.
- iv) Putting appropriate systems and strategies in place for managing the partnership.
- v) Analysing the devolution orientation of the state: past and current.

A partnership approach for CB&T should result in the following:

- i) Enhanced capacity to reach targets.
- ii) Bring together and engage key players.
- iii) Create a win-win atmosphere among key players.
- iv) Convergence of CB efforts: avoiding duplication of programmes and practices.
- v) Equip SIRD to facilitate and manage the partnership process for effective CB&T.

B. Strategies for Effective Partnerships for CB&T

Absence of the partnership practice will give rise to several partnership management issues. To overcome these, appropriate strategies for effective partnerships are needed. These include:

1. SIRD will be the partnership manager. There is a need to organize several rounds of trust building exercises under the leadership of the RD & PR departments. SIRD will be equipped to manage this partnership. This will also create a win-win atmosphere among the partners and will reduce the 'fear of losing space'.
2. SIRD will equip its domain expertise in all sectors devolved to PRIs. Its faculty members will take the lead in designing capacity building programmes in sectors devolved to PRIs. SIRD should establish effective linkages with sectoral training institutions. Each core faculty member of SIRD may be assigned the responsibility of one sector.
3. SIRD needs to convene a state level meeting of all major stakeholders who can join in the CB process of PRIs. Follow up activities will be continued by SIRD.
4. A common consensus will be arrived with regard to the following:
 - i) Understanding the importance of PRIs in the social and economic development of the state as well as the desired orientation needed for PRIs.
 - ii) Existing gaps in the CB process.
 - iii) Available PRI specific expertise of each stakeholder.
5. Stakeholders should appreciate the major stake that SIRD has in the CB&T of PRIs.
6. SIRD has to negotiate and engage in a dialogue with these stakeholders to carry out committed activities for strengthening PRIs. For instance, IDS can take up 5–7 research activities and policy workshops every year. ATI can include a session on the importance of PRIs in every major training event.

C. Opportunities for Programme Convergence and Strategic Partnership for CB&T

An indication of the opportunities for programme convergence and strategic partnerships for CB&T is given in Table 24.

Table 24: Opportunities for Convergence and Strategic Partnerships

Existing gaps in PRI-CB&T	Who can join in CB&T (partnership options)
Sectoral training	1. Departmental training institutes 2. ATI
Follow up training for elected members	1. ETCs 2. NGOs
Management development programme for PRI chiefs	1. ATI
Continuous TIA	1. ATI 2. NGOs
Policy and training linked research	1. IDS
Action research	1. IDS 2. ETCs 3. NGOs having state wide presence 4. Directorate of Evaluation Organization (Planning dept.)

Existing gaps in PRI-CB&T	Who can join in CB&T (partnership options)
Policy workshops	1. RD & PR departments 2. Department of Planning 3. IDS
Research publications	1. IDS 2. NGOs
Formation of local government associations	1. RD & PR departments 2. NGOs at the district level
Accountant training	1. Local Fund Department 2. Account General's office
Trainer development programmes (training skills)	1. ATI
Trainer development programmes (sectoral)	1. Departmental training institutes 2. NGOs in concerned sectors
Training in participatory planning	1. PRCs 2. Lead NGOs in BRGF districts 3. UNDP-CDDP 4. ATI
Sector-specific modules	1. Departmental training institutes 2. NGOs involved in selected sectors (care in the case of child development)
Training for the multi-term elected members	1. ETCs 2. NGOs
Leadership training for women elected members	1. NGOs 2. Political parties
Leadership training for SC/ST elected members	1. NGOs
Special training for drop-outs (those not attending the campaign-based training)	1. NGOs
Training for PRIs in isolated and inaccessible locations	1. ETCs 2. NGOs
Adult literacy programme for illiterate PRI members	1. SRC
Exposure visits	1. RD & PR departments 2. ETCs 3. Lead NGOs
Setting up PRCs	1. RD & PR departments
Panchayat newsletter	1. RD & PR departments
State level help desk	1. RD & PR departments
District level help desk	1. Sectoral training institutes 2. NGOs 3. Master trainers
Media campaign	1. RD & PR departments
Documentation/dissemination of good practices	1. ETCs 3. Lead NGOs in selected sectors
Training for support systems (NSS, NYK, political parties, media, etc.)	1. ATIs 2. NGOs
Interactive satellite based training, use of multi-media	1. RAJCOM (Department of IT&C) 2. Doordarshan 3. NIC

D. Possible Fund Sources for CB&T

The likely fund sources for CB&T are listed below. Other than these, SIRD can also mobilize additional funds from funding agencies and consultancy services.

1. State fund.
2. BRGF.
3. RGSY.
4. MoRD.
5. MoPR.
6. CDDP-UNDP.
7. UNDP-CDLG.
8. Watershed and Soil Conservation Department.
9. Departmental level training institutions and other departments.
10. NGOs.

E. District Level Capacities: Random Analysis

Absence of regional and district level networks is identified as a key challenge for SIRD for conducting effective PRI-CB&T. Possibilities for programme and institutional linkages at the district level through a random analysis are given in Table 25.

Table 25: District Level Capacities: Random Analysis

Sl. No.	Name of the District	Possibilities/Capacities
1	Ajmer	ETC DEO of Planning Department
2	Alwar	-
3	Banswara	BRGF
4	Baran	-
5	Barmer	BRGF CDDP-UNDP Programme
6	Bharatpur	DEO of Planning Department
7	Bhilwara	-
8	Bikaner	ATI Regional Centre DEO of Planning Department
9	Bundi	-
10	Chittorgarh	BRGF CDDP-UNDP Programme
11	Churu	-
12	Dausa	-
13	Dholpur	-

Sl. No.	Name of the District	Possibilities/Capacities
14	Dungarpur	BRGF ETC
15	Hanumangarh	-
16	Jaipur	SIRD ATI IDS DEO of Planning Department
17	Jaisalmer	BRGF
18	Jalor	BRGF
19	Jhalawar	BRGF
20	Jhunjhunu	-
21	Jodhpur	ATI Satellite Centre DEO of Planning Department ETC
22	Karauli	BRGF
23	Kota	ATI Satellite Centre DEO of Planning Department
24	Nagaur	-
25	Pali	-
26	Pratapgarh	-
27	Rajsamand	-
28	Sawai Madhopur	BRGF CDDP-UNDP Programme
29	Sikar	-
30	Sirohi	BRGF CDDP-UNDP Programme
31	Sri Ganganagar	-
32	Tonk	BRGF
33	Udaipur	BRGF ATI Regional Centre CDDP-UNDP Programme DEO of Planning Department

There are 33 districts in Rajasthan. Among them, there are 12 BRGF districts and 21 RGSY districts. All BRGF districts can set up PRCs at the block level. This will give a boost to CB efforts in these districts. The RD & PR departments can facilitate this process. ETCs and lead NGOs can also be entrusted with this responsibility. ATI and IDS can also take part in this process in selected districts on a pilot basis. Further analysis also indicates that six BRGF districts of Barmer, Chittorgarh, Sawai Madhopur, Sirohi (CDDP-UNDP Programme) Dungarpur (ETC), and Udaipur (ATI Regional Centre, CDDP-UNDP Programme, DEO of Planning Department) have additional support facilities. Several of these districts have training facilities like residential hostels, training halls, and training equipment owned by several departments or NGOs.

It is suggested that detailed mapping of district level capacities should be undertaken.

F. Towards Holistic Capacity Building

Key components of holistic capacity building could be training, research, policy advocacy, and consultancy services. Each of these is critical for comprehensive PRI-CB&T. SIRD's expertise in training is quite commendable. The major gaps seem to be in research, policy advocacy, and consultancy services. Given the complexity of the exercise, SIRD cannot meet the mandate single handedly. Hence identifying and engaging key partners is the need of the hour. Possibilities of engaging key partners are given in Table 26.

Table 26: Holistic Capacity Building—Key Components

Key Components	Key Activities	Key Partners
Training	<ul style="list-style-type: none"> • Developing master trainers • TNA • TIA • Developing training material • Adult literacy programme for illiterate PRI members • Training for multi-term elected members • Training for EWRs • Training for PRIs in isolated and inaccessible locations 	NGOs ATI ETC PRCs SRC Departmental training institutes
Providing Support Systems	<ul style="list-style-type: none"> • Help desk—state and district level • Setting up PRCs • Panchayat newsletter • Publication of FAQs • Forming local government associations 	RD & PR departments
Research	<ul style="list-style-type: none"> • Documentation of best practices • Publications 	IDS NGOs
Policy Advocacy	<ul style="list-style-type: none"> • Action research studies • Exposure visits • Training for political parties • Media campaign 	IDS Local government associations
Consultancy Services	<ul style="list-style-type: none"> • Expertise sharing by SIRD team with other institutions (ATI, IDS, departmental training institutions, NGOs, etc.) 	SIRD can avail of the services in a need based manner

The key issues that can be considered under holistic capacity building include: i) Enlarging training to cover not only an 'input base', but also a 'generation base', ii) Providing CB inputs in a work situation as well as 'in immersion', iii) Utilizing adult learning approaches and making learning experiences more interactive and directly related to work performance, and iv) Focusing not only on human capacities but also on institutional capacities.

Some critical aspects of holistic capacity building could be partnership development, modified training practices, on-the-job training, developmental communication, research, convergence, developing a peer network, empowering engagement processes, knowledge management, and developing role models (see Figure 4).

Figure 4: Holistic Capacity Building



The above discussion on holistic capacity building highlights the necessity of a partnership approach for effective CB&T of PRIs. Being the core institute mandated with CB&T, SIRD will come out with short term and long term strategies for building effective partnerships under the guidance of the RD & RD departments.

13. SUGGESTIONS FOR IMMEDIATE NEXT STEPS

A separate chapter on immediate action points is included in this Report keeping in view the suggestions put forth by senior policymakers (including the Minister for Panchayati Raj, GoR) and Principal Secretary (RD & PR) and other experts (including the SIRD core team, core departmental staff, and lead NGO representatives). These action points should be carried out over a year.

A. Reorganization of SIRD

IGPR&GVS (SIRD) is the apex institution for PRI-CB&T. An analysis of the CB efforts in Rajasthan indicates that key support institutions do not complement SIRD's current CB&T efforts at expected levels. As a result, equipping SIRD to carry out capacity building initiatives as specified in NCBF is an urgent need. The immediate next step in this direction will be doing an organizational analysis by employing a reputed national institute.

As indicated elsewhere in this Report, there is an imbalance in academic and administrative staff in SIRD. The faculty and administrative staff ratio should be 1:1. Administrative staff could be given exclusive responsibilities of supporting the faculty team and setting the stage for effective delivery of training. The ratio between regular faculty and those on deputation will also be 1:1.

SIRD may be reorganized with well defined centres, as is being done in the case of the Andhra Pradesh Academy of Rural Development (APARD). Each centre must be headed by a senior faculty with 4–5 persons including professors/consultants and necessary support staff. There is an urgent need to institute an incentive system to attract qualified, competent, and experienced persons to serve as faculty. The present system of appointing faculty and filling up faculty positions is not by choice, interest, or quality of trainers, but by compulsion to accommodate personal and organizational obligations. The quality of trainers can be ensured only through open selection by attracting talent in the market and providing attractive remuneration packages. Faculty members on deputation can be given training allowance as is being done by some reputed national training institutions.

B. Strengthening ETCs

There are three ETCs in the state located in Dungarpur, Ajmer, and Jodhpur. They are geographically distributed to also function as PTCs. However, in effect it is noted that the ETCs function mainly as Gram Sevak training centres. ETCs have huge human resource and infrastructure gaps. Rather than filling posts on an ad-hoc basis, properly hand-picked personnel could be deployed. If ETCs are equipped well they can function as SIRD's effective outreach arms. The following suggestions are made for the strengthening ETCs in view of PRI-CB&T:

- i) Developing a common calendar for SIRD and ETCs.
- ii) Principals in ETCs will be of the rank of CEOs of ZPs. ETCs' faculties should not be below the rank of BDOs.
- iii) Full-fledged residential training will be organized for PRI functionaries and off-campus courses on selected thematic areas like social audit, good governance, RTI, and gender governance will also be held.

C. District Level Institutional Networks for Training

Considering the large geographical coverage, systems should be put in place for large scale capacity building at the regional and district levels. Some options for this are:

- i) Strengthening ETCs: ETCs may be strengthened as per the details given elsewhere in this Report.
- ii) District Implementing Institutions (DIIs) can be identified and engaged. As explained earlier in this Report, several Indian states have used various strategies to meet the given challenge of capacity building for local governments. Accordingly, some have used the services of both non-profit and profit organizations to meet capacity development demands. For instance, the Kerala Institute of Local Administration (KILA) has identified and engaged stakeholders for effective capacity development of PRIs. KILA constituted a search team to identify appropriate district level partners and signed MoUs with them. This enabled comprehensive and time-bound training coverage. Similarly, in Andhra Pradesh, District Training Cells (DTCs) have been formed at the district headquarters to coordinate training programmes organized by SIRD and ETCs.

While identifying DIIs, preference could be given to governmental, semi-governmental, and non-governmental agencies (in order of priority). While selecting DIIs factors like availability of training-related infrastructure and long standing experience in working with PRIs could be considered. The entire function relating to academic coordination of training should be vested with SIRD. SIRD has created a 'database of NGOs of Rajasthan', based on stakeholder discussions. This could be taken as an initial reference point. The summary of this database is given in Annexure 4.

D. Engaging Key Training Institutions

As per the national training policy, the state level association of training institutions is convened by ATI, Jaipur. On the same lines, the RD & PR departments can convene a joint meeting of all departmental level training institutes and establish synergy for planning and implementing training for PRI functionaries in thematic areas as well.

CB&T in Rajasthan has to be done on a large scale. For this, joint and collaborative efforts will be needed, which will be facilitated by SIRD. In view of the devolution of five sectors to PRIs during October 2010, there is a need to organize sectoral training programmes for PRI functionaries. Hence, to begin with, there is a pressing need to have dialogue and interface with training institutes concerning the five sectors of education, health, social welfare, agriculture, and social security. This will help carry out comprehensive training coverage in these sectors. Simultaneously, SIRD should have faculty members who have specialized expertise in these five devolved topics as well. This interface model will provide lessons for establishing linkages with other training institutions at a later stage.

TNA needs to be conducted in these five devolved sectors in association with concerned departments. Based on the TNA, training material and master trainers will be developed.

E. Overcoming the Technology Gap

There are two inherent drawbacks in the present system of training by SIRD: i) Refresher training is not given periodically to all ERs, and ii) Since training follows a cascading approach, there is every possibility of the quality of training getting diluted as the messages get distorted at every level. The training adopted by SIRD mostly follows a lecture method and relies on distribution of printed material. The use of electronic devices,

mass media, and other ICT tools in capacity building has to be strengthened. Though technologies are potential, the potential of technologies has not been tapped fully. There is need for investing in technology at the receiving end as well as at the dispatching end. It is worth investing in technology as it is a one time effort which takes care of distortions and delays in the transfer of messages. Hence SIRD has to emerge as an IT-based institution capable of reaping the benefits of information technology for comprehensive training coverage.

F. Forming/Strengthening Local Government Associations

Local government associations have a pivotal role in policy advocacy for sustaining decentralization and for mobilizing political will in favour of decentralization. Hence, the RD & PR departments have to take the lead in revamping the state level local government association and constituting district level local government associations. These will be apolitical bodies which will act as pressure groups for further decentralization. A summary of the bye-law of the Gram Panchayat Association of Kerala is given in Annexure 6 for reference.

G. Policy Advocacy for State Government's Budgetary Allocation for Training

To carry out capacity building activities for PRIs, adequate funds are available with MoPR and MoRD, GoI. These are available under various schemes like RGSY, BRGF, MGNREGS, and Watershed Development. These are largely scheme-based funds and can be used only by following specified norms. Hence, it has become a necessity for SIRD to get untied funds from the state government to meet a variety of emerging capacity building needs of PRIs including training, research, and policy advocacy. Allocation of special training funds in the state budget is also an indication of the state government's commitment to decentralization.

H. Research Fund

SIRD will earmark a separate research fund in its budget. This will help institutionalize its research and policy advocacy role. A special research wing could be set up in SIRD. Simultaneously, SIRD can play the following complementary roles for enhancing research focus:

- i) Get budgetary allocations from the state government for research and policy workshops.
- ii) Pool research funds from national and international agencies.
- iii) Negotiate with ATI, IDS, lead NGOs, and scientific and academic organizations (universities) to allocate funds for research in local governance.
- iv) Sponsor research programmes.
- v) Organize researchers' workshops on decentralization on a timely basis.

I. State and District Level Help Desks

The help desk system can be established at the state and district levels. The state level help desk can be established at the level of the RD & PR departments. It will also act as a forum for bringing together experts and advocates of decentralization. To begin with, this can consist of experts drawn from several departments/sectors devolved to PRIs like social welfare, education, agriculture, and health. This can also function as a coordination committee (as in the case of Kerala) for policy level trouble-shooting and functional level clearing of doubts.

The district level help desk can comprise of 5–10 experts. SIRD will be the secretariat of this district level help desk. One faculty member could be made in charge of the help desk. A booklet containing contact details of help desk members can be prepared, published, and circulated among all PRIs. BRGF districts can set up PRCs at the block level. Hence priority will be given to non-BRGF districts.

The state and district level help desk teams can meet once a month for sharing details. Commonly raised questions can be recorded and printed as FAQs. The recommendations of the help desk team can be brought to the attention of the government for taking appropriate policy decisions.

J. Social Inclusion Plan

The details and activities for the social inclusion plan are given elsewhere in this Report.

K. Impact of Training

To a large extent, the quality of training depends on the quality of trainers. There is a need for developing a dedicated cadre of quality trainers in the state. Good trainers will be outsourced from various reputed organizations.

There is also a need to take a fresh look at the training material developed for PRI functionaries. Emerging issues pertaining to PRIs need to be added to this. The impact of training in the field in terms of tangible transformations also has to be assessed periodically. There should be a system of independent training evaluation commissioned by SIRD. The results of the evaluation should be fed into the training design to make training more relevant in the field.

L. Convergence

PRIs have various capacity building needs. No single training institution will be able to meet all these needs. Supporting PRIs entails engaging various training institutions and NGOs in the field. SIRD has to take a lead in forming the State Capacity Building Coordination Committee and developing a CB perspective plan.

A summary of the major findings and recommendations in relation to different immediate action points is given in Table 27.

Table 27: Summary of Major Findings and Immediate Action Points

Action points	Major findings	Major recommendations
1. Reorganization of SIRD	<ol style="list-style-type: none"> 1. SIRD is the apex institute for PRI-CB&T 2. Imbalance in academic and administrative staff in SIRD 3. No well-defined centres 	<ol style="list-style-type: none"> 1. Organizational analysis of SIRD to be done by a reputed organization (note 1) 2. Faculty and administrative staff ratio should be 1:1 3. Well-defined centres need to be established (suggested centres are given in note two)
2. Strengthening ETCs	<ol style="list-style-type: none"> 1. ETCs function mainly as Gram Sevak training centres 2. ETCs have large human resource and infrastructure gaps 	<ol style="list-style-type: none"> 1. ETCs should be equipped to function as SIRD's effective outreach training arms (suggestions are given in note three) 2. A common calendar for SIRD and ETCs should be prepared 3. Principals of ETCs to be of the rank of CEOs in ZPs 4. Faculty of ETCs should not be below the rank of BDOs

Action points	Major findings	Major recommendations
3. District level institutional network for training	<ol style="list-style-type: none"> Wide geographical coverage and large target groups SIRD is not equipped to undertake intensive and large scale capacity building at the regional and district levels 	<ol style="list-style-type: none"> DIs should be identified and engaged in CB&T NGOs having training related infrastructure and experience in working with PRIs could be used Entire function relating to academic coordination of training should be vested with SIRD
4. Social inclusion	<p>State specific social inclusion strategies in PRI-CB&T have to be devised</p> <p>There is need to focus more on 'reaching the unreached' and marginal groups in CB&T efforts</p>	<ol style="list-style-type: none"> Training for drop-outs—Repeat batches of training Training for PRIs located in isolated and inaccessible areas—On site training, multi-modular approach, PTCs/NGOs to be involved Functional literacy for illiterate ERs—SRC and Saakshar Bharat Programmes Special training for SC, ST, and women ERs Training for linguistic minorities CB for gender mainstreaming
5. Overcoming the technology gap	<p>Two inherent drawbacks in the present system of training by SIRD are:</p> <p>Refresher training not done periodically for all ERs</p> <p>Since training follows a cascading mode, there is the possibility of messages getting distorted at every level</p>	<ol style="list-style-type: none"> Use of electronic devices, mass media, and other ICT tools in CB has to be strengthened SIRD has to emerge as an IT-based training institution, reaping the benefits of IT tools and reaching all the stakeholders Panchayat Resource Centres to be established Strengthening e-governance—RGSks, SATCOM, CARISMA
6. Conducting sectoral training	<p>Pressing need to organize sectoral training programmes for PRI functionaries</p> <p>Training in the newly devolved five sectors is urgently needed:</p> <ul style="list-style-type: none"> - Education - Health - Social welfare - Social security - Agriculture 	<ol style="list-style-type: none"> There should be joint and collaborative efforts facilitated by SIRD for engaging sectoral training institutions SIRD's interface with SRC, SIH&FW, social justice and empowerment departments, SIAM, and NIAM
7. Training management	<p>Reaching large numbers with quality training is a major challenge for SIRD</p> <p>There is a lack of adequate trainers</p> <p>There is need for periodic review of training needs and the content of the training</p> <p>Rigorous evaluation of existing training programmes has to be done</p>	<ol style="list-style-type: none"> Periodic refresher training for ERs An exercise for identifying good trainers may be carried out Hands-on training on training skills needs to be organized for trainers Evaluation of training to be done by third party agencies Impact assessment of training needs to be conducted in field settings
8. Convergence	<p>PRIs have various capacity needs which no single training institution will be able to satisfy</p> <p>No common platform for resource sharing and partnerships</p> <p>Hand holding support for PRIs entails convergence of various training institutions and NGOs</p>	<ol style="list-style-type: none"> SIRD has to play a leadership role in forming a State CB Coordination Committee and for developing a CB perspective plan Website for PRI information convergence—online database, PRI development initiatives, links to various PRIs, links to sectoral departments, and interactive mode with adequate space for information dissemination

Action points	Major findings	Major recommendations
9. Budgetary allocation for training	Different sources of funds are available with MoPR and MoRD for CB activities. A special training fund is not provided (untied) in the state budget	1. SIRD should be provided with untied funds from the state government budget for meeting a variety of emerging capacity building needs of PRIs like training, research, and policy advocacy
10. Research fund	There is no fund for research in the SIRD budget	1. SIRD should earmark a separate research fund in its budget. This will help institutionalize its research and policy advocacy role 2. SIRD can promote documentation of best practices, publication, and action research programmes
11. Strengthening institutional mechanisms	Institutional mechanisms have to be strengthened for effective PRI-CB&T efforts	1. Forming local government associations 2. Exposure visits 3. Help desks at the state and district levels 4. Panchayat newsletter 5. Engaging multi-stakeholders like NSS, NYK, media, and political parties
12. Building strategic partnerships	SIRD has to be equipped to facilitate and manage partnership programmes for effective CB&T	1. SIRD will equip its domain expertise in all sectors devolved to PRIs 2. Common consensus among departmental training institutions on training programmes for PRIs 3. SIRD has to negotiate and engage in dialogue with various stakeholders for effective PRI-CB&T

Notes:

Note one: *Organizational Analysis (OA): Focuses on developing an effective workforce through the design and structure of an organization as well as the relationship and behaviour of individuals within an organization. The organizational structure of SIRD may be modified to meet emerging challenges. One of the basic techniques of OA is modeling. For instance, the best combination of technology and organizational structure for SIRD can be developed using organizational models. Organizational models typically focus on behaviour, structure, and technology. A reputed organization like IIM-Ahmedabad may be approached to carry out SIRD's OA.*

Note two: *It is suggested that the following centres be established in SIRD:*

- Decentralized planning.
- Natural resource management.
- Poverty reduction and livelihood promotion.
- Gender and development.
- E-governance.
- Financial inclusion.
- Research and development.

Note three: *ETCs have large campus areas with open land, but their infrastructure is outmoded with dilapidated buildings, training halls, and hostel facilities. Similarly, ETCs are not well-equipped in terms of faculty strength and state-of-the-art conference halls, seminar rooms, etc. which are crucial for effective training delivery. Hence ETCs are not able to effectively supplement SIRD's training interventions. Each ETC is expected to cater to the training needs of more than 10 districts. To meet this requirement, it is suggested that the infrastructure, training, and human resource support to ETCs should be upgraded. The structure and functions of ETCs in Andhra Pradesh may be studied and adapted.*

14. CONCLUSION

Rajasthan has the distinction of being a pioneer in accepting the scheme of democratic decentralization envisaging a three-tier system of representative bodies at the village, block, and district levels. The state is seen as one of the forerunners in India which has demonstrated continuous commitment towards empowering PRIs. The mass scale capacity building of elected PRI members in Rajasthan within a reasonable period of 4–5 months of their assuming office through a cascading approach is also widely appreciated.

NCBF outlines its basic objective as ‘enabling EPRs to upgrade their knowledge and skill to better perform their responsibilities’. One of the basic principles of NCBF indicates that the ‘framework has to be constantly developed and evolved on the basis of regular impact assessment’. It also pinpoints the need for addressing the capacity building needs of different categories of stakeholders.

The findings of the CA exercise suggest that achieving better outcomes from capacity building requires both enhancing the capacity of the institutions mandated for capacity building and guaranteeing an appropriate level of resource and expertise sharing among relevant stakeholders involved in capacity building. Strengthening systems to a large extent is needed to ensure optimal capacity building performance. These include strengthening various systems of the knowledge management cycle including designing, implementing, monitoring, and follow up action. Like capacity, capacity building is a multi-dimensional and dynamic process. As a result capacity building should lead to an improvement in performance at each level. The relationship between capacity building and development outcomes needs to be properly recognized. This calls for measuring capacity building based on standards. NCBF gives such standards for initial measurements.

In the CA exercise carried out in Rajasthan during July-October 2010 different methodologies like discussions, FGDs, personal interviews, field visits, self-assessment worksheets, and review of secondary sources of data were employed to obtain relevant data and information. A strategy planning workshop and a dissemination workshop were also organized as part of the CA exercise to get feedback and suggestions from various stakeholders.

The major conclusions of the CA exercise are:

1. PRIs in Rajasthan face several capacity issues, which have to be addressed at different levels—individual, institutional, and policy.
2. Adequate training and policy level interventions are needed for mobilizing sustained political will in favour of PRIs.
3. The use of electronic media, mass media, and other ICT tools in capacity building has to be strengthened. There is need for investing in technology at the receiving end as well as at the dispatching end.
4. SIRD has to be equipped so that it can take the leadership role in PRI-CB&T. It should also outsource expertise as well as build strategic alliances with other key players.
5. The capacity building response strategy for Rajasthan has to be geared towards improving current capacities of existing training institutions. The CB response strategy has to be framed keeping in view

five major components—convergence, human resource development, training resource management, e-governance, and scaling up.

6. Besides SIRD, there are several institutions that are expected to play a supporting role in the capacity building process. However, their engagement warrants a broader vision, better coordination, a wider canvas, and an effective implementation strategy.
7. District level institutional networks for training of PRI functionaries have to be strengthened.
8. Training for drop-outs, PRIs located in isolated and inaccessible locations, functional literacy for illiterate PRI members, special training for SC and ST members, and training for linguistic minorities have to be given due importance.
9. Gender should be made a cross-cutting theme in all the training programmes designed and implemented for local government functionaries.
10. Training programmes have to be more organic and should not be mechanical processes. There is a need to take a fresh look at training manuals by incorporating emerging issues.
11. Impact of training in the field in terms of tangible transformations has to be periodically assessed. There should be a system of independent evaluation for getting objective and unbiased results on the training.

The 12 action points suggested as immediate next steps in Chapter 13 in this Report can be further prioritized for effective PRI-CB&T in Rajasthan. It is suggested that the RD & PR departments in GoR provide intellectual as well as policy level leadership to convert these suggestions into action in an order of priority. The departments can also constitute a State Capacity Building Coordination Committee to review progress. The other strategic partnership suggestions for PRI-CB&T are given Chapter 12 which may also be reviewed on a priority basis.

ANNEXURE 1

TERMS OF REFERENCE (ToR) OF THE CA EXERCISE

Assessment of State-Level Capacities

To Implement the National Capacity Building Framework (NCBF)

1. Assignment Overview

The Ministry of Panchayati Raj (MoPR), Government of India (GoI), is keen to develop a comprehensive tool to assess the state-level capacities for implementation of the National Capacity Building Framework (NCBF) and undertake district planning through the development of capacities of Panchayati Raj Institutions (PRIs) and municipalities/urban local bodies (ULBs) with the larger goal of promoting effective decentralized governance and participatory planning. To achieve this, MoPR would like to engage the services of a professional agency that could develop a suitable capacity assessment (CA) methodology, test-use the CA methodology in one of the states in India, conduct a two-day training workshop to impart the knowledge and skills required to undertake such a state-level capacity assessment with the intention of developing a pool of CA trained experts who could later be engaged to undertake similar exercises in other states.

2. Background

PRIs and municipalities/urban local bodies (ULBs) have been identified as the third tier of governance, particularly after the 73rd & the 74th Amendments. Of the 28 states and seven union territories (UTs), three states are exempted from the provisions of these Amendments, and they have been allowed to continue with traditional arrangements of local bodies which are akin to PRIs. There are, currently, about 2 lakh PRIs represented by over 28 lakh elected representatives (ERs) of whom over one-third are women. There are about 10 lakh functionaries working for/under the PRIs. PRIs are currently assigned two of the major programmes for rural development—the National Rural Employment Guarantee Scheme (NREGS) and the Backward Regions Grant Fund (BRGF). In terms of constitutional intent, states have assigned many more schemes to PRIs, though such assignments are not uniform across the states. It is expected that in the coming years, PRIs will be implementing development schemes and programmes worth over Rs 1.5 lakh crore. To perform such large-scale responsibilities, PRIs need to have adequate capacities, in terms of numbers as well as the quality of manpower.

Realizing the imperatives of strengthening capacities of PRI-ERs and officials to effectively undertake their roles, MoPR launched a National Capacity Building Framework (NCBF), which provides details of various training programmes aimed at PRIs. MoPR is also implementing the Capacity Development for Local Governance (CDLG) Project with support from the United Nations Development Programme (UNDP) in seven focus states of Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Orissa, Rajasthan, and Uttar Pradesh of the UN Development Assistance Framework (UNDAF). CLDG is aligned with the goals and objectives of NCBF, and aims to strengthen institutions and processes at various levels which bring about a behavioural change through increased motivation, joint decision-making, the provision of resources (that is, networks, resource persons/institutions, training courses/material, information, and innovative solutions

and methods) and personal empowerment. Key partner institutions are training institutions such as the State Institutes for Rural Development (SIRDs), the Panchayati Raj Training Institutes (PRTIs, that exist in a few states), and the Administrative Training Institutes (ATIs), which have the mandate to train ERs and officials in local governance. It has been the experience that these institutions put together are unable to meet the responsibility of providing the required training to ERs and other PRI officials.

Under the CDLG Project, the UNDP-RCB team undertook a mission in August 2009 to Chhattisgarh to assess the capacity of the state to implement NCBF and to undertake district planning. Select experts were invited from prominent national institutions to participate in the assessment exercise. MoPR is now engaging the services of the experts who participated in the Capacity Assessment mission in Chhattisgarh to assess the capacities of select other CDLG states of Bihar, Jharkhand, Madhya Pradesh, Orissa, Rajasthan, and Uttar Pradesh.

3. Objectives and Outputs

3.1 Objective: The key objective is to assess the capacities of a given state to implement NCBF and for undertaking planning with focus on PRI-ERs and officials. The capacity assessment report and the proposed capacity development strategy for a given state must help, among other things, achieve 100 per cent coverage of PRI-CB&T delivery in a time-bound manner as indicated in NCBF and ascertain that only state-specific PRD approved core content is used for training to ensure minimum acceptable uniformity and quality across a given state.

3.2 Expected outputs:

- State-specific capacity assessment report with a clear set of institution-specific and overall recommendations towards the stated objective of implementing NCBF; and
- State-specific capacity development strategy for the given state to deal with all issues concerning PRI-CB&T necessary for implementing NCBF in a comprehensive and systematic manner.

The capacity assessment and the capacity development strategy must address the needs of the EWRs, and other elected representatives from the SCs, STs, and minority groups.

4. Methodological Approach

The CA experts are advised to undertake the capacity assessment by drawing upon the standard qualitative analysis, quantitative analysis, check-list based analysis, and the UNDP-CA methodology framework, which emphasizes on participatory and self-assessment aspects. However, the experts have the freedom to be innovative and creative to produce quality outputs.

The UNDP-CA approach offers a self-assessment platform that allows direct engagement of relevant government departments, training institutions, SIRD and ATI officials, and other capacity development partners (such as NGOs and other training institutions) in coming up with quantitative as well as qualitative capacity indicators, which serve as a basis for the prioritization of the CD needs of a given state in the context of PRI-CD.

The assessment is conducted through meetings and self-assessment sessions/consultations with the leadership and staff of the institutions involved in PRI-CD (that is, SIRD, ETCs, PTCs, ATIs, NGOs, universities, and others) as well as key staff members of other ministries/agencies and development partners (for example, relevant state level government departments and civil society organizations) that are closely involved with PRI institutions. The CA framework and work plan, including the capacity indicators, will

be developed by the experts following initial research and consultation meetings.

Consultations will be held with the relevant departments, training institutions, and other institutions active in CD of PRIs, primarily to determine challenges and derive an initial understanding of their capacity gaps, and how the state level institutional framework can specifically respond to these capacity development challenges. This process will inform the development of an integrated state capacity development strategy for the given state(s).

Specifically, the CA will use a range of methodologies to triangulate information and come up with a comprehensive understanding of prevailing capacity development issues and needs. These methodologies will include the following:

- **Desk Research/Review:**

This will serve as the preliminary activity for the capacity assessment, which will compile relevant research documents and findings, evaluation reports, policies, project documents, etc., to come up with an initial understanding of ongoing or completed initiatives, as well as policy statements, that will inform the planning and conduct of the capacity assessment to ensure that the process builds on and adds value to existing or completed activities. This will include a review of the outputs and outcomes of previous assessments by other institutions (for example, NIRD, ASCI, IGNOU, and the BRGF Review outcome) to guide the CA context.

- **Consultation Meetings/Workshops**

Dialogues and consultation workshops will be convened throughout the capacity assessment process to bring together different stakeholders, discuss common challenges, issues, and perspectives, and agree on potential areas for further discussion, analysis, or collaboration.

- **Key Informant/Semi-Structured Interviews**

This will involve semi-structured interviews with officials and key staff members of the training institutions, as well as relevant departments/partner agencies, to obtain their feedback and perspectives on PRI capacity development needs, as well as the capacity needs of the training institutions themselves.

- **Self-Assessment**

This will serve as the crux of the CA, which will employ qualitative and quantitative indicators to determine priority capacity needs. CA worksheets, which contain specific capacity indicators that will be assessed, will be developed by the experts in consultations with the other mission participants to be filled up by interviewees. Results of the self-assessment will be consolidated and used to compare, validate, and complement the results obtained from the other methodologies.

State level partners who are going to be interviewed as part of the pilot CA include officials and key staff of select institutions such as the State-specific: Panchayati Raj Department, Rural Development Department, Tribal Affairs Department, Health Department, Women and Child Department, Planning Department, Administrative Training Institute (ATI), State Institute of Rural Development (SIRD), other ETCs, PTCs, and NGOs working in the area of PRI-CB&T. The CA expert team would finalize the list of institutions to be met and individuals to be interviewed in consultations with the state-specific PS/Secretary PRD, who would provide overall guidance to the experts in undertaking the CA assignment.

5. Role Clarity during the Capacity Assessment Process

- The entire CA exercise shall be conducted under the overall guidance of the state-specific PS/Secretary PRD;
- MoPR will assign a two member expert team to undertake the state-wide capacity assessment;
- State-specific PRDs to provide facilitation support to coordinate appointments for the expert team with other state-specific departments/institutions mentioned above and help organize the required meetings and workshops;
- The entire cost of engaging CA experts will be borne by MoPR-UNDP-CDLG National Project Cell. However, the cost of organizing local meetings/workshops to facilitate the work of the CA team will be borne by the state CDLG budget.

6. Proposed Strategy/Work Plan for CA Assignment

A preparatory CA workshop was organized by MoPR at AMR-APARD Hyderabad on 13–14 April 2010 to develop a common understanding among the experts on the expectations, terms of engagement, and to discuss the methodology. The workshop resulted in the finalization of a number of guiding documents that will be used as reference while undertaking the CA exercise. The documents are as given below:

- 6.1 Terms of Reference (ToR), including CA methodology.
- 6.2 Draft PRI CD vision statement.
- 6.3 Indicative CA report structure.
- 6.4 Sets of various questionnaires to be used by the expert teams.
- 6.5 Indicative CA process steps.

The experts are being advised to finalize these key guiding documents in consultations with the state-specific Principle Secretary/Secretary PRD of their assigned state. The PS/Secretary PRD are particularly requested to provide their inputs to the experts on the key guiding documents, particularly the draft PRI CD Vision Statement and Indicative CA Report Structure to help clarify on their expectations from the experts which would help in developing a quality report for the state.

In addition, the expert teams are advised to use the CA Process Steps (enclosed) as a broad reference to further prepare their work plan including home work and field work in consultations with state PRDs.

7. Assignment Timeline

As indicated in the CA process steps, the expert team would complete the entire task in a maximum of 30 working days, spread over 45 days from the date of signing of the assignment agreement with MoPR.

8. Reporting Requirements and Administrative Support

State-specific PRD will facilitate the assignment and provide the necessary coordination support. Under the guidance of PS/Secretary PRD, state-specific CDLG team members will provide logistical support for the entire duration of the CA which includes helping with scheduling and confirming meetings with stakeholders, including briefing relevant officials/stakeholders prior to actual meetings, coordinating venues for consultation meetings/workshops, printing /copying relevant distribution material and documents for consultations during the mission and later during the stakeholder meeting/workshop to present the first draft, coordinating travel arrangements including local transportation requirements, among others.

ANNEXURE 2

LIST OF PARTICIPANTS OF DISSEMINATION WORKSHOP (28 FEBRUARY 2011)

Sl. No	Name of the Participant	Designation	Organization
1	Shri Bharat Singh	Hon'ble Minister RD & PR	RD & PR
2	Shri C.S. Rajan	Principal Secretary RD & PR	RD & PR
3	Shri Praveen Gupta	Secretary PR	PR
4	Shri Tanmay Kumar	Secretary RD	RD
5	Shri Giri Raj Singh	Director General	IGPRS
6	Shri Gajanand Sharma	Additional Director	IGPRS
7	Dr. Anita	Professor	SIRD
8	Shri Sanjeev Sharma	NPM, MoPR-UNDP	MoPR
9	Dr. R.M. Prasad	Associate Director of Extension	Kerala Agricultural University
10	Dr. M. Retna Raj	Assistant Professor	KILA, Kerala
11	Dr. Adesh Chaturvedi	SPC-CDLG	UNDP
12	Shri Bhagwati Lal Roat	Zilla Pramukh Dungarpur	Zilla Parishad Dungarpur
13	Shri Prashant Mittal	Tech. Director rep. SIO NIC	NIC
14	Shri Anuj Gaur	Scientist "C"	NIC
15	Shri Virendra Shrimali	Programme Officer	The Hanger Project
16	Shri Vinesh Singhvi	OSD, Plan	Planning Dept.
17	Shri Krishan Tyagi	State Coordinator	PRIA, Rajasthan
18	Shri B.L.Verma	Deputy Director (Training)	Watershed Department
19	Dr. Vimlesh Choudhary	Professor	SIRD
20	Shri Ashok Mathur	Principal	PTC, Ajmer
21	Shri Doongar Singh	Principal	PTC, Jodhpur
22	Shri Ajay Veer Singh	Professor	IGPRS
23	Dr. Rajiv Agarwal	JD, SIRD	IGPRS
24	Shri Bishnu Charan Mallick	CEO, ZP, Jaipur	Zilla Parishad
25	Shri Sunil Dhariwal	Additional Director, RIPA	HCM-RIPA
26	Shri Ajay Singh Rathore	Deputy Director (S)	IGPRS
27	Shri Vijay K Choudhary	Deputy Director (Training)	IGPRS
28	Shri Praveen Singh Kachhwah	Assistant Professor	IGPRS
29	Dr. Poonam Gupta	Assistant Director	IGPRS
30	Ms. Ratna Verma	Technical Support Officer	CDLG, SIRD
31	Ms. Anju Rajpal	Assistant Director	IGPRS
32	Shri Yogendra Singh	Associate Professor	IGPRS
33	Shri Anurag Gupta	TSO, CDLG Project	SIRD
34	Shri Vishwa Bhushan	NGO, GVT	Gramin Vikas Trust

ANNEXURE 3

PROFILE OF FACULTY AND SENIOR ADMINISTRATIVE STAFF OF SIRD (AS ON 20.07.10)

Sl. No	Name	Designation	Education	Experience
1	Giri Raj Singh, IAS	Director, Principal Secretary Rank IAS, 1985	Director General- BA (Hons.), MBA (UK)	Over 24 years experience in development administration
2	Mr. Gajanand Sharma, RAS	Additional Director Super Time Scale RAS, 1985	MA (Sociology)	Over 24 years experience in development administration
3	Dr. Anita	Professor (PR & UN Projects)- (the only permanent faculty in the institute)	PhD (Social Science-Gender & Tribal Studies), MA (Sociology), PG Diploma in Human Rights Law	More than 26 years experience in HRD (College Education, HCM-RIPA, TRI, WDP, RIPA, IGPR&GVS)—resigned from government service and absorbed in IGPR&GVS since December 2000
4	Mr. Sita Ram Gupta Rajasthan Cooperatives Services	Professor (NREGA & RD- additional charge and OSD-NIRD). Has been selected as OSD of NIRD's new institute for research and training on rural livelihoods, being established at Jaipur	MSc. (Mathematics), LLB (Professional)	Over three decades of experience in supervision of RD schemes
5	Mr. A.V. Singh, Rajasthan Cooperatives Services	Professor	(SGSY & EC-SPP)- MA (Economics) from DSE, MBA, LLB, Diploma in Constitutional & International Law,	30 years experience, more than 20 years in HRD (NIAM, RICEM, IGPR&GVS)
6	Dr. Vimlesh Chaudhary	Professor (Watershed)	PhD in Solid Waste Management, MSc. (Zoology), MA (Political Science), Diploma in Tourism & Hotel Management	Professional service experience of over 18 years since 1991 in University of Jodhpur. More than eight years in IGPR&GVS
7	Dr. Rajeev Agarwal	JD, SIRD	BSc. MA (Economics), MBA, PhD. (Management)	28 years experience of working in a private university, academic institutions, power sector companies, and PSU- Tilam Sangh, GoR
8	Mr. Shakti Singh Sisodia Senior Scale RAS	Deputy Director (OIC- Campus and Stores)	MA (History), MPhil.	Experience of development administration since 1984
9	Mr. Vijay Chowdhary	Deputy Director (Training-	BE (Agricultural Engineering)	Professional service experience since 1982 in the field of watershed development, RD (in the institute since for three years)

Sl. No	Name	Designation	Education	Experience
10	Mr. Y.S. Poonia	Associate Professor (OIC-BRGF)	BE (Agricultural Engineering), MBA	23 years professional experience in cooperative sector undertakings and projects at the level of GM, MD, and Additional Director, HRD. Experience in IGPR&GVS for two years
11	Ms. Poonam Prasad Sagar Senior Scale RAS	Assistant Director (Administration)	MBA	Over 11 years experience in development administration
12	Ms. Anju Rajpal Senior Scale RAS	Assistant Director (OIC-Computer, SATCOM)	MA (Hindi Literature)	Over 11 years experience in development administration
13	Mr. B. D. Agrawal Officer of RAS	Accounts Officer	M.Com	Over 33 years experience in accounts service and over seven years experience as DDO in the state secretariat
14	Dr. Poonam Gupta	Assistant Director	MA (Sanskrit), MPhil., PhD. (Environmental Studies in Sanskrit Literature)	Working since 1996 in college education, publications in standard academic and research journals, over 14 years of experience in HRD. Joined the institute in June 2010 and has been assigned MGNREGA training

ANNEXURE 4

DATABASE OF NGOs IN RAJASTHAN

Name of NGO	Geographical coverage	Existing support in the areas of PRI	Infrastructure/ logistics availability
Gramin Vikas Trust—Kribhco	Banswara Baran Dungarpur Pratapgarh	1. Training, research monitoring and impact evaluation 2. Preparing learning material (IEC development) 3. Gram Sabha mobilization 4. Handholding support	Training hall: Available in all district offices. Hostel facility: not available. Audio-visual aids.
Social Action For Rural Advancement (Sara) Village Laxmipura, Po-Rajpura, Nosal, Tehsil Dantaramgarh, District Sikar, Rajasthan.	Banswara Dungarpur Pratapgarh Baran	1. Training support 2. Government schemes 3. Gram Sabha mobilization 4. Handholding support 5. Support to EWRs	Training hall: 100 seating capacity. Hostel facility: 20 bed capacity.
Astha Sansthan 39, Kharol Colony, Udaipur	Udaipur Rajsamand Pali Sirohi Banswada Dungarpur	1. Training, research, monitoring, and impact evaluation 2. Preparing learning material	Training hall: 120 seating capacity. Hostel facility: 100 bed capacity. Audio-visual aids.
Prayas Village Devgarh (Devliya), Raj, District Pratapgarh, Pin – 312621	Pratapgarh Chittorgarh	1. Training, research, monitoring, and impact evaluation 2. Preparing learning material 3. Gram Sabha mobilization 4. Support to EWRs	Training hall: 50 seating capacity (Devgarh). Hostel facility: 30 bed capacity (Devgarh).
Urmul Trust Urmul Bhawan, Ganganagar Road,	Bikaner Churu Hanumangarh Ganganagar Jaisalmer Nagaur Jodhpur	1. Training, research, monitoring, and impact evaluation 2. Preparing learning material (IEC development) 3. Support to EWRs	Training hall: 200 seating capacity. Hostel facility: 50 bed capacity.
Magra Mewar Vikas Sanstha Kalatkhera, Jawaja, District Ajmer – 305922	Ajmer Pali Rajsamand Bhilwara	1. Training, research, monitoring, and impact evaluation 2. Preparing learning material (IEC development) 3. Supporting government schemes 4. Gram Sabha mobilization 5. Support To EWRs	Training hall: 100 seating capacity.

Name of NGO	Geographical coverage	Existing support in the areas of PRI	Infrastructure/ logistics availability
Humana People To People India C-183, Madhu Ban, Preet Vihar, New Delhi,	4 Districts	1. Training, research, monitoring, and impact evaluation 2. Preparing learning material 3. Supporting government schemes 4. Gram Sabha mobilization 5. Support to EWRs	Training hall: 100 seating capacity.
Ambuja Cement Foundation Vill +Po: Rabriyawas, The: Jaitaran, District Pali,	Pali Nagure Junjuna	Training, research, monitoring, and impact evaluation	Training hall: 200 seating capacity. Hostel facility: 200 bed capacity.
Cecoedecon F-159-160, Sitapma, Institutional Area, Sanganer, Jaipur,	Jaipur Tonk Baran Jaisalmer Jodhpur	1. Training, research, monitoring, and impact evaluation 2. Preparing learning material 3. Gram Sabha mobilization 4. Support to EWRs	Training hall, hostel facility.
Pria (Participatory Research In Asia) 58-A, Nandpuri Bais Godan, Jaipur	Working In 33 Districts With The NGO Partners	1. Training, research, monitoring, and impact evaluation 2. Preparing learning material 3. Gram Sabha mobilization	
Assefa (Association For Sarva Seva Farms) 24-B, Babji Nagar, C/O – Prakash Choudhary, Po – Baran, District Baran	Baran Kota Banswara Jhalawar	1. Training, research, monitoring, and impact evaluation 2. Gram Sabha mobilization	Training hall: 4 training halls in Banswara and Baran districts (200 seating capacity in each hall). Audio-visual aids. 5 cars. 9 block offices.
Mamta Punervas Evam Samazik Shodh Sansthan V.P.O – Beenjh Bayala, Padampur, District Sriganga Nagar	Sriganganagar Hanumangarh	1. Training, research, monitoring, and impact evaluation 2. Supporting government schemes	Training hall: 80 seating capacity.
The Hunger Project A-5, Hawa Sadak, Civil Lively, Jaipur,	Working In 8 Districts With The 7 NGO Partners. (Rajsamand, Jaipur, Tonk, Baran, Alwar, Lunkaransar, Abu Road)	1. Training, research, monitoring, and impact evaluation 2. Gram Sabha mobilization	
Alert Sansthan 106, 0 Road, Bhupalpura, Udaipur – 313001	Udaipur Bhilwara	1. Training, research, monitoring, and impact evaluation 2. Preparing learning material 3. Gram Sabha mobilization 4. Support to EWRs	Training hall: 50 seating capacity.

Name of NGO	Geographical coverage	Existing support in the areas of PRI	Infrastructure/ logistics availability
Society For Sustainable Development Jagdamba Colony, Karauli – 322241	Karauli Sawai Madhopur	<ol style="list-style-type: none"> 1. Training, research, monitoring, and impact evaluation 2. Preparing learning material (IEC development) 3. Supporting government schemes 4. Gram Sabha mobilization 	Audio-visual aids. (especially LCD projector).
Unnati 650, Randha Krishan Puram Yojana Pul – Chopusani Bypass Link Road, Jodhpur	Western Rajasthan	<ol style="list-style-type: none"> 1. Training, research, monitoring, and impact evaluation 2. Preparing learning material 3. Gram Sabha mobilization 	Training hall.
Vikalp Opp. Police Line, Laxmi Nagar, Barmer – 344001,	12 Districts	<ol style="list-style-type: none"> 1. Training 2. Preparing learning material 3. Gram Sabha mobilization 	
Grameen Vikas Vigyan Samiti (Gravis) Mm Colony, Pal Road, Street No. 3, Jodhpur	One District	<ol style="list-style-type: none"> 1. Training, research, monitoring, and impact evaluation 2. Preparing learning material 3. Supporting government schemes 4. Gram Sabha mobilization 	Training hall: 50–100 seating capacity. Hostel facility. Audio-visual aids.
Gram Vikas Navayuvak Mandal Laporiya, Dudu, Jaipur	Jaipur Tonk Pali	<ol style="list-style-type: none"> 1. Training 2. Preparing learning material 3. Gram Sabha mobilization 	Training hall: 150 seating capacity. Hostel facility: 35. Audio-visual aids.
Society For All Round Development Near B.S.N.L Office Rebdar, District Sirohee	Jalor Sirohee	<ol style="list-style-type: none"> 1. Training 2. Gram Sabha mobilization 	Training hall: 40 seating capacity. Hostel facility: 40 bed capacity. Audio-visual aids.
Vaagdhara Khandu Colony, Banswara	Banswara Dungarpur Pratapnagar Udaipur Chittorgarh	<ol style="list-style-type: none"> 1. Training, monitoring, and impact evaluation 2. Preparing learning material (IEC development) 3. Supporting government schemes 4. Gram Sabha mobilization 5. Support to EWRs 	Training hall: 30 seating capacity. Audio-visual aids.
Vidya Bhawan Society, Institute Of Local Self Government And Responsible Citizenship Vidya Bhawan Society, Udaipur	Udaipur	<ol style="list-style-type: none"> 1. Training, research, monitoring, and impact evaluation 2. Preparing learning material 3. Gram Sabha mobilization 4. Support to EWRs 	Training hall: sister NGO. Hostel facility: sister NGO.

Name of NGO	Geographical coverage	Existing support in the areas of PRI	Infrastructure/ logistics availability
Mamta Sansthan Vill – Beesbaila, Tehsil Padamganj, District Sriganganagar	All Districts	<ol style="list-style-type: none"> 1. Training, research, monitoring, and impact evaluation 2. Supporting government schemes 3. Gram Sabha mobilization 4. Support to EWRs 	Training hall: sister NGO. Audio-visual aids.
Magra Mewar Vikas Sanstha Village Kalatkhera, Jawaja, District Ajmer– 305922,	Ajmer Pali Rajsamand Bhilwara	<ol style="list-style-type: none"> 1. Training, research, monitoring, and impact evaluation 2. Preparing learning material (IEC development) 3. Supporting government schemes 4. Gram Sabha mobilization 5. Support to EWRs 	Training hall: 100 seating capacity. Hostel facility.
Gramin Vikas Sansthan Sherpur, Hindaun City, District Karauli	One District (Karauli)	<ol style="list-style-type: none"> 1. Training, monitoring, and impact evaluation 2. Gram Sabha mobilization 3. Support to EWRs 	Training hall. Hostel facility.
Simant Kisan Sahiyog Sansthan Madrasa Road, House No: 1207, Sangharee Para, Jaisalmer	Jaisalmer Bikaner Ganganagar	<ol style="list-style-type: none"> 1. Training 2. Supporting government schemes 3. Gram Sabha mobilization 4. Support to EWRs 	-
Janchetna Sansthan Housing Board 1-C-40, Akashbhat, Abu Road, Sirohi	One District (Sirohi)	<ol style="list-style-type: none"> 1. Training, research, monitoring, and impact evaluation 2. Preparing learning material 3. Gram Sabha mobilization 4. Support to EWRs 	-
Manav Pragati Sansthan Housing Board 1-C-40, Akashbhat, Abu Road, Sirohi	One District (Sirohi)	<ol style="list-style-type: none"> 1. Training, research, monitoring, and impact evaluation 2. Preparing learning material 3. Gram Sabha mobilization 4. Support to EWRs 	Training hall. Audio-visual aids.
Sikshit Rojgar Kendra Prabandhan Samiti (Srkps) 1/129, Housing Board, Jhunjhunu- 333001,	Jhunjhunu Seekar Churu Sriganganagar	<ol style="list-style-type: none"> 1. Training, research, monitoring, and impact evaluation 2. Preparing learning material 3. Gram Sabha mobilization 4. Support to EWRs 	
Grameen Sabalambi Prashiksan Sansthan Kishore Rai Patan, Bundi – 323601	One District (Bundi)	<ol style="list-style-type: none"> 1. Training, monitoring, and impact evaluation 2. Preparing learning material 3. Gram Sabha mobilization 4. Support to EWRs 	

ANNEXURE 5

SUMMARY REPORT OF M.A. OMMEN COMMITTEE ON KERALA'S DECENTRALIZATION

The Committee on Decentralization of Kerala headed by Dr. M.A. Ommen pointed out a set of suggestions for effective capacity building of local governments (Report of the Committee for Evaluation of Decentralized Planning and Development, Government of Kerala, March 2009). Some of the key suggestions of the Ommen Committee for improving the quality of capacity building are:

1. TNA should also include field studies and feedback mechanisms. The annual and five year training plans for the state as a whole should be based on this TNA.
2. Decentralized training system needs to be institutionalized. District and block Panchayats could be brought in to provide facilities for training programmes at the district and sub-district levels under DPC's supervision.
3. Training team shall consist of both generalists and specialists. Specialists need to be developed to give specific support on planning and governance. The ToT programme should be conducted regularly. These master trainers should be exposed to visits to best practices.
4. While training on gender and on the issues of the marginalized will be provided to all the local government functionaries, these will also be cross-cutting themes in all the modules and handbooks. Analysis of gender and issues of the marginalized will be made mandatory before finalizing the modules and handbooks.
5. Training programmes on a regular basis will cater to all local functionaries including ward members, employees of local government offices, and transferred institutions. Special focus will be given to capacity building of women ERs, and SC and ST ERs.
6. Induction training for all new employees of Panchayats has to be made mandatory. In the case of ERs, within six months of assuming office, at least 10 days of training will have to be given and this will then be continued on a regular basis. Tool kits have to be developed for training newly elected members.
7. Exposure visits to best performing local governments need to be conducted, both within and outside the state. This seems to be an ideal way of imparting new knowledge, confidence, and motivation to local government functionaries.
8. In order to develop good practices and experiences, action researches have to be initiated on various thematic areas of concern from time to time by KILA by partnering with Panchayats.

ANNEXURE 6

BYE-LAWS OF THE KERALA GRAM PANCHAYAT ASSOCIATION

1. **Name:** Kerala Gram Panchayat Association
2. **Office:** Kerala Gram Panchayat Association Building, Trivandrum
3. **Aims and Objectives**
 - A. To bring together all local governments of Kerala to:
 1. Get empowered through collective partnership of Gram Panchayats to effectively carry out the intended objectives of the Constitutional Amendment.
 2. Have uniform understanding on common issues of local governments.
 3. Arrange a common platform for mutual sharing of experiences.
 4. Design and implement programmes in conformity with national and state goals.
 - B. Study in detail the norms, acts, and rules concerning the functioning of local governments and suggest measures for effective implementation.
 - C. Suggest amendments and modification to existing acts and procedures of local governments, if necessary.
 - D. Bring common issues of local governments to the notice of the state government and stand united for appropriate solutions.
 - E. Motivate local governments to take up activities for developing women, SC, and ST elected representatives.
 - F. Sensitize local government officials and seek their full support to effectively carry out the mandated responsibilities.
 - G. Organize policy workshops and research programmes regarding PR.
 - H. Study special development issues of Kerala like migration, urbanization, and environmental issues and search for collective solutions.
 - I. Publish newsletters and operational manuals for the effective functioning of local governments.
 - J. Undertake effective advocacy and networking with national and state governments, various line departments, research institutions, and civil society groups to effectively carry out the mandated responsibilities.
 - K. Organize study visits to understand innovative practices of local governments.
4. **Organizational Structure**
 1. One General Body.
 2. One Executive Committee.
 3. General Body of district level Gram Panchayat Association.

4. Executive Committee of district level Gram Panchayat Association.
5. Membership to Kerala Gram Panchayat Association.

All Gram Panchayats of Kerala will have membership to the Gram Panchayat Association. Each Gram Panchayat will be represented by the Gram Panchayat President. In the absence of the President, the Vice-President, and in the absence of both President and Vice-President any member nominated by the Gram Panchayat will be the member.

- 5.a Each Gram Panchayat will have to remit an annual fee of Rs 1,000.
- 5.b Annual fee has to be remitted before 31 March every year.

6. **General Body**

1. Each Gram Panchayat will have representation in the General Body. Each Gram Panchayat will be represented by the Gram Panchayat President. In the absence of the President, the Vice- President and in the absence of both the President and Vice-President any member nominated by the Gram Panchayat will attend the General Body. Those Gram Panchayats that have not remitted the annual fee will not have voting rights.
2. General Body will be convened at least once a year, as decided by the Executive Committee of the Gram Panchayat Association. A special meeting of the General Body will be convened, if requested by one-tenth of the members.
3. General Body will plan general polices and activities for the Gram Panchayat Association and the Executive Committee will implement these on behalf of the General Body.
4. The Quorum of the General Body is one-tenth of the total number of members.

7. **Executive Committee**

On the day of the General Body meeting, representatives of each district level Gram Panchayat Association will nominate three representatives to the Executive Committee. The quorum of Executive Committee is one-third of the total number of members.

8. **Office Bearers**

One President, three Vice-Presidents, one General Secretary, and three Joint Secretaries will be selected as office bearers from among the executive members.

9. **Officials**

The President, based on the decision of the Executive Committee can appoint paid employees to carry out day-to-day official responsibilities.

10. **Term**

The term of the office of the President, Vice-Presidents, General Secretary, Joint Secretaries, and Executive Committee members will be the same as the term of the Panchayat Committee.

11. **Duties and responsibilities of office bearers**

President: President will chair the General Body as well as the Executive body meetings. In the absence of the President, the Vice-President will perform such a duty. The general control of activities of the association will vest with the President.

Vice-President: In the absence of the President, the Vice-President will discharge the responsibilities.

General Secretary:

1. Upkeep of proceedings of Executive Committee and Governing Committee meetings.
2. Keep records related to accounts.
3. Control and supervise the office of the Gram Panchayat and its staff.
4. Correspond on behalf of the association.

Joint Secretary: In the absence of the Secretary, the Joint Secretary will discharge the responsibilities.

12. **Financial year**

Financial year will be 1 April to 31 March.

13. **Budget**

The Executive Committee will prepare the annual budget and get the approval of the General Body before 31 March every year.

14. **Power to do transactions**

The General Secretary will do all the transactions on behalf of the association. The assets of the association will be in the name of the President. In order to carry out the responsibilities entrusted to it, the association can avail loans from nationalized banks and other financial institutions.

15. **Amendment to bye-laws**

In order to amend the bye-laws, a special meeting of the General Body can be convened. Bye-laws can be amended, if two-third of the members present vote in favour.

16. **Audit**

The accounts of the association will have to be audited by a government approved auditor. Before the actual audit, a three member team nominated by the General Body will do an internal audit.

17. **No-confidence motion**

A majority of the members present in the General Body meeting can pass a no-confidence motion and oust the Executive Committee members. A majority of the members present in the Executive Committee meeting can pass a no-confidence motion and oust any office bearer from the Executive Committee. At least 15 days of notice shall be given to convene such meetings.

18. **Dissolution**

If two-third of the members of a specially convened General Body meeting agree the association can be dissolved. The General Body thus convened will also discuss the assets and liabilities of the association.

TRAINING REPOSITORY FOR PANCHAYATI RAJ

Capacity Development for Local Governance

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



The screenshot shows the homepage of the Training Repository for Panchayati Raj. At the top left is the Government of India logo and the Ministry of Panchayati Raj. 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 an illustration of a community meeting under a tree. The banner text describes the repository as a one-point resource centre for training representatives of Panchayati Raj Institutions, associated with the CDLG Project. A search bar with a 'Go' button is located below the banner. On the left, there are filters for National Level Institutions, State Level Institutions, Other Government Institutions, and NGOs/Other Institutions. On the right, there are two sections: 'Highlights' and 'Top Readings'. The 'Highlights' section lists regional workshops and a reference guide. The 'Top Readings' section lists a module for master trainers and a trainers manual.

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**

National Level Institutions
 State Level Institutions
 Other Government Institutions
 NGOs/Other Institutions

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.