



# REPORT



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## REVIEW OF NATIONAL CAPABILITY BUILDING FRAMEWORK (NCBF) of the Elected Representatives and Support Functionaries of Panchayati Raj Institutions (PRIs)



Government of India  
Ministry of Panchayati Raj

November 2012

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# REPORT

## REVIEW OF NATIONAL CAPABILITY BUILDING FRAMEWORK of the Elected Representatives and Support Functionaries of Panchayat Raj Institutions

November, 2012

**Center for Good Governance**  
Hyderabad



## About the Report

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Ministry of Panchayati Raj (MoPR) prepared the National Capability Building Framework (NCBF) to serve as a guide for planning and implementing Capacity Building and Training (CB&T) related programmes for elected representatives (ERs) and functionaries associated with Panchayati Raj Institutions (PRIs).

Since its publication, MoPR has been sharing the NCBF with the States and Union Territories (UTs) to plan and execute their PRI CB&T programmes. With increased attention to the PRI CB&T and usage of the NCBF across the country over the previous years, MoPR has learnt from the experiences of the States. The experience brings out some issues concerning the NCBF that need addressing. Therefore, it was decided to undertake a review of the NCBF by engaging the services of Center for Good Governance (CGG), Hyderabad. This report contains the findings of the review.

The NCBF Review Report makes several recommendations. Some of the highlights include - having a targeted approach to PRI CB&T, making the course content need-based as per the requirements of a given target group, having a multi-layered planning and management structures for PRI CB&T involving MoPR and States, adopting a mix of delivery strategies involving professional service providing agencies (SPAs), and putting in place mechanisms to ensure quality and effectiveness of future CB&T interventions under Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) guidelines.

MoPR acknowledges the contribution of UNDP for supporting this review under the MoPR-UNDP Capacity Development for Local Governance (CDLG) Project.



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## ABBREVIATIONS

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<b>APARD</b>	Andhra Pradesh Academy of Rural Development
<b>ASCI</b>	Administrative Staff College of India
<b>ATI</b>	Administrative Training Institute
<b>BPL</b>	Below Poverty Line
<b>BPRC</b>	Block Panchayat Resource and Training Center
<b>BRGF</b>	Backward Region Grant Fund
<b>CB</b>	Capacity Building
<b>CB&amp;T</b>	Capacity Building and Training
<b>CBO</b>	Community Based Organisation
<b>CGG</b>	Centre for Good Governance
<b>CoE</b>	Centre of Excellence
<b>CSC</b>	Central Steering Committee
<b>DoPT</b>	Department of Personnel & Training
<b>DPRC</b>	District Panchayat Resource and Training Center
<b>EDUSAT</b>	Educational Satellite
<b>ER</b>	Elected Representatives
<b>ETC</b>	Extension Training Centers
<b>EWR</b>	Elected Women Representative
<b>FAQ</b>	Frequently Asked Questions
<b>GOI</b>	Government of India
<b>GP</b>	Gram Panchayat
<b>ICT</b>	Information & Communication Technologies
<b>IEC</b>	Information, Education and Communication
<b>IT</b>	Information Technology
<b>KILA</b>	Kerala Institute of Local Administration
<b>KM</b>	Knowledge Management
<b>M&amp;E</b>	Monitoring & Evaluation
<b>M&amp;IE</b>	Monitoring and Impact Evaluation
<b>MIS</b>	Management Information System
<b>MLL</b>	Minimum Level of Learning
<b>MoPR</b>	Ministry of Panchayati Raj
<b>MPP</b>	Mandal Parishad President
<b>MPTC</b>	Mandal Parishad Territorial Constituency Member
<b>NCBF</b>	National Capability Building Framework
<b>NCLG</b>	National Center for Local Governance
<b>NGO</b>	Non-Government Organizations

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<b>NILG</b>	National Institute of Local Governance
<b>NIRD</b>	National Institute of Rural Development
<b>NOC</b>	No Objection Certificate
<b>NRC</b>	Network Resource Centre
<b>PESA</b>	Panchayat Extension to Scheduled Areas
<b>PMEYSA</b>	Panchayat Mahila Evam Yuva Shakti Abhiyan
<b>PMU</b>	Project Management Unit
<b>PPP</b>	Public Private Partnership
<b>PR</b>	Panchayati Raj
<b>PRI</b>	Panchayati Raj Institutions
<b>PRTIs</b>	Panchayati Raj Training Institutes
<b>RAA</b>	Resource Availability Analysis
<b>RGPSA</b>	Rajeev Gandhi Panchayat Sashaktikaran Abhiyan
<b>RGSY</b>	Rashtriya Gram Swaraj Yojana
<b>SATCOM</b>	Satellite Communication
<b>SC/ST</b>	Schedule Caste/Schedule Tribe
<b>SHG</b>	Self Help Group
<b>SIRD</b>	State Institute of Rural Development
<b>SPA</b>	Service Providing Agencies
<b>SPR</b>	Secretary Panchayati Raj
<b>SPRC</b>	State Panchayat Resource Center
<b>SPRDs</b>	State Panchayati Raj Departments
<b>SPSS</b>	Statistical Package for Social Sciences
<b>STI</b>	State Training Institutes
<b>TNA</b>	Training Needs Assessment
<b>TOR</b>	Terms of Reference
<b>TOT</b>	Training of Trainers
<b>UNDP</b>	United Nations Development Programme
<b>ZP</b>	Zilla Parishad
<b>ZPTC</b>	Zilla Parishad Territorial Constituency



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NCBF Review Team

# EXECUTIVE SUMMARY

## Panchayati Raj Institutions Capacity Building & Training

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This document is a review and recommendations report prepared by CGG Hyderabad, for consideration of MoPR, to develop the new guide lines and over all approach for the future of Panchayati Raj Institution Capacity Building & Training.

PRI CB&T challenge lies in training around 30+ lacs elected representatives (ERs). Complexity in programme management evolves from the implicit problem of wide geographical areas, knowledge – access divide due to weak functional literacy of a significant portion of ERs, gender issues and turnover rates. To capture the ground realities of NCBF implementation and to identify the issues and gaps, CGG developed a four stage review process consisting of literature review, stakeholder's survey, stakeholder's inputs and conducted a field study in four states.

The review team found that MoPR's NCBF is an excellent vision document for PRI CB&T but some issues at the conceptual and operational level need to be considered. Some of them are noted below:

### CONCEPTUAL:

- NCBF envisages unchanging training inputs to ERs in every election cycle
- It envisages about 20 days of training to all ERs in the first year of elections, which seems a challenge considering the capacities of STIs
- NCBF does not provide a minimum must which it considers feasible within the first year of elections
- Not adequate owning up of the NCBF by SPRD or STIs
- Cost structure prescribed in the NCBF is not inter-temporally dynamic

### OPERATIONAL:

- Inadequate CB&T resources at STIs such as dedicated resource persons, infrastructure etc
- Because of the large numbers of ERs and the support functionaries, STIs are not able to undertake training strictly as envisaged in the NCBF
- Committees as envisaged in NCBF for training implementation not constituted
- SIRDs are over loaded by training demands from other departments
- Duplication of training and funds in sectoral trainings sponsored by different departments
- Academic / research institutions and professional organization not involved in PRI CB&T
- Not adequate incentive for ERs to spare time for training
- Impact analysis yet to be carried out

In order to plug the gaps in the existing NCBF and to ensure the primary target of training all the ERs in the first year of their elections, CGG has prepared recommendations on PRI CB&T course contents, programme management and delivery strategy, effectiveness and impact evaluation and organized the report in six chapters. Chapter one presents the background of NCBF, scope of study and methodology. Chapter two presents the review of literature, current status of NCBF implementation in four states (Andhra Pradesh, Maharashtra, Assam and Chhattisgarh). Chapter three presents guidelines on course contents of PRI CB&T. Chapter four presents programme management structure suggesting formation of four functional groups to plan, organize, implement and control the CB&T activity along with delivery

strategy. Chapter five presents effectiveness and impact evaluation. Finally the report concludes with a summary of an overall approach for the future Panchayati Raj Institution Capacity Building & Training.

The reports of CGG are only recommendatory in nature. However, the decision of MoPR to accept any of the recommendations is final.

## KEY RECOMMENDATIONS

1. MoPR supported PRI CB&T programmes focus more on the governance agenda rather than rural development agenda.
2. To guide the overall PRI CB&T in the country, it is desirable to have a National Advisory Group (at MoPR level), a Strategic Group (at State PRD level), a Tactical Group (at SIRD/PRTI level) and an Operational Group (Resource Persons involved in direct delivery).
3. The PRI CB&T may include four mandatory courses and two need-based courses with detailed course contents.
4. The training inputs need to be imparted through a mix of interactive lectures, group discussions, classroom exercises, CB&Ts, instructional games and exposure visits.
5. Number of days and the timings of the training can vary from 1 to 7 days depending upon the course and the training delivery strategy adopted by the strategic level group in the respective states.
6. The choice of CB&T delivery strategy revolves between the cascading mode and outsourcing (or a judicious mix of two), with the nodal State training institution playing a central role.
7. There should be special focus and priority in training SCs, STs and Women as well as newly elected ERs. Training for PESA areas shall be designed in line with the culture, tradition and special needs of tribal people.
8. The ERs of SC, ST and women belonging to BPL may be provided some financial incentive (to compensate the wage losses) to attend the CB&T programme.
9. Gender training may be provided to all and the training material also should have a gender perspective.
10. State PR Department need to tie up with "Saksharata Bharat Programme" of the Education Department on an ongoing basis to provide functional literacy training to the non-literate and semi-literates.
11. State PR Department may organise campaigns to create awareness, interest and enthusiasm on sustained basis among people to participate in Gram Sabhas.
12. MoPR may systematically contribute towards the strengthening of infrastructure as well as human resources of the state training institutions such as SIRDs/PRTIs or those further below at the district and sub-district levels.
13. MoPR may create a formal stake in the nodal State training institutions such as SIRDs/PRTIs so that it could demand action from them on the MoPR supported PRI CB&T agenda.
14. The data base of newly elected ERs needs to be collected by SPRD immediately after elections from the State Election Commission and updated periodically for planning CB&T activities.
15. MoPR may develop guidelines on concurrent monitoring & impact evaluation of PRI CB&T and empanel agencies for the evaluation work from time to time.
16. MoPR schemes supporting CB&T should reflect the realistic cost norms with flexibility to revise the same to accommodate inflationary trends.

## National Capability Building Framework: Issues for study

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### 1.1 BACKGROUND AND OBJECTIVES OF THE STUDY

The National Capability Building Framework (NCBF) was developed in response to the resolutions of the seventh round table of the State Ministers of Panchayati Raj held in Jaipur, Rajasthan, adopted in 17-19 December 2004 and the recommendations of the Empowered Sub-Committee (ESC) of National Development Council (NDC) of Financial and Administrative Empowerment of the Panchayati Raj Institutions (PRIs) in June 2006. The document was approved after detailed discussion in December 2006, and suitably adopted for MoPR's Backward Regions Grant Fund (BRGF). Overtime it also came to be used for Rashtriya Gram Swaraj Yojana (RGSY). MoPR published a slightly modified version of the National Capability Building Framework as a free standing and over-arching PRI CB&T guide in January 2010.

The MoPR has been asking the states and UTs to plan and implement their PRI CB&T programmes as per the NCBF, especially those supported under the CB&T component of the BRGF and the RGSY. Over the years the states have gained some experience and reported a varying degree of success in implementing the NCBF which has been documented in *MoPR's Status Report: PRI Capacity Building and Training (CB&T) in India (2011)*.

MoPR engaged the services of Centre for Good Governance (CGG), Hyderabad to review the implementation of the existing NCBF and make suitable recommendations to develop new guidelines for future PRI CB&T.

### 1.2 BASIC ISSUES OF THE STUDY:

Following are some of the concerns of MoPR with regard to PRI CB&T:

1. What basic principles should become the foundation of the new guidelines and overall approaches to be adopted such as supply driven, demand driven or a judicious mix of both, including strategies to cover large numbers of ERs in a short time and ensure retention of knowledge gained in CB&T programmes?
2. What should be the nature of PRI CB&T interventions, content, duration, frequency, periodicity and suitable methodologies?
3. How to develop resource persons for planning and delivery of the PRI CB&T interventions with particular reference to the capacities and requirements of the state level training institutions such as SIRDs, PRTIs, and other professional service providing agencies (SPAs) working in the area of PRI CB&T?
4. How to develop materials for delivering the PRI CB&T programmes with reference to the

role of State Panchayati Raj Departments, SIRDs/PRTIs, and the professional SPAs in consonance with the Training Needs Assessment (TNA) of the target groups?

5. How to conduct concurrent monitoring and impact evaluation of the PRI CB&T interventions with reference to the role of SIRDs, PRTIs and SPAs?
6. How should the institutional architecture at the national, state, district and sub-district level be to ensure effectiveness of the PRI CB&T related interventions?

### 1.3 SCOPE OF THE STUDY

The scope of the study is as follows

1. Present the detailed methodology along with the work plan in the inception meeting with the Secretary MoPR and the National Project Director, CDLG project cell.
2. After incorporating the feedback in the inception meeting, submit the revised methodology and the work plan to MoPR.
3. Undertake the study, including field work involving necessary consultations with the officials, elected representatives, and other stakeholders handling PRI CB&T.
4. Analyze field study data and prepare the first draft report based on the insights developed during the field work and submit to MoPR for comments.
5. Present the revised draft report in a national workshop by inviting select national and state training institutions such as SIRDs/PRTIs to take their feedback.
6. Submit the second draft report to MoPR to take further comments.
7. After incorporating the comments, submit the final report to MoPR for consideration and potential adoption.

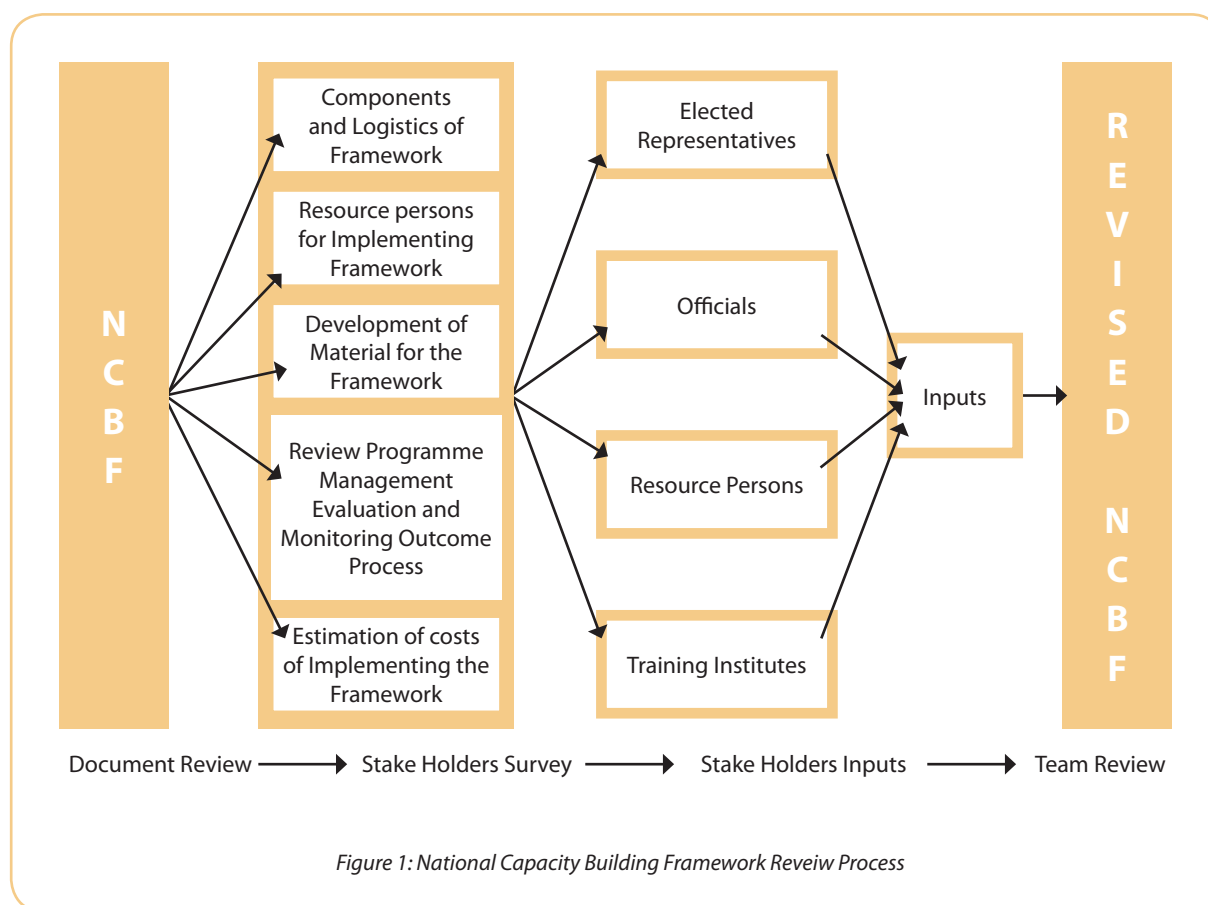
### 1.4 METHODOLOGY OF THE STUDY

A multidisciplinary team consisting of members from the CGG and external consultants (hereafter referred to as the Review Team) was formed for the project. The review team developed a four stage review process consisting of document review, stakeholder's survey, stakeholder's inputs and team review as shown in Figure 1.

A structured survey questionnaire consisting of both close and open-ended questions was developed in consultation with in-house resource persons from CGG, external resource persons from Andhra Pradesh Academy of Rural Development (APARD) and experienced Panchayat Raj (PR) officials from the state of Andhra Pradesh. It was deemed necessary to develop separate questionnaires for elected representatives, officials, resource persons and State Panchayat Raj training institutes.

Efforts were made in questionnaire development and validation to ensure that the contents of the questionnaires met the objectives of the project without any bias. The questionnaires covered the following

1. Personal information about the respondent;
2. Contents ascertaining perceptions related to training programmes the respondents have undergone;



3. Contents relating to discovering standards of actions/operations, and
4. Contents relating to implementation of NCBF.

To remove the ambiguity and test the appropriateness of questions and the timeframe to administer the questionnaire, ten questionnaires from each category were pilot tested in Andhra Pradesh. Finally, the draft questionnaires were reviewed by the project team to check their consistency with the NCBF. Copies of final questionnaires are attached as Annexures - II(A), II(B), II(C) and II(D).

A sample of four states was selected by CGG in consultation with MoPR for the review of the framework. The four states selected were: Andhra Pradesh, Assam, Chhattisgarh, and Maharashtra. A quota sampling<sup>1</sup> design was used in selecting the sample respondents as it was not possible to prepare the exact list of each respondent due to the uncertainty of his/her availability and the cost and time involved in reaching the targets. The sample of elected representatives and officials was defined by selecting two districts in each state, one each under BRGF and RGSY schemes. Further, two intermediate panchayats in each district and two gram panchayats in each of the intermediate panchayats were selected for the review purpose. Faculty from State Institute of Rural Development (SIRD) and Extension Training Centre (ETC) were selected for the sample of resource persons and the training institutes to study the infrastructure. The selected samples were classified as elected representatives, officials, resource persons and training institutes. The quota

<sup>1</sup> This technique utilizes some aspects of probability and judgment sampling.

of respondents was fixed as shown in Table 1 (Annexure I). It was targeted to reach a total of 828 respondents from four states.

The field investigators were given the assignment specifying exactly how many units from each category were to be studied without stating who they were and were given a broad guideline on the selection standards. If some respondents could not be interviewed due to non-cooperation or for any other reason the investigators were given the freedom to select subsequent respondents. The final selection was therefore judgmental and convenience based.

Since the study sample consisted of both literate and non-literate respondents, the investigators were trained to interview the target respondents directly, clarify any confusion / concern about the questions, motivate the respondent to respond as objectively as possible, and thank the respondent at the end. Wherever language issues were found, support of the local translator was taken.

The field work was conducted parallelly in all the four states between 16th January and 15th February 2012. The investigators took the support of respective SIRDs and other concerned officials in each State to support them in reaching the target respondents and for translation of questionnaires into the regional language wherever required. SPSS software was used for data entry and analysis. The review team could reach 592 respondents out of the target of 828 based on the availability of the respondents and time. Out of 592 completed questionnaires, nearly 20% of the questionnaires which were found to be incomplete in some aspects were deleted from data analysis. Thus, the data analysis was done with respect to 480 responses which were complete and valid. The study sample is presented in Table 2 (Annexure I). The results and conclusions were validated through literature review, comments and suggestions from Solution Exchange members, review meeting with MoPR on 28th February, 2012 (see Annexure III), through consultation workshop of NCBF Review Report on 13th June 2012 with SIRD Directors at CGG, Hyderabad and review of the final draft report by MoPR on 17th July 2012 at New Delhi.

## 1.5 CONCLUSION

The main contribution expected from this study is that it will provide a comprehensive feedback on the current status of NCBF implementation through field study. It is also expected to make recommendations on course contents, management and delivery strategy, monitoring & impact assessment and fund management for MoPR's consideration for future PRI CB&T.



## Literature Review and Field Observations

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### 2.1 INTRODUCTION

Various reports of MoPR and UNDP on PRI CB&T activities were reviewed right from the resolutions of the Seventh Round Table of the State Ministers of Panchayati Raj (December 2004) to recent feedback from Solution Exchange members along with the NCBF document and the feedback from the concerned active members of CB&T programme from SIRDs. This chapter presents the basic objectives of the NCBF, gaps and the issues in the framework and some of the points which have major implication in its implementation.

### 2.2 NATIONAL CAPABILITY BUILDING FRAMEWORK (2007)

Competence and capability building of ERs and support functionaries is sine qua non to enable them to play their role effectively and efficiently through the institutions of local self-government in the country. Efforts for strengthening of PRIs have gained momentum with the creation of Union Ministry of Panchayati Raj in 2004. Keeping in view the resolutions of the 7th round table conference which mainly focused on CB&T required for PRIs, MoPR designed the NCBF, outlining a comprehensive approach towards building the capabilities of Panchayats. The framework describes the preparatory activities, building up of training infrastructure, developing a pool of resource persons, the range of handholding activities required to sustain a capacity development effort, planning the logistic of implementation and monitoring and evaluation of capacity building efforts. The NCBF was incorporated into the BRGF Program guidelines and over time it also became applicable to RGSY.

#### 2.2.1 NCBF Objectives

The broad objectives of the National Capacity Building Framework published by MoPR as free standing and overarching capacity building and training guide for Panchayati Raj Institution in January 2010 are:

1. To enable elected Panchayat representatives to upgrade their knowledge and skills to perform their responsibilities better
2. To orient the officials to become more effective technical advisors and implementers of ideas emerging from the elected representatives
3. To improve the functioning of the Gram Sabha as an important institution of local decision making
4. To sensitize media, political parties, legislatures, civil society institutions and citizens to accept and promote the Panchayati Raj as an effective level of local government, and for inclusive and participatory development.



Currently, MoPR is contemplating to launch a new scheme, Rajeev Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA), to be implemented over the 12th Plan period. The expected objectives of the proposed RGPSA are to:

1. Enhance the capacities and effectiveness of Panchayats and the Gram Sabhas
2. Enable democratic decision making and accountability in Panchayats and promote people's participation
3. Strengthen the institutional structure for knowledge creation and capacity building of panchayats
4. Promote devolution of powers and responsibilities to Panchayats as per the spirit of the constitution and PESA Act
5. Specially strengthen Gram Sabha in PESA areas
6. Create and strengthen democratic local government in areas where Panchayats do not exist
7. Strengthen the framework on which Panchayats are founded

Within the RGPSA, the PRI CB&T aim to ensure that all ERs as well as support functionaries of panchayats have appropriate knowledge and skills to discharge their functions. PRI CB&T activities will be funded as per the NCBF. It is envisaged that on an average, each ER and the panchayat functionary would be trained for five days per year, through various modes such as face to face interactions, exposure visits, hand holding support etc.

## 2.3 NCBF STATUS AND EVALUATION REPORTS OF MOPR

MoPR conducted various workshops/studies on PRI CB&T to review the progress and to evaluate the implementation process through government supported training institutions and service providing agencies. Briefly the summary of the review is as follows:

### 2.3.1 Consultation Meeting of MoPR with Stakeholders and SIRDs (December, 2008)

In the meeting the Secretary MoPR mentioned *“Several workshops were conducted to assist states to work out the modalities of their capacity building plan, and implement the Capacity Building Component under BRGF. However, over the past two years, the capacity building implementing efforts has not been satisfactory. Efforts generally continue to be intermittent and discontinuous with one-off training programmes consisting of routine lectures by poorly equipped resource persons. Though some states have prepared plans in accordance with the template provided in the NCBF, they have not been able to implement them as per the schedule.”* In consultation with the stakeholders the following recommendations were made:

- Revitalize SIRDs through functional autonomy including powers to recruit faculty.
- Network NIRD, SIRDs and other training institutions through a sustainable mechanism for achieving objectives.
- Create nationwide pool of well-selected and trained master trainers.
- Establish district and block resource-cum-training centres.
- Develop model curriculum and course content including computer-based self-learning material.

- Coordinate between SIRDs and Department of Space for implementation of SATCOM.
- All training perspective plans to be updated and annual implementation plan worked out.
- Known training experts assigned to relatively lagging states.
- An autonomous institution to be created under MoPR for handling the challenge on an ongoing basis. It could also serve as the think-tank for MoPR.

### **2.3.2 National Advisory-cum-Review Committee (NACRC) on BRGF (May 2009)**

The first report of the NACRC presented the following limitations of the NCBF as identified by the review committee:

- No template has been evolved to assess the critical gaps in institutional and organizational terms.
- No parameters have been evolved to assess the process of filling up the critical gaps.
- There is lack of a common framework for need assessment, design, implementation, monitoring, and evaluation of capacity development projects.
- No statistical methodologies have been evolved so far through which the changes in capacity building could be captured and evaluated.
- It does not require the states to conduct a capacity needs assessment for each district.
- It does not include pre-electoral training leadership and mass training aspects.
- The framework is confined to BRGF districts. Though there is a 40 crores fund for the non-BRGF districts, the size of this fund is too small to make an all India impact.
- There is no integration of line departments and the diverse sectors in capacity building.
- NCBF suffers from unrealistic costing of the capacity building training programme. The costing prescribed is not dynamic and does not cover the full cost of capacity building.
- There is no institutional platform for the implementation of the NCBF: the institutional anchor is missing.
- There is no organic involvement of the stakeholders in the programme.
- There is no owning up of the NCBF by any of the group: the obvious choice for the implementation of the programme would have been the PRIs, which could carry the programme forward.

### **2.3.3 National Workshop on Perspective Plans for PRI CB&T (Sept.2009)**

In the National Workshop on Perspective Plans for PRI CB&T held at Shimla, the following key issues and the way forward were identified and discussed:

- Required financial resources – Plenty;
- Suitable training materials – Sporadic;
- Pool of appropriate trainers – Highly insufficient;
- Physical training infrastructure – Often inadequate;

- Incentive for those who need training – Hardly any;
- Incentive for those who can provide training – Not much.

#### **2.3.4 World Bank Report on evaluation of the BRGF (January 2010)**

In the first independent review of the BRGF report, the main recommendations with respect to the Capacity Building component were as follows:

- Re-design the overall capacity building strategy to focus on demand-driven modalities.
- Provide a significant part of CB&T support to the ZPs to put them in the driver's seat.
- Develop appropriate tools for CB&T needs assessment.
- Ensure regular impact assessment of the CB&T activities.
- Converge CB&T activities and the resources.
- Put in place state level CB&T Coordinators.
- Make greater use of the outsourcing model.
- Introduce flexibility in the use of 5% component meant for staff augmentation.
- Ensure that ULBs too are adequately covered in all CB&T activities.
- Establish a baseline for the PRIs/ULBs performance and capacities with indicators and benchmarks.
- Clarify links between reporting, utilization certificates, social audit and physical audit.
- Improve the sharing of good practices through IT, visits, exchange of information, peer reviews, etc.

#### **2.3.5 CB&T Business Meet -PPP for institutional strengthening (January 2010)**

MoPR conducted a CB&T Business Meet in January, 2010 attended by 150 Service Providers.

The expectation from such partnerships is that it should lead to a major improvement in imparting quality and continuous training to a larger number. The focus was on:

- Identification of suitable agencies for each state;
- Selection of the Service Provider(s) for the respective states; and
- Signing of State Support Agreements.

#### **2.3.6 Modified version of the NCBF (January 2010)**

In the modified version of NCBF, the concerns and issues raised by MoPR in the endeavour of PRI CB&T are as follows:

- How do we prepare and implement perspective plans within the given time schedule?
- Whether capacity building programmes should be supply driven or demand driven?
- What are the better options?
- What ought to be the relationship between SIRDs and NGOs?
- How do we avoid parking of funds?

- Are we doing right things for training of Master Trainers?
- How do we rapidly establish and run distance learning systems?
- What is the best way to undertake impact assessment?

### 2.3.7 Reference Guide for Outsourcing PRI CB&T (December 2010)

MoPR in 2010 released a Reference Guide for Outsourcing PRI CB&T Related Activities based on the argument that, *“Capacity Building and Training of PRI stakeholders and institutions is a challenging task due to large numbers of PRI stakeholders and institutions spread over wide geographical areas; knowledge access divide due to weak functional literacy of significant proportion of elected representatives; gender issues and turnover rates; dearth of readily available strong capacity building resources and the need for ensuring result oriented outcomes, Outsourcing and deploying external resources in PRI CB&T may address above challenges to a significant extent”*.

The report further mentioned *“in spite of the combined strength of government training institutions and NGOs, we have been able to provide training to just about one third of our target per year. While some States have done well, majority of the States and UTs need to put in lot more effort to close the gap in training elected representatives and officials”*.

### 2.3.8 Capacity Building for Local Governance initiatives of UNDP (2008/9-12)

MoPR and UNDP conceived the Capacity Building for Local Governance initiatives in seven states. The key components are,

- Strengthening state-specific capacity development strategies,
- Policy research and network support,
- Advocacy and sharing of good practices,
- Community empowerment and mobilization, and
- Project monitoring, evaluation & capacity development.

### 2.3.9 PRI Capacity Building and Training in India Status Report -MoPR (June 2011)

Key recommendations of the Regional Workshops include:

- PRI CB&T should be steered under the overall leadership of the PRDs in states and UTs, with focus on ensuring 100% coverage every year as part of a five year perspective plan aligned to the election cycle
- Attention should be paid to develop and strengthen the institutions dealing with PRI related issues at various levels such as state, district and block level. At the same time, states should consider outsourcing as a strategy to augment their capacity to deliver PRI CB&T
- The states should ensure direct transfer of CB&T funds to the training institutions to avoid delays in the availability of funds. Utilization certificates should be prepared by the auditors
- Training materials should be based on training needs assessment (TNA) and must be approved by the state PRDs to ensure uniformity across the state, with local variations where required, and a particular focus on ERs impact evaluation by engaging suitable professionals from prominent academic institutions

- Exposure visits for both the faculty of the training institutions and PRI functionaries/ERs should be organized with particular attention to the selection of participants, specific purpose of visit, and a clear follow up action
- States should undertake an assessment of the state as a whole to develop the capacities of PRIs to enhance their effectiveness, which may require addressing issues that go beyond the PRI CB&T planning and delivery

### 2.3.10 MoPR Memorandum on Gram Sabha (October 2011)

The Ministry circulated guidelines for effective functioning of Gram Sabhas. In the report it was mentioned, *“We have received feedback from several sources that all too often the local tier of governance, the gram Panchayat, finds it difficult to obtain attendance at Gram Sabha meetings, or finds it inconvenient to do so. The whole rationale behind the devolution to the Panchayat structure is destroyed if the exercise of governance stops short of and does not involve the people. This becomes the more unacceptable in issues of sensitive nature, such as land acquisition, use of commons, mining rights, etc. and in areas falling in the 5th Schedule, where the PESA devolves powers squarely to the village community.”*

### 2.3.11 The recommendations of the RGSY mid-term evaluation report (November 2011)

The key recommendations include:

- Outreach of CB&T needs improvement through collaboration with professional service providing agencies and academic institutions etc.
- A pool of trainers/resource persons should be developed at the states, districts and block levels.
- The SIRDs, PRTIs, ETCs and PTCs need to be strengthened in terms of Human Resources.
- Training Needs Assessment of ERs and functionaries should be carried out at regular intervals.
- Exposure visits to beacon panchayats should be made mandatory.
- Monitoring and supervision mechanism needs to be set up at MoPR, state and district levels.

## 2.4 COMMENTS AND SUGGESTIONS FROM SOLUTION EXCHANGE

The Solution Exchange members in response to the queries raised have examined the present arrangement and status of capacity building and training and suggested multifaceted ways to strengthen the same in the context of training need assessment, curriculum development, organizational development, modules of trainings, funding, infrastructure and human resource development. They emphasized adopting a different approach of planning and delivery of CB&T in the 12th plan period. A brief summary of suggestions are as follows:

### PRI CB&T Strategy

- With regard to the CB&T, there is a need of role clarity between Ministry of Panchayati Raj and the state governments.
- The ‘capacity development strategy’ of each state should be based on the local needs. The strategy has to be periodically updated and followed by the training institutes. Training should

cover both 'before' and 'after' election periods. Initial basic training should reach all elected representatives within six months of their winning the election.

- Introduce inclusive, participatory and interactive training strategy that have a mix of interactive lectures, group discussions, classroom exercises, presentations, video shows, instructional games and exposure visits.
- The Training Needs Assessment needs to be given high priority, followed by a good monitoring system. It has to be done through multi-stakeholder consultations before designing and developing training modules and material.
- Develop a minimum core curriculum common across the states but adapted to the local context and language.
- The supply driven aspects of CB&T intervention could be limited to sensitizing the primary stakeholders only on basics of PRI functioning.
- Enumerate prevalent best practices in the domain of CB&T and replicate them based on local area conditions in other areas / states.
- SATCOM-based training can be used to cover large number of members on specific themes/ topics.
- Many flagship programmes and other programmes are being implemented by the Panchayats.
- The guidelines should consider how the capacity development and training strategies envisaged in such programmes are integrated with the PRI CB&T.
- The release of funds for the training-related interventions should be based on the TNA document instead of annual allocation /entitlement.
- Provide partially tied funds to Gram Panchayats which can be drawn from earmarked administration funds for different programs and schemes for capacity building and other permissible activities.
- Make provision for the Panchayats to compensate its members for their efforts and time spent for CB&T.

### **Resource Centres**

- Set up Resource Centres for making capacity building and training a continuous ongoing process rather than a single one-time intervention.

### **Resource Persons**

- Develop a pool of professionals on select basis from various sources such as universities, NGOs, CBOs and line departments.
- Utilize trained human resource personnel developed over the years to provide CB&T to the officials and new elected representatives.
- At least half of the trainers at the state level must be from the concerned states only as they may be in a better position to understand the social and political situation of that state in the context of decentralized governance system.



### Private players in PRI CB&T

- Members felt that the entire exercise of including and involving private players in the process of CB&T by MoPR has not made much headway.

### Training Material

- Develop training material/content for all SIRDs / PRTIs based on training need assessment and creation of a 'material bank' at the state/district level so as to standardize the coverage and content of the training to some extent.
- Prepare small documentaries on the critical aspects of the Panchayat and its functioning using real life experiences and dramatics/narration.
- Prepare and utilize success stories/case studies in the training especially since case studies from the same state helps participants to link with the realities.
- The faculty from universities may be utilized for the purpose of developing modules and also in the training programmes as their vision and understanding is much wider, open, democratic and impartial.

### Training of Women ERs, SCs/STs and Non-literates

- Based on field experiences, members informed that women do not attend programmes due to burden of household work, lack of mobility, lack of child care facilities, social norms prohibiting travelling alone and many others reasons. With many states having 50 per cent women as PRI members in the three tiers, it is imperative that capacity development initiatives respond to needs of EWRs.
- Provide special training for women on panchayat systems within 3 months of their coming to power.
- Share information to educate women about their rights and making them believe in themselves, to improve their knowledge and put them on the path to empowerment.
- A separate budget should be allocated for training of EWRs.
- Gender training should be provided to all elected representatives as well.
- A large number of ERs did not have access to formal education and are not aware of the political procedures, welfare schemes and their rights as elected representatives. Therefore a functional literacy course has to be conducted for such non-literate ERs immediately after their elections.

### Monitoring and Evaluation

- SIRDs can be used for the purpose of impact evaluation.
- Develop an electronic training monitoring system at the national level which should be provided to the states who could adapt it to suit their situation. KILA under CapDeckK Programme had developed it, so their experiences could be replicated.
- Government may frequently conduct capacity development and training audits to ensure the quality of programmes run by various institutes. The audit will help in concurrent monitoring

and evaluation. It will also exert constant pressure to prove that the programmes are effective and have a cost efficient strategy.

## 2.5 CURRENT STATUS OF CB&T IMPLEMENTATION IN THE FOUR SELECTED STATES

The observations from the four States with regard to PRI CB&T planning and organization for ERs and support functionaries are briefly as follows:

### Andhra Pradesh

In Andhra Pradesh the ERs and PR functionaries training coverage has been recorded as hundred percent. Exclusive training cells have been set up in 22 districts. The district collector has been designated as District Training Authority. APARD has developed 1390 resource persons in the state. Training infrastructure available with the line departments and also that of Mandal Resource Centres, Krishi Vigyan Kendras and other training centres is being utilized. APARD has networked with NGOs for conducting trainings in six districts, published a monthly magazine in the local language which reaches all the PRIs. APARD follows: (i) direct training, and (ii) consolidation training programmes. The training content broadly covers institutional building issues, issues relating to leadership and planning, implementation and monitoring of development schemes. Exclusive modules and reading materials are developed in the local language for the benefit of trainees. Exclusive training courses are also organized for women and SC/ST ERs. Foundation and Functional Training Programmes are organized for ERs during the first year of election for appropriate number of days at various locations. For example ZP Chair Persons are trained at APARD for 4 days, ZPTCs, MPPs are trained at APARD for 3 days, Sarpanch and MPTC members are trained at Mandals for 3 days, and Ward Members are trained at Mandals for 2 days. Some refresher courses are organized from the second year of the election. Gram Sabha campaigns were conducted on a large scale as part of the Gram Sabha year to enlighten the general public. 2027 ERs were sent on exposure visits during 2010-11 to other states.

APARD has emerged as technology savvy utilizing SATCOM, video conferencing and e-learning mechanism effectively. The assessment studies carried out by ASCI, NIRD, and World Bank indicated that APARD has been framing and delivering well-conceived training programmes. However the annual action plans were not based on TNA. There was delay in releasing the State's share under the RGSY programme.

### Assam

In Assam 25,436 ERs are being trained. The State has reported a training coverage of 69% in 2009-10 and 100% in 2010-11. The state has developed around 200 resource persons for imparting training. These resource persons include working / retired officials and ERs. Assam has adopted a decentralized approach in organizing the training programmes through its 12 ETCs. For conducting trainings they have also associated with Assam Agricultural University, Indian Institute of Rural Management and NGOs. Resource Centres have been opened at ETCs for catering to the training needs at the village level. Training design was mostly based on the felt needs. Most of the trainings for the PRI members were for a period of three-days and for officials it was four days. About 90 ERs were sent on exposure visits to other states.



A panel of experts selected from different departments and the existing officials of SIRD were involved in designing the training material. Reading material was also prepared in the local languages for easy understanding both in descriptive and pictorial formats. The SIRD is running a course to develop a team of facilitators and animators for strengthening the Gram Sabha so as to ensure the meaningful participation of people in the gram Sabha meetings.

Elected representatives and support functionaries have informed the surveyor that after the training their awareness level about PR schemes/programmes has increased. This was evident from the fact that ERs have been playing an active role in selection of participants for different schemes and raising questions during the meetings conducted.

The officials of SIRD and ETC felt that dedicated staff are required to look after the PRI CB&T both at SIRD and at ETCs. The SIRD has suggested that MoPR may organise regional ToT programmes (for resource persons), conduct a systematic TNA and develop a common curriculum for the entire nation, maintain a repository of training materials and engage an agency to document the CB&T best practices. They also suggested that the RGSY and BRGF be brought under a common CB&T program.

## **Maharashtra**

In Maharashtra, there has been poor attendance of ERs for training; especially women have been reluctant to attend training programs citing personal reasons. The State government is now contemplating to make attending trainings mandatory in the first year of their election. Other major concern expressed by the Administrative Training Institute (ATI) is the inadequate training infrastructure and resources at the 21 ETCs of the state and the need to establish district level training facilities with funding support from the Central Government. In view of these constraints, the state has created a pool of NGOs to conduct training programs at block and village levels.

While most respondents were satisfied with the quality of training imparted by the NGOs, some Government Officials opined that NGOs lack qualified resource persons to impart training. However, the officials who were experts in the subject areas expressed helplessness in supporting the training due to work pressure and felt that they could actively engage in training only if it was made a part of their job description. It was suggested that the NGOs should also draw resource persons from among veteran ERs to inspire as well as educate fellow ERs.

NGOs facilitating training in both the districts expressed satisfaction with the support extended by the ATI and District Administration. However, they opined that the financial assistance provided for training was too meagre for them to conduct successful training programs. Poor attendance of participants and delay in payment from the district administration were the two major concerns expressed by NGOs.

On the duration of training, while officials and facilitators opined that the current duration (3days) is too short given the vast scope of the syllabus, the ERs opined that the training duration was too long. While some ERs demanded sitting allowance for training, some others felt that they could not stay away from work and personal responsibilities even if sitting allowance was provided. Majority of ERs were in favour of training being imparted at the village or block level than at the district level.

Regarding the training content, many resource persons suggested that more customized, application oriented, and participatory content would make training more interesting for the participants. The need for customized training was also echoed by ERs who felt that the huge educational disparity between ERs inhibited the less educated from active participation in the sessions.

Some of the other major demands from ERs include conducting of foundation course within the first year of election and refresher training in the following years, beacon panchayat visits to outside states, and the conducting of combined training for officials and ERs at least at the village level.

## **Chhattisgarh**

In Chhattisgarh SIRD has partnered with State Literacy Mission to conduct functional literacy programmes to non-literate ERs. SIRD has developed regional training programmes on Gram Sabhas in three languages for broadcast over radio, developed quarterly newsletters and circulated them at intermediary Panchayats and established a dedicated phone line to address the queries. However, the participation has been very low. They have also launched two certificate courses for PRI members, officials and resource persons.

SIRD acknowledges the fact that without quality resource persons the training of a large number of PRI functionaries within a short time frame is a challenging task. Presently the SIRD does not have dedicated resource persons to look after the NCBF implementation. SIRD has also informed that financial assistance provided for PRI CB&T is not adequate considering the recent inflation. In view of the above, SIRD has requested for allocation of more funds to fulfil this need. The RGSY funds are being released directly to SIRD, whereas BRGF funding is routed through the state government. The BRGF amounts are reaching SIRD with considerable delay impacting the timeline of PRI CB&T.

Even though satellite-based training programmes were proposed in the NCBF, the state has not been able to implement it satisfactorily as they do not have a dedicated satellite hub. Presently, the state has to depend on EDUSAT which is under the control of the State Education Department and compromise on the available slots. The state is yet to establish a fully functional SATCOM infrastructure at all the blocks.

There has been poor participation by ERs in the training programmes conducted by SIRD as many are concerned about losing their daily livelihood. The state government has adopted innovative practices for enticing and keeping intact the interest of the panchayat level ERs. The ERs at the gram panchayat have been awarded Rs 100/- allowance per each day of attendance with a view to compensate their per day wage earning. This has been a welcome step as reiterated by the participants. A government order has been issued to this effect in the month of August 2011.

## **2.6 ISSUES IN PRI CB&T**

From the NCBF document, literature review and the field study the following issues have been identified in the document and the implementation aspects:

### **a) Issues relating to the framework**

1. The NCBF document gives an impression that capacity building exercise for ERs and

support functionaries is an exclusive domain of the State supported training institutions like SIRDs. It does not foresee any role for academic institutions, research institutions and professional organizations.

2. The NCBF does not recognize the fact that there may be wide-ranging differences among the socio-economic-educational profile of ERs in different states and recommends a common design and pattern of training uniformly for all states.
3. There is no clarity in NCBF with regard to roles of the state PR department and the state training institutes such as SIRD/PRTI with respect to responsibility, authority and accountability in programme management.
4. Though NCBF recommends engaging NGOs, the process to be followed is not mentioned.
5. The phase 1 of course II (a) of NCBF, i.e. cross-cutting aspects of sectoral programmes, such as accounting, fund management, disclosure, social audit etc. are overlapping with contents of course I (b). Thus there is lot of duplication of common curriculum.
6. The NCBF envisages same training inputs to ERs in every election cycle. Experience shows that many of the ward members, and sarpanches etc are multi-timers and have gone through some training in their previous term.
7. There is confusion in designing course II (a) of NCBF. Though the framework clearly outlines (Tables 5, 6 and 7 of NCBF) how the curriculum of course II (a) should be developed, it still suggests in section 2.3.1.2 to develop the core curriculum through workshop mode involving representatives of selected SIRDs and NGOs. In section 2.3.1.3 similar responsibilities is assigned to the Central Government, the State Governments and the District Training Team in preparing the curriculum as given in Table 6 of NCBF.

#### **b) Issues relating to implementation**

1. Due to the guiding nature of the framework, there are observed variations in contextualization and consequent implementation of the framework by SIRDs.
2. SIRDs are being approached by various other government departments besides the MoRD to impart training on various aspects to elected members and officials. In the process, the realization of the importance of the NCBF as the foundation of capacity building of three-tier local governance system is missed out.
3. For functional literacy, the SIRDs have to rely heavily on state sponsored Adult Education Programmes. Thus, the demand-supply chain shifts from elected representative - in SIRD to the Education Department of SIRD. Because of this arrangement, the SIRDs have to synchronize their programmes and thus in the process miss the time lines specified in the NCBF.
4. NCBF suggests training all the ERs and the officials on the flagship programmes. However, SIRDs are receiving requests and funds from the concerned line departments for the same training programme. For instance training on NREGA is covered in NCBF

and also separate funds are release to SIRD by MoRD to train ERs and implementing agencies on NREGA. This is causing duplication of activity and funds.

5. As suggested in the NCBF the ERs have to undergo 4 days training each for Courses I (a) and I (b). The SIRDs are combining both the courses owing to shortage of resource persons and lack of time of the participants.
6. The NCBF envisages that line department staff is the key resource at all levels. But the officials and line department staff who have undergone training as resource persons for CB&T are mostly not available for training due to the workload of their primary job responsibility.
7. The NCBF encourages Panchayats to play a major role in designing content and mechanisms of training. However, this is not being followed due to logistics problem in developing the course material.
8. The framework envisages Panchayat member networks to take over a large part of the management of training programmes with a kind of self-training system in a long-term approach. This may not be viable or practical unless there is a permanent leadership structure with the right aptitude and attitude.
9. In all the studies, States ward members' attendance was poor in the beginning either due to personal reasons or due to lack of information on training programmes. Regarding personal reasons, upon detailed probing it was observed that most of the ward members being daily wage-earners found it difficult to spare 3-4 days time at a stretch.
10. Though there are SIRD Newsletters, there are very few TV programmes and visits to Beacon Panchayats
11. NIRD is not involved in programme management, evaluation and monitoring outcome as envisaged in the framework.
12. SIRDs have not formed committees involving peer groups of ERs, resource persons, NGO representatives for curriculum, monitoring, evaluation and documentations, and finance and accounting for programme management as envisaged in the NCBF.
13. There is limited supervision, control and monitoring of trainings outsourced to Service Providing Agencies such as NGOs by SIRDs.
14. An outcome monitoring system is yet to be established.

### **c) Issues relating to State Training Institutions**

1. As per the "Status report on PRI Capacity building and training in India, learning from experience sharing workshops prepared by MoPR(June 2011)", there are only 18,468 resource persons available in the country for imparting training on all the schemes, whereas NCBF estimated a requirement of 31,500 resource persons for implementation of the programme. There is approximately a 40% gap in the requirement of resource persons and the availability of trained persons. Invariably, this demand-supply gap has been acknowledged by SIRDs in all states under the study.

2. SIRDs are overburdened by other government department training programmes.
3. It has been realized that mobilizing elected representatives of Gram Panchayat level to attend training programmes in far off training centres has faced a major hurdle because of lack of proper accommodation facilities in these centres.

## 2.7 CONCLUSIONS

From the brief literature review and the field observations it can be noted that the capacity building implementation efforts have been uneven across the states. The major factors that can be attributed for not achieving the desired results have been insufficient infrastructure and the capacity building resources with the existing state supported training institutions to reach out to such a large audience and lack of owning up of NCBF either by state PR department or by state training institutes such as SIRD/PRTI.

There is need to prescribe core curriculum, carry out TNA, develop a supply and demand driven strategy with the coordination and convergence of various public and private sector agencies/institutions under the direct supervision and control of the strategic level group at SPRD and also ensure regular impact evaluation of CB&T activities

### PRI CB&T: Course Content

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#### 3.1 INTRODUCTION

The development programmes that fall within the domain of the PRIs are highly complex with multidimensional activities such as number and type of development programmes, planning, implementation, supervision, accounting, RTI, social audit and service delivery rules. The underlying purpose of PRI CB&T is to guide Panchayat leaders away from the tendency to unilaterally decide on development initiatives and to minimize the inconsistencies in functioning of PRIs across the country.

Keeping this in view the scope of the model curriculum, the course contents of PRI CB&T are presented in this chapter.

#### 3.2 THE SCOPE OF PRI CB&T

The overall perspective of CB&T and its course content must reinforce various aspects related to local governance and management of PRIs including the issues of transparency, accountability, inclusive development, social justice and gender equity. The scope of PRI CB&T may include:

- Orientation to the ERs and support functionaries on the concept of decentralization, the process of participative development
- Improving the understanding of various Acts and Rules as applicable to PRI
- Roles and Responsibilities of ERs at all levels
- Importance of Gram Sabha with specific reference to Social Audit and RTI and the disadvantaged communities
- Understanding the basics of the financial devolution system, local revenue mobilization, the role and responsibility of the Finance Commissions and management of Panchayat Funds
- Panchayat Budgets, Accounts and Audits
- Skills of data analysis and understanding on information flow to local governments and other planning units
- Analyzing socio-economic indicators and developing suitable models for resource allocation and plan preparation
- Understanding of how the investments related to line departments in the basic services, such as health, education, livelihoods and welfare etc address or do not address the balanced development of the area
- Skills of evaluating impacts of major schemes including PRI CB&T to provide feedback to higher levels of government on scheme design and effectiveness

### 3.3 TRAINING COURSES AND CONTENT

The PRI CB&T need to be considered as a continuous mandatory process and should have judicious mix of both supply and demand driven contents. The training programmes can broadly be divided into six training courses of which four are mandatory and two are optional. Each course should have relevant content as described below. The syllabus of the training programmes should be flexible enough to accommodate new contents according to the changing requirements. The suggested contents of each course are listed below:

#### 3.3.1 Course I - Orientation Course (Mandatory)

**Target Group:** All the first time ERs and newly appointed PR officials

**Proposed Duration:** 3 days face-to-face training

**Content:** Panchayati Raj with reference to the 73rd Constitutional Amendment and State PR Acts & Rules, Roles and Responsibilities of ERs at all levels, Panchayat Accounts, revenue and budgets, Gram Sabha with specific reference to Social Audit and RTI and the disadvantaged communities.

Further details about the course content are given below:

This is a mandatory course designed to orient all the first time ERs and newly appointed PR officials with the fundamental concepts related to Panchayat Raj. There should be a minimum core curriculum that is common across the states adapting to the local context and in local language. Besides the common core curriculum, state specific content should also be incorporated by the respective states as per the identified needs. This course shall be conducted within the first month of elections and cover important aspects of Panchayat Raj. Broadly the contents of course I may cover the following topics:

##### a) General level core content

- Concept of democracy and People's Participation in Government
- Meaning of Local Self Government and overview of Panchayati Raj
- Spirit of the Constitution and 73rd/74th constitutional Amendments
- Gram Sabha and Participatory Development
- Human development, gender equity, social justice and women empowerment
- e-Governance and e-Panchayat
- Concepts of Good Governance

##### b) Specific Content

- State Panchayati Raj Acts & Rules framed there under
- Any relevant issues concerning special areas such as PESA
- Roles and Responsibilities of PRI functionaries
- Resource mobilization and management



- Participatory planning, Role of District Planning Committees including monitoring of development schemes
- PR Budgeting and Accounting systems including PR data base
- Concepts of accountability and transparency including Social Audit
- Behavioural science attitudinal change and ethics in PR governance

### **c) Target Group with special needs (SCs/STs/OBCs/Women)**

A large number of SCs/STs/OBCs/Women elected representatives have not been able to access formal education and are not aware of the political procedures, development and welfare schemes, rules and their rights as ERs. Women enter political system with several gender-related issues like responsibility of household work, childcare and social and family opposition to their involvement in public life. These ERs also have a poor self-image, lack self-confidence, are not aware of rules and regulations and consequently do not actively participate in decision making. Therefore special attention in training should be given to SCs/STs/Women elected representatives to enhance their involvement in decision making, in managing their institutions and to build up their leadership and confidence levels to emerge as assertive leaders to participate in governance and political processes. The ERs of SC, ST and women belonging to BPL may be provided some financial incentive (to compensate the wage losses) to attend the CB&T programme. When women ER come for training carrying their small dependent children, food and accommodation may be arranged to them along with their mothers. General training may be provided to all ERs as well.

For this purpose, special modules of training may be developed for women ERs and more days of training may be provided as per need. The following additional topics shall be covered for these ERs as per the need. Constitutional provision relating to reservation of seats

- Allocation of special component plan for SC/ST
- Social Welfare Programmes for the benefit of SC/ST/Women
- Provisions relating to PESA areas
- Land allotments and land titles
- Domestic violence
- Caste based discriminations
- Atrocities against SC/ST/Women
- Issues related to health, education and gender equity
- Women right' and Acts
- Welfare programmes for SC/ST and women
- Child marriage and missing girl child

### **3.3.2 Course II: Thematic / Sectoral (Mandatory)**

**Target Group:** All the first time ERs and newly appointed PR officials and Members of District planning committees (DPC)



**Proposed Duration:** 3 days face-to-face training

**Content:** Decentralized planning, Flagship programs, Central and State schemes being implemented in the state.

Further details about the course content are given below:

This module is a mandatory course designed to orient all the first time ERs and newly appointed PR officials. Key content of this course shall be on decentralized planning, flagship programs, central and state schemes which are implemented in the state. Sectoral training covers several aspects emphasizing on the service delivery. Course II shall be delivered through a series of interactive exercises that guide Panchayats and their staff through the step-by-step modalities of planning and implementation of schemes by live case examples. This course shall ideally be conducted, following Course I, in the second month of elections.

### Contents

- Concept of Development and Development programmes - types, approaches and options
- Decentralized bottom-up planning
- Broad overview of scheme guidelines (flagship programmes, central and state schemes)
- Prioritizing list of projects at Panchayat level
- Scrutiny of the Panchayat plan and obtaining of approvals
- Case studies on how to converge different programmes
- Preparing and updating a shelf of works
- Consolidation of Panchayat-level plans into the district-level plans
- Beneficiary selection
- Grounding and execution of Schemes
- Measurement of work and Quality control

### 3.3.3 Course III: Additional Training (Mandatory)

**Target Group:** Chairpersons, Standing Committee Members and Executive Officers of PRIs

**Proposed Duration:** 1 to 3 days face-to-face training

**Content:** Leadership role, Gender responsive governance issues with reference to inclusive development and social justice, Record maintenance, Preparation and implementation of plans, Supervision of Panchayats, Accounts and audit etc.

Further details about the course content are given below:

This is a mandatory course designed to orient all the chairpersons, standing committee members and executive officers of PRIs on the governance issues. The objective of this course is to develop the leadership qualities of the participants and also to instil in them the concepts of inclusive development and social justice, record maintenance, preparation and implementation of plans, supervision of Panchayats, accounts and audits and use of information technology etc. This course shall ideally be conducted in the third month of election (following course I and II).

MoPR is implementing computerization of PRIs on a mission mode basis enabling Panchayats to better deliver its mandated services to the citizens through information technology. For this purpose comprehensive e-panchayat software is also being developed separately by National Informatics Centre (NIC). To orient the chairpersons and the Panchayat secretaries to use IT in citizen services they may be given appropriate training on Information and Communication Technology (ICT) under this course.

### Contents

- Issues relating to leadership, communication, team building and ethics in administration
- Gender responsive governance issues with reference to inclusive development and social justice
- Best approaches/practices
- Conduct of business/statutory meetings
- Protection and management of panchayat assets
- Sanctions/Execution of works
- Maintenance of Registers and records
- Accountability and transparency in Panchayat administration
- Communication, behavioural aspects and conflict management
- Interface between official and non-officials
- Information and communication technology and e-governance

### 3.3.4 Course IV: Refresher courses (Mandatory)

**Target Group:** All the multi-timers in the first year of elections and for the first-timers from second year onwards

**Proposed Duration:** 1 to 3 days face-to-face and distance mode of training

**Content:** The content of the Refresher Courses should be developed based on the TNA of the ERs and officials. The delivery method should include workshops, exposure visits, e-learning tools and video conferencing.

Further details about the course content are given below:

This mandatory course is designed for consolidation of learning and retention of knowledge generated in all the multi-timers in the first year of elections and for the first-timers from the second year onwards. The contents of refresher courses may be developed based on the TNA of the ERs and officials. The delivery method may include workshops, exposure visits, e-learning tools, video conferencing etc. The course shall be organized after they complete the orientation and sectoral/thematic training programmes. The content of the Refresher Courses may be both supply driven and demand driven.

A variety of refresher courses may be developed by state PR departments through an ongoing process throughout the year making the learning process interesting. CB&T refresher course training

delivery should generally make use of both face-to-face as well as distance mode of training using documentary films, e-learning tools, video conferencing, help lines, TV channels, radio programs, newsletters, etc, to keep the members afresh with the information and to recollect and connect their learning to real life situations. Exposure visits to high performing Panchayats may form part of this course. Care should be taken so that refresher courses are actually imparted to those ERs who have undergone previous trainings

### 3.3.5 Course V: Special Focus (Optional)

**Target Group:** Select ERs and Officials based on their indicated interest and preferences

**Propose Duration:** 3 to 7 days face-to-face training

**Content:** Special courses relating to Planning, Education, Health, Environmental Management (water conservation, watershed management, waste management, etc), livelihood (agriculture, horticulture, animal husbandry, fishery, etc), micro-enterprises (small businesses).

Further details about the course content are given below:

This module is an optional course designed to provide special training to selected ERs and officials based on their indicated interest and preferences to pursue further learning. This shall be a special focus course relating to Planning, Education, Health, Environmental Management (water conservation, watershed management, waste management, etc), Livelihood (agriculture, horticulture, animal husbandry, fishery, etc), Micro-enterprises (small businesses), Drinking water, Health and Sanitation, Non-Conventional Energy, Women and Child Development etc. In addition to standard delivery approaches, these courses could include a choice of short-term certificate courses. These may be short-term courses of individual modules ranging from 3 to 7 days. The strategic group of SPRD may prepare yearly training plans on various optional topics and arrange for organizing the training as per schedule based on the subject demand.

### 3.3.6 Course VI: Training of Trainers (Optional)

**Target Group:** Resource Persons (RPs) from the governmental training institutions or SPAs

**Propose Duration:** 3 days face-to-face training

**Content:** Planning and Delivery of PRI CB&T in a time-bound manner and as per pre-decided quality standards.

Further details about the course content are given below.

Effective implementation of the PRI CB&T critically depends on the quality of trainers at each level. This course is meant for resource persons of the operational group. The objective of this course is to prepare the trainers for delivery of training in a time-bound manner and as per pre-decided quality standards. Depending upon the choice of delivery strategy, a given state has to develop sufficient number of trainers drawing from the retired officials of the line departments as well as multi-timer ERs and PRI chairpersons etc as members of operational level group. The strategy of Department of Personnel and Training (DoPT) in developing the master trainers shall be adopted for developing the master resource persons of the operational group. The basic qualifications of these master trainers would need to be spelt out in advance. Master trainers of the

operational group shall be trained at state level. District level resource persons/ trainers shall be trained by these master trainers. The training of trainer's programmes equips the resource persons of the operational group with a thorough knowledge of the entire gamut of the management of training processes. Broadly the contents of this course may cover

### Contents

- Systematic approach to training
- Principles of Adult Learning
- Role of facilitator in organizing training
- Attitude and behaviour of facilitators
- TNA, Training Methods -selection of appropriate training methods
- Monitoring and evaluation of training
- Training Management

In addition to standard delivery approaches, there should be Gram Sabha Campaigns and inclusion of a choice of short-term certificate courses

### 3.4 CAMPAIGN

Panchayats are expected to prepare plans for economic development and social justice and implement these schemes. For this purpose, the PRIs have to ensure that the Gram Sabha work effectively. Gram Sabhas are the bedrock of democracy at the grass-roots level. People's participation in the local Governance will be more effective if they have the knowledge about different dimensions of the system. Social mobilization is an important dimension of capacity building for improving the Gram Sabha functioning, particularly to provide opportunities to the poor, women and scheduled castes/scheduled tribes to assert their demands. For local governance to be effective, energizing Gram Sabhas is the real challenge.

The state PR Department may build up a team of animators and facilitators from NGOs, CBOs, social workers, representatives of youth, women organizations, members of SHGs to create awareness, interest and enthusiasm among the people on a sustained basis to ensure their participation in Gram Sabhas. This mobilization process may be taken up on a campaign mode covering the following aspects:

- General awareness about Panchayati Raj system
- Participatory planning and role of Gram Sabha
- Role of marginalized segment of the society in Gram Sabha
- Awareness about development programmes and prioritization of needs in Gram Sabha
- Process for selection of beneficiaries
- Vigilance, Monitoring and Social Audit through Gram Sabha
- Resource based economic development of the villages
- Certification of works undertaken by the Gram Panchayats after discussions in Gram Sabhas

In a bid to secure the basic aim behind the 73rd Constitutional Amendment, MoPR issued guidelines for effective functioning of Gram Sabhas. As per these guidelines, in each Gram Panchayat, an annual calendar of statutory Gram Sabha meetings is to be prepared keeping in view agricultural seasons and weather conditions etc., and an advance and widely publicized notice be given with regard to the dates, time and place of the Gram Sabha meetings. The Gram Sabhas provide a platform for direct participation of the citizen in the process of governance and in the matters that directly impact their lives. It is the duty of the Gram Panchayats and SPRD/Line department officials to ensure that the Gram Sabhas function properly through close monitoring and mentoring of their meetings.

The SPRDs/ Strategic groups need to ensure that the above instructions of MoPR are implemented in letter and spirit in all the Gram Panchayats by organizing awareness campaign in the villages.

### 3.5 CERTIFICATE COURSES

At the State level, the SPRDs in consultation with the SIRDs may plan for a variety of certificate courses spread over a period of 3 to 12 months on different subjects related to Panchayat Raj and Rural Development to create trained Panchayat Raj cadre to enhance their capabilities and services. The 7th Round Table of State Ministers of Panchayat Raj has recommended tying up with open Universities in the CB&T of PRIs. For organizing such certificate courses arrangement can be made with open universities for enrolling PR functionaries. Some institutions such as the Rajiv Gandhi National Institute of Youth Development (RGNIYD), IGNOU, etc. have launched degree, diploma and certificate programmes in Local Governance. States may also popularize such courses among the ERs, and support functionaries.

### 3.6 COURSE DESIGN

As the election to PRIs has become a regular phenomenon, millions of new elected representatives are entering in PR arena with aspirations to serve the people. A majority of them are unaware of their roles and responsibilities. They lack a proper perspective on development. Yet, they possess intelligence and considerable previously acquired knowledge. They have a complete understanding of the people, their problems and expectations. The PRI CB&T may keep this fact in mind. Meticulous care has to be taken to design the courses keeping in view the heterogeneity of the entry behaviour of participants in terms of age, case, class, gender, educational status, previous experience etc. The course/module need to have flexibility and improvisation at the level of the states in terms of training content development and design.

### 3.7 TRAINING METHODOLOGY

Though several training programmes have been conducted by the STIs for imparting information on functioning of panchayats, they do not necessarily equip the ERs with the skills for making Panchayats work. In a sense the “how to” aspects of governance is not imparted. The challenge of PRI CB&T is to ensure that ERs have skill to move from understanding theory to action. Appropriate andragogy for training adults shall be adopted and trainings be organized in a participatory non-hierarchical environment.

The CB&T of ERs, besides imparting required skills, knowledge, and attitudes, should also act as a

continuous reinforcing mechanism. The suggested six courses/modules follow a nested approach where one training event feeds into another for generating a cumulative learning process. While the Course/module I & II would help the ERs to gain knowledge to deal with the subjects related to Panchayat Raj, the Course III and IV would generate an enabling environment for them to seek their rights and space and also help them to assess and analyze the governance issues for economic development and social justice.

The planned training inputs need to be imparted invariably through participatory approach and action methods which include workshops, role play, experience sharing, group discussions, case studies, games, folk songs, posters, films, documentaries, CBTs, and exposure visits. Interactive self-learning material can also be developed. In customizing the course contents the state training institutions have to follow the andragogy based upon the following three principles as explained in the Hand Book of Master Trainers published by Rajiv Gandhi Foundation:

- The principle of transiting from the known to unknown, drawing upon the knowledge and skill base of the ERs.
- The principle of cumulative learning, where the participants successively learn and assimilate, leading to action planning.
- The principle of reinforced learning, where institutional training about a specialized subject-matter is backed by on the job attachment in a good practice or best problem situation.

The following characteristics of adult learning make training effective. The training institutions may try to follow them while planning delivery of training input to ERs.

- If they want and need to learn
- By rechecking their learning with their past or present experience
- By practicing what they have learnt in training sessions
- With help and guidance from support functionaries
- Where the environment for learning is informal and non-threatening.

### 3.8 TRAINING MATERIAL

The NCERT books are considered to be standard material for Secondary Education. These books guide the State Education departments for developing the text books relevant to the State syllabus. The CB&T Modules developed by SIRDs/SPRCs could be on the similar lines of NCERT books.

- Toolkits, Hand Books and manuals for training should be prepared for each category of functionary viz., ward members, territorial constituency members and chairpersons etc., as per the requirement keeping in view the diversified characteristics of PRIs in each State.
- The material should comprise of pictures, images, diagrams and charts to induce the participants to think logically and be creative.
- The training manuals invariably should contain must know, should know and could know aspects. These manuals /materials should be field tested and modified accordingly.
- The line departments should be involved in developing sector specific training modules and reading materials



- For the sectoral trainings, modules should be developed by the respective standing committee.
- An exclusive and separate training module should be prepared for Panchayat Extension to Scheduled Areas (PESA) focusing on the culture, traditions and special needs of tribal people
- The queries received during interaction in the training programmes/ on helplines should be consolidated and placed on the FAQ page of state portal.
- Modules should contain proper mix of knowledge inputs, skill building and attitudinal inputs.
- The State PR Department should constitute a dedicated team to compile state specific case studies.
- Exclusive modules and training material may be developed for training of trainers programme to enable effective implementation of CB&T.
- Short films of 10-15 minutes duration should be developed on various topics to give insights on field problems and encourage analytical thinking.
- Faculty from Universities may be utilized for the purpose of developing training modules.
- An exclusive cell should be created in the SIRD to serve as clearing house, archiving and disseminating CB&T material.
- All training material should have a gender perspective.

### 3.9 EXPOSURE VISITS

Field visits to best performing Panchayats expose the elected representatives to best practices. This not only facilitates the peer learning but also instils self confidence among the elected representatives. It promotes a “can do” attitude among the elected representatives and also leadership qualities. Mapping of Best Panchayats should be taken up across the country and such information should be made available to SPRD/SIRD. States PR department may standardize the drill for entertaining the ERs from other states for exposure visits to their best performing PRIs.

### 3.10 FUNCTIONAL LITERACY

The non-literate or semi-literate ERs may have limited knowledge about their roles, responsibilities, programmes, procedures and systems. Often for want of good, relevant and periodic training they may not be able to perform their functions properly. PRI CB&T need to pay special attention to this.

- The entire responsibility of providing functional literacy to non-literate ERs should not be left with SIRDs.
- The State PR Department need to tie up with “Saksharata Bharat Programme” of the education department on an ongoing basis to provide functional literacy training to the non-literate and semi-literates.
- The department of adult education should design and organize the functional literacy program of ERs in consultation with SIRDs.
- Before sending the non-literate ERs for literacy course, special orientation classes shall be organized for awareness creation through multimedia format.

- Functional literacy should ensure backward and forward linkages.
- The list of non-literate ERs should be shared with SPRD, SIRDs and the education department to plan functional literacy programs.

### 3.11 CONCLUSIONS

The PRI CB&T need to be considered as a continuous mandatory process and should have judicious mix of both supply and demand driven contents to enable ERs and PRI officials to have appropriate knowledge and skills to discharge their functions effectively. The training Programme can broadly be divided into six training courses of which four are mandatory and two optional. Preferably the supply driven course contents should be developed by SPRD/SIRD officials since they know better what is needed for ERs. The demand driven course contents can be developed by the strategic level group with the assistance of the tactical level and operational level group based on TNA.

It is envisaged that on an average, each ER and Panchayat functionary would be trained for five days per year through various modes such as face-to-face training, exposure visits, handholding support, help desks etc. The number of days of training each year may vary as per the training module envisaged. ERs may not be trained in the year immediately preceding elections. There will be a special focus of training on training of SC, ST and women ERs as well as newly elected ERs. Special modules may be developed for these ERs. More days of training may be provided for SC, ST and women representatives and newly elected ERs.

The Panchayat Enterprise Suite would form the bedrock of e-enablement of Panchayats to increase the effectiveness for government and services delivery. SPRDs may make all efforts to ensure appropriate CB&T for e-enablement of Panchayats.

The data base of newly elected ERs needs to be collected by SPRD immediately after elections from the State Election Commission and updated periodically for planning CB&T activities.



# Management Structure and Delivery Strategy

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## 4.1 INTRODUCTION

Given the fact that PRIs elections every five years is now mandatory resulting in over three million ERs being elected in each term, it becomes imperative to make PRI CB&T activity a continuous process with an extensive reach. This calls for designing and implementing a training strategy that covers every segment of the target group and its requirements efficiently.

PRI CB&T programmes require:

- Vision, Mission and objective
- Resource persons
- CB&T planning & delivery
- Monitoring and Impact Assessment

Considering the scale and scope of CB&T activity, it requires a strong leadership with highly coordinated and dedicated teams with varied skills and commitment.

## 4.2 STRATEGY FOR PROGRAMME MANAGEMENT.

For efficient implementation of CB&T programme and to attain success, there should be clarity in the roles and responsibilities of the state PR department and The state training institutes such as SPRD & SIRD/PRTI with respect to responsibility, authority and accountability in Programme Management. Therefore for the purpose of planning and implementation of CB&T, CGG recommends constitution of four levels of functional groups as discussed below. Such functional groups will provide leadership and driving force to PRI CB&T.

1. National Advisory group (at MoPR) to guide the overall PRI CB&T in the country.
2. Strategic level Group (at SPRD) to determine and pursue the objectives of CB&T.
3. Tactical level Group (at SIRDs/SPRCs) to plan and implement CB&T.
4. Operational level Group (resource persons) to deliver the PRI CB&T Programme.

Briefly, the functions of these groups are as indicated below.

### 4.2.1 National Advisory Group

To guide the overall PRI CB&T in the country MoPR may constitute an advisory group at national level to develop vision, mission and direction for CB&T. This group needs to ensure that the MoPR supported PRI CB&T programmes bring focus on the governance agenda rather than rural development agenda.

### **Functions of National Advisory Group**

To guide the overall PRI CB&T in the country and help MoPR in developing standards and guidelines on

- Policies on all issues concerning CB&T
- Overall PRI CB&T in the country
- Training Needs Assessment (TNA)
- Concurrent monitoring and impact evaluation (M&IE)
- Empanelling agencies who could be called upon by states for M&IE work from time to time

### **Criteria for the members of National Advisory Group**

MoPR in consultation with States may identify the individuals to be taken on board and retain them on long term basis for effective CB&T activity.

## **4.2.2 Strategic Level Group**

SPRDs should take full ownership of the PRI CB&T with support from the nodal training institutions such as SIRDs and PRTIs etc. This Group determines long term objectives to be pursued by the state for PRI CB&T and identifies the ways and means of achieving them. The Strategic Level Group should decide which activities should be executed by the department officials, which ones to be assigned to nodal institutions such as SIRDs and which should be outsourced to service providing agencies depending upon the resource availability of each state. The Strategic Level Group should decide which courses or contents be delivered in the traditional face-to-face mode and which ones be delivered in e-learning mode using Computer Based Tutorials (CBTs), films, distance education mode through TV/Radio/Video conference etc.

### **Functions of The Strategic Level Group**

To determine and pursue the objectives of PRI CB&T and guide SPRDs in

- Training Needs Assessment frame work for PRI CB&T
- Concurrent monitoring and impact assessment framework
- Conducting resource availability analysis
- Selecting the training institutions and SPAs to take up PRI CB&T

The Strategic level group shall also be responsible to decide on the number of days of training required for each course for various levels of ERs and support functionaries depending upon the supply driven and demand driven strategy and also TNA

### **Criteria for the members of The Strategic Group**

The Strategic group members may include Minister for Panchayat Raj, Secretary of Panchayat Raj department, senior officers of PR Department and Director of STI/SIRD etc. SPRDs may also involve a few Chairpersons of PRIs as members on a rotation basis. Where local Government associations are there, the presidents of these bodies may also be the members. If necessary, the

Strategy Level Group can also engage management consultants with a proven track record of serving in the area of Panchayat Raj and Rural Development and the local governance champions to benefit from their experience and expertise.

### 4.2.3 Tactical Level Groups

The tactical level groups interpret the decision taken by the Strategic Level Group in planning and implementing PRI CB&T. They act as an intermittent stage between the strategic group and operational group. They co-ordinate all types of tactical activities of training such as conducting training needs assessment, curriculum development, training kits development, training evaluation, monitoring and conducting impact studies etc. The tactical level group also provides all the information, materials, tools and techniques to facilitate the operational group in delivering the training. They should also select and orient the members of operational group to conduct TNA and Training delivery.

#### *Functions of Tactical Group*

To plan and implement PRI CB&T

- Assist the Strategic Group for CB&T policy making
- Plan for training needs assessment
- Assess the performance of training institutions and service providing agencies
- Ensure Minimum Level of Learning (MLL) in each trainee with expected outcome of each of the three tiers of PRIs
- Develop state specific curriculum as per the identified needs of ERs and support functionaries
- Prepare training material such as toolkits, handbooks, CBTs, TV/Radio programs as per the requirements
- Maintain a knowledge repository on best practices, training material, case studies, videos of best performing Panchayats and database of resource institutions/persons etc.
- Establish a network of state and district level resource centres comprising of existing training/academic institutions under Government, Private and NGOs to extend capacity building support to PRIs

#### *Criteria for the members of Tactical Group*

The tactical group members can be state level institutions, individuals with required expertise and proven track record of working in rural development areas and representatives of SPRD and state training institutes. SPRDs may also decide on the list of special invitees to be the members of this group.

### 4.2.4 Operational Group

The operational group consists of master trainers and trainers. Tactical level group should systematically build a pool of PRI CB&T resource persons as members of the operational group for the state, district and sub-district level. These members can be engaged in training delivery

as and when required by paying suitable honorarium. The membership in the group should be subjected to an annual review process. The operational group members are imparted extensive training in using the tools, techniques and skills for usage of various teaching aids to deliver the contents according to the modules/courses designed for specific functionaries.

### **Functions of the operational group**

- Conducting training needs assessment of ERs, support functionaries including chairpersons and standing committee members
- Deliver the training as per the curriculum and training material in an efficient and effective ways
- Report back to the tactical group about the training effectiveness for analysis and improvement

### **Criteria for the members of the operational group**

Selection of members of the operational group has to be done with utmost care. Only persons with the right mindset and commitment for imparting training may be selected to act as resource persons/trainers at various levels. There is a large existing pool of retired line department functionaries, multi-time ERs, PRI chairpersons and former ERs at district and sub-district levels. Besides specialization in their respective fields, they are well versed with practical problems and possible solutions. Such people should be encouraged to become members of operational group and nurtured as trainers for strengthening of Panchayat Raj. Preferably the members of the operational groups must be from the concerned states only, as they would be in a better position to understand the social and political situation in the context of decentralized governance system. At least 30% of members of operational group shall be women.

## **4.3 DELIVERY STRATEGY**

CGG recommends adopting one of the following or combination of them as delivery strategies after conducting Resource Availability Analysis

1. Cascading mode
2. Outsourcing
3. Mixed Strategy

### **(a) Delivery strategy I - Cascading Mode**

The strategic group of SPRDs may take full ownership of the PRI CB&T with support from their nodal training institutions such as SIRDs and PRTIs etc. The state training institutions under the direction of the strategic group should plan and deliver CB&T programmes funded by MoPR in a time bound manner through a network of training institutions, such as ETCs/PTCs. There are a large number of Government training institutions at the state, regional and district levels under the administrative control of various departments like Education, Agriculture, Animal-husbandry, Fisheries, Industries, Rural Development and Revenue, apart from Extension Training Centres. Each of these institutional entites has some infrastructure and resources available with

them, which can be leveraged to train large numbers of ERs in the short-run. SIRDs may also co-opt into the panel of the domain institutions academic institutions, research organizations and relevant professional agencies with necessary experience in the field for PRI CB&T in addition to the state supported training agencies for PRI CB&T. In states where there are not enough training institutions, the MoPR may create dedicated institutional architecture at state, district and sub-district levels in the shape of panchayat resource centres to provide the functional lead and to ensure effectiveness of CB&T. MoPR should also create a formal stake in the nodal State training institutions such as SIRDs/PRTIs so that it could demand action from them on the MoPR supported PRI CB&T agenda.

Thus under this strategy all the institutions/organizations at national/state/regional, district and sub-district levels must be networked at respective levels both horizontally and vertically. The capacity building efforts by various institutions working towards enhancing the capacities of stake holders under numerous rural development programmes may be converged to achieve the desired outcomes. Mapping of the physical resources like lecture halls, library, hostels and intellectual resources like faculty in the existing training institutions at national/state and sub state levels should be undertaken to make the best use of the existing facilities and expertise of the institutions. All of them could be federated at regional, state, SIRD ETC levels to complete the PRI CB&T programmes within time as per schedule.

For imparting training to large groups of participants simultaneously, cascading mode of training is often the most appropriate approach. This method of training is most suitable for ward members who are large in number and other grassroots level functionaries. It covers entire spectrum of ERs within a span of two to three months. It drastically increases the reach, reduces the expenditure of all concerned and also cuts down the travel time of the trainees. It works on the principles of training of trainers. Since it is not possible to bring all the ERs and support functionaries to PRTs to offer on-campus training, SPRDs can adopt this approach for increasing the reach of PRI CB&T.

Training delivery strategy I is possible in the state where SIRD and ETCs /PRTIs and other training institutions have adequate infrastructure and are ready to take up the responsibility of PRI CB&T.

### **(b) Delivery strategy II - Outsourcing**

The outsourcing approach argues for the involvement of professional service providing agencies (SPAs) as per clearly defined terms of engagement within the overall CB&T plan of the state training institutions such as SIRDs/PRTIs. If the State Panchayat Raj Department feels that SIRDs are not able to take up the training workload then they can outsource the CB&T programme activities to various service providing agencies such as government/ private academic research and training institution and NGOs to meet the target of training large numbers within the given time. The strategic level group may identify such institutions, which are interested and can be considered for organizing training by way of sharing the training load. These SPAs will carry out the CB&T activities at multiple locations simultaneously on a continuous basis.

To assist the states in exercising this option with minimum procedural hassles, MoPR has issued a 'Reference Guide for Outsourcing PRI CB&T related activities,' (December 2010) which provides

a platform for the states for short listing the service providers for CB&T. The objective of the reference guide is to assist the stakeholders in taking considered decisions for outsourcing and implement sound systems of outsourcing in PRI CB&T.

### (c) Delivery strategy III - Mixed

Depending on the size and existing capacity of the states in handling the training, SPRDs can adopt one of the above strategy or combination of them as per the judgment of the strategic level group.

## 4.4 E-LEARNING

The last decade has witnessed several changes in training methodologies across the globe largely due to technological innovations. E-learning is one of them. It provides good learning experience by means of multimedia. E-learning yields substantial savings through reductions in training cost. For a faster, better and cheaper training e- learning is the best solution.

### Advantages of e -learning:

- Enables flexible learning because learners can access courses according to the individual needs
- Everyone receives the same training without any loss of quality
- Empowers learners through access to wide range of learning resources
- Offers an extensive range of various combinations of instructional methods

Several innovative e-learning methods for imparting training have been developed. Some of them are described below.

**Computer Based Tutorials:** The e-learning initiative offers a host of solutions which facilitate the learners to receive training content at their own pace with minimal cost. Computer Based Tutorials (CBTs) are such products. The subject specific CBTs can be accessed through internet or can be played in the computer.

**Knowledge Commons:** Knowledge Commons provides a platform for instant access to highly interactive and interesting e-books, presentations, and a host of other valuable educative resources. Knowledge Commons offers a self-paced, on-demand, high-quality training environment designed to meet the individual training needs of all the users.

**Wiki:** Wikis provide opportunities for trainees to collaborate with other peers, share what they have learned, and become a centralized online resource as educators. This technology tool is ideal and used for project-based learning, cross-curricular projects in teams and thematic units. Participants can demonstrate their knowledge by providing information which fits within specific parameters on the Wiki. Wiki can be used as an online resource for training. Wiki is also used to store files, images, videos, and other information in a special access controlled area.

**Distance education and training:** Distance education programmes can be organised through TV/Radio to consolidate the learning of various ERs and support functionaries. This system is a very effective tool in reaching a large number of trainees simultaneously and ensures quality delivery of training content.

**Social Networking:** Training Institutions can also make the best use of social networking sites like



facebook and twitter to create a social group of PR functionaries to share their job experiences and knowledge for adopting good governance practices.

**Video Conference:** In order to reach large number of participants especially from the grassroots level, video conference establishes virtual connectivity with all the locations where such facility is available. Since the e-learning model is a tested one and is being in operation at APARD for quite some time, it can be rolled out in SIRDs in a cost effective and flexible way.

#### 4.5 INSTITUTIONAL ARRANGEMENT FOR CB&T

An area of serious concern across the country is the weak capacities of the capacity building institutions. A key plank of PRI CB&T should be to capacitate these institutions professionally. Institutional strengthening / building is key to move forward on the PRI CB&T agenda effectively. This could be achieved by MoPR systematically contributing towards the strengthening of infrastructure as well as human resources of the State training institutions such as SIRDs/ PRTIs . In the States where there are not enough training institutions, including SPAs Panchayat Resource Centres may be established at state, district and sub-district level to ensure effectiveness of CB&T. Funding support has to be extended to these resource centres for engaging permanent administrative staff and dedicated trainers for the CB &T management.

MoPR has in principle decided to establish a National Institute of Local Governance (NCLG) as a Centre of Excellence (CoE) for Local Governance to provide intellectual leadership in the area of governance policy in the country. It will organize Training of Trainers for all master trainers, undertake and facilitate research in the areas of local governance, CB&T activities and provide policy inputs at the national and state level for strengthening the PRIs in the country.

Following are the proposed activities of the CoE in so far as CB&T are concerned:

- Review curriculum and training materials of the state level training institutions and suggest appropriate modifications.
- Conduct performance evaluation studies of State Training Institutes and panchayat resource centres at national/state level.
- Establish web-enabled MIS system and prepare user guidelines for States to implement the MIS.
- Establish a network of resource centres at the national level comprising existing research/ training/ academic institutions to extend technical support to PRIs.
- Organize state/national/international seminars/workshops/trainings.
- Develop and maintain repository on best practices, status of PRIs, reform implications, database of resource institutions /persons etc.
- Development of Knowledge Management portal which will provide a single window for information on Panchayati Raj in India and across the world.

#### 4.6 PANCHAYAT RESOURCE CENTRES

To reach out to large numbers particularly grassroots level functionaries and to help deliver on the PRI CB&T challenges, there is a need for dedicated training institutions at the state, district



level and below. Each State should strengthen the institutional structure by opening the requisite number of resource institutions to ensure extended outreach.

The following network of dedicated institutions would enable execution of training programmes in a more effective manner. These institutions could be developed with funding support from MoPR towards infrastructure including recurring costs.

- 1. State Panchayat Resource Centre (SPRC)
- 2. District Panchayat Resource and Training Centre (DPRC)
- 3. Block Panchayat Resource and Training Centre (BPRC)

Decisions regarding creation or development of these Resource Centres can be taken at different forums such as national level advisory and state level strategic groups.

The roles and responsibilities of these Resource Centres can be as follows:

4.6.1 State Panchayat Resource Centre (SPRC)

The SPRC should support the efforts of the SPRDs or strategic level groups to plan and deliver PRI CB&T programmes besides providing policy, programme and other support.

Functions

- Develop a database of elected representatives and officials and ensure regular interaction with them.
- Undertake Training Needs Assessment with the assistance of the Tactical Level Group and the operational groups.
- Develop content and other suitable training materials based on training needs assessment and other studies.
- Develop a State-wide pool of competent resource persons of the operational groups such as Master Trainers/ Trainers to deliver the training programmes.
- Develop innovative methodologies of CB&T delivery, including use of ICT based tools.
- Coordinate and guide District Panchayat Resource and Training Centres (DPRC) and Block Panchayat Resource and Training Centres ( BPRC).
- Provide the feedback to SPRDs/NCLG on training evaluations for future planning.

Suggested Human Resource Support for State Panchayat Resource Centres

At SPRCs	No. of Positions
Director	1
Core Faculty	3
Consultants	2
Secretarial Assistance	2
Additional support	As per need

#### 4.6.2 District Panchayat Resource Centre (DPRC)

Under the overall guidance of the strategic and tactical level group, the DPRCs should plan and deliver the PRI CB&T programmes through operational groups within the district. The DPRC should be operationally linked to the SPRC but should have operational freedom to undertake district-level studies or field-based assignments on their own initiative.

##### Functions:

- Provide necessary support to the SPRC in undertaking TNA, evaluation of training programmes and other studies.
- Maintain regular interaction with district-wide pool of PRI CB&T resource persons/trainers.
- Maintain necessary skill and infrastructure to implement ICT based tools and methodologies in training.
- Guide and coordinate the work of Block Panchayat Resource and Training Centres.
- Maintain an up-to-date database of elected representatives and officials associated with the PRIs, of the respective districts.
- Maintain information on logistical support, such as venue, food, travel and training equipment support required to conduct training programmes across the block at a short notice.
- Maintain a bank of PRI CB&T related information and training materials.
- Provide feedback on training evaluation to SPRC.

##### Suggested Human Resource Support for District Panchayat Resource Centres

At DPRCs	No. of Positions
Head/ Principal	1
Core faculty	2
Administrative assistant	1
Office support	1
Additional support	As per need

#### 4.6.3 Block Panchayat Resource & Training Centre (BPRC)

Under the overall guidance of the state PRD and SPRC, and in partnership with the respective DPRC, the BPRC should implement PRI CB&T action plans in the block. BPRC should also provide the most critical hand-holding support and on the job assistance in organizing Gram Sabhas, handling Gram Panchayat accounts and decentralized planning etc to the ERs in discharging their functions.

##### Functions

- Implement the PRI CB&T related work within the block
- Under the guidance of the SPRC/DPRC, maintain an up-to-date database of block level resource persons/trainers/training material

- Maintain information on logistical support, such as venue, food, travel and training equipment support required to conduct training programmes across the block
- Provide required inputs to the SPRC in undertaking TNA, evaluation and other studies to systematically understand the CB&T requirements

**Suggested Human Resource Support for State Panchayat Resource Centres**

At DPRCs	No. of Positions
Officer-in-charge will be the Block Panchayat Officer	–
Facilitators	1
Administrative Assistant	3
Office support	1
Additional support	As per need

**4.7 CONCLUSIONS**

The PRI CB&T design and implementation strategy may cover every segment of the target group and its requirements efficiently. SPRDs should take full ownership of the PRI CB&T with support from their nodal training institutions such as SIRDs and PRTIs. Under the overall leadership of the SPRDs, the SIRDs/ PRTIs may plan and deliver CB&T programmes funded by MoPR in a time bound manner through a network of training institutions in a given state, such as ETCs/PTCs.

The choice of CB&T delivery strategy revolves between the cascading mode and outsourcing (or a judicious mix of two), with the nodal state training institution playing a central role. The outsourcing approach argues for the involvement of professional service providing agencies (SPAs) as per clearly defined terms of engagement within the overall CB&T plan of the State training institutions such as SIRDs/PRTIs.

In states where there are not enough training institutions, the MoPR may create dedicated institutional architecture at state, district and sub-district levels in the shape of panchayat resource centres to provide the functional lead and to ensure effectiveness of CB&T. MoPR should also create a formal stake in the nodal State training institutions such as SIRDs/PRTIs so that it could demand action from them on the MoPR supported PRI CB&T agenda. Training institutions that come out with innovative training delivery means may be incentivized, so that fresh ideas emerge which can be replicated.

### Effectiveness and Impact Evaluation

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#### 5.1 INTRODUCTION

The PRI CB&T is expected to have an impact on ERs and PRI officials on upgrading their knowledge and skills to better perform their responsibilities, improve the functioning of the Gram Sabha and to promote the Panchayati Raj as an effective level of local government. Given the fact that every five years over three million ERs are being elected for PRIs, it becomes imperative that PRI CB&T is envisaged as a continuous ongoing process of hand holding at the work place for the entire tenure rather than as a one-time training activity. The devolution of funds, functions and functionaries differ across the states, and also election cycles vary. Therefore depending upon the election cycle, the training action plans that SPRDs have to prepare should cover every segment of the target group including first-timers, multi-timers and SCs/STs and women. ERs who are elected for the second or subsequent time in the same capacity may need only refresher courses. But training needs of those ERs who come in another capacity in their second term may vary.

#### 5.2 TRAINING ACTION PLAN

A uniform training action plan cannot be adopted across the country for every state. Therefore for effectiveness of CB&T each state has to prepare its own perspective plan considering the availability of resources, scale of the CB&T activity and delivery strategies. In principle, it is suggested that the strategic group of SPRD should prepare the training plan along with its budget for the full five years term of ERs considering the election cycle. The Action Plans should also give specific attention to SCs/STs and women ERs. The State action plans should be based on the district action plans and in turn the district training plans should be compiled based on combination of mandatory course and training needs-based courses.

#### 5.3 TRAINING NEEDS ASSESSMENT

The training content has to be based upon a rigorous Training Needs Assessment (TNA) of the targeted audience.. TNA has to precede the design and delivery of training. The TNA outputs should also be utilized to develop training modules, and delivery methodologies. Identification of training needs should not be generic in nature but more focused with reference to the specific skills required to perform the job. The needs identification should be done scientifically and the process should involve the stake holders such as officials, first-time and multi-time ERs, chairpersons etc. A proper analysis of the jobs of individual functionaries or groups is the key to the identification of training needs. Training needs assessment should be carried out at regular intervals, should coincide with election cycle and carried out every five years afresh. Adequate number of qualified and trained local resources should be developed to carry out TNA. The TNA guidelines being issued by MoPR may be used for this purpose. Continuous modifications and improvements in the training regime will have to be made in the training design based upon participant feedback.

## 5.4 CB&T EFFECTIVENESS

The Study team has observed that presently the concurrent monitoring and evaluation of PRI training programmes is limited and the impact studies are yet to be conducted. The effectiveness of PRI CB&T depends upon concurrent monitoring and impact evaluation.

Due to the wide variations in the size of the training activities, delivery strategy and availability of resources, a fixed monitoring and evaluation framework at national level may not be workable. Considering all the inputs going into CB&T system, each state needs to develop its own monitoring and evaluation system from the broad framework to be prescribed by MoPR. Monitoring and evaluation should cover all aspects of PRI CB&T from need assessment, defining course curriculum, material development, training implementation and reporting.

The purpose of monitoring of PRI CB&T is to measure and assess the CB&T processes to effectively manage the impacts and outcomes. Monitoring is the systematic collection and analysis of information as the CB&T project progresses. It is aimed at continuously improving the efficiency and effectiveness of the training. It helps to keep track of activities and help the strategic level group to know when things are not progressing as envisaged. If done properly, it is an invaluable tool for achieving the objective of local self governance. It enables MoPR/SPRDs to determine whether the available course contents, resources and delivery strategies are being used well and whether the available capacities are sufficient and appropriate.

The purpose of evaluation is to measure and assess what the SPRD has set out through CB&T projects, what is accomplished and how it is accomplished. Evaluation is the comparison of impacts of CB&T against the planned strategies. It should be done both in formative method (evaluating the activities as the process is unfolding, with the intention of improving the course contents, delivery strategy) and in summative method (drawing lessons from the completed trainings and tenures of the ERs).

The guiding document being prepared by MoPR for Monitoring & Impact Evaluation of PRI Training Program may be followed for undertaking monitoring and impact evaluation (M&IE) of CB&T activities at each level of PRI. In general, following steps may be followed by SPRD for regular monitoring and impact evaluation of PRI CB&T:

- Concurrent monitoring and impact evaluation of PRI CB&T should become a regular part of the PRI CB&T to improve quality of CB&T interventions.
- MoPR may consider empanelling agencies who could be called upon by states for M&IE work from time to time.
- SPRD may adopt structured survey questionnaires with reference to performance indicators of various factors such as quality of training kits, methodology of delivery, quality of delivery, time, cost, infrastructure etc in order to assess the impact of the training.
- Assign the data collection activity to regional, district and sub-district level training institutes immediately after the training.
- Analyze the feedback forms received from the training institutes and report the summary to the strategic level group.

- Review of CB&T of the ERs shall be a compulsory item in the agenda of Standing Committee/ General body meetings of the PRIs
- A web based tracking system needs to be put in place to track the PRI CB&T on regular basis
- The non-training interventions required shall be identified for creating an enabling environment

### 5.5 CB&T IMPACT

Impact is to have an effect that is pre-determined when choosing an initiative, to address a strategic gap/ need/ challenge identified. The MoPR may prescribe guidelines on impact assessment at a set frequency and time frame or at the end of every Gram Sabha campaign to study the impact at individual level, institutional level and on society as a whole and evaluate the knowledge and skill levels of ERs and officials in direct and indirect ways to assess the impact. Though the training is monitored and evaluated improvement cannot be planned unless the impact is assessed. Some aspects that could be assessed are:

- Whether functioning of PRIs is showing a gender perspective in all activities?
- How training has enabled more effective community participation, particularly with reference to the conduct of Gram Sabhas and Social Audit?
- How training has affected the functioning of Standing Committees in the Panchayats?
- How training has catalyzed partnering amongst functionaries, Panchayat elected representatives and people?
- How training has facilitated designing and approving participative plans including M&E of development programs?
- Quality of decisions in panchayat administration particularly compliance with statutory rules and procedures
- Improvement in accountability, in terms of responding to and addressing public grievances

### 5.6 FUNDING FOR PRI CB&T

MoPR may have a uniform CB&T not linked to any scheme such as BRGF and SGSY. The requirement of funds for each State also differs depending upon the election cycle. The CB&T funds need to be released on yearly basis by reviewing the State training action plans, delivery strategy, and networking of institutions and payment of training allowance to the ERs belonging to BPL etc. A common procedure may be adopted to release the funds to the States to implement the approved PRI CB&T. Up to 10% of training funds may be permitted to be utilized for creating required training infrastructure in SIRDs and panchayat resource centres to carry out PRI CB&T effectively.

### 5.7 CONVERGENCE OF CB&T FUNDS

- MoPR should take on the advocacy role with other central ministries on the convergence of CB&T funds under all the schemes, including advocating with them to orient the CB&T components of their respective schemes to the local governance agenda

- The training funds of line departments / flagship programmes exclusively earmarked for the orientation of PRI members need to be pooled at central and state level to be handled by the MoPR/SPRDs to avoid duplication and repetition of the trainings.
- Some partially tied funds may be provided to Gram Panchayats which can be drawn from the funds earmarked for administrative expenses under different programs/ schemes for capacity building and other permissible activities.

## 5.8 STATES TO SHARE PRI CB&T

Since the State PRDs have to take full ownership of the PRI CB&T, it is suggested that the States may share a percentage of PRI CB&T as in the case Centrally Sponsored Schemes. For this purpose States need to make sufficient provision in the State Budget by creating separate window to release matching share for the PRI CB&T.

## 5.9 COST NORMS FOR CB&T

MoPR schemes supporting CB&T should reflect realistic cost norms with flexibility to revise the same to accommodate inflationary trends.

## 5.10 PERMISSIBLE ITEMS OF EXPENDITURE FROM OUT OF PRI CB&T FUNDS

While releasing CB&T funds MoPR may indicate the purposes for which the particular installments can be utilized depending upon the approved training action plan to avoid diversion of funds. The suggested list of permissible items may include the following activities:

- Conducting TNA, development of training materials including CBTs/ Films and case studies
- Functional groups (Strategic, Tactical and Operational level ) to plan and carry out CB&T activities
- Honorarium /travel of resource persons, rent of training venue and audio-visual equipment
- Organizing exposure visits, Gram Sabha campaign, certificate courses
- Training allowance to ERs belonging to BPL including SC/ST/Women for the training days
- Incentives to PRTIs and PRIs for introducing innovations in CB&T
- Data base of ERs/support functionaries/ training institutions/ service providing agencies
- Monitoring and evaluation of CB&T activities

## 5.11 OPERATION OF TRAINING FUNDS

- It is recommended that the training fund accounts be maintained on double entry accrual based system to enable the MoPR to get a clear picture of fund utilization. This will also facilitate better budgetary controls and brings in the concept of accountability in management of training activities
- The yearly final accounts have to be submitted by State PR Department on time duly obtaining expenditure details from resource centres and other agencies.



## 5.12 CONCLUSIONS

MoPR may develop guidelines on concurrent monitoring and impact assessment. MoPR may also empanel agencies who could be called upon by states for M&E work from time to time. Concurrent monitoring and impact evaluation of PRI CB&T interventions may become a regular part of the PRI CB&T to improve quality of CB&T interventions. There should be a web-based tracking system to monitor and track the CB&T programmes on regular basis. MoPR should take on the advocacy role with other central ministries to orient the CB&T components of their respective schemes to the local governance agenda including convergence of CB&T funds under all the schemes.

### Summary

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MoPR is keen to develop new guidelines for the future PRI CB&T programmes. In this regard, the services of CGG have been engaged to review the implementation of the existing NCBF and make recommendations to MoPR for consideration. The basic objectives of the study are to address the related issues to ensure effectiveness of the PRI CB&T related interventions

#### 6.1 ISSUES FOR STUDY - KEY QUESTIONS

- How to train large numbers within a given time while ensuring quality?
- What should be the overall approach for the new guidelines such as supply / demand driven?
- What should be the course contents, duration and methodology of training?
- What should be the strategy to train the first-timers, second-timers and SCs/STs/women?
- What should be the institutional architecture at state, district and sub-district levels to plan and deliver CB&T interventions?
- How to ensure effectiveness of PRI CB&T?

To address the above issues, CGG had formed a multidisciplinary team and followed the under mentioned approach to identify the issues and gaps in implementation of NCBF. CGG in consultation with MoPR has selected four states for field study.

#### 6.2 APPROACH

- Review of the literature on PRI CB&T and identification of issues / gaps
- Preparation of field work tools and instruments and verifying status of NCBF implementation in select states
- Analysis of the findings of the field work and literature review and development of ideas on PRI CB&T approach, content development, management and delivery strategy, effectiveness and impact
- Validation of the findings through review meetings and consultation workshop
- Recommendations to MoPR for future PRI CB&T programmes, such as RGPSA

#### 6.3. KEY FINDINGS OF THE REVIEW

The review team has identified a number of issues related to the framework and its implementation like lack of capacity with most of the existing state supported training institutions, lack of infrastructure and resource persons to reach out to such a large audience, and no role clarity between SPRDs and SIRD/PRTIs. The review team also found that MoPR's NCBF is an excellent vision document for PRI CB&T but there are some issues at the conceptual and operational level. Some of them are noted below:

## Conceptual

- NCBF envisages the same training inputs to ERs in every election cycle
- It envisages about 20 days of training to all ERs in first year of elections, which seems a challenge considering the capacities of STIs
- NCBF does not provide a minimum must, which is feasible within the first year of election
- Not adequate ownership of the NCBF by SPRD or STIs
- Cost structure prescribed in the NCBF is not dynamic

## Operational

- Inadequate CB&T resources at STIs such as dedicated resource persons, infrastructure etc
- Given large numbers of ERs and the support functionaries, STIs are not able to undertake training strictly as envisaged in the NCBF
- Committees as envisaged in NCBF for training implementation not constituted
- SIRDs are overloaded by training demands from other departments
- Duplication of training and funds in sectoral trainings sponsored by different departments
- Academic / research institutions and professional organizations not involved in PRI CB&T
- Not adequate incentive for ERs to spare time for training
- Impact analysis yet to be carried out

## 6.4 KEY OBSERVATIONS OF THE FIELD WORK

### Andhra Pradesh

- The district collector has been designated as District Training Authority
- Two dedicated training managers stationed at ZP to coordinate CB&T activities
- Training infrastructure available with the line departments is being utilized
- Networked with NGOs for conducting trainings in six districts
- Gram Sabha campaigns were conducted on a large scale as part of Gram Sabha year
- SIRD is utilizing SATCOM, video conferencing and e-learning mechanism effectively

### Assam

- There is no dedicated staff to look after the PRI CB&T both at SIRD and at ETCs
- Retired officials and ERs have been engaged as resource persons
- For conducting trainings of ERs, the SIRD associated with Assam Agricultural University, Indian Institute of Rural Management
- Trainings for the PRI members were organised for a period of three-days and for the officials it was four days

- A panel of experts and different line departments were involved in designing the training material
- The SIRD has suggested that MoPR may organise regional ToT programmes

### **Maharashtra**

- Poor attendance of ERs for training, especially women
- Inadequate training infrastructure and resources at the 21 ETCs
- The State is contemplating to make the trainings mandatory for ERs
- SIRD has engaged NGOs to conduct training programs
- Officials opined that NGOs lack qualified resource persons to impart training
- NGOs informed that the financial assistance provided for training was too meagre
- Some officials felt that the current duration of 3 days was too short whereas the ERs felt it was too long
- ERs demanded sitting allowance for training
- Majority of ERs were in favour of training being imparted at village or block level than at district level.
- ERs felt that application-oriented participatory training would be more interesting

### **Chattisgarh**

- SIRD does not have dedicated resource persons to look after CB&T
- SIRD has partnered with State Literacy Mission to conduct functional literacy programmes to non-literate ERs
- SIRD informed that financial assistance provided for PRI CB&T is not adequate considering the recent inflation
- There are delays releasing BRGF training funds to the SIRD by the state
- The ERs of GPs were paid Rs 100/- as training allowance per day to compensate their one-day wage

## **6.5. COURSES CONTENT**

The following are the major gaps in existing NCBF

- NCBF does not say whether PRI CB&T is supply driven or demand driven
- Does not distinguish CB&T requirements of first-timer and multi-time ERs
- Organizing 20 days of training to all ERs may be difficult in view of large number of ERs
- Organizing functional literacy to all non-literate ERs in one month may not be possible

To plug these gaps in the existing NCBF and to ensure that the primary target of training all the ERs is achieved, CGG makes the following recommendations.

Keeping the overall perspective of PRI CB&T in view, the training Programme can broadly be divided into six training courses which include (a) mandatory courses (b) need-based courses.

- The mandatory courses should include (a) Orientation courses (b) Sectoral/thematic courses, (iii) Additional courses, (iv) Refresher courses; and the Need-Based course should include (i) Special Focus course (ii) ToT courses.
- The contents of the orientation course regarding foundation of Panchayati Raj, shall be the supply-driven part of the training. Thematic courses, special focus training and refresher courses should adopt a judicious mix of both supply driven and demand driven approaches to ensure retention of knowledge.
- TNA should be conducted for multi-time ERs, officials, chairpersons, and ERs from disadvantaged groups to plan the refresher, special focus and optional courses. The training courses need to be designed based on the TNA of the participating team.
- Ideally the three mandatory courses may be delivered in three phases within three months of elections, followed by the two need-based courses, ensuring that every year all the ERs are exposed to some kind of CB&T-related activity
- Orientation and thematic courses should be provided to all the first-time ERs and newly appointed PR officials, while making suitable provision for refresher, special focus and optional courses for specified target groups
- Number of days and the timings of the training can vary from 1 to 7 days depending upon the course and the training delivery strategy adopted by the SPRD in the respective states
- There should be special focus and priority in training SCs, STs and women as well as newly elected ERs. Training for PESA areas should be designed in line with the culture, traditions and special needs of tribal people. More days of training may be provided for SC, ST and women newly elected representatives.
- Training should be participatory and inclusive with a mix of lectures, group discussions, classroom exercises, presentations, video shows, instructional games and exposure visits.
- SPRDs need to tie up with “Saksharata Bharat Programme” of the education department on an ongoing basis to provide functional literacy training to the non -literate and semi-literates
- SPRDs may provide clear instructions to PRIs for timely nomination of trainees. The invitation letters to ERs for participation in training should be forwarded by the higher authorities of the district administration.
- The chairpersons of higher level PRIs, local members of Parliament and Legislative Assembly or some VIPs may be invited to inaugurate the training programme.
- SPRDs should ensure minimum level of learning for each trainee with expected outcomes at each of the three tiers of PRIs.
- Training Institutions dealing with CB&T should be encouraged / incentivized to come out with innovative training delivery means and training modules so that fresh ideas emerge which can be replicated following successful implementation and results.

### 6.5.1 Training Material

- Toolkits, Hand Books and manuals for training should be prepared for each category of functionaries viz., ward members, territorial constituency members and chairpersons etc, as per the requirement keeping in view the diversified characteristics of PRIs in each state.
- The material should comprise of pictures, diagrams and charts to induce the participants to think logically and be creative.
- Modules should contain proper mix of knowledge inputs, skill building and attitudinal inputs
- Small documentaries on the critical aspect of the Panchayats and its functioning may be prepared using real life experiences and dramatics/narrations.
- Success stories/case studies especially the case studies from the same state may be utilized in the training to help the participants to link with realities.

## 6.6 MANAGEMENT STRUCTURE

The following gaps were noticed with regard to training management structure and delivery strategy

- There is no management structure in place to implement PRI CB&T
- No strategy is in place as to how to train large number of ERs
- MoPR is releasing funds to SIRDs on the presumption that somehow they will organize and deliver training as envisaged in NCBF
- There is no communication between MoPR and SPRD and similarly between SPRD and STIs

For efficient implementation of CB&T programme and to attain success, there should be role clarity between SPRD and SIRD/PRTIs in Programme Management. To guide the overall PRI CB&T in the country, it is desirable to have a National Advisory Group (at MoPR level), a Strategic Group (at State PRD level), a Tactical Group (at SIRD/PRTI level) and an Operational Group (resource persons involved in direct delivery)

### 6.6.1 National Advisory Group

To guide the overall PRI CB&T in the country, MoPR may constitute an advisory group at the national level to develop vision, mission and direction for CB&T. This group needs to ensure that the MoPR-supported PRI CB&T programmes bring focus on the governance agenda rather than rural development agenda.

This group helps MoPR in developing standards and guidelines on policies on all issues concerning CB&T, training needs assessment, concurrent monitoring and impact evaluation (M&IE) and empanelling agencies who could be called upon by states for M&IE work from time to time.

### 6.6.2. Strategic Level Group

This Group determines long-term objectives to be pursued by the State for PRI CB&T and identifies the ways and means of achieving them. The strategic level group decides which activities are to be executed by the department officials, which ones to be assigned to nodal institutions such as SIRDs and which should be outsourced to service providing agencies depending upon the

resource availability of each state. Strategic Level Group is also responsible to decide which courses or contents to be delivered in the traditional face to face mode and which one to be delivered in e-learning mode using computer-based tutorials, films, distance education mode through TV/Radio/Video conference etc.

### **6.6.3. Tactical Level Group**

The tactical level groups interpret the decision taken by the strategic level group in planning and implementing PRI CB&T. The tactical level groups act as an intermediate stage between the strategic group and operational group. It co-ordinates all types of tactical activities of training such as conducting training needs assessment, curriculum development, training kits development, training evaluation, monitoring and conducting impact studies etc. The tactical level group also provides all the information, material, tools and techniques to facilitate the operational group in delivering the training. They should also select and orient the members of operational groups for conducting TNA and training delivery.

### **6.6.4 Operational Group**

The operational group consists of master trainers and trainers. The tactical group should systematically build a pool of resource persons as members of the operational group particularly drawn from the retired officials of the line departments as well as multi-time ERs and PRI chairpersons etc. These members can be engaged in training delivery as and when required by paying suitable honorarium. The membership in the group should be subjected to an annual review process. The operational group members should impart extensive training in using the tools, techniques and skills for usage of various teaching aids to deliver the contents according to the modules/courses designed for specific functionaries.

## **6.7. DELIVERY STRATEGY**

Due to large variations in the capacities of the states in handling the training and availability of physical and personnel resources, it is not practical to implement a common training delivery framework across the country. Therefore, it is recommended that the state PR departments may adopt a suitable delivery strategy depending upon the resource availability analysis of the training institutions in the States. The choice of CB&T delivery strategy may be cascading or outsourcing modes (or a judicious mix of two), with the nodal state training institution playing a central role.

### **6.7.1 Delivery strategy I-Cascading**

For training large groups of participants like ward members and other grassroots level functionaries the cascading mode of training is often the more appropriate. The operational group reaches out to these large groups of participants at various levels and trains them. The state training institutions under the direction of the strategic group should plan and deliver CB&T programmes funded by MoPR in a time-bound manner through a network of training institutions, such as ETCs/PTCs. SIRDs may also co-opt into the panel of the academic institutions, research organizations and professional agencies with necessary experience in the field for PRI CB&T in addition to the state supported training agencies for PRI CB&T. Where required, the SPRD preferably may create a



dedicated State Panchayati Raj Centre within SIRDs to provide the functional lead. MoPR may create a formal stake in the nodal state training institutions such as SIRDs/PRTIs so that it could demand action from them on the MoPR supported PRI CB&T agenda.

### **6.7.2. Delivery strategy II - Outsourcing**

If the infrastructure in SIRDs is insufficient or they are over-burdened by other government department training programmes, states may outsource training delivery. Under this strategy, the SPRD outsources/delegates the execution part of the training to the various service providing agencies (SPAs) such as government and private academic institutions, government training institutions or NGOs for conducting the CB&T activities

### **6.7.3. Delivery strategy III - Mixed**

Depending on the size and existing capacity of the states in handling the training, SPRDs can adopt one of the above strategy or combination of them as per the judgment of the strategic level group.

## **6.8. EFFECTIVENESS AND IMPACT**

The following gaps were noticed with regard to effectiveness of PRI CB&T

- There are no standard guidelines on TNA and also on concurrent monitoring and impact evaluation (M&IE)
- There are no identified agencies for entrusting training evaluation
- There is no regular concurrent monitoring and impact evaluation of PRI CB&T interventions

MoPR may develop guidelines on concurrent monitoring and impact evaluation and empanel the qualified agencies for the evaluation work from time to time. Concurrent monitoring and impact evaluation of PRI CB&T should become regular part of the PRI CB&T to improve quality of CB&T interventions. Review of CB&T of the ERs shall be a compulsory item in the agenda of Standing Committee/General body meetings of the PRIs. SPRD may frequently conduct capacity development and training audits to ensure the quality of programmes run by various institutes. The audit will help in concurrent monitoring and evaluation. It will also exert constant pressure to prove that the programmes are effective and have a cost efficient strategy.

## **6.9 FUNDING**

MoPR may have a uniform CB&T not linked to any scheme such as BRGF and RGSY. The CB&T funds need to be released on yearly basis by reviewing the State training action plans, delivery strategy, and networking of institutions and payment of training allowance to the ERs belonging to BPL etc. MoPR schemes supporting CB&T should reflect the realistic cost norms with flexibility to revise the same to accommodate inflationary trends. MoPR should take on the advocacy role with other central ministries to orient the CB&T components of their respective schemes to the local governance agenda including convergence of CB&T funds under all the schemes.

# ANNEXURES

## ANNEXURE I

### Survey Findings

#### Centre for Good Governance

#### EVALUATION STUDY ON NCBF FOR TRAINING INSTITUTES

(REF: UNDP CONTRACT-2011/56/29Nov.2011)

**Table 1: No. of proposed respondents from each study state**

Stakeholders	Level	Unit No of Respondents.	Total States/Districts/ Blocks/ GPs	Total No. of Respondents
Training Institutes	State (SIRDs)	1	1	1
	District	1	2	2
	Total			3
Facilitators	District	5	2	10
	Block	5	4	20
	Total			30
Officials	District	4	2	8
	Block	2	4	8
	GP	1	8	8
	Total			24
Elected Representatives	District (ZP)	15	2	30
	Block	10	4	40
	GP	10	8	80
	Total			150

**Table 2: Study Sample**

Stakeholders	Level	Andhra Pradesh	Assam	Chhattisgarh	Maharashtra	Total No. of Respondents
Training Institutes	State (SIRDs)	-	1	1	2	4
	District	-	1	1	-	2
	Total	-	2	2	2	6
Facilitators	District	-	-	-		
	Block	6	5	6		
	Total	6	5	6	30	47
Officials	District	3	1	-	6	10
	Block	42	2	-	5	49
	GP	46	7	6	15	74
	Total	91	10	6	26	133

Stakeholders	Level	Andhra Pradesh	Assam	Chhattisgarh	Maharashtra	Total No. of Respondents
Elected Representatives	District (GP)	3	-	1	8	12
	Block	29	12	5	14	60
	GP	52	20	65	82	219
	Total	84	32	71	104	291

Table 3 : Summary - Foundation Training of Elected Representatives

Course I(a) Foundation Training	Percentages of participants - ERs/Officials (1/2)							
	Andhra Pradesh		Maharashtra		Assam		Chhattisgarh	
	1	2	1	2	1	2	1	2
Over view of Panchayati Raj	100%	72%	100%	96%	100%	80%	100%	82%
Basic functional course, understanding accounts, social audit, RTI and PR revenue	40%	62%	-	-	48%	100%	22%	95%

Table 4 : Summary - Sectoral Training

Course II(a) & II(b) Skill Building Training	Percentages of participants - ERS/Officials (1/2)							
	Andhra Pradesh		Maharashtra		Assam		Chhattisgarh	
	1	2	1	2	1	2	1	2
Planning	90%	57%	60%	46%	80%	60%	40%	72%
Implementation	90%	28%	56%	39%	80%	60%	38%	65%
Supervision & Monitoring	85%	41%	56%	46%	72%	40%	40%	62%
Disclosures	-	11%	52%	39%	-	10%	-	15%
Accounting	85%	51%	52%	42%	45%	60%	85%	70%
Basic Computer Training	52%	14%	41%	35%	-	50%	-	90%
ICT (Specific software)	-	6%	34%	31%	-	-	-	90%

Table 5: Summary - Consolidation through interaction

Course	Percentages of participants			
Course III Consolidation through interaction	Andhra Pradesh	Maharashtra	Assam	Chhattisgarh
Gram Sabha level campaign awareness creation	-	-	-	-
Radio programmes	60%	-	78%	-
Panchayati Raj newsletters	60%	-	50%	70%
Formation of networks of Panchayati Elected Representatives				
Yearly refresher course	-	-	-	-

Course	Percentages of participants			
Visit to identify beacon panchayats	40%	-	20%	20%
Visit to Intermediate Panchayat level resource centre	-	-	-	20%
Help lines	-	-	-	-
Other information				
5/6 months time line of completion	-	44%	52%	58%
Missed training for personal reasons	38%	1%	10%	25%
Missed training due to lack of communication	5%	1%	8%	15%
Attended Sectoral training programme	68%	-	72%	66%
Attended exclusive training for SC/ST/women and on PESA	22%	-	-	-

Table 6 Responses from Resource persons

	Andhra Pradesh	Maharashtra	Assam	Chhattisgarh
Undergone preliminary screening and a rigorous orientation course	75%	73%	75%	90%
Undergone a post-orientation evaluation	46%	47%	62%	88%
Undergone the final screening test	66%	57%	66%	90%
Participated in satellite training programme for introducing the screening of films		23%	25%	100%
Attended yearly refresher courses	-	-	-	
Participated in preparing training material	-	-	-	-
Collected feedback from the trainees	100%	100%	100%	100%
Initiated action on the feedback	-	-	-	-

## ANNEXURE II (A) - QUESTIONNAIRE FOR TRAINING INSTITUTIONS

### Centre for Good Governance

#### EVALUATION STUDY ON NCBF FOR TRAINING INSTITUTES

(REF: UNDP CONTRACT-2011/56/29Nov.2011)

Part I: RESPONDENT'S DETAILS	
1. State	
2. Name of the Respondent	
3. Designation	
4. Name of the institution	
5. Are you involved in NCBF implementation?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
6. If Yes to Q. No. 5, for how many years?	
Part II: TRAINING AND RESOURCES	
7. Do you have full time managers for giving NCBF policy guidelines and implementing the training framework?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
8. Do you have a sub-committee to oversee specific aspects of NCBF programme management? For example, Committees for	<ul style="list-style-type: none"> <li>• Curriculum <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2</li> <li>• Monitoring Evaluation and Documentation <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2</li> <li>• Finance and Accounts <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2</li> </ul>
9. At district levels did you arrange:	<ul style="list-style-type: none"> <li>• Resource Centre <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2</li> <li>• Resource Persons <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2</li> <li>• Peer Groups / NGOs <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2</li> </ul>
10. If yes to Q.no 9, are they involved in:	<ul style="list-style-type: none"> <li>• Preparation of Training Material <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2</li> <li>• Design of Content <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2</li> <li>• Design of Evaluation Forms <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2</li> <li>• Post-evaluation <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2</li> </ul>
11. Do you follow the resource person selection guidelines of NCBF, i.e. Screening, Orientation and Post- orientation evaluation?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2

12. If no to Q.No. 11, what are the key hurdles?	a).  b).  c).  d).
13. How many resource persons do you have? a) State level master resource persons = b) State level master resource persons for IT = c) District level resource persons = d) NGO representatives =	
14. Generally how many field resource persons are trained by a state level master trainer?	
15. How do you decide the number of resource persons to be trained?	
16. How many ToTs are conducted per year?	
17. What is the duration of ToTs in days?	
18. Did you conduct any formal Certificate Course in Panchayati Raj?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
19. If yes to Q. No 18, how many people have taken the course so far?	
20. Is the course material and course design for the following NCBF training ready in appropriate formats? Course I(a) Course I(b) Course I(c) Course II (a) Course II (b) Course III (a) Course III (b) Course III (c) Course III (e) Course III (i)	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
21. What method was followed to prepare the training material?	<input type="checkbox"/> Based on Faculty Experience <input type="checkbox"/> Based on Previous Material <input type="checkbox"/> Based on TNA <input type="checkbox"/> External Consultant Experience <input type="checkbox"/> Based on Ncbf <input type="checkbox"/> Others (Please Specify)



22. Do you have infrastructure to conduct Satellite-based training?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
23. If yes to Q. No. 22 what is the duration of relay for each course?	
24. Do you publish any Newsletter or Magazine under the NCBF?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
25. If yes to Q. No. 24 what is the frequency of publication?	
26. Do you have any database of elected representatives, officials, resource persons, NGOs, etc. to plan the training sessions?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
27. If no to Q. No. 26 how do you plan your training programmes?	
28. Do you keep a track of state-wide training programmes of elected members, officials, resource persons, and line dept. staff?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
29. If yes to Q. No. 28 please specify how many people were trained in how many batches (category-wise) during the year 2011?	
30. Do you conduct training of elected members within 20 weeks to 40 weeks time as stipulated in NCBF?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
31. If no to Q. No. 30 what are the reasons for delays?	
32. Did you organize exclusive training programmes for SCs STs Women	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
33. Did organize any exclusive programmes for semi-literates and illiterates?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
34. If yes to Q. No. 33, what is the level of effectiveness of the programme? (Highly effective =1, effective =2, neither =3, somewhat effective = 4, not effective = 5)	1 2 3 4 5 (pl. circle)
35. Do you support the elected representatives in forming networks?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
36. Do you undertake gram sabha campaigns?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
37. If yes to Q. No 37, how do you organize such campaigns (pl. tick mark)?	Through Dept of culture <input type="checkbox"/> Through entrusted NGOs <input type="checkbox"/> Through trained teams of the institute <input type="checkbox"/> TV and Radio ads <input type="checkbox"/> Posters <input type="checkbox"/> SMS <input type="checkbox"/> Wall writing <input type="checkbox"/> Multimedia <input type="checkbox"/> If others; (Pl. specify)
38. Did you establish a helpline?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
39. If yes to Q. No. 38 at what level is it working?	State = 1 District = 2 Block = 3 Both State and District = 4
40. If yes to Q. No. 38, have you compiled FAQs for accessing helpline?	Yes =1 <input type="checkbox"/> No = 2
41. Do you have a mechanism to evaluate the effectiveness of various training programmes?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2

42. If yes to Q. No. 41 what performance indicators do you use to measure the improvement? (pl. list at least five indicators)	
<b>Part III: EXPENDITURE AND CONCLUDING COMMENTS</b>	
43. Did you receive the funds for the infrastructure as per NCBF for setting up: Satellite Studio Computer Hardware Intermediate Panchayati Resource Centre Strengthening of the institute (Pl. provide the details in Q. No. Annexure 1)	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
44. Are you receiving the funds for implementing the training programmes regularly? (Pl. provide the details in Q. No. 44 Annexure II)	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
45. Do you distribute the funds to the districts / other organizations on time?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
46. If no to Q. No. 45, what are the constraints?	
47. Is the existing funds provision meeting all your costs?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
48. Any comments on success rate of satellite programmes?	
49. Any comments on exclusive training programmes of SC/ST/Women/ illiterates?	
50. Do you see any constraints in implementing the training programmes for elected representative?	

51. Do you find any difficulty in appointing and training resource persons?
52. Do you find any limitations in implementation of the NCBF successfully?
53. Final comments, if any.

**PI. Note :** Obtain separate details for each fund BRGF/RGSY

Q. No. 43 - Annexure I - Capital Expenditure - BRGF/RGSY			
	Item	Lump sum 1st year	
1.	Satellite studio		
	Satellite receiving stations		
	Miscellaneous civil works		
	Total for Satellite training		
2.	Cost of installation of computers in panchayats		
3.	Setting up of panchayat resource centers		
4.	Strengthening of the SIRDs/ETCs		

**PI.Note :** Obtain separate details for each fund = BRGF/RGSY

Q. No. 44 Annexure II - Revenue expenditure for implementing NCBF / RGSY				
S.No	Item	Number	Unit cost 1st year	Unit cost 2nd year onwards
1a	Induction Course for master resource persons			
1b	Refresher course for resource person	-		
1c	Visit to beacon Panchayats			
1d	Certificate Course			
2	I(a): Foundation Course			
3	I(b): Basic Functional Course			
4	I(c): Functional Literacy Course			
5a	II(a): Sectorally Focused Training Programme			



**ANNEXURE II (B)****Questionnaire for Elected Representatives****Centre for Good Governance****EVALUATION STUDY ON NCBF FOR PANCHAYATI RAJ ELECTED REPRESENTATIVES****(REF: UNDP CONTRACT-2011/56/29Nov.2011)**

<b>Part I : DETAILS OF THE MEMBER</b>		
1.	State	
2.	District	<input type="checkbox"/> BRGF =1 <input type="checkbox"/> RGSY =2
3.	Block/Mandal	
4.	Gram Panchayat	
5.	Name of the Respondent	
6.	Gender	<input type="checkbox"/> Male = 1 <input type="checkbox"/> Female = 2 <input type="checkbox"/> Other = 3
7.	Caste	<input type="checkbox"/> SC = 1 <input type="checkbox"/> ST = <input type="checkbox"/> 2 BC = 3 <input type="checkbox"/> OBC = 4 <input type="checkbox"/> General = 5 <input type="checkbox"/> Others = 6
8.	Educational Qualifications	<input type="checkbox"/> Graduate and above = 1 <input type="checkbox"/> High School and above = 2 <input type="checkbox"/> Primary and above = 3 <input type="checkbox"/> Semi-literate = 4 <input type="checkbox"/> Illiterate = 5
9.	Category	<input type="checkbox"/> CZP=1 <input type="checkbox"/> ZPTC = 2 <input type="checkbox"/> MPP = 3 <input type="checkbox"/> MPTC = 4 <input type="checkbox"/> Sarpanch = 5 <input type="checkbox"/> Ward Member = 6
10.	Can you	<input type="checkbox"/> Read = 1 <input type="checkbox"/> Write = 2 <input type="checkbox"/> None = 3
11.	What are your IT skills	<input type="checkbox"/> Send- receive e-mails = 1 <input type="checkbox"/> browse/operate the net = 2 <input type="checkbox"/> PR specific page = 3 <input type="checkbox"/> Prepare documents = 4 <input type="checkbox"/> None = 5
12.	Month and Year of Election	
13.	Were you a member of PRI earlier in any capacity?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2
14.	For how many years in all have you been an elected member?	
15.	If yes to Q. No. 13, mention in which capacity	<input type="checkbox"/> CZP=1 <input type="checkbox"/> ZPTC = 2 <input type="checkbox"/> MPP = 3 <input type="checkbox"/> MPTC = 4 <input type="checkbox"/> Sarpanch = 5 <input type="checkbox"/> Ward Member = 6
16.	Did you attend any training program after your election?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2 (If yes, which of the following and when)

Part II : TRAINING CONTENT AND PHASING OF TRAINING PROGRAMME PLEASE TICK [✓] MARK THE COURSE ATTENDED, MONTH AND YEAR OF ATTENDANCE		
17 (a)	Training I Foundation course: Month: Year	<input type="checkbox"/> Over view of Panchayati Raj = 1 <input type="checkbox"/> Basic functional course, understanding accounts, social audit, and PR revenue = 2 <input type="checkbox"/> Basic functional literacy course for semiliterate / illiterate members =3
7 (b)	Training II Sectorally focused Month: Year:	Skill building for : <input type="checkbox"/> Planning = 1 <input type="checkbox"/> Implementation = 2 <input type="checkbox"/> Supervision and monitoring =3 <input type="checkbox"/> Disclosures = 4 <input type="checkbox"/> Accounting = 5 <input type="checkbox"/> Basic computer training = 6 <input type="checkbox"/> ICT (specific software) = 7 <input type="checkbox"/> Others = 8 :
17 (c)	Training III Consolidation through interaction and networking Month: Year:	<input type="checkbox"/> Gram Sabha level campaign awareness creation = 1 <input type="checkbox"/> Panchayati Raj TV programme = 2 <input type="checkbox"/> Radio programmes, = 3 <input type="checkbox"/> Panchayati Raj Newsletters = 4 <input type="checkbox"/> Formation of networks of Panchayati Elected Representatives = 5 <input type="checkbox"/> Yearly refresher course = 6 <input type="checkbox"/> Visit to identify beacon panchayats = 7 <input type="checkbox"/> Visit to Intermediate Panchayat level resource centre = 8 <input type="checkbox"/> Help lines = 9 <input type="checkbox"/> Certificate course = 10 <input type="checkbox"/> Others = 11
18.	How many days have you undergone total training programmes?	
19.	Was the training conducted within 5/6 months of elections?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2
20.	If you have missed any training programmes what was the reason?	<input type="checkbox"/> Personal reasons = 1 <input type="checkbox"/> Not intimated in time = 2
21.	(a) Where did you undergo training? (b) Name the organization which imparted training?	
22.	Did you get any training material?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
23	How is the presentation of material in the Hand Book ?	Language <input type="checkbox"/> Simple = 1 <input type="checkbox"/> Complex = 2 Pictorial <input type="checkbox"/> Yes = 1 <input type="checkbox"/> No =2 Q & A Format <input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2 Relevance to function <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2

Part II : TRAINING CONTENT AND PHASING OF TRAINING PROGRAMME PLEASE TICK [✓] MARK THE COURSE ATTENDED, MONTH AND YEAR OF ATTENDANCE		
24.	What was the mode of training given?	<input type="checkbox"/> Satellite = 2 <input type="checkbox"/> Interactive=1 <input type="checkbox"/> Both = 3 <input type="checkbox"/> Others = 4
25.	Did you attend any of the sector specific training programmes?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2
26.	If yes to question No. 23 please tick [✓] which of the following <input type="checkbox"/> Sarva Siksha Abhiyan = 1 <input type="checkbox"/> Swarna Jayanthi Grameen Swarozgar Yojana = 2 <input type="checkbox"/> Mid day meal scheme = 3 <input type="checkbox"/> Indira Awas Yojana = 4 <input type="checkbox"/> Total Literacy Campaign = 5 <input type="checkbox"/> Pradhan Mantri Gram Sadak Yojana = 6 <input type="checkbox"/> Drinking water mission = 7 <input type="checkbox"/> Rajeev Gandhi Grameen Vidyutikaran Yojana = 8 <input type="checkbox"/> Total sanitation campaign = 9 <input type="checkbox"/> National Rural Health Mission = 10 <input type="checkbox"/> Tribal sub-plan = 11 <input type="checkbox"/> Integrated child development scheme = 12 <input type="checkbox"/> Haryali = 13 <input type="checkbox"/> National Rural Employment Guarantee Scheme = 14 <input type="checkbox"/> Watershed schemes - Agriculture Ministry =15 <input type="checkbox"/> Various schemes of industry and rural business = 16 <input type="checkbox"/> Remote village electrification = 17 <input type="checkbox"/> Any other scheme = 18?	
27	Did you attend any of the following exclusive training programmes for?	<input type="checkbox"/> SC / ST = 1 <input type="checkbox"/> PESA = 2 <input type="checkbox"/> Women = 3 <input type="checkbox"/> None = 4
28	Did you attend any specific functional literary programme (Question for illiterates/ semi illiterates only)?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2
29 .	If yes to Q. No. 28, now can you?	<input type="checkbox"/> Read = 1 <input type="checkbox"/> Write = 2 <input type="checkbox"/> Both = 3



Part III : Consolidation of Training		
30.	How are you undergoing and creating continuous learning programme in your GP/ Mandal/ ZP?	<input type="checkbox"/> Gram Sabha campaign=1 <input type="checkbox"/> TV channels=2 <input type="checkbox"/> Radio Programmes=3 <input type="checkbox"/> PR Newsletter/Magazine=4 <input type="checkbox"/> None = 5
31.	At what frequency you attend the programme?	<input type="checkbox"/> Gram Sabha campaign <input type="checkbox"/> TV channels <input type="checkbox"/> Radio Programmes <input type="checkbox"/> PR Newsletter/Magazine
32.	Is there a dedicated telephone line in your in Gram Panchayat as a helpline?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2
33.	If yes to Q. No. 32 is it used by you or people in your GP?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2
34.	What is the level of satisfaction from the information received from helpline? (Highly satisfactory =1 satisfactory = 2 Not sure 3 Somewhat satisfactory = 4, Not satisfactory =5)	1 2 3 4 5 (Pl circle)
35.	Did you visit any Beacon panchayats ?	<input type="checkbox"/> Within district = 1 <input type="checkbox"/> Other districts = 2 <input type="checkbox"/> Other states = 3 <input type="checkbox"/> None = 4
36.	Is there an established Panchayat Resource centre in your mandal / block?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2
37.	If yes to Q. No. 36, how frequently you approached the resource centre?	<input type="checkbox"/> Frequently = 1 <input type="checkbox"/> Sometimes = 2 <input type="checkbox"/> Never = 3
38.	Does any NGO/SHG/CBO participate in your Gram Sabhas?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2 39.
39.	How satisfied are you with the information/ suggestions given to you by the resource centre? (Highly satisfactory =1, satisfactory = 2, not sure 3, somewhat satisfactory = 4, not satisfactory =5)	1 2 3 4 5 (Pl circle)
40.	Did you ever participate in the planning process of your village	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No=2
41.	Did you attend any social audit under NREGS?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No =2
42.	Are you associated with any network such as Yuva Shakti or Mahila Shakti Abhyan?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No =2
43.	How frequently do you apply for information under RTI?	<input type="checkbox"/> Frequently=1 <input type="checkbox"/> Sometimes=2 <input type="checkbox"/> Never =3
44.	Have you undergone any refresher course?	<input type="checkbox"/> Yes <input type="checkbox"/> No

Part IV Application of Training (Qtns. for president/mukhya/surpanch only)		
45.	How did you utilize the learning in your working area?	<input type="checkbox"/> Conducting meetings = 1 <input type="checkbox"/> Mobilizing resources = 2 <input type="checkbox"/> Utilizing various RD schemes for village dev. = 3 <input type="checkbox"/> Maintaining better relation with officials = 4 <input type="checkbox"/> Mobilizing people = 5
46.	If there has been no learning what are reasons for not implementing the learnings in your day to day working?	<input type="checkbox"/> No practical application of training <input type="checkbox"/> Variation between act of provisions and implementation <input type="checkbox"/> Structural constraints <input type="checkbox"/> Non-cooperation of line dept. <input type="checkbox"/> Non-release of allocated funds <input type="checkbox"/> Training is knowledge-based but not skill-based <input type="checkbox"/> Others
47.	Do you have any comments on the type of training programme? For example, a). Arrangements at the training venue were satisfactory <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2 b). Where did you stay at the intervening nights <input type="checkbox"/> Trg. Inst. Hostel = 1 <input type="checkbox"/> Home =2 <input type="checkbox"/> Others=3 c). Who bore the cost of traveling and stay <input type="checkbox"/> Self = 1 <input type="checkbox"/> Training Institute = 2 d). If self, what was the cost incurred :	
48.	What learnings have you implemented in your Panchayat /Mandal / ZP?	
49.	Any other suggestions?	

**ANNEXURE II (C)****Questionnaire for PR Officials****Centre for Good Governance****EVALUATION STUDY ON NCBF FOR OFFICIAL FUNCTIONARIES****(REF: UNDP CONTRACT-2011/56/29Nov.2011)**

<b>Part I : Introduction</b>		
1.	State	:
2.	District	: <input type="checkbox"/> BRGF =1 <input type="checkbox"/> RGSY =2
3.	Block/Mandal	:
4.	Gram Panchayat	:
5.	Name of the Respondent	
6.	Gender	<input type="checkbox"/> Male = 1 <input type="checkbox"/> Female = 2 <input type="checkbox"/> Other = 3
7.	Educational Qualifications	
8.	Designation and Department	
9.	Did you attend any training of the trainings mentioned in Q. No.10 below and when?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2 (If yes, which of the trainings from Q. No. 10 did you attend after 2007)
<b>Part II : Training ( Please tick [✓] mark the course attended, month and year of attendance )</b>		
10 (a)	Training I Foundation course Month: Year: No. of days :	<input type="checkbox"/> Over view of Panchayati Raj = 1 <input type="checkbox"/> Basic functional course, understanding accounts, social audit, RTI and PR revenue = 2
10 (b)	Training II Sectorally focused Month: Year No. of days:	Skill building for : <input type="checkbox"/> Planning = 1 <input type="checkbox"/> Implementation = 2 <input type="checkbox"/> Supervision and monitoring =3 <input type="checkbox"/> Disclosures = 4 <input type="checkbox"/> Accounting = 5 <input type="checkbox"/> Basic computer training = 6 <input type="checkbox"/> ICT (specific software) = 6 <input type="checkbox"/> Others = 7 :
11.	If you have missed any training programmes what was the reason?	<input type="checkbox"/> Personal reasons = 1 <input type="checkbox"/> Not intimated in time = 2
12.	Where did you undergo training?	
13.	Name the organization which imparted training:	
14.	Did you get any training material	: <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2

Part II : Training ( Please tick [✓] mark the course attended, month and year of attendance )		
15.	How is the presentation of material in the Hand Book: Language <input type="checkbox"/> Simple = 1 <input type="checkbox"/> Complex = 2 Pictorial <input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2 Q & A Format <input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2 Relevance to function <input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2	
16.	What was the mode of training ?	<input type="checkbox"/> Satellite = 2 <input type="checkbox"/> Interactive = 1 <input type="checkbox"/> Both = 3 <input type="checkbox"/> Others = 4
17.	If you belong to line department how did the training help you? ( please tick mark the appropriate function)  <input type="checkbox"/> Understanding the role of PRI = 1 <input type="checkbox"/> Role of line Dept. in planning process = 2 <input type="checkbox"/> To act as a resource person = 3 <input type="checkbox"/> Specify if others = 4	
18.	Did you attend any of the sector specific training programmes?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2
19.	If yes to question No. 18 please tick [✓] which of the following <input type="checkbox"/> Sarva Sikha Abhyan = 1 <input type="checkbox"/> Swarna Jayanthi Grameen Swarozgar Yojana = 2 <input type="checkbox"/> Mid day meal scheme = 3 <input type="checkbox"/> Indira Awas Yojana = 4 <input type="checkbox"/> Total Literacy Campaign = 5 <input type="checkbox"/> Pradhan Mantri Gram Sadak Yojana = 6 <input type="checkbox"/> Drinking water mission = 7 <input type="checkbox"/> Rajeev Gandhi Grameen Vidyutikaran Yojana = 8 <input type="checkbox"/> Total sanitation campaign = 9 <input type="checkbox"/> National Rural Health Mission = 10 <input type="checkbox"/> Tribal sub plan = 11 <input type="checkbox"/> Integrated child development Scheme = 12 <input type="checkbox"/> Haryali = 13 <input type="checkbox"/> National Rural Employment Guarantee Scheme = 14 <input type="checkbox"/> Watershed schemes - Agriculture Ministry = 15 <input type="checkbox"/> Various Schemes of industry and rural business = 16 <input type="checkbox"/> Remote village electrification = 17 <input type="checkbox"/> Any other scheme = 18	

20.	Did you attend any of the following exclusive training programmes for?	<input type="checkbox"/> SC / ST = 1 <input type="checkbox"/> PESA = 2 <input type="checkbox"/> Women = 3 <input type="checkbox"/> None = 4
<b>Part III : Consolidation of Training</b>		
21.	Is there an established Panchayat Resource centre in your mandal / block?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No
22.	If yes to Q. No. 21, what is your role in the Panchayat Resource Centre?	<input type="checkbox"/> Resource person = 1 <input type="checkbox"/> Help to prepare plan = 2 <input type="checkbox"/> Handhold in GP in preparing plan = 3 <input type="checkbox"/> No role = 4 <input type="checkbox"/> Other roles = 5 (specify)
23.	How satisfied are you with the functioning of your resource centre? (Highly satisfactory =1, satisfactory = 2, not sure 3, somewhat satisfactory = 4, not satisfactory =5)	1 2 3 4 5 (pl circle)
24.	Did you ever participate in the planning process in the village? (Highly satisfactory =1, satisfactory = 2, not sure 3, somewhat satisfactory = 4, not satisfactory =5)	1 2 3 4 5 (pl circle)
25.	How satisfactory is the line department support in terms of devolved functions? (Highly satisfactory =1, satisfactory = 2, not sure 3, somewhat satisfactory = 4, not satisfactory =5)	1 2 3 4 5 (pl circle)
26.	Did you attend any social audit under NREGS?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2
<b>Part IV Application of Training</b>		
27.	How did you utilize the learning in your working area?	<input type="checkbox"/> Conducting meetings = 1 <input type="checkbox"/> Mobilizing resources = 2 <input type="checkbox"/> Utilizing various RD schemes for village development = 3 <input type="checkbox"/> Maintaining better = 4 relation with officials <input type="checkbox"/> Mobilizing people = 5
28.	If the learning's are not utilized in your working area what are the reasons?	<input type="checkbox"/> No practical application of training <input type="checkbox"/> Variation between act of provisions and implementation <input type="checkbox"/> Structural constraints <input type="checkbox"/> Non- cooperation of line dept. <input type="checkbox"/> Non release of allocated funds <input type="checkbox"/> Training is knowledge-based but not skill-based <input type="checkbox"/> Others

29	As a consequence of this training do you strongly agree =1, agree = 2, no comments 3, somewhat agree = 4, Donot agree =5 that	
a)	Your understanding of your roles and responsibilities has improved?	1 2 3 4 5 (pl circle)
b)	Your ability to provide technical support to your colleagues has improved?	1 2 3 4 5 (pl circle)
c)	Your ability to provide advice and /or emotional support to people seeking support from development scheme has improved?	1 2 3 4 5 (pl circle)
d)	Your ability to implement development schemes and overcome problems has improved?	1 2 3 4 5 (pl circle)
e)	Your performance in terms of responding and addressing public grievances has improved?	1 2 3 4 5 (pl circle)
f)	Performance of panchayat and Gram Sabha in terms of decision making have improved?	1 2 3 4 5 (pl circle)
30.	Do you have any comments on the type of training programme? For example,	
a).	Arrangements at the training venue were satisfactory? <input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2	
b).	Where did you stay at the intervening nights? <input type="checkbox"/> Trg. Inst. Hostel = 1 <input type="checkbox"/> Home =2 <input type="checkbox"/> Others=3	
c).	Who bore the cost of traveling and stay? <input type="checkbox"/> Self = 1 <input type="checkbox"/> Training Institute = 2	
d).	If self, what was the cost incurred :	
31.	What learnings have you implemented in your Panchayat /Mandal / ZP?	
32.	Any other suggestions?	

## ANNEXURE II (D)

### Questionnaire for Resource Persons

#### Centre for Good Governance

#### EVALUATION STUDY ON NCBF FOR RESOURCE PERSONS

(REF: UNDP CONTRACT-2011/56/29Nov.2011)

Part I Introduction		
1.	Name of the State	
2.	Name of the District	
3.	Name of Block/Mandal	
4.	Name of G.P.	
5.	Name of the Respondent	
6.	Gender	<input type="checkbox"/> Male = 1 <input type="checkbox"/> Female = 2 <input type="checkbox"/> Others = 3
7.	Educational Qualification	
8.	Designation	<input type="checkbox"/> SIRD Faculty = 1 <input type="checkbox"/> ETC faculty = 2 <input type="checkbox"/> Master resource person = 3 <input type="checkbox"/> Master resource person IT = 4 <input type="checkbox"/> Resource person = 5 <input type="checkbox"/> NGO = 6
Part II Training and Resources		
9.	What level resource person are you?	<input type="checkbox"/> State = 1 <input type="checkbox"/> Dist. = 2 <input type="checkbox"/> Sub-District. = 3 <input type="checkbox"/> Line dept. staff = 4
10.	Have you undergone the following resource person selection process?	Preliminary screening <input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2 A Rigorous orientation course <input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2
11.	How many days induction course have you undergone?	
12.	Have you undergone the final screening test?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2
13.	How many training programmes have you conducted so far?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2
14.	Have you conducted any sectorally focused training programmes?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2
15.	If yes to Q.No.14 please name the programmes?	
16.	Do you participate in satellite training programme for introducing the screening of films?	<input type="checkbox"/> Yes = 1 <input type="checkbox"/> No = 2



Part II Training and Resources		
17.	Do you participate in discussions/ activities of the satellit based training?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
18.	Did you participate in ToT programme ?	
19.	If yes to Q.No 18 what was the duration of the training programme?	
20.	Have you undergone yearly refresher courses?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
21.	Is the training kit sufficient to handle the Training course?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
22.	Do you participate in preparing training modules and material?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
23.	Do you collect the feedback from the trainees?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
24.	To whom do you submit your feedback of trainees?	<input type="checkbox"/> SIRD =1 <input type="checkbox"/> Extension Training Centre (ETC) = 2
25.	Do you initiate any action on the feedback?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
26.	Are you satisfied with facilities provided at the training venue?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
27.	Do you find the trainees attending all the sessions of the course?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
28.	If No, to Q.No. 27 what are the probable reasons?	
29.	Did you understand the overall provisions of National Capability Building Frame work ?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
30.	If no. to Q.No 29, what provisions do you want to understand?	
31.	Are you able to devote required time to participate in capacity building activities of PR functions?	
32.	Do you find the exclusive training programmes for SC/ST/ Women is being conducted effectively?	Yes =1 <input type="checkbox"/> No = 2
33.	Do the training venues have the following infrastructure in terms of accessibility and availability: Availability of KU band Teaching Aids Accommodation facility Vehicle for exposure visits Water availability Electricity	Yes =1 <input type="checkbox"/> No = 2 Yes =1 <input type="checkbox"/> No = 2 Yes =1 <input type="checkbox"/> No = 2 Yes =1 <input type="checkbox"/> No = 2 Yes =1 <input type="checkbox"/> No = 2 Yes =1 <input type="checkbox"/> No = 2
34.	Are you paid any honorarium for conducting training?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
35.	Was the money released to you in time to organize the training programme as resource person?	<input type="checkbox"/> Yes =1 <input type="checkbox"/> No = 2
36.	Any suggestion for improvement of training course design and implementation?	

### ANNEXURE III

#### Approved Minutes of the Progress Review Meeting held on 28.02.2012 regarding the NCBF

##### REVIEW ASSIGNMENT

A Progress Review Meeting of the NCBF Review assignment was held under the chairpersonship of Mr. Ashok Kumar Angurana Additional Secretary (MoPR) on 28th February 2012 at MoPR Jiwan Prakash Building, New Delhi. The following officers also attended the meeting:

Smt. Rashmi Shukla Sharma, Joint Secretary, MoPR

Sri Sanjeev Sharma, National Project Manager, CDLG Project

Ms. Ritu Mathur, Programme Analyst, UNDP

Sri Mohd. Taqiuddin, Additional Director General, CGG

At the very outset, Mr. Angurana AS(MoPR) requested Ms. Rashmi Shukla Sharma JS(MoPR) to throw some light on the broad contours of the Rajeev Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) being developed by MoPR so that the work undertaken to review the current NCBF could support and enrich the RGPSA guidelines. Ms. Sharma shared her thoughts on the Draft RGPSA guidelines. It was noted that the NCBF Review report would be recommendatory in nature and all the recommendations would be finalized by competent authorities at MoPR after necessary consultations with states.

After Ms. Sharma shared her thoughts, Mr. Angurana invited Sri Mohd Taqiuddin to make a presentation on the progress of the NCBF Review assignment. Sri Taqiuddin shared CGG's findings from the field work and observations that could inform the new framework for guiding and enriching future Capacity Building and Training (CB&T) of the Panchayati Raj Institutions (PRIs).

The following points were discussed during the meeting with the understanding that they should inform the contents of the new document that would guide and support the MoPR's PRI CB&T programmes in future:

- Since MoPR is currently developing a new scheme under the title Rajiv Gandhi Panchayat.
- Sashaktikaran Abhiyan (RGPSA) for the holistic developing of PRIs, the new guidelines to support PRI CB&T that would replace the current NCBF should be in line with RGPSA.
- The new guidelines on PRI CB&T should also include the philosophy of providing value-based training to PRI Elected Representatives (ERs) and officials and cover all aspects of CB&T.
- State Panchayati Raj Departments (PRDs) should take overall leadership of the PRI CB&T in partnership with the nodal State Training Institutions such as SIRDs and PRTIs, preferably by creating a dedicated State Panchayati Raj Center (SPRC) within SIRDs to provide the functional lead.
- State PRDs should maintain a database of ERs along with information on the training programmes they attended.

- Minimum level of learning (MLL) should be ensured for each trainee with expected outcomes at each of the three tiers of PRIs.

PRI CB&T should include a. Mandatory Courses and b. Need-based Courses. The mandatory courses should include 1. Orientation Courses, 2. Sectoral/Thematic Courses, 3. Additional Courses, 4. Refresher Courses and the Need-based course should include 1. Special Focus Courses and 2. Optional Courses. The content details for each course are indicated under the heading Training Courses in the following pages.

- Ideally the three mandatory courses should be delivered in three phases within three months of elections, followed by the two need-based courses, ensuring that every year all the ERs are exposed to some kind of CB&T related activity.
- PRI CB&T should have special focus on the disadvantaged groups such as SC, ST, OBC, and women with BPL background, who should be provided some financial incentive (to compensate the wage loss) to attend the CB&T programmes.
- State PRDs should tie-up with the State Education Department on an ongoing basis to provide functional literacy training to the illiterate and semi-literate elected representatives, ensuring forward and backward linkages.
- ERs requiring functional literacy related assistance should be provided special orientation for awareness creation through multi-media format before they are sent for literacy courses.
- Orientation and thematic courses should be provided to all the first time ERs and newly appointed PR officials, while making suitable provision for Refresher, Special Focus, and Optional courses for specified target groups.
- Training Needs Assessment (TNA) should be conducted for multi-time ERs, officials,
- Chairpersons and ERs from disadvantaged groups to inform the Refresher, Special Focus and Optional courses.
- Refresher, Special Focus and Optional courses should adopt a judicious mix of both supply driven and demand driven approaches to ensure retention of knowledge.
- States should systematically build a pool of PRI CB&T resource persons for the State, district and sub-district level, particularly drawing from the existing experience of retired officials as well as multi-time ERs and chairpersons etc. MoPR should take lead in developing National Level Resource Persons.
- Appropriate institutional architecture should be created at national, state, district and sub-district levels to ensure effectiveness of CB&T. While MoPR is working on the National Center for Local Governance (NCLG) to be located in the NIRD campus, dedicated State Panchayati Raj Centers (SPRC) could be set up within SIRDs followed by dedicated institutions for PRI CB&T at the district level.
- Review of progress of CB&T of the ERs should be a compulsory item in the standing committee / general body meetings of respective PRIs.
- Concurrent monitoring and impact evaluation of PRI CB&T interventions should become regular part of the PRI CB&T planning and delivery to improve quality of CB&T interventions.

- To guide CB&T implementation and periodically review the progress, there should be coordination committees at national (MoPR) and state (PRDs/SIRDs/PRTIs) levels.

## TRAINING COURSES

### Course I - Orientation Course (Mandatory)

**Target Group:** For all the first time ERs and newly appointed PR officials

**Proposed Duration:** 3 days

**Content:** Panchayati Raj with reference to the 73rd Constitution Amendment and State PR Acts & Rules, Roles and Responsibilities of ERs at all levels, Panchayat Accounts, revenue and budgets, Gram Sabha with specific reference to Social Audit and RTI and the disadvantaged communities

**Note:** Further details on defining the target group (with or without special needs), training duration, timing, sequencing of course content, and delivery method (face-to-face) will be developed.

### Course II - Sectoral/Thematic Course (Mandatory)

**Target Group:** For all the first time ERs and newly appointed PR officials

**Proposed Duration:** 3 days

**Content:** Decentralized planning, flagship programs, central and state schemes which are implemented in the state

**Note:** Further details on defining the target group (with or without special needs), training duration, timing, sequencing of course content, and delivery method (face-to-face) will be developed.

### Course III - Additional Training Course (Mandatory)

**Target Group:** Additional courses for Chairpersons, Standing Committee Members and Executive Officers of PRIs

**Proposed Duration:** 1 to 3 days

**Content:** Leadership role, governance issues with reference to inclusive development and social justice, gender, record maintenance, preparation and implementation of plans, supervision of Panchayats, accounts and audit etc.

**Note:** CB&T training delivery should make use of variety of engaging tools such as use of documentary films, talks by experts, panel discussions and outreach on mobile phones by providing some alerts.

### Course IV- Refresher Course (Mandatory)

**Target Group:** For all the multi-time ERs in the first year of elections and for the first time ERs from second year onwards

**Proposed Duration:** 1 to 3 days

**Content:** The content of the refresher courses should be developed based on the TNA of the ERs and officials. The delivery method should include workshops, exposure visits, e-learning tools, video conferencing etc.

**Note:** CB&T training delivery should make use of variety of engaging tools such as use of documentary films, talks by experts, panel discussions and outreach on mobile phones by providing some alerts.

### **Course V- Special Focus Course (Optional)**

**Target Group:** For select ERs and Officials based on their indicated interest and preferences

**Propose Duration:** 3 to 7 days

**Content:** Special courses relating to planning, education, health, environmental management (water conservation, watershed management, waste management, etc), livelihood (agriculture, horticulture, animal husbandry, fishery, etc), micro-enterprises (small businesses)

**Note:** In addition to standard delivery approaches, these courses could include a choice of short-term certificate courses.

### **Course VI- Training of Trainers (Optional)**

**Target Group:** Resource Persons (RPs) from the governmental training institutions or service providing agencies (SPAs)

**Propose Duration:** 3 days

**Content:** Planning and Delivery of PRI CB&T in a time-bound manner and as per pre-decided quality standards.

**Note:** Depending upon the choice of strategy, a given state will either have to prepare trainers from their training institutions or from the SPAs to orient them to the planning and delivery of PRI CB&T in the state, with special focus on the disadvantaged groups such as women/SC/ST/OBCs.

**Next Course of Action:** In the light of the discussion points mentioned above, the CGG team would work towards the following:

- CGG will prepare the first draft report based on the insights developed during the field work and the aforementioned points and submit the first draft report to MoPR by end April 2012 for comments.
- A revised draft report will be presented in a National Workshop to be organized at CGG by inviting select national and state training institutions such as SIRDs/PRTIs to take their feedback. After incorporating the feedback, the second draft would be prepared by mid-May 2012.
- The second draft would be submitted to MoPR and, if required, it would be presented before SPR and other MoPR officers for their comments.
- After incorporating the comments, the final report/ PRI CB&T guidelines would be prepared and submitted to MoPR for potential adoption by end of May 2012.

## ANNEXURE - IV

### **Minutes of the National Level Consultation Workshop held on 13.06.2012 at CGG, Hyderabad to review the draft NCBF review report**

A consultation workshop was organised by the Centre for Good Governance (CGG), Hyderabad on 13.6.2012 to review the draft NCBF review report and develop specific ideas and make suggestions. The list of officers who participated in the workshop along with the programme schedule is enclosed in the Appendix.

At the very outset, Dr. Phani Kumar, IAS, Director General, CGG welcoming the participants expressed his pleasure that the draft NCBF review report prepared by CGG will be reviewed by the learned participants present in the workshop. He was also thankful to MoPR for assigning this responsibility to CGG. He informed that Sri Mohd. Taquiuddin, Additional Director General, CGG would present the findings of the NCBF review during the course of the day. He said this document would not have been possible without the help of professors and directors of SIRDs of those states that were selected for the purpose of conducting the survey. He called upon the participants to critically analyse the draft report and requested them to come out with necessary suggestions and modifications to the draft.

He then handed over the session to Sri Sanjeev Sharma, National Project Manager, CDLG project. Sri Sanjeev Sharma made a presentation prepared by the ministry in the year 2008 on the NCBF objectives, requested the participants to introspect on the extent of achievement of NCBF objectives and asked them to focus on bringing out the gaps in the framework and issues in its implementation while reviewing the draft report prepared by CGG.

Then, Mr. Mohd. Taquiuddin, ADG, CGG made a comprehensive presentation on the draft NCBF review report. The participants decided to do chapter-wise review of the report and made the following suggestions on the PRI CB&T.

1. SPRDs need to take full ownership of the PRI CB&T with support from their nodal training institutions such as SIRDs and PRTIs.
2. MoPR-supported PRI CB&T programmes may focus more on the governance agenda rather than rural development agenda.
3. Institutional strengthening is the key to move forward on the PRI CB&T agenda. This could be achieved by systematic contribution of MoPR towards the strengthening of infrastructure as well as human resources of the State training institutions such as SIRDs/PRTIs or those further below at the district and sub-district levels.
4. MoPR may create a formal stake in the nodal State training institutions such as SIRDs/PRTIs so that it could demand action from them on the MoPR-supported PRI CB&T agenda.
5. To guide the overall PRI CB&T in the country, it is desirable to have a National Advisory Group (at MoPR level), a Strategic Group (at State PRD level), a Tactical Group (at SIRD/PRTI level) and an Operational Group (resource persons involved in direct delivery).

6. A few chairpersons of PRIs and presidents of the local Government associations may also be made members of the strategic level group on a rotation basis. The State PR Department may decide on the list of special invitees to be the members of the tactical level group.
7. The data base of newly elected ERs need to be collected by the State PR Department immediately after elections from the State Election Commission and updated periodically for planning CB&T activities.
8. MoPR may have a uniform CB&T not linked to any scheme such as BRFG and SGSY. A common procedure may be adopted to release the funds preferably directly to State PR Department/ State Institute of Rural Development. Up to 10% of training funds may be permitted to be utilized for creating required training infrastructure in SIRDs and panchayat resource centers to carry out PRI CB&T effectively.
9. Since the State PR Departments have to take full ownership of the PRI CB&T, it is suggested that the States may share a percentage of PRI CB&T as in the case of Centrally Sponsored Schemes. For this purpose States need to make sufficient provision in the State Budget by creating a separate window to release matching shares for the PRI CB&T.
10. The entire responsibility of providing functional literacy to non-literate ERs should not be left with SIRDs. The department of adult education should design and organize the functional literacy program of ERs in consultation with SIRDs. The list of non-literate ERs should be shared with SPRD, SIRDs and the education department to plan functional literacy programs.
11. To orient the chairpersons and the Panchayat secretaries to use Information Technology in Citizen Centric Services, they may be given appropriate training on Information and Communication technology (ICT) under PRI CB&T.
12. MoPR may develop guidelines on concurrent monitoring & impact evaluation and empanel agencies for the evaluation work from time to time.
13. General training may be provided to all ERs as well all training material should have a gender perspective.
14. The Gram Panchayat Elected Representatives attending the training programmes need to be incentivized in the shape of some training allowance or sitting fees.
15. It was suggested to make course III as a part of course I and make course V mandatory instead of optional. Similarly in place of “courses” it was suggested to name them as “Modules”.



## Appendix -1

**List of the participants of the  
Consultation Workshop held on 13.06.2012 at CGG, Hyderabad  
to review the draft NCBF Review Report**

SI No	State	Name	Designation& Institution
1.	Andhra Pradesh	Dr.Phani Kumar, IAS	Director-General Centre for Good Governance, Hyderabad.
2.	New Delhi	Mr. Sanjeev Sharma	National Project Manager - CDLG MoPR UNDP - New Delhi
3.	NewDelhi	Mrs. Swati Dogra	Resource Person Decentralization Community, Solution Exchange-UNDP, New Delhi
4.	Jharkhand	Mr. Deepankar Srijan	Senior Faculty SIRD- Jharkhand
5.	Madhya Pradesh	Mr. Nilesh Parikh	Director Mahatma Gandhi State Institute of Rural Development, Adhartal, Jabalpur
6.	Sikkim	Mr. H.K. Sharma	Addl.Secy, Sikkim
7.	Kerala	Dr. M. Retna Raj	Senior Faculty, KILA, Kerala
8.	Maharashtra	Dr. K.B. Lavekar	DDG & Director SIRD, Maharashtra
9.	Karnataka	Mr. S.A Ashraful Hasan,	Director State Institute for Rural Development Mysore
10.	Odisha	Mr. Saroj Dash	Deputy Director, SIRD, Odisha
11.	Rajasthan	Dr. Anita	Professor(PRI-Training) & OIC UN Projects, SIRD- Rajasthan
12.	Tamil Nadu	Dr. A.Arputharaj	Sr. Lecturer , SIRD, Tamil Nadu
13.	Andhra Pradesh	Prof. R.Suryanarayana Reddy	Centre-Head,CDPA, AMR-APARD, Hyderabad
14.	Andhra Pradesh	Mr. Mohd.Taqiuddin	Addl.Director General- Centre for Good Governance
15.	Andhra Pradesh	Mrs. S.Sarada Devi	Program Manager - Centre for Good Governance
16.	Andhra Pradesh	Mrs. Nayana Renu Kumar	Sr.Knowledge Manager - Centre for Good Governance
17.	Andhra Pradesh	Mr. Manas Ranjan Kar	Knowledge Manager- Centre for Good Governance
18.	Andhra Pradesh	Mr. Pavan Kumar	Knowledge Manager- Centre for Good Governance

## Appendix -2

**Consultation Workshop**  
**NCBF Review undertaken by CGG Hyderabad**  
**Gol-MoPR-UNDP CDLG Project**  
**13-14 June 2012; Venue: Centre for Good Governance, Hyderabad**

Time	Activity	Session
Day I: June 13, 2012: Inaugural Session		
0930-1000hrs	Registration	CGG Team
1000-1020hrs	Welcome Address and Opening Remarks	Mr. Phani Kumar, Director General, Centre for Good Governance, Hyderabad
1020-1045hrs	NCBF Review Assignment Overview	Mr. Sanjeev Sharma, National Project Manager, MoPR-UNDP CDLG Project
1045-1100hrs	Tea / Coffee Break	
Technical Session: Chair - Director General, CGG / National Project Manager-CDLG Project		
1100-1300hrs	Presentation of the Draft NCBF Review Report, followed by open discussion	Mr. Taquiuddin, ADG, Centre for Good Governance (CGG) Hyderabad
1300-1400hrs	Lunch Break	
1400-1600hrs	Expert Group Review of the draft NCBF report.	
1600-1730hrs	Presentation of specific ideas and suggestions by the participants	
Day II: June 14, 2012: Field Visit		
Start 1000hrs	Visit to Gram Panchayat / AMR-APARD	

**ANNEXURE - V****Minutes of the Meeting held by Mr. Ashok K Angurana Additional Secretary (MoPR) & National Project Director (NPD) MoPR-UNDP CDLG Project on 17th July 2012, MoPR, New Delhi**

Under the chairpersonship of Mr. Angurana AS (MoPR)&NPD MoPR-UNDP CDLG Project, the NCBF Review report was presented by Mr. Taqiuddin, Deputy Director General (DDG) Center for Good Governance (CGG) Hyderabad on 17th July 2012 in MoPR Library, Jeevan Prakash Building, Kasturba Gandhi Marg, New Delhi. The meeting was attended by Mrs. Rashmi Sharma JS(MoPR), Mr. PK Bhatnagar US(MoPR), Mr. Sanjeev Sharma NPM, CDLG Project, and Mr. Rajesh Kumar, Project Associate, CDLG Project. The following may be noted:

1. Mr. Taqiuddin DDG(CGG) made a detailed presentation which included slides on the objectives of the assignment, methodology and tools adopted, desk and field work undertaken, and the chapter-wise contents of the report, with reference to various meetings and presentations made during the process of the assignment, which included an inception meeting on 9th Dec 2012, progress review meeting on 28th February 2012, consultation workshop on 13-14 June 2012, and the presentation of the revised report at MoPR on 17th July 2012.
2. Since in the progress review meeting on 28th February 2012 it was decided to make the NCBF review report as recommendatory, the same was followed strictly. Taking note of the PRI CB&T challenge in the country and the MoPR's RGPSA programme which is in the last stages of development, the recommendations of the NCBF Review report on PRI CB&T included those concerning a) need for targeted approach to PRI CB&T, b) need-based course contents, c) multi-layered planning and management structures (from policy to implementation on the ground), d) delivery strategies, e) effectiveness and impact, were largely appreciated.
3. JS(RSS) informed that as mentioned in the draft RGPSA guidelines the CB&T part of the programme would be implemented as per the NCBF, which may be revised by MoPR and it may incorporate recommendations of the NCBF Review report prepared by CGG. In this context, Mr. Taqiuddin (CGG) was asked to align the NCBF review report with the RGPSA guidelines: a copy of latest version of the same was shared with him. JS(RSS) added that she would like to go through the report in detail and share her comments shortly.

As follow-up action, Mr. Taqiuddin DDG(CGG) was asked to revise the report by incorporating the comments received during the meeting. These included minor revisions and detailing, and also aligning the contents with the RGPSA guidelines appropriately, thereafter, submitting the final report. MoPR will appropriately incorporate the recommendations of the NCBF Review report in the revised NCBF.

## ANNEXURE VI


### References

1. [http://pri-resources.in/OverView/NCBF\\_Report\\_02-01-10.pdf](http://pri-resources.in/OverView/NCBF_Report_02-01-10.pdf)
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#### Panchayats & Accountability and Transparency

Regular Gram Sabha meetings to discuss all issues concerning the local community and development.



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CDLG Project

☐ National Level Institutions

☐ State Level Institutions

#### Highlights

- Capacity Building Programme, District Umaria, Madhya Pradesh (2012)
- Status Report: PRI Capacity Building & Training (CB&T) in India (2011)
- Mid-Term Evaluation of Rashtriya Gram Swaraj Yojana (RGSY) (2011)

#### Key Events

- A Consultation Workshop: Review the Draft M&E Guide and TNA Guide, July 23-24, 2012
- Regional Workshops (2011): PRI CB&T-Planning & Delivery, May-June 2011

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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, academics programmes, and other useful links.

**Government of India**  
**Ministry of Panchayati Raj**

Developed under the MoPR-UNDP Capacity Development for Local Governance (CDLG) Project