National Capability Building Framework

for Panchayati Raj Elected Representatives and Functionaries

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Ministry of Panchayati Raj
Government of India
www.panchayat.gov.in

Foreword

1. Capacity building of elected Panchayat representatives and officials is a cornerstone to empower Panchayats and ensure the effective functioning of local government institutions. The issue was discussed at the Seventh Round Table of the State Ministers of Panchayati Raj at Jaipur, Rajasthan in December 2004. Subsequently, Ministry of Panchayati Raj (MoPR) prepared a National Capability Building Framework (NCBF) in July 2006, which outlines a comprehensive approach with overall objectives to enable elected Panchayat representatives to upgrade their knowledge and skills to better perform their responsibilities, orient the officials to become more effective technical advisors and implementers of ideas emerging from elected representatives, improve the functioning of the Gram Sabha as an important institution of local decision making, and finally to sensitise 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.

2. 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. It suggests training programmes in a range of areas, including Centrally-Sponsored Schemes (CSS), clearly indicating the duration, sequencing and target category with indicative timelines for completion of the training programmes, norms for strengthening the training related infrastructure and pedagogical software.

3. Since then, MoPR has made several efforts to assist states in working out the modalities of their capacity building and training plans, sourcing funds and implementing the capacity building under various MoPR programmes such as Backward Regions Grant Fund (BRGF), Rashtriya Gram Swaraj Yojana (RGSY), Panchayat Mahila Evam Yuva Shakti Abhiyan (PMEYSA) and Rural Business Hubs (RBHs). However, the performance in implementing capacity building efforts has been uneven across states. Efforts generally continue to be intermittent and discontinuous with one-off training programmes consisting of routine lectures by inadequately equipped resource persons. Some states though, have prepared plans in accordance with the template provided in the NCBF, have not been able to implement them as per the schedule. In many states, the continuing aspects of training and handholding, such as setting

up of helplines, newsletters and functioning of intermediate Panchayat-level resource centres have not taken off.

4.   Some concerns and issues in this endeavour of capacity building 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?

5.   In a meeting held on the subject on 1-2 December 2008 with the States, State Institutes of Rural Development (SIRDs) and other stakeholders, following recommendations were made:

- Revitalise SIRDs: Committee of MoPR, Ministry of Rural Development (MoRD), Ministry Urban Development (MoUD) etc. be constituted for suggesting necessary measures.
- Network National Institute of Rural Development (NIRD), SIRDs and other training institutions through a sustainable mechanism for identifying 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.
- Formal certification in the domain of Panchayati Raj.
- Coordination between SIRDs and Department of Space to overcome hurdles in the implementation of SATCOM.
- All training perspective plans to be updated and annual implementation plan worked out.
- Known training experts assigned to relatively lagging states.
- For continuous training of 32 lakh elected representatives and 10 lakh official functionaries, alternatives to the present system to be found urgently.
- 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.

6.   Efforts for capacity development are also being made under the UNDP-supported project titled "Capacity Development for Local Governance (CDLG)" that has both national and state-level focus. The project supports

facilitating policy dialogues and sharing of best practices, strengthening and networking capacity building and training institutions, policymakers, law makers and Panchayati Raj (PRIs), systematising information on the available training materials and trainers, supporting action research and publishing of key documents, and exposure visits, etc. The project particularly focuses on implementation of the NCBF in select seven states: Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Orissa, Rajasthan, and Uttar Pradesh.

7.   We hope that various efforts of this Ministry would strengthen capacity building and training related initiatives in the country to further improve the overall functioning of PRI.

A.N.P. Sinha
Secretary (PR)
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Contents

Abbreviations

AWW	Anganwadi Workers
BRGF	Backward Regions Grant Fund
CBO	Community-Based Organisation
CDLG	Capacity Development for Local Governance
CSS	Centrally-Sponsored Schemes
IAY	Indira Awas Yojana
ICDS	Integrated Child Development Services
ICT	Information and Communication Technology
ISRO	Indian Space Research Organisation
MoPR	Ministry of Panchayati Raj
MoRD	Ministry of Rural Development
MoUD	Ministry of Urban Development
NCBF	National Capability Building Framework
NIC	National Informatics Centre
NIRD	National Institute of Rural Development
NPP	National Panchayat Portal
NYKS	Nehru Yuva Kendra Sangathan
PESA	Panchayat (Extension to Scheduled Areas) Act, 1996
PMGSY	Pradhan Mantri Gram Sadak Yojana
PMEYSA	Panchayat Mahila Evam Yuva Shakti Abhiyan
PRA	Participatory Rural Appraisal
PRI	Panchayati Raj Institution
RBH	Rural Business Hub
RGSY	Rashtriya Gram Swaraj Yojana
SC	Scheduled Castes
SGSY	Swarnajayanti Grameen Swarozgar Yojana
SHG	Self-Help Group
SIRD	State Institute of Rural Development
ST	Scheduled Tribes

Chapter 1

Introduction and Basic Principles Underlying the Framework Design

1.1 Introduction

1.1.1 The Constitution provides for the devolution of powers and responsibilities to Panchayats including the 29 matters listed in the Eleventh Schedule. Most states have enacted State Panchayati Raj Acts and Rules, in which they have indicated subjects with regard to which functions would be devolved to Panchayats. However, effective devolution has still to be accomplished, primarily through a process of activity mapping to ensure the concomitant and simultaneous devolution of functions, funds and functionaries to Panchayats at all three levels. The greatest challenge facing all stakeholders is to ensure the capability of Panchayats to effectively perform the responsibilities entrusted to them. The absence of training continues to be used as an alibi for non-devolution of functions, or for disempowering Panchayats, despite the well-grounded fact that the exercise of responsibilities is, in itself, the optimal mode of training.

1.1.2 Effective implementation of the provisions of Part IX of the Constitution will require building Panchayat capability in the fullest sense. This would encompass training, provision of adequate functionaries, technical assistance and a host of other support to Panchayats. The Seventh Round Table of State Ministers of Panchayati Raj held at Jaipur in December 2004 adopted several action points related to the subject of training and capacity building of elected representatives and officials of Panchayats at all levels. These action points provide the underpinnings for the design of a National Capability building Framework (the Framework) for Panchayati Raj elected representatives and Functionaries, which is aimed at comprehensively building effective and sustainable capability of all stakeholders in Panchayati Raj, particularly elected representatives, office bearers such as Presidents, Vice Presidents (Sarpanches and Upa-sarpanches), Chairpersons of Standing Committees and officials connected with subjects devolved to Panchayats under state legislations.

1.1.3 The overarching objective of the Framework is to achieve the goal of Panchayats becoming institutions of self-government, in the letter and spirit of Part IX of the Constitution. The implementation of the Framework is aimed at creating a groundswell in favour of democratic devolution to PRIs. The Framework aims to break through the deadlock of whether capacity building should precede devolution of functions, funds and functionaries.

1.2 Objectives of the National Framework

The NCBF has four basic objectives:

1.2.1 It aims at enabling Panchayat elected representatives to upgrade their knowledge and skills to better perform their responsibilities towards the Panchayat. In particular, it aims to expose them to the modalities of implementing several programmes equitably, particularly cutting across the inequalities of caste and gender. Programmes under the Framework will enable a Panchayat's elected representatives to comprehend their own situations and find answers to their problems through the medium of the Panchayati Raj system. It will enable them to think constructively, in terms of small but significant actions they can take or facilitate others to take. It will also equip them with the operational skills required for day-to-day performance of executive duties of the Panchayat.

1.2.2 Key officials associated with the functions devolved to Panchayats and who are working under or closely with them require appropriate orientation so as to effectively serve and facilitate the Panchayats in the performance of devolved functions. On the one hand, these officials represent a vast pool of detailed technical knowledge pertaining to the departments they serve and therefore, can play a important facilitatory role in advising Panchayat elected representatives and imparting to them their wisdom and on the other, these officials also would greatly benefit by imbibing lessons drawn from the grassroot-level experiences of elected representatives, who will bring to mutual interactions their significant local knowledge of ground-level nuances. The Framework aims to: (i) equip these officials better to function as technical advisors and trainers; and (ii) orient them to respect, be more receptive and learn from the ground-level experience of elected Panchayat representatives.

1.2.3 The Framework aims at improving the vigour of practice of grassroot-level democracy through promoting the effective functioning of the Gram Sabha. This will provide space for the community, particularly the poor, to assert their demands through participative planning, to monitor the implementation of such plans and to hold their Panchayat to account through the instrumentalities of the Right to Information and social audit.

1.2.4 The Framework would include special efforts to sensitise the media, political parties, representatives in the legislatures, civil society organisations and citizens looking at Panchayati Raj as an effective level of local government.

1.3 Basic Principles Underlying the Framework

The Framework is grounded on the following basic principles:

1.3.1 Framework implementation is a continuous and sustained process. Capability building cannot remain limited to a few erratic and non-regular episodes of training. It is a multi-faceted exercise aimed at promoting effective functioning of Panchayats, of which training is but one facet, which must be periodically repeated as a longer and continuous process of transformation and development with the active participation of all the stakeholders involved.

1.3.2 The focus of training under the Framework is not upon information alone. It is a process of exploration, discovery and growth; a process in which trainers and participants are involved in a common inter-learning situation, where both are enriched.

1.3.3 Training cannot provide readymade answers to all problems. Trainers do not need to fill every gap, answer every question, plan every event and deal with every problem, but must provide space and time for trainees to reflect on and analyse their situation, and seek solutions to their problems.

1.3.4 Mutual learning, assimilation and retention to meet diverse requirements happens best in an environment which:
- uses several modes so as to sustain interest;
- is non-hierarchical and non-threatening, encouraging people to be active in an informal atmosphere;
- where trainers are not lecturers, but facilitators, friends and counsellors, who can evoke and stimulate thinking and accept criticism from the trainees;
- promotes and facilitates the individual's discovery of personal potential and capabilities;
- recognises peoples' right to sometimes make mistakes;
- accepts differences;
- encourages openness, self and mutual respect;
- encourages togetherness among learners; and
- brings trainees and trainers closer.

1.3.5 All participants in the Panchayati Raj system bring with them well-honed knowledge about grassroot reality experience and native wisdom, which must be respected and should constitute the base for their further learning. There are various sections that need specialised training, such as Scheduled Castes (SCs), Scheduled Tribes (STs), and women. Members of SC/ST communities, women and marginalised groups should invariably be given special attention

in all training efforts. No member can be, even inadvertently, scorned or maligned on account of his/her social and economic background.

1.3.6 Participatory approaches reduce stress and enhance effectiveness. Therefore, the training programme should be designed to ensure participation of all members – not just a talkative and domineering few – through activities that are interesting and relevant, that provide scope for thinking and doing, involve creativity and arouse curiosity, and also provide mental exercise and the right degree of challenge.

1.3.7 The training team should comprise a group of like-minded individuals, selected for their commitment to secular values and principles. The training team should be objective and non-judgemental in outlook, a group with whom the trainees can feel free to communicate without fear of ridicule. The training team should function as facilitators, friends and counsellors, who can evoke and stimulate thinking and accept criticism from the trainees.

1.3.8 The processes and logistics of the framework must be convenient and relevant to the ground reality of elected representatives. It must enable Panchayat members, particularly women and representatives of disadvantaged groups, to understand within their own context how to increase their overall exposure, learning and comprehension through regular participation in these training programmes.

1.3.9 The programme must aim at maximum initial coverage within a limited period of time, so that all stakeholders can quickly settle down to play their roles and commence their work.

1.3.10 Training for Panchayat (Extension to Scheduled Areas) Act, 1996 (PESA) should be designed in keeping with the cultural traditions and special needs of tribal people.

1.3.11 The Framework has to constantly develop and evolve on the basis of regular impact assessment. Training must become a two way process so that feedback is ploughed into reforming of content and process of training. In turn, this should yield systemic changes in Panchayat and government functioning.

1.4 The Stakeholders

The Framework is targeted to reach the following stakeholders:

1.4.1 Elected Panchayat Representatives
There are about 22 lakh representatives elected to the three levels of Panchayats. These comprise Ward Members and Territorial Constituency Members, those elected

to leadership positions as Presidents (Sarpanchas, Mukhiyas, Adhyakshas) or Vice-Presidents (upa-Sarpanches, upa-Mukhiyas, Upadhyakshas) and Chairpersons of Standing Committees.

1.4.2 Officials Working with Panchayats

It is estimated that there are about eight lakh key officials at various levels, who deal with or work under the Panchayats. Most of them are poorly trained through their line departments, which often do not keep aside enough funds for the purpose. They require orientation training that is primarily aimed at inculcating the right mindset amongst them towards Panchayat members, so as to foster a more harmonious relationship and for them to realise the opportunities presented by Panchayats. The main categories of such officials are as follows:

- Panchayat Secretaries
- Junior Engineers
- Anganwadi Workers (AWWs)
- Primary Health Workers
- Public Health Workers
- Panchayats' own employees such as bill collectors and clerks
- Agricultural Extension officials
- Teachers and Education Administration Workers.

1.4.3 Pressure Groups within the Gram Sabha

These include Self-Help Groups (SHGs) and community-based organisations (CBOs).

1.4.4 Elected Representatives and Officials of Higher Levels of Government

Officials and elected representatives of professional cadres such as engineers and doctors need to be sensitised to become facilitators of Panchayats. There is also a strong need to sensitise policymakers such as MLAs, MPs, political leaders and media to ensure that they provide a nurturing environment for the growth of Panchayats.

Chapter 2

Components and Logistics of Framework

2.1 Introduction

Capability-building of stakeholders in the proper implementation of Panchayati Raj cannot be treated as an isolated training exercise. The rightful position of Panchayati Raj as a potent instrument of rural local self-government aimed at decentralised planning and implementation, will need to permeate all capabilit building initiatives. This is particularly important as Panchayati Raj is an important cornerstone of governance reform. Keeping in mind this background, the Framework aims at segregating the training content and phasing the training programme into three parts, the details of which are given in Table 1 below.

Table 1

	Theme	Description of the manner of interaction	Area covered in brief	Category covered	Duration	Timeline for completion
Part I	**Building the right mindset for implementa-tion of Panchayati Raj and learning basic functions**	Course 1(a): Foundation Course	Overview of Panchayati Raj	Elected Panchayat representatives: about 22 lakh Panchayati Raj Officials: about 8 lakh	4 days	Within 20 weeks of election
		Course 1 (b): Basic Functional Course	Internal Housekeeping, including understanding accounts, Social Audit, Right to Information, Panchayat revenues	Elected leaders of Panchayats at all levels and Chairpersons of Standing Committees (5 per Panchayat): About 10 lakh: Panchayati Raj Officials; about 5 lakh	4 days	Within 20 weeks of election. (Including foundational course, each office bearer would undergo 8 days of training)
		Course 1(c): Functional Literacy Course	Give those who need to an exposure to functional literacy	Illiterate or semi-literate elected representatives (about 8 lakh people)	One month, or as required, preferably at the village level itself.	6 months

Part II	Basic skill building for planning and implementa-tion	Course II(a): Sectorally focused training programme	Coverage of core functions of Panchayats aimed at improving capacities to deliver services and development programmes	Elected Panchayat representatives: about 22 lakh Officials associated with Panchayati Raj: about 8 lakh	At least 6 days (2 phases of 3 days each)	Within 40 weeks of election
		Course II(b): Computer Training	Training in basic computer skills and selected software for Panchayat level training	At least 2 persons per Panchayat: about 5 lakh	At least 6 days, with local handholding from the resource centre	Within 52 weeks
Part III	Consolidation through interaction and networking	III(a): Gram Sabha level campaigns	Awareness creation	Gram Sabhas, NGOs, SHGs and CBOs	At least 3 days a week	Coverage of all Gram Panchayats at least once a year
		III(b): Panchayati Raj TV channel and radio programmes		People at large	At least 3 days a week	All-India coverage
		III(c): Panchayati Raj Newsletter		Panchayati Raj members and individual subscribers	Once a month	All Panchayats
		III(d): Formation of networks of Panchayat elected representatives	Experience sharing	Elected Panchayat representatives: about 22 lakh		Within the first year after election
		III(e): Yearly refresher course		Elected Panchayat representatives: about 22 lakh	At least 4 days	Once a year for remaining 4 years
		III(f): Visits to identified 'beacon' Panchayats	On the site training	At least 10 lakh elected leaders of Panchayats	At least one full day each, excluding travel	At least two exposure visits every year
		III(g): Intermediate Panchayat level Resource Centres	Daily assistance to support Panchayat-level planning and implementation	Elected Panchayat representatives: about 22 lakh	Every working day	To commence by 20 weeks, when members have finished Part I training
		III(h): Helplines			16 hours a day, every working day	
		III(I): Certificate courses	More intensive and academic study	Interested stakeholders	6-month course	For about 100 persons per state

2.2 Part I: Description of Courses Comprising Part 1 of the Framework

Part I comprises a group of courses aimed at giving each participant a basic grounding in Panchayati Raj and skills required to get started. Part I would also build the receptivity required for effective assimilation of Part II. The details of the courses that comprise Part I are given below.

2.2.1 Course I(a): Basic Foundation Course: Building the right mindset for implementation of Panchayati Raj

It is essential that everybody involved in Panchayati Raj, be they elected Panchayat representatives or officials at any level are fully conversant and believe in the ideals that underlie it. The bane of Panchayati Raj as implemented currently is that it is often perceived as either an inconvenience coming in the way of development, to be tolerated or sidestepped, or agencies that can be somehow 'involved' in development driven from the top. While Panchayats can indeed add value in the implementation of programmes, their primary position is as institutions of self-government, with as much constitutional validity as other levels of government and requiring the same role clarity and autonomy to function within their designated spheres. Course I(a) is aimed at building the right mindset of all concerned on the aims and objectives of implementing Panchayati Raj and its broad spirit. Apart from imparting knowledge, it is designed to enable participants to reflect on and understand the strengths and weaknesses in implementing Panchayati Raj. The overall approach is that as participants discuss and critically analyse the present, they gain a sense of optimism and confidence that changes are possible through Panchayats.

2.2.2 Course I(b): Basic Functional Course: Equipping all Panchayat office bearers and officials with basic 'start-up' skills

The basic functional course will cover the same areas as the foundation course. This intensive special training is for elected leaders of Panchayats at all levels and Chairpersons of Standing Committees, who will be called upon to separately attend these courses, apart from the foundation course. The emphasis will be on the nitty gritty of functioning, such as sanctioning of works, signing of bills, maintenance of accounts and other executive skills necessary for office bearers to function. The course will also cover the functional and operational aspects of conducting Gram and Ward Sabhas, decentralised planning, reviewing of implementation and preparation and forwarding of utilisation certificates.

2.2.3 Course I(c): Functional Literacy Course

For those Panchayat members who need it, a functional literacy course shall be undertaken immediately after the elections. This course would primarily be run through voluntary effort of the local community, where locally available literate people are co-opted as resource persons to conduct functional literacy classes for Panchayat members. It is envisaged that the Nehru Yuva Kendra Sangathan (NYKS),

linked with the Panchayati Raj system through the Yuva Shakti Abhiyan, would spearhead this effort.

2.2.4 Responsibilities in designing the detailed curriculum for Part I

The curriculum for the three courses that comprise Part 1 of the Framework will cover the design aspects of Panchayati Raj, from the nationally common aspects such as constitutional position, through State-wise variations in the locally relevant nuances of local implementation. It will therefore, meet certain broad standards, while also retaining a high degree of local flexibility. The extent of commonality and local variation would depend on the course concerned. In operational terms, this would translate into the following:

(a) A minimum core curriculum common across the states, designed at the national level

(b) State-level curriculum, which expands on the core, particularly concentrating on the policy and approach of the state concerned to Panchayati Raj (such as the extent of devolution of functions to Panchayats)

(c) A local (district) level design, that looks at the particular concerns of the district concerned.

Part I design will call for a close coordination between various stakeholders. An activity mapping, giving the details of the responsibilities of the Central Government, State Governments and District Training Team (including NGOs and CBOs) in preparing the curriculum, as also the details of the curriculum itself, in respect of Part I is indicated in Table 2.

2.2.5 Training methodologies of Part I and logistics for implementation

2.2.5.1 The magnitude of the implementation of Part I is unprecedented – nearly 35 lakh people will be involved in it, either as trainers or trainees, or both. All would need to be covered within six months at the most (20 weeks for Courses I(a) & I(b) and 26 weeks for Course I(c)). Having considered the large target group and the tight timelines, the logistics dictate: (a) a mechanism of large scale rollout, such as satellite or distance training; and (b) intensive local support and facilitation, through face-to-face participatory training. Combining a distance mode, based on common films and presentation alternated with local discussions, interactive sessions and followed by question and answer sessions over satellite carries the following advantages:

(a) It allows broad standardisation of content, at the state-specific level.

(b) It allows for wide dissemination and rapid coverage.
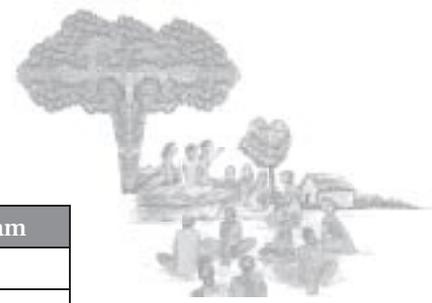
Table 2

Central Government	State Government	District Training Team
Course I(a) & I(b) (Foundation Course and Basic Functional Course)		
a. Preparation of basic material covering the nationally common aspects of Panchayati Raj (i) Constitutional provisions regarding Panchayati Raj and the current position, particularly with reference to the RT Action points (ii) Principles of secularism, equality and human rights emanating from the Constitution of India (iii) General awareness of gender equity and social justice (iv) Status of human development (v) Poverty alleviation (vi) Participatory planning (vii) Implementation and monitoring (viii) Right to information and transparency, and social audit (ix) Importance of regular conduct of Gram Sabha b. Comparative position of states in the implementation of Panchayati Raj c. Basic awareness of the funds that are destined to go to Panchayats from the Government of India d. Basic overview of Panchayat-level financial management, including maintenance of accounts e. Awareness of the importance of own revenues of Panchayats and the need to collect them f. Awareness of the provisions of PESA	Salient features of the State Panchayati Raj Act and rules and regulations covering Panchayati Raj Overview of the status of human development in the state, inter-alia, covering gender equity, social justice and poverty alleviation State-specific details regarding participatory planning, particularly the broad approach to district level planning and consolidation of plans into the district-level plan Elements of implementation and monitoring of programmes Overview of states' approach to right to information, transparency and social audit State-specific provisions relating to Panchayat-level maintenance of accounts State-specific details of own resource management and accounting State-specific details of relevant rules such as delegation orders, PWD code, rules of countersignature, treasury code etc.	Details of the implementation of Panchayati Raj within the district (such as the number of members, their qualifications, etc.) Answering district-specific queries relating to planning and implementation Overview of sectoral implementation of programmes in the context of the district Role of Panchayats in promoting equity Micro Planning at the level of each Panchayat, in the building up of the district plan Techniques of Participatory Rural Appraisal (PRA) exercises

Course I(c): Functional Literacy Course

Basic materials on literacy, as designed for the National Literacy Mission. Designs etc. prepared by the NYKS	State-specific material on literacy	District-level materials prepared for the literacy programme

(c) Local interaction can adapt the message conveyed over the introductory satellite based session into locally relevant lessons and exercises.

(d) Sharing of problems through the interactive mode builds a feeling of community among participants even though they are not face-to-face. and

(e) Satellite training costs are also kept low, as Panchayat members do not have to travel very far to the site of training.

The details are as follows:

2.2.5.2 Interactive satellite training

Interactive satellite-based training uses a dedicated satellite channel (provided by the Indian Space Research organisation or ISRO) for beaming programmes to specified centres for being viewed by trainees. Each reception centre is also equipped with a talk back facility (either through telephone connection or on the satellite channel itself), which enables trainees to ask questions to resource persons located at the central studio. Replies given by such studio-based resource persons can be heard over the entire network. Satellite transmission, when combined with face-to-face participatory training methodology, provides an intermixed programme combining the triggers provided by a central audio-visual programme, with facilitation provided by appropriately oriented resource persons at the local training centres. Large numbers of trainees can be rapidly and effectively covered through this composite approach. Training can also be locally focused according to the group's needs. Training can start with the sharing of experiences amongst the participants in group discussions. Sessions can be interesting and retain attention, with inclusion of games, exercises, pictures related to day-to-day life of the Panchayats, and elsewhere in related fields, so as to make it more interesting and with a more enduring impact. Keeping in mind these advantages, the Framework aims to cover all states with the infrastructure required for satellite training, which essentially would comprise satellite studios and reception centres (televisions, satellite dishes, telephones, uninterrupted power supply systems and miscellaneous civil works).

2.2.5.3 Local face-to-face training

All basic training for Gram Panchayat elected representatives and officials ought to be held, as far as possible, within the same Block/Intermediate Panchayat area in which the Gram Panchayat is located. Such training could make use of the existing network of Extension Training Centres within the Block, as already provided by the government. Local infrastructure such as school buildings or community centres could be used for holding training.

The local face-to-face training would be through resource persons specially oriented for the purpose. In order to ensure complete participation and attention, it is proposed to engage five resource persons for every training session. The strength of each classroom session is proposed to be limited to 20 participants at a time. Based on these calculations, the number of resource persons required has been worked out to 30,000. Details are given in Chapter 3.

2.2.5.4 Combining satellite and face-to-face training

A suggested pattern of combining distance satellite transmission with local training facilitated by local resource persons is described below in Table 3.

Table 3

Activity	Agency	Responsibilities of authorities concerned
Introduction to the film	Resource persons at the training centres	Resource persons at training centres make a brief introductory statement about the film, or conduct an introductory activity without pre-empting what is in the film.
Screening the film	Satellite transmission	The film is screened through the satellite centre. Resource persons at training centres ensure that the TV set is switched on 5 minutes before satellite transmission for viewing the film.
General Responses	Resource persons at the training centres	The first 5-10 minutes after the film is screened is for participants' general responses. Resource persons at the training centre can invite participants to individually identify 3-5 of the most significant statements or scenes from the film and share these in a small group. This can be followed by a plenary, wherein participants would discuss themes identified by them. This provides an opportunity for participants to turn over the film in their minds, to let it sink in and take root.
Facilitated discussion/ activities	Resource person at the training centres	Each film comes with a training package, including a set of topics or activities to be facilitated by resource persons to encourage the participants to go beyond the film and to think of steps they might take in their own circumstances. Resource persons are also given techniques to nudge discussion in certain directions. Games and activities can be taken up to retain interest.
Question-Answer session	Satellite transmission	Participants can ask the panelists at the SATCOM studio questions or discuss ideas that may have emerged during the general responses and facilitated discussions. Panelists could also initiate discussion on 2-3 issues.

2.2.5.5 Training in mixed groups

While training each category separately makes for easier design of the training programme, the advantages of training in mixed groups justify the effort involved. With adequate care taken to ensure full participation, training different stakeholders together builds relationships between them in a non-threatening and informal atmosphere and can dispel preconceived notions that each have about the other. Training of officials with Panchayat members is essential to dispel misgivings

regarding their role vis-a-vis Panchayat members, a fear that they will be subject to oppressive and indecisive oversight by Panchayats, and a fear of being accountable to a much greater level. It is envisaged that both Courses I(a) and I(b) will be of mixed groups of elected representatives and officials. Special orientation courses would be arranged for such workers simultaneously with the orientation course for elected Panchayat representatives. Other mixed groups could also be created for combined training, as follows:

(a) Second-term members and members of beacon Panchayats
Panchayat members elected for a second tenure, and those from Panchayats which have a track record of efficient functioning will be identified for this programme. The overall objective is to provide for Panchayat representatives to (a) share their experiences of good practices; and (b) network with each other with a view to develop a common pool of knowledge. Such training could also include field visits.

(b) Joint training of GP Sarpanches and Secretaries
The GP Sarpanches are usually responsible for: (a) passing bills before payments are made; (b) checking measurements of any public work before the measurement is accepted for payment; (c) according administrative sanctions for development works; (d) ensuring proper executive and financial management of the Gram Panchayat; and (e) signing cheques jointly with the Secretary for fund withdrawal. Gram Panchayat Secretaries are responsible for: (a) proper custody of records and properties; (b) clearing audit objections; (c) preparing and placing budget; and (d) supervising the work of the GP staff. Joint training for GP office bearers and Secretaries will enable them to understand their mutual responsibilities better.

**(c) Members of different levels of Panchayats**
This programme will put together members of the District, Intermediate and Gram Panchayats, so that they can better understand each others' roles in Panchayati Raj and the need for close coordination. Further variations on the same theme could include training of members and Chairpersons of Standing Committees of Panchayats at various levels together.

(d) Training of staff drawn from different levels
This training is to create a sense of team-spirit amongst staff involved in Panchayati Raj and reinforce the point that Panchayati Raj is part of the larger goal for self reliance and development. It aims at creating a different work culture and ethic suited to Panchayati Raj. This programme will also provide a forum for exchange and dissemination of good practices facilitated in different districts by individual officers.

(e) Engineering, auditing and accounting staff
This is aimed at fostering a better understanding among engineering, accounting
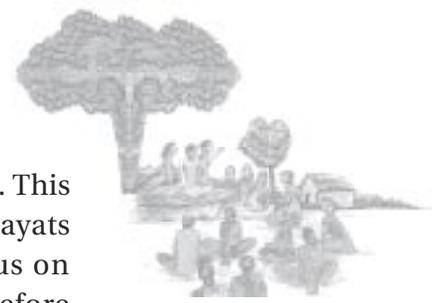
and auditing staff of the social, economic and human effects of 'projects'. This training will familiarise participants with the enhanced powers of Panchayats in planning and implementation of various programmes. It will focus on the importance of transparency and certification by the Gram Sabha before measurement is processed for payment. Training will also familiarise participants with the documentation involved in the implementation of works.

2.3 Part II: Description of Courses comprising Part II of the Framework

2.3.1 Course II(a): Sectorally focused training programme

2.3.1.1 Part II of the Framework focuses on sectoral training covering several aspects of programme planning and implementation, with an added emphasis on service delivery. The role of Panchayats as local self-governments central to planning and implementation would be a cross-cutting theme of training. While all matters listed in the Eleventh Schedule can be ideally included, it is proposed to prioritise major sectors and CSS' pertaining to the core functions undertaken by Panchayats. An initial listing of these schemes and the sectors that could be covered in Part II is given in Table 4 below.

Table 4

Sector		Scheme	Central Ministry/ Department
Elementary Education	1	Sarva Shiksha Abhiyan	Department of Elementary Education
	2	Mid-Day Meal Scheme	
Adult Education	3	Total Literacy Campaign	
Public Health	4	Drinking Water Mission	Department of Drinking Water Supply
	5	Total Sanitation Campaign	
Health	6	National Rural Health Mission	Ministry of Health
Child Welfare	7	Integrated Child Development Services (ICDS)	Ministry of HRD, Department of Women and Child Welfare
Poverty Alleviation	8	National Rural Employment Guarantee Scheme (including SGRY)	Ministry of Rural Development
	9	Swarnajayanti Grameen Swarozgar Yojana (SGSY)	
Rural Housing	10	Indira Awas Yojana (IAY)	
Rural Roads	11	Pradhan Mantri Gram Sadak Yojana (PMGSY)	
Rural Electrification	12	Rajiv Gandhi Grameen Vidyutikaran Yojana	Ministry of Power
	13	Remote Village Electrification Programme	Ministry of Non-Conventional Energy
Tribal Development	14	Tribal Sub-Plan	Ministry of Tribal Welfare

Natural Resource Management	15	Haryali	Ministry of Rural Development
	16	Watershed Schemes of Agriculture Ministry	Ministry of Agriculture
Industry and Rural Business Hubs	17	Various Schemes	Ministry of Food processing, Ministry of Textiles

Planning, implementation, supervision and monitoring, disclosure and accounting will be explained with reference to service delivery. The need for PRIs to function in concert for efficient implementation of schemes will also be explained.

2.3.1.2 Curriculum for Course II(a)

Training under Course II(a) is envisaged to be through a series of interactive exercises that guide Panchayats and their staff through the step-by-step modalities of implementation. The core curriculum could be developed in workshop mode, by representatives of selected SIRDs and NGOs which have a proven track record in developing and conducting effective training programmes. This would cover the following aspects in respect of each sector or scheme covered, as given in Table 5 below.

Table 5

5 (a): Planning					
1	Broad overview of scheme guidelines or legislation concerned	2	Preparing a participative plan for the service concerned	3	Prioritising list of projects at Panchayat level
4	Scrutiny of the Panchayat plan and obtaining of approvals	5	Examples of how to converge different programmes	6	Preparing and updating a shelf of works
		7	Consolidation of Panchayat-level plans into the district-level plans		

5 (b): Implementation					
1	Beneficiary selection	2	Muster roll maintenance	3	Payment of wages

5 (c): Supervision and monitoring					
1	Measurement of work	2	Quality control	3	Certification of work undertaken
		4	Preparation of annual reports		

5 (d): Disclosure					
1	Meeting obligations under Right to Information	2	Public display of details of works	3	Conduct of social audit
		4	Grievance redressal		

5 (e): Accounting					
1	Overview of Panchayat accounting	2	Maintenance of statutory registers	3	Management of Panchayat funds
4	Treasury procedures	5	Bank procedures	6	Conduct of audit

2.3.1.3 Responsibilities in designing the detailed curriculum for Course II(a)

An activity mapping, giving the details of the responsibilities of the Central Government, State Governments and the District Training Team in preparing the curriculum, in respect of Course II(a) is indicated below in Table 6.

Table 6

Central Government	State Government	District Training Team
Details of important programmes being implemented by Panchayats obtained from the Central Ministries concerned and summarised into core content for Panchayat members	State-specific priority areas pertaining to the sector concerned, which need to be addressed by all Panchayats in planning and implementation	District-level nuances, concerning planning and implementation of these sectoral programmes in Panchayats in the district

2.3.1.4 Training methodologies of Course II(a) and logistics for implementation Emphasis on engaging district and sub-district line department staff as resource persons

The investments in powering the rollout of Part I would also stand in good stead for Part II. Resource persons readied for implementation of Part I will be continued for the implementation of Part II. However, since sectoral programmes are to be implemented, there will need to be a greater emphasis on operational details. Field-level line department staff with the right attitude and aptitude will have a key role to play as trainers for Course II(a), for the following reasons:

(a) They usually have universal presence and are available.
(b) They have an intimate knowledge of local situations and the grassroot-level reality concerning their sector.
(c) If properly motivated, many of them can break out of their routine activities and undertake something creative and useful, pertaining to their respective departments.

Course II(a) training would be led by departmental field staff, already selected into the district training teams. District and sub-district-level functionaries shall be entrusted with the responsibility of undertaking such hands-on training for members of the Standing Committees in short-term courses. Such programmes could be arranged in courses of one day or half a day, so as to ensure a balance between regular duties and additional ones of training.

2.3.1.5 Duration of Course II(a)

The programme for implementation of Course II(a) can be split into two phases as described below in Table 7.

Table 7

S. No.	Phase	Duration	Content	Remarks
1	Phase 1	3 days	Cross-cutting aspects of sectoral programmes, such as accounting, fund management, disclosure, social audit etc.	For all participants, as indicated in Table 1
2	Phase 2	3 days	Sector-specific and scheme-specific training	Participants will be segregated into groups, based on the Standing Committees that they belong to and attend the appropriate sessions

Depending on the scope and ambit of empowerment of Panchayats, states can adopt variations on this basic pattern.

2.3.1.6 Course II(b): Building ICT Skills

Through Course II(b), at least two people per Panchayat will be equipped with computing skills. Training will be required for about five lakh persons.

2.3.1.7 Curriculum for Course II(b)

Training content would be aimed towards awareness generation and skill development in software proposed to be deployed at the Panchayat level. The curriculum for Course II(b) would consist of the operational aspects of the Panchayat Suite and other back end solution software applications from National Informatics Centre (NIC). Special emphasis would be given to familiarisation with the National Panchayat Portal (NPP, www.panchayat.gov.in). Training for selected persons would include operation of the software, as also data entry skills.

2.3.1.8 Responsibilities in designing the detailed curriculum for Course II(b)

An activity mapping, giving the details of the responsibilities of the Central Government, State Governments and the District Training Team in preparing the curriculum, in respect of Course II(b) is indicated below in Table 8.

Table 8

Central Government	State Government	District Training Team
NIC to provide software and basic manuals	State-specific manuals to be created in association with State Informatics Officers of the NIC.	Local selection of resource persons for training
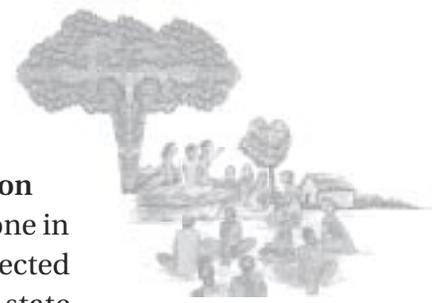
2.3.1.9 Training methodologies of Course II(b) and logistics for implementation
Training for Information and Communication Technology (ICT) skills is best done in cascade mode. Care may be taken to ensure that sufficient resource persons selected for implementing the framework are skilled in IT. Training of trainers at the state level can be organised in a collaborative manner between the SIRD and the State Information Officer.

2.4 Part III: Strengthening and Consolidating Capability through Interaction and Networking

2.4.1 In each state, the first year after elections would be devoted to the rollout of Part I and Part II of the Framework. However, so as to retain the momentum after Panchayat members and officials go back to work, there is a need for continuous interaction and providing them additional support when they are confronted with issues and decisions at the ground level. Several activities (not necessarily in the nature of courses) together comprise Part III of the Framework, as follows.

2.4.2 III(a): Campaigns at the Gram Sabha-level
The training of Panchayat members and staff shall be complemented by a large-scale community mobilisation programme aimed at motivating people to improve the vigour of practice of democracy, especially through the Gram Sabhas. The NGOs and CBOs would be involved in a big way, both in spreading the message of participation as also in Gram Sabha-level interactions such as beneficiary selection, social audit etc. Within the general campaign, there would be particular focus on motivating SHGs, groups such as Mahila and Youth Mandals and other activity-based groups to participate in Gram Sabhas and act as more assertive pressure groups within it. Such campaigns would also aim at motivating people to serve in various Panchayat Standing Committees and participate more actively in planning and implementation of sectoral programmes.

Campaigns at the Gram Sabha-level could also focus on important common concerns of the people and Panchayats, such as alcoholism, literacy, girls' education, domestic violence, dowry, water and soil conservation, organic farming etc. through the performance of *kala jatha nataks* and evocative songs, with the objective of triggering collaboration and common action between Panchayats and the people on a daily basis, instead of only at the time of conduct of the Gram Sabha.

2.4.3 III(b): Panchayati Raj TV Channel
2.4.3.1 TV channels offer the advantage of wide coverage with the lowest possible lead time and therefore, fit in well in first efforts at widespread spreading of the message of Panchayati Raj. There are a large number of television

channels, both private and state-owned, with wide coverage that wield considerable influence. While private and commercial TV channels might be pursued to cover positive aspects of Panchayati Raj, it may not be possible to use them for the purpose of more purposive training and capability building needs, which require a more structured approach. The need of the hour is a more dedicated channel for Panchayati Raj, where sufficient airtime can be given to both promotional and instructional programming. Keeping in mind the need to start the programme quickly and keeping the costs down, it is proposed that the Lok Sabha Channel of Doordarshan be utilised as a Panchayati Raj Channel. The infrastructure of this channel is available for at least six months in a year, when the Lok Sabha is not in session. It is also a free channel and thus, can be used by a widespread clientele of Panchayati Raj representatives.

2.4.3.2 **Radio:** In spite of the rapid spread of television, radio has a wide coverage, particularly amongst the poor. In spite of the proliferation of private FM channels, the coverage of the All India Radio is still the most widespread, particularly in rural areas. Dedicated airtime on commercial radio for Panchayati Raj-based programmes would provide the same opportunity as TV would, in building the general awareness of people regarding Panchayati Raj.

2.4.4 III(c): National Panchayati Raj Newsletter

Several states have used the mechanism of local newsletters to provide supplementary reading material for Panchayat members. There is a need for this concept to be institutionalised across all states, enlarged and standardised, without losing the local flavour. In the first instance, in order to ensure the standardisation of material for Panchayats, it is envisaged that a monthly national-level newsletter would be prepared, carrying news and articles of topical interest concerning Panchayati Raj, which would go out to all Panchayats in the country. This newsletter will carry state-specific contributions as also articles and best practices of Panchayats across the country. This would provide space for translating the living experience of Panchayats into the major languages of India. Feedback and issues raised by participants in training will form the basis of preparation of replies to frequently asked questions (FAQs), which will also be carried in the newsletter. For bringing out the newsletter, a translation and publications bureau would be set up in the Union Ministry of Panchayati Raj using the services of the immediate past and retired translators of Parliament.

2.4.5 III(d): Formation of Networks of Panchayat Elected Representatives

Formation of networks and associations of Panchayat elected representatives so as to facilitate more outspoken demand for genuine devolution and development,

exercise vigilance regarding Panchayati Raj, share experiences and access material from each other will be promoted under the Framework. This will be particularly encouraged as envisaged in the Panchayat Mahila Shakti Abhiyan and Panchayat Yuva Shakti Abhiyan. Some of the specific initiatives that will be encouraged as self-learning processes through networking are highlighted below.

(a) Use of IT

Extensive training of large numbers of elected representatives and officials in simple and easy to use IT interventions, such as accessing and using data in decision making, particularly from government.

(b) Community Radio

Community Radio is an emerging area that could provide support to small local networks of Panchayati Raj members. As an adjunct to the block-level resource centres (described) elsewhere in this Framework, community radio would provide the connectivity and continuation of the effects of training on a daily basis.

2.4.6 III(e): Yearly Refresher Course

It is proposed to have a yearly refresher course for all Panchayat members. This will be undertaken in similar fashion as Course I(a), namely, in satellite assisted face-to-face mode. The overall objective of this training shall be to provide a forum for Panchayat representatives to: (a) share their experiences of good practices as well as learn from their failures; and (b) network with each other. Each four-day training programme may be combined with experience sharing and field visits.

2.4.7 III(f): Visits to Identified 'Beacon' Panchayats

Beacon Panchayats will be identified through a transparent and independent process so that the work that they have done can be showcased. Study visits of other Panchayats to these beacon Panchayats will be organised, so as to promote exposure to best practices and replicate models of development and good governance.

2.4.8 III(g): Intermediate Panchayat-level Extension and Resource Centres

It is envisaged that under the Framework, there will be at least one extension centre at the level of each Intermediate Panchayat, so as to cater to the training requirements of all Panchayats within the area of the Intermediate Panchayat. Each extension training centre would provide a space for training activities, for hosting the Field Resource Persons pertaining to the block concerned and for receiving Panchayat members for consultations and networking. The satellite training facility will also be physically located at the Extension Resource Centre. Panchayat members would be facilitated for congregating at these resource centres for smaller level meetings and mutual support.

2.4.8.1 When Panchayats are entrusted with the tasks of planning and implementation, fundamental changes are required in departmental processes to better empower local officials to deal with local needs. Creating a pool of technically competent staff or other agencies at the Intermediate Panchayat level is another form of capacity creation for Panchayati Raj. To meet this need, each Extension Centre would be staffed with a few resource persons who would provide technical support to the Panchayats.

(a) An engineer to technically review Panchayat-level infrastructure construction projects and provide support for preparation of estimates, procure tenders and monitor quality.
(b) An accountant to assist Gram Panchayats to follow prescribed financial guidelines, to provide assistance where needed, and to collate Panchayat accounts at the block-level for transfer to the district.
(c) A social specialist, to assist Panchayats in conducting decentralised participatory processes for planning and mobilise the poorest and vulnerable groups to attend Gram Sabhas and Ward Sabhas.

2.4.8.2 Running of the resource centres could be organised either through: (a) the district or Intermediate Panchayat; (b) the SIRD, supported by the District or intermediate Panchayat; (c) a collective of the Panchayat members themselves, wherever such networks have been created and are strong; and (d) an NGO, associated with the Panchayat members network or Panchayat representatives. These arrangements would ensure that the O&M requirements are met through appropriate agreements. Whatever the model adopted, Panchayat members will be fully associated with the governing arrangements for the running of the resource centres.

2.4.8.3 Along with the establishment of resource centres, the Centre and States shall work towards upgradation of training centres, such as NIRD, SIRDs, and extension training centres at the district, block level and below.

2.4.9 III(h): Helplines

Even after training of all stakeholders is completed, there would be a need to provide a speedy channel of clarification and information, to those involved in the implementation of the programme. Helplines can provide continuous online support to trained persons and link help seekers with providers, while in the long term, IT would provide an interactive mechanism of seeking and getting clarification. Considering the low penetration of IT in Gram Panchayats, telephone helplines will be set up. Important points concerning setting up of telephone helplines are summarised in Table 9.
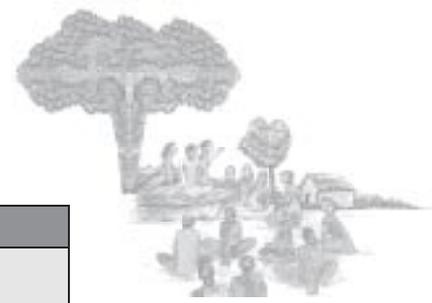
Table 9

Location	Can be at the state-level to start with, but district-level would be ideal.
Minimum facilities	At least one telephone line and one independent fax line is essential per helpline.
Training	Staff should be specially trained to take calls and answer them. They should have pleasing manners, must be helpful and fully conversant with all aspects of Panchayati Raj. The best field-level resource persons could be given helpline duties on a rotation basis.
Timings	The helpline could be run for 16 hours, every day, in two 8-hour shifts. This is because persons seeking clarifications on phone often wait for STD rates to be low when making calls.
Publicity	Wide publicity should be given to the helpline telephone numbers in all communications of the government. They should also be widely publicised in the press.
Availability of materials for clarifications	The state will need to provide all material such as copies of legislations, rules, regulations, activity mapping, orders and circulars to the helpline. All information including those related to Right to Information should be available on the helplines. The helpline could also provide assistance by way of quick clarification, in preparation of estimates, reference to Schedule of Rates etc.
Faxing of instructions from the helplines	It is possible that from Gram Panchayats etc, details would be sought over phones in public STD booths, where there may also be fax availability. Therefore, the helpline should be in a position to readily send faxes to those requiring it.
Logging of calls and replies	Calls to helplines will provide invaluable feedback on the implementation of Panchayati Raj. Therefore, systems for lodging calls will need to be put in. On a daily basis, the gist of calls will need to be recorded in writing in special logbooks for the purpose.
Grievance redressal	It is quite possible that helplines are also used by people to complain and record their grievances. Arrangments will need to be made to send the complaints received to the authorities concerned for redressal and to provide replies to the persons concerned.
Debriefing	Wherever a state decides to have more than one helpline, a monthly de-briefing of helpline staff may be conducted so as to get information on field activities. This will also provide an opportunity for staff to learn form each others' experiences. The logs can also be registered in a common repository during the de-briefing, from where they can be used to prepare replies to FAQs

2.4.10 III(i): Formal Certification Courses in Panchayati Raj

A more formal training system will be required to provide formal certification courses for training. Training programmes shall be designed especially for the secretarial and technical staff working with Panchayats through various national level institutions working in the area of local governance. Other stakeholders, including interested Panchayat elected representatives will also be assisted to undertake this course. Such training programmes will lead to formal certification on achieving prescribed standards of learning.

Chapter 3
Resource Persons for Implementing the Framework

3.1 Introduction

The predominant mode of rolling out Parts I and II of the Framework is through combining satellite and face-to-face training. Cascade training is aimed at creating pools of resource persons at each level, from the national to the block-level, who are a lasting investment in the training chain. Since training is not envisaged as a one time effort, resource persons also cannot be selected on the basis that they will be required intermittently. This pool of resource persons will be created through a three-step cascading process, comprising national resource persons, state-level resource persons and district and sub-district-level resource persons. In the case of IT training (Course II(b)), it is envisaged that only a two-level cascading process will be adopted, namely, of state and district-level resource persons.

3.2 Details of Resource Persons Required for the Programme

3.2.1 Master Resource Persons
Master trainers are key role players and should have the right attitude and aptitude for imparting skills concerning key development programmes. Variations in skills required would depend on the content, mode of rollout and logistics of the programme. The basic qualifications for master trainers would need to be spelt out in advance and they would vary depending on the kind of design. The tasks of trainers at each level would considerably vary, depending upon their immediate tasks. At the national and state-levels, trainers are expected to train master trainers who would in all probability, come to the training programme carrying significant experience both in training as well as implementation of government schemes. The approach at the national-level would encompass communicating both the ethos of Panchayati Raj, as well as the processes involved. This would largely be the approach of state master trainers also.

3.2.2 Resource Persons at the District-level
The approach of district-level resource persons would be strikingly different from those at the national-level. Most individuals selected as resource persons at the district-level would also be stakeholders and participants in Panchayati Raj. Their roles at this level would be blurred since many trainers also double up by working in resource centres that provide ongoing assistance to Panchayats.

3.2.3 Numbers of Resource Persons Required
The kinds of resource persons required for implementation of the programme are given below in Table 10.

Table 10

S. No.	Category of resource person	Number required	Basis for calculation of numbers required	Broad work chart, including Course concerned	Responsibility of undertaking training
Central level					
1	Satellite training anchors and presenters	96 (100)	At least 4 per State	To anchor State satellite transmissions for Parts I& II of the programme	Ministry of Panchayati Raj to provide basic orientation, through a programme operated at a designated SIRD that is already using the system
2	National Resource Persons	150	Given in Table below	To undertake TOTs for State level master trainers, for courses in Parts I & II of the Framework	State to select persons, MoPR to provide basic orientation course through a programme operated at a designated SIRD
	Total	**250**			
State level					
1	State-level master resource persons	1850	Given in Table below	To undertake TOTs for district-level master trainers in Parts I & II of the Framework	State to select and train in programme at SIRDs
2	District-level resource persons	27500	Given in Table below		State master resource persons to undertake training at district level
3	State-level master resource persons for IT	100	At least 4 per state	To undertake TOTs for district-level resource persons	To be selected by NIC in consultation with State
4	District level Resource Persons	1800	At the rate of 3 per district		State to select and train in consultation with NIC.
	Total	**31250**			
	Grand total	**31500**			

The calculations in respect of the requirement of resource persons are detailed below in Table 11.

Table 11

a	No of elected representatives to be trained	2200000	
b	No. of persons per batch	20	It is envisaged that training batches will not be larger than 20 persons at a time, so as to ensure meaningful participation of all.
c	No. of training batches (a/b)	110000	On the basis of 20 persons per batch, more than 110000 batches will be required to be trained.
d	No. of weeks in which each round of training is to be completed	20	It is envisaged that each round of training (whether foundation, sectoral or refresher) should not take more than 20 weeks to complete. In other words, in every state, each round of training will need to be completed in 20 weeks.
e	No. of training batches per week (c/d)	5500	If 20 weeks is taken as the basis for completion of training, then each week, 5500 batches will require to be trained.
f	No. of field resource persons per batch	5	It is envisaged that for optimum results and interactivity, each batch will need to be assisted by at least 5 resource persons on site. It is envisaged that of these resource persons, at least 3 will be from full time trainers drawn from NGOs, ex-Panchayat or sitting Panchayat members, retired government officials etc. At least two will be from line departments working at the district and the block levels.
g	Total number of field resource persons required (e*f)	27500	The total requirement of resource persons for Panchayat-level training.
h	No. of field resource persons per state master trainer	15	It is envisaged that each state master trainer would handle 15 field resource persons.
i	No. of state master trainers required (g/h)	1833	
j	No. of national master trainers per state master trainer	15	It is envisaged that national master trainer would handle 15 state master trainers.
k	No. of national master trainers required (i/j)	122	

3.3 Selection of Resource Persons

3.3.1 Effective implementation of the Framework is critically dependent on the quality of resource persons at each level. Care will need to be taken to specially identify people with the right mindset, commitment and drive as resource persons. These could be drawn from Panchayat members themselves (or ex-

members), NGOs, or could be government servants, both serving or retired. The process of selection has three phases as follows:

(a) A preliminary screening before selection for the orientation course
(b) A rigorous orientation course
(c) A post orientation evaluation.

The details of each step are elaborated below.

3.3.2 Preliminary Screening of Candidates before Selection for the Orientation Course

Criteria for preliminary identification and screening are as follows:

(a) Commitment to values of gender and caste equity and secularism, and lack of prejudices based on caste, gender or religion.
(b) Experience in Panchayati Raj system may be desirable, but not compulsory.
(c) Ability to sympathetically communicate, particularly to draw out the withdrawn.
(d) Ability for multi-tasking as resource persons will need to be equally at home in face-to-face trainings, satellite training, operating helplines and providing online assistance at the field level for Panchayat representatives.

3.3.3 The Induction Course

The induction training programmes for selection of master trainers would be a rigorous and well-documented process, concentrating on sensitisation of all master trainers to the special needs and concerns of Panchayati Raj. This will be a two-month long course, aimed at testing various skills of participants particularly those of empathising with the poor and ability to persevere in adverse conditions. It will include a village immersion stage. The induction course will also equip master trainers with a thorough knowledge of the entire gamut of the management of training processes, including funding and logistics.

3.3.4 Final Screening

The induction course would be followed by a final screening that tests knowledge, commitment and mentoring skills.

3.4 Line Department Staff as Trainers

Line department staff could be inducted into the training system at all levels, namely, as national or state-level master resource persons or as field-level resource persons. Of the five resource persons required at each training batch, at least two could be line department officials. These officials would come into the training system with some amount of prior knowledge and commitment. While ideally such

persons should also be put through the induction course of two months, in case it is felt that they cannot be spared full-time for training, then they could be put through a shorter induction course (about 2 to 3 weeks) and then join the resource team batch.

A separate honorarium would be paid to such field-level staff, who join as resource persons. This would need to be fixed by the state. For the purposes of standardisation of calculation of costs, the costs pertaining to honorarium have been subsumed into the costs of each training course.

3.5   Refresher Courses for Resource Persons

There would be yearly colloquia for the interaction of resource persons. Exposure visits for trainers, especially to well performing states in Panchayati Raj, would also be part of the refresher courses for master resource persons.
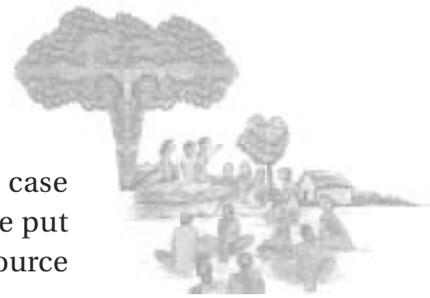
Development of Materials for the Framework

4.1 General Principles for Guidance in Preparation of Training Materials

Training materials should be mostly illustrated. They must always be in the local language, preferably in the local dialect and simple. Local, best and innovative practices should be captured in pictorial training materials. Folk resources should be used extensively. For lower-level functionaries, the materials should be in question-answer mode. The FAQs, dos and don'ts, and a detailed glossary of the frequently used terminologies should be included in training materials. A handbook containing basics of the Panchayati Raj system in simple language should be handed over to the PRI functionaries at the time of oath taking.

4.2 Print Material

Training of the magnitude envisaged will require the development of a variety of print material, which ought to be easy on the eye and preferably well-illustrated. Print material could be of the following kinds:

    (a) Reference handbooks for Panchayat members, staff and other stakeholders, which is best arranged in the form of answers to FAQs

    (b) Charts, wall newspapers and posters on various aspects of Panchayati Raj, which can be displayed in Panchayat offices and other public places

    (c) Newsletters for both circulation among stakeholders as well as the general public.

4.3 Film and Electronic Material

Some of the points that could underlie the development of film material for training are as follows:

    (a) Format of the films could be workshop discussions, individual interviews and dramatised plays, derived from the experience of elected Panchayat members, discussing and thinking about what they bring out, and considering lessons for one's own Gram Panchayats

    (b) Films need not be pre-scripted and there need not be expert lectures. The films will reflect the *lived* experience of elected Gram Panchayat members

    (c) Gender and caste equality would be a cross-cutting theme.

Wherever possible, NGOs could be involved in developing the film material.

4.4 Panchayat Participation in Programme Design and Management

There is a need to encourage Panchayats to develop a sense of ownership of the training programmes and to play a major role in designing content and mechanisms of training. This could start with providing representation to Panchayat members in the governing boards and task forces within training institutions that address their needs. In the first instance, trained members should be encouraged to become resource persons for further training of Panchayat representatives. Peer-to-peer learning, both within and outside the state through regional or national tie-ups should be encouraged and supported. However, a more long-term approach would be to ensure that Panchayat member networks take over a large part of the management of training programmes – a kind of self-training system.

Programme Management, Evaluation and Monitoring Outcomes

5.1   Programme Management

Programme management shall be decentralised and adapted for local needs. At the national-level, the NIRD will work closely with the MoPR in a joint management group that will oversee the implementation of the programme. A core team of full-time managers of training shall be located at the state-level, preferably at the SIRD. This State-level Training Managing Committee will be responsible for giving policy guidelines regarding training, and reviewing and monitoring the implementation of the Framework. Separate sub-committees to oversee specific aspects of programme management could also be set up, as given in Table 12 below.

Table 12

Name of Committee	Duties
Curriculum Committee	This Committee can be responsible for developing training designs – including the content and process of training. It can also identify core and supplementary reading/training material for development, production and dissemination.
Monitoring, Evaluation and Documentation Committee	This Committee would identify indices for monitoring and evaluation. It will also identify appropriate agencies to undertake documentation and evaluation of the various training programmes undertaken.
Finance and Accounts Committee	This Committee will monitor utilisation of funds released for training and ensure regular and periodic audit of the funds released. It will ensure timely submission of utilisation certificates on training funds, as required.

At the district-level, peer groups of Panchayat representatives, resource persons and NGO representatives may be involved in the preparation of training material, design of content, evaluation forms and post training performance of Panchayats.

5.2   Evaluation

Evaluation of training ought to be undertaken by those institutions that do not undertake training. Training institutions should undertake a self-evaluation. The select prominent national level institutions, such as NIRD, can be entrusted with the task of becoming the nodal agency(ies) for identifying independent evaluators. Such institutions should undertake periodic evaluations in order to ascertain whether Panchayat members have been trained on time and adequately, and provide advice on course corrections. The institution responsible for evaluation shall prepare a matrix for both self-evaluation and impact assessment of training. The mechanism

for monitoring and evaluation of Framework implementation would include the following:

- (a) Quantitative and measurable outputs, in terms of activities such as number of training workshops conducted, attendance obtained, presence and participation of women and SC/ST representatives, use of radio/films, use of satellite training etc.
- (b) Outcomes, in terms of:
  - (i) quality of facilitation provided to Panchayats, particularly Gram Panchayats, in undertaking their responsibilities; and
  - (ii) attitudinal change or enhancement in the conduct of activities at the Panchayat level and quality of service delivery.

5.2 Monitoring Outcomes

Outcomes would need to be assessed against detailed analysis of qualitative parameters. Criteria for monitoring outcomes would also be chosen so as to clearly identifiable, observable, identifiable, verifiable and quantifiable. In this regard, there is a necessity for constant innovation in design of new research methodology, monitoring methods and indicators, so as to effectively gauge the impact of training. Some aspects that could be assessed to determine to what extent the potential of Panchayats has been unlocked are as follows:

- (a) How training has enabled more effective community participation, particularly with reference to the conduct of Gram Sabhas, Ward Sabhas and Social Audit
- (b) How training has affected the functioning of Standing Committees in the Panchayats
- (c) How training has catalysed partnering amongst functionaries, Panchayat elected representatives and people
- (d) Efforts undertaken by Panchayats to practice democratic processes in decision making, both in the Panchayat itself and the Gram Sabha
- (e) How training has facilitated designing and approving participative plans
- (f) Taking numerous decisions involved with the implementation process, particularly compliance with statutory procedures
- (g) Improvement in accountability, in terms of responding
- (h) Addressing public grievances
- (i) Participation by ward members in Gram Panchayat meetings and in decisions
- (j) Participation of Gram Sabha members in decision making of the Gram Panchayat.

Estimation of Costs of Implementing the Framework

6.1 Revenue Cost

Several aspects need to be taken into consideration while preparing the cost estimations for the Framework. The costs of implementation of the Framework comprise capital and revenue costs. Ideally speaking, capital costs are to be invested during the first year of the implementation, as the training process under the Framework will undergo continuous improvement and refinement. While training for the first year would be to give every stakeholder a basic minimum input required to operate the programme, experiences of the first year can substantially modify the training programme for the second year. Modules, training groups and training strategies etc. will change, leading to modifications in cost estimations. Some costs are incurred once in every few years, such as preparation of printed and audio-visual material. They are proposed to be paid for in the first year. For the above reasons, revenue costs would be different for the first year and for subsequent years of training. The details of the components for which the costs are calculated are given in Table 13 below.

Table 13

Capital Costs (to be invested up-front in the first year)	Revenue Costs	
	Items to be covered in first year	Yearly items, from second year onwards
Satellite training facilities	Induction Course for Master Resource Persons	Refresher Courses for Resource Persons
Installation of computer hardware in Panchayats	I(a): Foundation Course	III(e): Yearly Refresher Course
Intermediate Panchayat level resource centres	I(b): Basic Functional Course	III(f): Visits to Identified 'Beacon' Panchayats
Strengthening of NIRD (or other national level institution dealing with Panchayati Raj related issues)	I(c): Functional Literacy Course	III(a): Gram Sabha-level Campaigns
Strengthening of SIRDs/PRTIs	II(a): Sectorally Focused Training Programme	III(I): Certificate Courses Monitoring of Outcomes
	III(d): Formation of Networks of Panchayat Elected Representatives	
	II(b): Building ICT Skills	
	Film and Electronic Material	Action research
	Print Material	
	Common items from first year onwards	
	III(b): Panchayati Raj TV Channel and Radio Programmes	
	III(c): Panchayati Raj Newsletter	
	III(g): Intermediate Panchayat-level Resource Centres	
	III(h): Helplines	
	Training Programme Management	

Costs in respect of the capital costs are worked out in Table 14 below.

Table 14

Table 14 (a-1): Costs for installation of satellite training facilities in all states: (Option 1)

Item	Cost per unit (Rs. cr)	No. of units	Level of unit	Total cost
Satellite studio	5	24	One per State	120
Satellite receiving stations	0.007	240000	One per Gram Panchayat	1680
Miscellaneous civil works (electrification, training halls etc.)				200
Total				**2000**

The above calculations are based on the eventual complete coverage of satellite receiving stations at each Gram Panchayat-level. However, at the first instance, if satellite training stations are located at the block-level, costs would come down considerably, as given in the table below.

Table 14 (a-2) Capital costs for satellite training: Option 2

Item	Cost per unit (Rs. cr)	No. of units	Level of unit	Total cost
Satellite studio	5	24	State	120
Satellite receiving stations	0.007	6100	One at each Intermediate Panchayat level	42.7
Miscellaneous civil works (electrification, training halls etc.)				100
Total				**262.7**

The actual requirement may lie somewhere in between. In isolated locations, it makes sense to have satellite receiving stations at the sub-block level, even at every Panchayat level. In other locations, it would suffice if the satellite training centre is located at the Block Panchayat-level.

Table 14 (b): Cost of installation of computer hardware in Panchayats

| Item	Cost per unit (Rs.)	No. of units	Level of unit	Total cost (Rs. cr)
Computer hardware	50,000	2,40000	One at each village Panchayat-level	1200
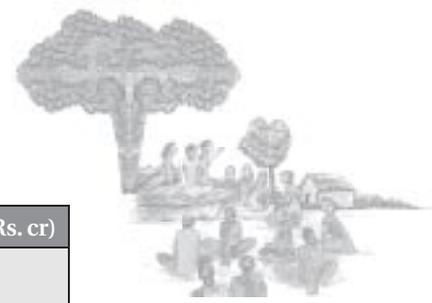
Table 14(c): Capital cost for strengthening of training infrastructure

Item	Cost per unit (Rs.)	No. of units	Level of unit	Total cost (Rs. cr)
Intermediate Panchayat level resource centres	10	6000	One at each Intermediate Panchayat-level	600
Strengthening of SIRDs/PRTIs	100	24	One per State	24
Strengthening of NIRD (or other national level institution dealing with Panchayati Raj related issues)	1000	1		10

Grand total costs of capital investments

Table 15 (a)

Item	Total cost (Rs. cr)
Satellite Training (Option 1)	2000
Computer hardware	1200
Intermediate Panchayat level resource centres	600
Strengthening of SIRDs/PRTIs	24
Strengthening of NIRD (or other national level institution dealing with Panchayati Raj related issues)	10
Total	**3834**

or

Table 15(b)

Item	Total cost (Rs. cr)
Satellite Training (Option 2)	263
Computer hardware	1200
Intermediate Panchayat-level resource centres	600
Strengthening of SIRDs/PRTIs	24
Strengthening of NIRD (or other national level institution dealing with Panchayati Raj related issues)	10
Total	**2097**

It may also be noted that the capital costs would vary on the basis of the extent of availability of existing infrastructure, such as extension training centres, satellite training facilities etc. already existing in states.

6.2 Revenue Expenditure

As detailed earlier, revenue expenditure would vary from year to year, depending on the mix of programmes that are implemented each year. Costs for the first year are detailed in Table 16 below.

Table 16

S. No.	Item	Number	Basis of calculation	Total amount (Rs. cr)
1	Induction Course for master Resource Persons	31500	60-day course, at the rate of Rs. 1000 per day per participant (inclusive of all costs)	189.00
2	**I(a):** Foundation Course	3000000	4-day course at the rate of Rs. 150 per day for 22 lakh elected representatives and 8 lakh officials	180.00
3	**I(b):** Basic Functional Course	1500000	4-day course at the rate of Rs. 150 per day for 10 lakh elected office bearers and chairpersons of Standing Committees and 5 lakh officials	90.00
4	**I(c):** Functional Literacy Course	800000	Rs. 1000 lumpsum grant per illiterate person for 8 lakh illiterate persons	80.00
5	**II(a):** Sectorally Focused Training Programme	3000000	4-day course at the rate of Rs. 150 per day for 22 lakh elected representatives and 8 lakh officials	270.00
6	**III(d):** Formation of Networks of Panchayat Elected Representatives	24	One network per state, with basic start-up costs given at Rs. 2 lakh per state	0.48
7	**II(b):** Building ICT Skills	500000	Cap of Rs. 2000/- per individual for 5 lakh persons	100
8	Film and Electronic Material	25 films	At Rs. 10 lakh per half-hour film	2.50
9	Print Material		Lumpsum allocation	5.00
10	**III(b):**Panchayati Raj TV Channel and Radio Programmes		Lumpsum allocation	5.00
11	**III(c):** Panchayati Raj Newsletter		At rate of Rs. 10 per newsletter, 5 copies per Panchayat every month (i.e. 60 copies per annum per Panchayat)	15.00
12	**III(g):** Intermediate Panchayat-level Resource Centres		Lumpsum allocation of Rs. 3 lakh per resource centre	18.00
13	**III(h):** Helplines		Lumpsum allocation of Rs. 1 crore per state	24.00
14	Training Programme Management		1%of total revenue cost.	9.89
	Total			**988.87**

Revenue expenditures in respect of each year from the second year onwards are given in Table 17.
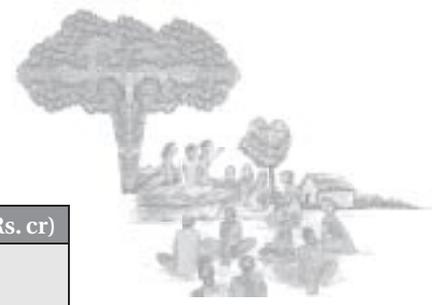
Table 17

S. No.	Item	Number	Basis of calculation	Total amount (Rs. cr)
1	Refresher Courses for Resource Persons	31500	4-day course, at the rate of Rs. 200 per day per participant (inclusive of all costs)	2.52
2	**III(e):** Yearly Refresher Course	2200000	4-day course at the rate of Rs. 150 per day for 22 lakh elected representatives	180.00
3	**III(f):** Visits to identified 'beacon' Panchayats	1000000	2-day course at the rate of Rs. 150 per day for 10 lakh elected office bearers and chairpersons of Standing Committees	30.00
4	**III(a):** Gram Sabha level Campaigns	800000	Rs. 5 lakh lumpsum grant per district	30.00
5	III(I): Certificate courses	100	At the rate of Rs. 10000 per per course for 100 persons per year	0.10
10	**III(b):** Panchayati Raj TV channel and radio programmes		Lumpsum allocation	5.00
11	**III(c):** Panchayati Raj Newsletter		At rate of Rs. 10 per newsletter, 5 copies per Panchayat every month (i.e. 60 copies per annum per Panchayat)	15.00
12	**III(g):** Intermediate Panchayat level Resource Centres		Lumpsum allocation of Rs. 3 lakh per resource centre	18.00
13	**III(h):** Helplines		Lumpsum allocation of Rs. 1 cr per state	24.00
	Monitoring of outcomes		Lumpsum allocation	2.00
	Action research		Lumpsum allocation	2.00
14	Training Programme Management		Maintain the cost for first year	9.89
	Total			**318.51**

6.3 Detailed Projectisation for Each State

Currently, there is no standardisation of types of programmes or their duration, between States. Therefore, training proposals are received from states that only look at piecemeal training of Panchayat members. Consequently, the quality of training and the extent of retention of what is conveyed, varies widely. This Framework is designed to ensure that broad minimum standards of capability building are achieved. Therefore, it is necessary that every state prepares a project report that looks at the implementation of every aspect of the Framework. Technical assistance shall be provided by the Ministry of Panchayati Raj for the preparation of state-specific Framework implementation project documents. State-specific projects will follow the same sequence of courses and activities. However, there may be variations in the number of days devoted to training on certain matters, based on the extent of devolution to Panchayats. Similarly, in states

that do not have satellite training facilities at present, an interim cascade mechanism of training may be adopted, while working toward the eventual goal of establishing a distance training network. State-wise projects will also undertake a census of facilities already available for training, so that only the incremental requirement needs to be met. All these matters will be captured in a state-wise needs assessment, which will form an integral part of the state-specific Framework design.

6.4 Resources for Funding the Programme

6.4.1 Need for Convergence of Training Efforts
The Central Government spends around Rs. 75,000 crore on implementation of CSS'. Funds for training are sprinkled across several Ministries, each with a separate distinct design, stated objectives and target groups. Thus, while a particular ministry may sanction allocations for a training programme for staff or NGOs connected with implementation of the ministry's schemes, Panchayat elected representatives who are vitally concerned with the implementation of the programme may be left out, or may be given an isolated brief exposure. Ministries might prepare a stand-alone training programme for a one time training for all concerned including Panchayat members, which results in duplicating logistics and even infrastructure for training. Moreover, such sectoral training of different ministries would have greater lasting value if they occur after a foundation course that prepares the ground and is followed by networking and other activities that consolidate what has been gained through training.

6.4.2 Creation of a Common Fund for Capability Building
Against this background, it is now necessary for Central Government to ensure that instead of assigning separate funds for training to MoPR, it would immediately and irrevocably promote the agenda on capability building if one percent of public expenditures on all CSS' are placed in a non-lapsable consolidated corpus, and assigned exclusively for implementation of the NCBF. This would particularly apply to seven of the eight flagship programmes, which fall within the 29 matters identified in the Eleventh Schedule for devolution from state governments to Panchayats and schemes that come under the umbrella of Bharat Nirman. This will facilitate smooth and continuous training of PRI elected representatives and functionaries at all levels. It would also enable the Central Government to issue consolidated sanction too for any state-specific project for implementing the Framework, for which release of funds would continue to be done on a yearly basis from the non-lapsable consolidated capability building fund.

6.5 Dissemination of the Detailed National Training Design

The detailed National Training Design for training of elected members and officials of PRIs put together by the NIRD would be widely disseminated by the MoPR and NIRD in their website for wider consultation, public opinion and feedback.

Training Repository for Panchayati Raj
Capacity Development for Local Governance

www.pri-resources.in

The repository is an online resource centre to facilitate sharing and use of information and resources developed by various government and non-government agencies to help build capacities of the elected representatives and functionaries associated with the Panchayati Raj Institutions (PRIs) in the country. It has databases related to training materials, resource persons, academic programmes, and other useful links.

Ministry of Panchayati Raj
Government of India