

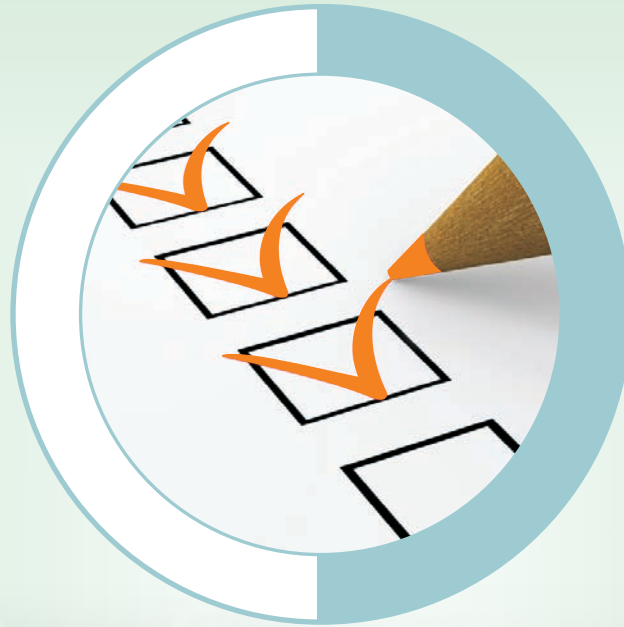


सत्यमेव जयते



Empowered lives.  
Resilient nations.

# MID-TERM EVALUATION OF RASHTRIYA GRAM SWARAJ YOJANA (RGSY)



**Ministry of Panchayati Raj  
Government of India**

November 2011

<http://panchayat.gov.in>



**MID-TERM EVALUATION  
OF  
RASHTRIYA GRAM SWARAJ YOJANA  
(RGSY)**

**Ministry of Panchayati Raj  
Government of India**

November 2011

<http://panchayat.gov.in>



## Foreword

1. Capacity Building of Panchayati Raj Institutions (PRIs) is critical to the success of programmes and policies meant for upliftment of the rural masses. The irony is that this is largely a neglected area. While various Ministries have ample resources for capacity building and training (CB&T), utilization has been low and slow due to the deficiency of strong commitment and a clear plan of action. Institutions engaged in the work have also often not delivered as they ought to have. Of course, they are constrained by lack of autonomy, drive and other factors.
2. Training programmes for the elected representatives (ERs) and functionaries associated with the PRIs are normally undertaken by the State Institutes of Rural Development (SIRDs) and the networks of Extension Training Centres (ETCs) in various States. In some States, Panchayati Raj Training Institutes (PRTIs) and Panchayat Training Centers (PTCs) are also involved in providing training. However, doubts are being expressed about the quality of the training being imparted and the impact of the same on the functional abilities and aptitude of the trainees. The need for evaluation of the existing programmes related to capacity building, therefore, cannot be over emphasized.
3. The Rashtriya Gram Swaraj Yojana (RGSY) is being implemented since 2006-07 by the Ministry of Panchayati Raj (MoPR) with the objective of assisting the States in the capacity building and training (CB&T) of ERs and functionaries of PRIs. Almost all the States covered under Part-IX of the Constitution have availed financial assistance under this scheme. While the coverage of the training programmes needs to be further expanded, the qualitative aspects need even deeper introspection. Towards this end, a mid-course evaluation of the RGSY was commissioned under the MoPR-UNDP CDLG Project, which covered several aspects of the programme in six States including Assam, Andhra Pradesh, Madhya Pradesh, Orissa, Rajasthan and West Bengal.
4. The key findings and recommendations of the evaluation report are:
  - ◆ Outreach of Capacity Building & Training (CB&T) needs improvement through collaboration with the professional service providing agencies, academic institutions etc.
  - ◆ A pool of trainers/resource persons should be developed at the States, Districts and Block levels
  - ◆ The SIRDs, PRTIs, ETCs and PTCs need to be strengthened in terms of Human Resources
  - ◆ Training needs assessment (TNA) of elected representatives (ERs) and functionaries should be carried out at regular intervals
  - ◆ Exposure visits to beacon panchayats should be made mandatory
  - ◆ Monitoring and supervision mechanism needs to be set up at MoPR, State and District levels
5. I hope this evaluation report, which is based on empirical study, would help us in looking at various aspects of the programme and making appropriate changes, so as to make the programme more effective in attaining its objectives.



(A. N. P. Sinha)  
Secretary  
Ministry of Panchayati Raj  
Government of India



## Preface

Capacity Building and Training (CB&T) of the elected representatives and officials associated with Panchayati Raj Institutions is among the core priorities of the Ministry of Panchayati Raj (MoPR), which finds expression through its various schemes including the *Rashtriya Gram Swaraj Yojana* (RGSY) and the CB&T component of the Backward Regions Grant Fund.

RGSY was launched during the later part of the 10<sup>th</sup> Five Year Plan. MoPR had undertaken evaluation of RGSY with the help of M/s Santek Consultants and M/s Council for Training & Research, in early 2008. The Scheme has, over the subsequent years, been grounded more firmly and has seen greater acceptability among the States. Therefore, it was felt appropriate to review the performance of the scheme again. Accordingly, M/s CTRAN Consulting Pvt. Ltd. was engaged to undertake the evaluation of RGSY, the report of which is being presented here.

The evaluation has covered six States, including Andhra Pradesh, Assam, Madhya Pradesh, Orissa, Rajasthan, and West Bengal, and the report is presented in two parts. Part-I provides an overview of the issues related to the implementation of the scheme, concluding with overall recommendations. Part-II provides State Reports, wherein State-specific issues have been examined in detail, and draws State-specific conclusions, followed by appropriate recommendations. The report addresses both qualitative and quantitative issues in detail.

Shri A.N.P. Sinha, Secretary (MoPR) provided the overall guidance and leadership for this task at all stages. Additionally, I would like to thank MoPR officers, particularly S/Shri A.S. Sahota, Joint Secretary, S.K. Chakrabarti, Director, P.K. Bhatnagar, Under Secretary and Girish Vasisht, Consultant, who have contributed to the discussions to enrich the evaluation. I would also like to thank Ms. Ritu Mathur, Programme Officer (UNDP), for facilitating the Project.

My thanks are also due to Shri Sanjeev Sharma, National Project Manager, CDLG Project, and the CTRAN Team for preparing this comprehensive report and systematically bringing the assignment to a timely conclusion.



(Sudhir Krishna)

Special Secretary (MoPR) &  
National Project Director, CDLG Project







## **Message**

India is recognized globally for ushering in decentralized local governance at an unprecedented scale. By providing Constitutional status to the Panchayati Raj Institutions, the 73<sup>rd</sup> Constitutional Amendment Act ushered in democratic decentralisation and paved the way for about 3 million elected representatives to participate in governance at the grassroots level, of which more than a million are women.

A tremendous opportunity for grassroots democracy, this also brings with it challenges, particularly when capacities are limited or uneven across gender and social groups. Capacity development of Panchayati Raj representatives is imperative for robust, effective and successful democratic decentralization.

Capacity development is the process through which individuals, organizations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over time. It is the 'how' of making development work better.

The Rashtriya Gram Swaraj Yojana (RGSY) is the only scheme of the Ministry of Panchayati Raj that focuses exclusively on capacity development of elected representatives in local governance. It is therefore a vitally important scheme. The evaluation of the RGSY is critical as it aims to examine the impact of the scheme, as well as trigger thinking on other schemes that have a capacity development component. One of the key recommendations of the evaluation is to merge capacity development schemes of the Ministry of Panchayati Raj to ensure complementarity of efforts.

We are confident that the findings from this report will provide valuable inputs for redesigning the RGSY scheme and making it even more effective.

A handwritten signature in black ink, appearing to read 'Caitlin Wiesen'.

Caitlin Wiesen  
Country Director, UNDP India

A handwritten signature in black ink, appearing to read 'Patrice Coeur-Bizot'.

Patrice Coeur-Bizot  
United Nations Resident Coordinator  
and UNDP Resident Representative, India



# Contents

---

---

Foreword	iii
Preface	v
Message	vii
Acknowledgement	xiii
Abbreviations	xv
Executive Summary	1
Section One	
<b>Background, Approach and Methodology</b>	<b>5</b>
1.1 Background	5
1.2 Scheme Objective and Focus	6
1.3 Components of the Scheme	6
1.4 Objective of Evaluation	6
1.5 Evaluation Approach and Methodology	7
1.6 Team Composition	8
1.7 Limitations of the Assessment	8
Section Two	
<b>Capacity Building Approach and Process</b>	<b>9</b>
2.1 National Capability Building Framework	9
2.2 State Focus and Capacity Development Plan	10
2.3 Capacity Development; Comparison of RGSY and BRGF	10
2.4 Capacity Building and Devolution Status	11
2.5 Convergence Approach in Capacity Building	11
2.5.1 Convergence of Resources	11
2.5.2 Convergence of Themes	12
2.6 Panchayat Election and Training	12
2.7 Capacity Building in Cascading Model	12
2.8 Institutional Partnership in Training	13
2.9 Training Needs Assessment	13
2.10 Strategy and Methods of Capacity Building	15
2.10.1 Direct Mode; Face to Face	15
2.10.2 SATCOM Based Distance Learning	16
2.10.3 TV Channel and Help Lines	18
2.10.4 Formal Certificate Course	18
2.10.5 Video Conferencing	18
2.10.6 E-learning	18
2.10.7 Monthly Magazine	18
2.10.8 Exposure to Beacon Panchayats	19

2.11	Training Design and Content	19
2.12	Reference Materials and Teaching Aids	21
2.13	Institutional Infrastructure and Human Resources	23
2.14	Additional Trainer's Pool	24
2.15	Training Approach and Methodology	26
2.16	ER Categories and Place of Training	26
2.17	Mixed Vs. Single Group Training	28
2.18	Training Feedback System and its Utility	28
2.19	Training Logistics and Administration	29
2.20	Training Inclusion [Gender/SC/ST etc.] and Access to Training	31
2.21	Training Achievements	31
2.22	Effectiveness of Training	31
2.23	Scope of Training Utilisation and Constraints	33
2.24	Sensitisation of Gram Sabha	35
2.25	Monitoring and Evaluation	35
2.26	Conclusion and Recommendations	36

### Section Three

<b>Funds Flow and Utilisation</b>		<b>40</b>
3.1	District Classification; RGSY and BRGF	40
3.2	Training and Capacity Development Fund Release	40
3.3	Funds flow-Vertical and Horizontal	42
3.4	State Contribution	42
3.5	Fund Utilisation	43
3.6	Fund Requirement	45
3.7	Conclusion and Recommendations	46

### Section Four

<b>Overall Conclusion and Recommendations</b>		<b>48</b>
4.1	Improving Outreach	48
4.1.1	Pool of Trainers/Resource Persons	49
4.1.2	Multi-Location Trainings	49
4.1.3	Collaboration/Partnership	49
4.1.4	Infrastructure Development	50
4.1.5	Human Resource	50
4.1.6	Knowledge Transfer System	50
4.1.7	Improvement in Funds Utilisation	51
4.2	Model Training Plan for ERs and Functionaries	51
4.3	Capacity Building Need Assessment	52
4.4	Convergence of Capacity Building Efforts	52
4.5	Training modules, manuals and content	53
4.6	Output orientation in Capacity Development	53
4.7	Capacity Development of Trainers/Faculties	54
4.8	Association of NGOs/Other Institutions	54
4.9	Strengthening ETCs	54
4.10	Capacity Development Vs Capacity Development Training	54
4.11	Allocation of Capacity Development Fund	54
4.12	Training Methodology	55
4.13	Exposure Visits	55

4.14	Training of Uniform Vs Mixed Groups	55
4.15	Technology for Capacity Development	55
4.16	Differential CD Strategy for EWRs and Multi-Termer	56
4.17	Demand Vs. Supply	56
4.18	Monitoring and Supervision	56
4.19	Information Management System	56
<b>Annexures</b>		
1:	Training Plan for ERs	73
2:	Training Plan for Functionaries	74
3:	Release and Expenditure Status	74
4:	Capacity Development Trainings Conducted in Different States	75
5:	Fund Release and Status of Utilisation of Training and CD Component	78
	Grants released to Union Territories	79
	Grants released to non-governmental organisations (NGOs)	79
	Infrastructure Development Component	80
<b>State-wise Evaluation</b>		
A	Andhra Pradesh	81
B	Assam	100
C	Madhya Pradesh	118
D	Orissa	135
E	Rajasthan	158
F	West Bengal	173

## List of Tables

1	: Training Need Identification	14
2	: Advantages and Limitations of Training through SATCOM	16
3	: Capacity Development Training – Delivery Models	19
4	: Training Design and Content by Trainee Category – Example of Two States	20
5	: Training Design	21
6	: Training Materials	22
7	: Trainers Pool at the State Level	24
8	: Details on Resource Persons	25
9	: Training Methodology	26
10	: Training Management	30
11	: No. of ERs and Functionaries Trained	32
12	: RGSY and BRGF Districts in Sample States	40
13	: Fund Release under BRGF and RGSY for Capacity Building	41
14	: Availability of Funds Per Capita	41
15	: State Contribution and National Release	43
16	: RGSY Fund Release and Submission of UCs [central share]	44
17	: Per Capita Expenses in RGSY	44
18	: Expenditure incurred by Rural Development Centre, Orissa	45
19	: Annual Capacity Development Fund Requirement	45
20	: Requirement Vs Availability – Resource Gap	46
21	: Days of trainings by ERs to be organised at different levels	51
22	: Days of training to be organised for functionaries at different levels	51
23	: Total training days to be organised at different levels for ERs and Functionaries	52
24	: Overall Findings	57

A1	: Sample Details	83
A2	: Trainees Sample	84
A3	: Number of ERs and Officials Trained	92
A4	: Allocation, Release and Expenditure under RGSY	94
A5	: RGSY Expenditure by year	96
B1	: State at a Glance	101
B2	: Centres available for Organising Training	103
B3	: Rounds of Training and Training Themes	106
B4	: No. of ERs and Functionaries trained under RGSY	108
B5	: Trainings conducted since April 2007 to September 2010	108
B6	: BRGF Infrastructure Development Plan Vs Achievement up to Sept.' 2010	109
B7	: Physical Target for Capacity Building under BRGF	110
B8	: Training Performance at a Glance under BRGF	110
B9	: Detail Progress in Training	111
B10	: No. of programmes organised at ETCs	112
B11	: BRGF Capacity Building Target and Achievement	114
C1	: Sample Coverage in Madhya Pradesh	119
C2	: Trainee Coverage under RGSY and BRGF	125
C3	: Training Achievement in Madhya Pradesh till August 2010	125
C4	: Estimated Expenditure of RGSY proposed by MGSIRD in MP	130
C5	: Receipt and Expenditure under RGSY for the year 2009-10 in MP	130
C6	: District wise Distribution of RGSY funds for the year 2009-10 in MP	132
C7	: Receipt and Expenditure details of BRGF in MP	132
D1	: Trainees Sample covered during Evaluation	137
D2	: PRI in Orissa	138
D3	: Elected Representatives in Orissa at three Tiers	138
D4	: PRI Structure in Orissa	139
D5	: Distribution of Districts by RGSY and BRGF	140
D6	: Capacity Development Training Status in RGSY Districts [SIRD Part]	147
D7	: Capacity Development Training in BRGF District	148
D8	: Training Achievement of SIRD from October 2009 to October 2010 for RGSY Districts	149
D9	: Training Achievement of SIRD from October 2009 to October 2010 for BRGF Districts	150
D10	: RGSY Fund Release in Orissa	151
D11	: Physical and Financial Achievement under BRGF and RGSY Capacity Building Fund	152
D12	: Fund Allocation under different Training Heads in Orissa	152
E1	: Sample Coverage	158
E2	: Educational status of the ERs	159
E3	: Training Design and Content in Rajasthan	161
E4	: Flow of Funds in Rajasthan	167
E5	: Training and Capacity Building Component	170
E6	: Infrastructure Development Component	171
E7	: Panchayat Ghar sanctioned in Rajasthan under RGSY	171
E8	: Grants Released to GVT by MoPR	171
F1	: Status of Elected Representatives in the state of West Bengal	177
F2	: District wise availability of DTCs in West Bengal	187
F3	: Year wise Coverage of Trainees in West Bengal	191
F4	: Central and State's Share under RGSY-West Bengal	194

# Acknowledgements

---

---

Successful completion of Mid-term Evaluation of RGSY was possible only due to the wholehearted support of different persons and institutions from time to time at national and state levels. This report would not have been possible without the overall guidance and support of MoPR. We sincerely thank Mr. A.N.P. Sinha, Secretary, Ministry of Panchayati Raj (MoPR), Dr. Sudhir Krishna, Special Secretary (MoPR), Mr. P.K. Bhatnagar, Under Secretary (MoPR), and other officials of MoPR for their guidance and support.

We would like to extend our sincere thanks to Mr. Sanjeev Sharma, National Project Manager, MoPR-UNDP CDLG Project, under which this assignment was undertaken, and also all the members of the CDLG Project teams in Uttar Pradesh, Rajasthan and Madhya Pradesh, for their contributions during the evaluation process.

We would also like to extend our sincere thanks to Ms. Sumeeta Banerji, Assistant Country Director (ACD) and Ms. Ritu Mathur, Programme Officer, UNDP, for their inspiration and constant support.

Our Sincere thanks are due to all the officials from the State Panchayati Raj Departments (PRDs), State Institutes of Rural Development (SIRDs) and their extension training centres covered under the evaluation for their unconditional support.

We thank to Dr. Sashikala Sitaram who provided support in designing the evaluation instruments and providing valuable insights during the evaluation process. We thank the Elected Representatives, district officials, block level officials and trainers of the sample states for the inputs provided to the evaluation team on different facets of the scheme.





# Abbreviations

---

---

ACEOs	Assistant Chief Executive Officers
AP	Andhra Pradesh
APARD	Andhra Pradesh Academy of Rural Development
APS	Abashik Prashikan Sanchalak [Resident Training Facilitator]
BDO	Block Development Officer
BIO	Block Informatics Officer
BPL	Below Poverty Line
BRC	Block Resource Centre
BRGF	Backward Region Grant Funds
BSNL	Bharat Sanchar Nigam Limited
CAA	Constitutional Amendment Act
CAPART	Council for Advancement of People's Action and Rural Technology
CB	Capacity Building
CBO	Community Based Organisation
CB&T	Capacity Building & Training
CD	Compact Disk
CDLG	Capacity Development in Local Governance
CDP & A	Centre for Decentralised Planning and Administration
CEO	Chief Executive Officer
CHMI	Community Health Management Initiative
Cr.	Crore
CRD	Centre for Rural Development
CS	Central Share
CSO	Civil Society Organisations
CSS	Centrally Sponsored Scheme
DFID	Department for International Development
DLTT	District Level Training Team
DP	District Partner
DPC	District Planning Committee
DPMU	District Project Management Unit
DPNGO	District Partner Non-Government Organisation
DPO	District Panchayat Officer
DPRDO	District Panchayats and Rural Development Officer
DRDA	District Rural Development Authority
DRP	District Resource Person
DTC	District Training Centre
EO	Extension Officer
ER	Elected Representative
ETC	Extension Training Centre
EWR	Elected Women Representatives
FGD	Focus Group Discussion
FY	Financial Year
GoAP	Government of Andhra Pradesh
Gol	Government of India
GoMP	Government of Madhya Pradesh

GoO	Government of Orissa
GoWB	Government of West Bengal
GP	Gram Panchayat
GPEO	Gram Panchayat Executive Officer
GPFT	Gram Panchayat Facilitating Team
GPMS	Gram Panchayat Management System
GS	Gram Sabha
GS	Gram Sansad
GUS	Gram Unnayan Samiti [of Gram Sansad]
GVT	Grameen Vikas Trust
HPC	High Power Committee
IAY	Indira Awas Yojana
ICT	Information, Communication and Technology
IGPRS	Indira Gandhi Panchayati Raj and Gramin Vikas Sansthan
IIRM	Indian Institute of Rural Management
IP	Intermediary Panchayat [Block]
IPE	Infrastructure Professionals Enterprise Ltd
ISDN	International Subscribers Dial Network
ISDP	Improved Service Delivery by Panchayats
ISRO	Indian Space Research Organisation
ISS	Institute of Social Sciences
ITP	Interactive Training Programme
JP	Janpad Panchayat
JSY	Janani Suraksha Yojana
KII	Key Informant Interview
KILA	Kerala Institute of Local Administration
KVK	Krishi Vigyan Kendra
LCD	Liquid Crystal Display
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MGSIRD	Mahatma Gandhi State Institute of Rural Development
MIS	Management Information System
MoPR	Ministry of Panchayati Raj
MoRD	Ministry of Rural Development
MP	Madhya Pradesh
MP	Mandal Panchayat
MPDO	Mandal Parishad Development Officer
MPP	Mandal Parishad President
MPReS	Monthly Progress Reporting System
MPTC	Mandal Parishad Territorial Constituency
MT	Master Trainer
NCBF	National Capability Building Framework
NGO	Non-Government Organisation
NIRD	National Institute for Rural Development
NREGS	National Rural Employment Guarantee Scheme
OHP	Overhead Projector
PAAO	Panchayat Audits and Accounts Officer
PAO	Panchayat Administrative Officer
PDO	Panchayat Development Officer
PESA	Panchayat Extension to Scheduled Area
PLA	Participatory Learning and Action
PMGSY	Pradhan Mantri Gram Sadak Yojana
PMU	Project Management Unit
PPP	Public Private Partnership

PPT	Power Point [Files]
PR	Panchayati Raj
PRD	Panchayati Raj Department
PR and RD	Panchayati Raj and Rural Development
PRDD	Panchayat and Rural Development Department
PRI	Panchayati Raj Institution
PS	Panchayat Samiti
PSFT	Panchayat Samiti Facilitating Team
PTC	Panchayat Training Centre
RD	Rural Development
RDC	Rural Development Centre
RDC	Regional Development Commissioner
RGF	Rajiv Gandhi Foundation
RGSY	Rashtriya Gram Swaraj Yojana
RGSY	Regional Gram Swaraj Yojana
ROT	Receive Only Terminal
RP	Resource Person
RSVY	Rashtriya Sama Vikas Yojana
RTI	Right to Information
RWS	Rural Water Supply
SATCOM	Satellite Communication
SC	Scheduled Caste
SDPO	Sub Divisional Panchayat Officer
SGSY	Swarna Jayanti Gram Swarozagar Yojana
SHG	Self-Help Group
SIPRD	State Institute of Panchayats and Rural Development
SIRD	State Institute for Rural Development
SLM	State Level Monitor
SLTT	State Level Training Team
SMTT	State Master Trainers' Team
SRD	Strengthening Rural Decentralisation (Programme)
SS	State Share
ST	Scheduled Tribe
TA	Travel Allowance
TDCC	Training and Development Communication Channel
TDS	Tax Deducted at Source
TNA	Training Need Assessment
ToT	Training of Trainers
TP	Training Programme
TV	Television
UC	Utilisation Certificate
UNDP	United Nations Development Programme
UP	Uttar Pradesh
UPF	Untied Poverty Fund
UT	Union Territory
WALMI	Water and Land Management Institute
WB	West Bengal
WBCADC	West Bengal Comprehensive Area Development Corporation
WBREGS	West Bengal Rural Employment Generation Scheme
WBSRDA	West Bengal State Rural Development Agency
ZP	Zilla Parishad/Zilla Panchayat
ZPTC	Zilla Parishad Territorial Constituency



# Executive Summary

---

---

The Ministry of Panchayati Raj (MoPR) commissioned the mid-term evaluation of its scheme aimed at the Capacity Building and Training (CB&T) of elected representatives and functionaries associated with the Panchayati Raj Institutions (PRIs) called Rashtriya Gram Swaraj Yojana (RGSY) with the intention of assessing the progress of the scheme in meeting its objectives. The assessment was conducted in six states<sup>1</sup> involving all the stakeholders. To have some comparative understanding, the field work was undertaken in two RGSY districts and one BRGF (Backward Region Grant Fund) district in each state. Different tools were used to collect information, including primary and secondary data, and analyse it objectively. The evaluation team interacted with several agencies/institutions including State Panchayati Raj Departments, State Institute for Rural Development (SIRD), Extension Training Centres (ETCs) and District Training Centres (DTCs) to understand the effectiveness of the CB&T programmes in six states. Trainees were also interviewed to assess the quality of the trainings received and their contribution to improving performance. The findings and recommendations are as follows.

## Converge capacity building and training (CB&T) initiatives

The National Capability Building Framework (NCBF) has been the benchmark for designing the capacity development strategy for the elected representatives and functionaries. Both the schemes -BRGF (capacity building component) and RGSY - provide resources for capacity building of the PRIs. Though there is a difference in the overall framework of the two schemes, their CB&T objectives are common, with varying geographic focus. While the CB&T funds under BRGF are meant for the backward districts, under RGSY the funds are provided for CB&T related activities in the non-backward districts. Since the nature of CB&T needs in both cases is the same, it is recommended that the capacity building funds of BRGF and RGSY be merged under one scheme.

## Develop a pool of trainers and resource persons/agencies

The current approach to capacity development emphasises quantum of achievement in terms of trainee coverage and number of trainings organised, rather than the quality of delivery and its application. Along with trainees, the faculty of SIRDs and ETCs also need to undergo training to keep them updated on the recent trends across the country. It is also important to partner with professional service providing agencies that have the expertise to develop resource materials and conduct training programmes.

## Develop partnerships with the right kind of agencies in the state and upgrade regional level institutions to enhance outreach

The current availability of infrastructure and human resources may not be sufficient for conducting large scale CB&T on a sustained basis. Under the overall leadership of State PRDs and the nodal training institutions such as SIRDs, collaboration with other training institutions, academic institutions, professional service providing agencies (SPAs) – including non-government agencies – should be considered. Suitable mechanisms should be established to monitor the training programmes to ensure quality, including third party evaluation.

---

<sup>1</sup> Andhra Pradesh, Assam, Madhya Pradesh, Orissa, Rajasthan and West Bengal

## **Develop a core curriculum for all the ERs and functionaries as well as state/context specific custom modules**

States have developed training and learning materials covering a number of common subjects like 73<sup>rd</sup> Constitutional Amendment Act (CAA), guidelines of central schemes/centrally sponsored schemes, etc. However, there is no uniformity in the content. It is recommended that the training curriculum and modules/manuals/training materials be categorised under two broad headings: the main curriculum, which would consist of subjects that are common to all states (this can be developed by MoPR after due consultation with states) and the state specific curriculum, as per the identified capacity development needs of the target groups.

## **Improve training methodology in the context of PRIs**

The training methodology being followed relies overwhelmingly on the lecture method which is not suitable for less educated and semi-literate members of the Gram Panchayats (GPs) and block level workers. Participatory and mutual learning methods would be more useful and beneficial for the ERs of GPs and Intermediary Panchayats (IPs) who comprise the majority of the elected members in the PR institutions. In addition, the curriculum should be pictorially rich, as there is considerable variation in the literacy levels of the ERs. Further, session plans and training strategies need to be targeted at specific groups like ERs and functionaries from PESA areas, EWRs etc., based on their level of understanding as reflected by training needs assessments (TNA).

## **Enhance capacity building and the training experience through multi-location training**

States are now exploring alternate approaches to improve coverage and effectiveness by conducting training in association with various service providing agencies (SPAs). This has proved beneficial for training large groups of stakeholders, especially at district and sub-district levels. This model of conducting training at multiple locations simultaneously by having collaborations should be effectively replicated. At the same time, it is essential that the existing infrastructure at various training institutions in the states is improved with more training halls, hostels, and appropriate human resources.

## **Improve SATCOM based training**

Satellite communication and information technology are not optimally used in states for CB&T of ERs and functionaries. In many instances, the technology is not yet sufficiently developed to be able to substitute for face-to-face training. However, SATCOM, along with allied technological solutions (for example e-learning) can be a useful resource to provide further clarity, reorientation, follow-up training inputs and review application of the inputs. A mix of both face-to-face and IT based methods would have a better impact.

## **Use technology to reduce costs, improve monitoring and assessment and help fund utilisation**

States have devised various mechanisms to monitor and supervise the training programmes. Certain operational constraints have hindered the expected levels of improvement in the quality of inputs and their utilisation. With an increased flow of funds and the thrust on the outputs of the scheme, strengthening the physical and financial monitoring system is urgently required at all levels – from MoPR to district and block level. In addition, a central monitoring mechanism at MoPR level needs to be devised to ensure that the capacity development initiatives are carried out in a desired manner.

States have also been experiencing problems in managing the information related to capacity development initiatives. A web enabled tracking system like PlanPlus can be used to monitor and track the programmes on a monthly/quarterly basis.

### The Way Forward

Detailed operational guidelines with the following content need to be developed in order to improve the RGSY scheme:

1. Outreach of the CB&T programmes needs improvement through collaboration with professional service providing agencies
2. A pool of certified trainers needs to be developed at the State/District and Block levels
3. Training should be based on TNA, with particular focus on disadvantaged groups such as elected women representatives (EWRs) and ERs from SC, ST, and minority backgrounds
4. Innovative and effective use of mobile technology in training delivery
5. Exposure visits of GP members to beacon Panchayats
6. Training core content should be uniform across the states and should cover issues related to Gram Sabha and social audit
7. ICT based knowledge management system reflecting work flow should be developed
8. Details of the infrastructure needed at the district and block level needs to be specified

Capacity development is a means to achieve the goal of a decentralised governance system which is vibrant and beneficial for the people. Besides the building capacities of individuals, it is important to strengthen the PR institutions to realise this goal. At the same time, to allow elected representatives to play their role effectively, it is important that states make systematic progress in devolving funds, functions and functionaries to the PRIs as intended in the Constitutional Amendments.





## Section One

# Background, Approach and Methodology

---

## 1.1 Background

After the enactment of 73<sup>rd</sup> constitutional amendment, various attempts have been made at the national and state levels to strengthen local self government institutions through diverse means. Strengthening the Panchayati Raj system is key to realising the national goal of “Gram Swaraj”. This can only be achieved if all the tiers undertake responsibilities for service delivery and truly work as the local self governments. However, looking at the performance of the Panchayats even after 2-3 rounds of Panchayat elections in many states, it has been realised that even the ERs who have come for the second or third term are unable to take up higher responsibilities and challenges. As members elected to the Panchayats are not static, it becomes highly essential that the new members get oriented in a continuous manner during their tenure to discharge their functions efficiently. The increasing need of building the capacity of the ERs [ERs] cannot be ignored if Gram Swaraj is to be achieved. At the same time, it also becomes essential to build up the capacity of the functionaries associated with the process to play a supportive role in strengthening the local governance system.

One of the early efforts to understand the training and capacity building needs of ERs of PRIs was made by Rajiv Gandhi Foundation [RGF] in 1993. RGF constituted a Task Force on Panchayat Raj which organised a series of consultations at the national, regional and sub-regional levels and identified various issues that affect strengthening of the local governance processes. The Task Force recommended formulating a national training policy and plan of action with necessary fund allocation during the IX Five Year Plan period for training of all ERs of PRIs with special focus on the representatives at Gram Panchayat level, women and members belonging to marginalised sections. The Task Force also underlined the need for not only designing the training programmes for enhancing the knowledge and skills among the representatives but also for incorporating the content on philosophy of democratic decentralisation, equity, gender justice and social justice in the curriculum. The Task Force made certain recommendations for adopting a multimode training methodology which includes programmes meant for awareness generation, experimental learning, and institutional training principally in foundational and functional areas, participatory workshops and field immersion programmes. Some states like Andhra Pradesh and Rajasthan have trained the ERs on these suggested lines.

The strengthening of PRIs gained momentum with the creation of Union Ministry of Panchayati Raj in 2004 and received further impetus at the organised round table conferences. Based on the 7<sup>th</sup> round table conference at Jaipur, National Capacity Building Framework was conceived for the PRI members. During the XI Plan period, a new scheme was proposed by the Government of India called **Rashtriya Gram Swaraj Yojana** [RGSY] to cater to the capacity development needs of the ERs and officials in a more comprehensive and result oriented manner. The overall objective of the scheme is to assist states/UTs in carrying out actual training activities for the ERs and officials to meet their capacity requirements.

The scheme also supports infrastructure development such as Panchayat Ghars at Gram Panchayat levels and establishment of training/resource centres at the regional/block levels.

## 1.2 Scheme Objective and Focus<sup>1</sup>

The need for training and capacity building of ERs and functionaries of Panchayati Raj Institutions cannot be underscored. With the implementation of a number of schemes under different departments, the duties and responsibilities of the elected representatives of Panchayats have increased manifold. In order to understand the complexities of these responsibilities and to fulfil the aspirations of their constituencies, the ERs need strong support in the form of training and capacity building. Rashtriya Gram Swaraj Yojana [RGSY] assists the states in training and capacity building of

### RGSY FOCUS

1. Upgradation of knowledge, skills and attitudes of Panchayat elected representatives to better perform their responsibilities towards the Panchayat
2. Orientation of the key officials associated with the functions devolved to Panchayats for effectively facilitating the Panchayats in their performance in respective areas
3. Improvement of the vigour of practice of grassroots level democracy through promoting the effective functioning of the Gram Sabha
4. Sensitisation of the media, political parties, representatives in the legislatures, civil society organisations, trade unions, service federations and citizens to view Panchayati Raj as an effective level of local government

ERs of the Panchayati Raj Institutions so that they can effectively perform the functions devolved and the schemes entrusted to them. RGSY is a Centrally Sponsored Scheme [CSS] of the Ministry of Panchayati Raj and meant for the districts that are not covered under the Backward Region Grant Fund [BRGF]. The scheme by nature is demand driven and 25 per cent of the fund is shared by the state government. As per the provision of the scheme, non-government organisations [NGOs] can be associated and 100 per cent central assistance is provided to them.

## 1.3 Components of the Scheme

The scheme has two major components: [1] training and capacity building and [2] infrastructure development. Under the component of training and capacity building, financial assistance is provided to the states/UTs for training of ERs and functionaries of PRIs as well as for setting up of Satellite/SWAN based training infrastructure for distance learning. Under the component of infrastructure development, assistance is provided for establishment of Panchayat Resource Centres/Panchayat Bhawans at block/gram Panchayat levels.

## 1.4 Objective of Evaluation

The ministry commissioned the mid-term evaluation of RGSY to understand the performance of the scheme and its effectiveness with regard to building the capacity of the ERs and officials. The evaluation reviewed the capacity building process and its outcome within the framework of the scheme and in reference to National Capability Building Framework [NCBF].

While acknowledging the fact that capacity building initiatives are process driven and have long term implications, assessing the impact of the programme cannot be exclusively attributed to RGSY.

<sup>1</sup> With reference to RGSY Guidelines, Ministry of Panchayati Raj, Govt. of India; February 2008.

There are many other factors that influence the process and outcome. Other initiatives also contribute to the overall achievements made in this regard.

## 1.5 Evaluation Approach and Methodology

The approach to evaluation was participatory and stakeholder oriented rather than a stand-alone ex-ante and ex-post assessment process. The inputs in terms of training and capacity building initiatives and their relation to the output were assessed in line with the RGSY focus. The evaluation covered a total of six states selected by the MoPR where capacity building initiatives have been taken up under RGSY. To understand the effectiveness of the scheme and its contribution in strengthening the PR institutions, three districts from each state were selected. Of the selected districts, one district was from the backward region where capacity

### OBJECTIVES OF MID-TERM EVALUATION OF RGSY

1. Assess the progress towards meeting the objectives of the scheme with respect to training of PRIs and officials, setting up of infrastructure for satellite based/distance training, sensitisation of Gram Sabhas, sensitisation of media, elected representatives and civil society organisations (CSOs)
2. Review the ease of management of the scheme at the national and state levels in terms of implementation structure and fund flow mechanism
3. Review the extent to which synergies with activities under BRGF are being established
4. Analyse the extent to which a knowledge base is being established so that a sustainable capacity is built for addressing the relevant development problems
5. Undertaken an assessment of contributions from the state governments

building under BRGF is being implemented and other two districts were RGSY districts. The objective of selecting BRGF and RGSY districts was to understand the difference, if any, in the capacity building approach and process. The districts were selected in consultation with the State Panchayati Raj and Rural Development Department/concerned SIRD. From each sample district, blocks and GPs were selected purposively for interaction with the trainees covering both ERs and functionaries. Additionally, interactions were held with the trainers, the apex institution conducting training [SIRD], Extension Training Centres [ETCs] and District Training Centres [DTCs]. The process of evaluation covered consultations and discussions with different stakeholders associated with the implementation of RGSY such as Ministry of Panchayati Raj, State Panchayati Raj Department, district administration of sample districts, block level officials, etc.

Structured formats and schedules were administered at different levels to capture relevant information related to the scheme. Secondary information was gathered from MoPR, PRD and SIRD etc. using structured formats. To understand the perception of the trainees, a structured key informant interview [KII] schedule was used. Similarly, trainers and department officials were interviewed using semi-structured formats. Though the overall approach to the evaluation was standardised, it varied from one state to another based on the state specific approach and methodology of implementation. Accordingly, the sample coverage by states and districts also varied significantly as far as coverage of trainees was concerned.

The field level assessment was conducted in two phases. In the first phase, three states were covered namely Rajasthan, Madhya Pradesh and Andhra Pradesh<sup>2</sup>. The remaining three states i.e. Assam, West Bengal and Orissa were covered in the second phase of the evaluation. The MoPR and State PR departments consistently provided support in the overall evaluation process to complete the assessment qualitatively.

## 1.6 Team Composition

To assess the scheme, a multidisciplinary team was constituted comprising Principal Evaluators and Associate Evaluators. Additionally, a three to five member team of field assessors was involved in each state.

State	Team Leader	Associate Evaluator
Andhra Pradesh	Dr. Shashikala Sitaram	Mr. Mohan Reddy
Assam	Mr. Padma Keshari Sahoo	Mr. Barendra Kumar Sahoo
Madhya Pradesh	Mr. Brijesh Singh	Mr. Vishwambhar Nath Tripathy
Orissa	Mr. Sangram Keshari Mohapatra	Mr. Gangadhar Acharya
Rajasthan	Mr. Sanjeev Kumar	Mr. Arun Kumar
West Bengal	Mr. Rajat Mitra	Dr. Azmal Hussan

The evaluation was conducted with the overall guidance of Mr. Ashok Kumar Singha, the Executive Director, CTRAN Consulting and coordinated by Mr. Saroj Nayak. Each state level team spent a minimum of 10-12 days in the field to interact with different stakeholders and receive their inputs.

## 1.7 Limitations of the Assessment

The assessment adopted a participatory and consultative approach overall. Due to various reasons, effective interaction with many officials, especially at the district level did not materialise. Secondly, many ERs, trained by the state failed to recall the inputs provided to them and methodology adopted for imparting training. This was because they normally attend a number of training programmes conducted on different schemes from time to time, so it was not possible on their part to recall specific training conducted under RGSY. Secondly, as there is not much distinction between RGSY and BRGF capacity building inputs, ERs were unable to differentiate scheme based inputs at trainer, trainees and facilitating agency levels. As per the evaluation frame, secondary information was expected to be gathered from state and district levels. But non-availability of segregated data/information at the state and district levels affected the analysis of different components of the scheme.

<sup>2</sup> Initially, the state of Uttar Pradesh was selected by MoPR for evaluation and also covered in the first phase. But during the course of evaluation, it was realised that there were no such progress in capacity building under RGSY. So, MoPR suggested changing the state. Instead of UP and Bihar, Assam and West Bengal were selected for evaluation.

## Section Two

# Capacity Building Approach and Process

---

*Capacity development<sup>3</sup> approach and process adopted by different states was reviewed from the perspective of ERs of PR Institutions and functionaries i.e. their capacity requirement and the adequacy of the schematic provisions to address the emerging capacity development needs and challenges. As RGSY also focuses upon the functionaries, their experiences were examined during the review process. Secondly, the state plan for capacity building was also reviewed and its relevance to meet the emerging capacity building challenges at different levels of PRIs was examined. This section brings forth overall findings with state specific initiatives and suggests improvements in the overall capacity development process.*

## 2.1 National Capability Building Framework

With the objective of developing the capacity of the ERs for better functioning of the PR institutions, MoPR has designed a National Capability Building Framework [NCBF], which outlines a comprehensive approach towards building the capabilities of Panchayats. The framework describes the preparatory activities, building up of training infrastructure, developing a pool of resource persons, provision of handholding support, planning the logistics of implementation and monitoring and evaluation of capacity building efforts. The National Capability Building Framework is made a part of the BRGF Programme guidelines and an amount of Rupees one crore per backward district<sup>4</sup> is being allocated to undertake capacity development activities.

### OBJECTIVES OF NCBF

1. Enabling Panchayat elected representatives to upgrade their knowledge and skills to better perform their responsibilities, such as implementing programmes equitably, enabling them to think in terms of concrete actions they can take or facilitating and equipping them with the skills required for day-to-day performance of executive duties;
2. Orienting key officials associated with the devolved functions to (i) better function as technical advisors and trainers and (ii) respect, be more receptive and learn from the ground level experience of elected Panchayat representatives;
3. Improving the Gram Sabha functioning, particularly for the poor, to assert their demands through participative planning, monitor plan implementation and to hold their Panchayat to account through invoking Right to Information and social audit;
4. Sensitising the media, political parties, representatives in the legislatures, civil society organisations and citizens to accept and promote Panchayat Raj as an effective level of local government.

<sup>3</sup> Capacity Development [CD] and Capacity Building [CB] is interchangeably used in this report.

<sup>4</sup> Total of 250 backward districts receive BRGF capacity development fund at the rate of Rs.10 million per district per year.

## 2.2 State Focus and Capacity Development Plan

The capacity building/re-orientation of PRIs and officials have been a focus of all the sample states. All the states view capacity building in totality without any scheme based differentiation such as RGSY and BRGF<sup>5</sup>. Though every state now has two sets of districts i.e. BRGF and non-BRGF, still as far as capacity building is concerned, a state is considered as one unit irrespective of its backwardness status. This unified approach to capacity building recognises that the capacity needs of the ERs and officials, irrespective of the district category, are similar. Though, non-BRGF districts are relatively better with regard to infrastructure, the capacity gap for both ER and officials is considered to be equal in both types of districts and there is no exclusive capacity development focus by district category.

A road map for capacity building of ERs and officials is prepared by all the states and serves as a guiding document for implementing capacity building activities in the state. The capacity building plan encompasses a range of capacity requirements for ERs and officials. The capacity building plan of West Bengal is a convergence of resources based on the five year plan [2007-12] which recognises capacity building as one component for BRGF and RGSY districts. The plan looks at converging resources from four sources i.e. from BRGF capacity building components, RGSY, DFID supported Strengthening Rural Decentralisation Programme [SRD] and World Bank supported Improved Service Delivery by Panchayats Programme [ISDP]. Infrastructure development for capacity building is considered as a means for improved outreach and self sufficiency in catering to the capacity building need of the ERs and officials. The capacity development plan of Andhra Pradesh for the year 2009-10 and 2010-11 is quite comprehensive. A number of capacity development activities were projected for implementation under RGSY, BRGF and other schemes as there is no separate externally aided project for capacity building of ERs. The infrastructure development plan looks in to strengthening ETCs and radio programme in the state and accesses funds from two sources i.e. BRGF and RGSY. Other state capacity development plans also have similar components.

The capacity building plan is more of an activity plan for a period of five years where number of persons to be trained, infrastructure to be developed and budget to be utilised is detailed. However, the overall outcome of all such trainings that contribute towards strengthening of the governance system and decentralisation process is not spelled out clearly. Training/capacity building as a continuing activity is definitely a means to improved Gram Sabha functioning but planning with clearly spelt out outcomes is also vital and found missing in the state plans like that of West Bengal and Assam. Secondly, the capacity building plan prepared at the state level is more a state level document with no relation to the district level plans. Many district level plans also do not reflect the capacity building component of RGSY in their plans explicitly. The ERs and officials at the district level are not even aware of any such plans including the NCB Framework. This indicates that the plans are more centralised and there is a need to share the plans with various stakeholders vertically and horizontally.

## 2.3 Capacity Development; Comparison of RGSY and BRGF

For non-BRGF districts, another scheme called RGSY was designed for capacity development of ERs and functionaries. But, there has been a difference between RGSY and BRGF as far as capacity development is concerned. While the fund under RGSY is marked separately for direct capacity development and infrastructure development, in BRGF, infrastructure development is incorporated within the capacity development fund<sup>6</sup>. The NCB Framework envisages establishment of Resource Centres at the intermediate Panchayat [IP] level to facilitate trainings. Establishment of such training

<sup>5</sup> In identified backward districts, capacity building fund is available from BRGF whereas in non-BRGF districts, it is available from RGSY.

<sup>6</sup> BRGF Guidelines

infrastructure demands capital investment which has been borne from the capacity building component of BRGF. While availability of Rs. one crore per district for capacity development is not sufficient, use of fund for infrastructure development further reduces the budget availability for capacity development.

In comparison to BRGF, per capita training allocation under RGSY is more favourable and allocations are made based on the demand rather than supply. Besides, the scheme also has a separate provision for the development of infrastructure for satellite based trainings. There is a scope to involve NGOs for undertaking capacity building activities under the scheme. However, the scheme remains deficient in some areas such as not including urban local bodies under the fold of capacity building and also relatively less allocation of funds than that of BRGF<sup>7</sup>.

## 2.4 Capacity Building and Devolution Status

Capacity development is a means to achieve the high level goal of GRAM SWARAJ i.e. decentralised governance which is vibrant and beneficial for the people. So, strengthening the PR institution is a direct product of such initiatives where capacitated ERs contribute to make it happen. This necessitates that the overall environment of devolution which can make it happen should be strengthened enough so that there is ground for the ERs to exercise their powers and functions. Unless and until it happens, capacity development initiatives may not achieve their desired result. Incomplete/partial devolution in most of the states hampers administering the acquired capacity by the ERs at the ground level which by itself becomes a hurdle in realising the overall goal of capacity development.

## 2.5 Convergence Approach in Capacity Building

### 2.5.1 Convergence of Resources

Capacity building of ERs and functionaries are not stand alone initiatives under RGSY in all the states. The functionaries are trained under different programmes/schemes apart from RGSY. For capacity building, there is no demarcation of resources like BRGF and RGSY. Rather, all the funds earmarked for capacity building get merged at the apex training institution [SIRD] level. When training programmes are organised, there is no differential treatment of trainees on the basis of BRGF and non-BRGF districts. With a common training curriculum, inputs provided to different categories of ERs and functionaries of both types of districts also remains similar.

Capacity requirement of ERs of the backward districts may not be always similar to that of relatively developed [non-BRGF] districts. Perhaps, this is one of the reasons the capacity building component has been segregated and placed separately with BRGF and RGSY. If backwardness is regarded basically a geographical and infrastructural characteristic, then capacity building can be brought under one umbrella rather than separately as BRGF or RGSY. Looking at the present practice in all the sample states, it seems more feasible to merge the capacity building funds that are currently allocated under BRGF and RGSY separately. If policy constraints persist, the other option is segregation in mapping the capacity requirements by RGSY and BRGF districts and using funds accordingly.

<sup>7</sup> Capacity development fund allocation under BRGF is Rs. 250 crore whereas for RGSY it is Rs. 45 crore per year

## 2.5.2 Convergence of Themes

As is the case with funds, inputs provided during training are also not segregated by BRGF and RGSY districts. Both types of districts are treated in a unified manner assuming that the capacity needs of both types of district might be similar. During the assessment of capacity building needs, no segregation is made by district typology. Secondly, training subjects taught to ERs and officials in both types of districts are also the same excluding certain special trainings organised for women and other categories. As field interactions indicate the educational status of the ERs, their exposure and understanding vary in both the types of districts. In such a situation, similar design of training does not seem of much help, especially to the ERs of backward regions.

## 2.6 Panchayat Election and Training

The NCB Framework suggests organising training of ERs within three months of their election so that they remain enthusiastic and committed. Different states have taken initiatives in this regard such as in Madhya Pradesh and Rajasthan. In Rajasthan, training of ERs were organised within three months of their assuming office between April and June 2010 as the elections were conducted in January 2010. Similarly, in West Bengal, initiatives were taken to train the ERs after their election in May 2008. After the recent elections in Madhya Pradesh, the state initiated their training and during evaluation, another round of training was conducted for the newly ERs. But in Uttar Pradesh, though last election was held during August 2005, till date no specific training has been conducted though preparatory work has been completed. In Orissa, the ERs are of the opinion that trainings should be organised immediately after the election and preferably within six months, however there was no training for the ERs immediately after the election.

## 2.7 Capacity Building in Cascading Model

The Cascading Mode of Training<sup>8</sup> works on the principle of developing cadres of trainers who in turn impart training to the deserving trainee segments in a phased manner. The cadres are developed through Training of Trainers [ToTs] who in turn impart training at different levels. This mode of training is adopted in the states of Andhra Pradesh, Orissa, Rajasthan and West Bengal. Adoption of this model is basically driven by the objective of improved outreach and imparting training to larger segments at one go. This mode has been useful to train the large segment of ERs at GP and the intermediary Panchayat level. Though, it cannot be ascertained that whether this mode has helped to reduce the cost of the training, but definitely it has helped to cater to a large segment in a short span of time. Within a short span of two to three months, all the ward members were trained in Andhra Pradesh, Rajasthan and Orissa because of this model of training.

Apart from establishing a trainer's pool for greater outreach in a short time span, Orissa has involved NGOs as strategic partners in organising trainings for district level ERs and officials. Around 78 NGOs from all the districts were shortlisted and have been associated in training. However, NGOs only play the role of logistic organisers rather than as agencies of training. Training is imparted by the empanelled trainers who have received the ToT programme from SIRD. Similar to Orissa model, in Uttar Pradesh<sup>9</sup>, five NGOs have been shortlisted to organise training programmes. In Rajasthan, the master trainers have been selected from the state operating NGOs and government departments to

<sup>8</sup> Cascading mode of training is face to face training organised for different categories of ERs and functionaries in a decentralised manner.

<sup>9</sup> The state was dropped from the sample as there was not much progress in capacity building training under RGSY. By the time of evaluation, no training was organised by the department or by the NGOs.



impart training. Assam is a deviation as it has a wider network of government institutions operating as ETCs, hence the state conducts training programmes using the existing infrastructure rather than engaging NGOs. Only in autonomous council areas of Assam [4 districts], one NGO<sup>10</sup> has been engaged to impart training to the ERs and officials.

Though the NGO based training outreach model seems effective in catering to a larger mass of ERs and functionaries in short span of time, there is a need for regular scrutiny and monitoring of their activities. Secondly, it is essential to keep track of the resource persons engaged by the NGOs to ensure that only experienced trainers impart training to the ERs and functionaries.

## 2.8 Institutional Partnership in Training

To conduct training of ERs, PRI functionaries and officials as well as certain institutions have been identified by the PR and RD departments at the state level. SIRD is the apex institute that conducts training in all the states. Apart from SIRD, extension training centres, district training centres and NGOs are also involved in imparting trainings.

In Andhra Pradesh, APARD is the nodal institution that conducts training in association with the ETCs. Similarly, SIRD and Indira Gandhi Panchayati Raj Sanstahan in Rajasthan act as the nodal agency for capacity building of PRI members. Grameen Vikas Trust [GVT] is the only NGO involved in the state in capacity building of PRI under RGSY in 80 GPs of four blocks of Baran district namely Anta, Kishanganj, Shahbad and Atru. In Madhya Pradesh, Mahatma Gandhi State Institute of Rural Development [MGSIRD], Jabalpur is the apex institution for capacity building of PRIs under the RGSY and BRGF programmes. Apart from MGSIRD, the state has three other major training centres namely Water and Land Management Institute [WALMI], Bhopal; Sanjay Gandhi Institute of Training for Youth in Leadership and Rural Development, Pachmarhi; and RCVP Noronha Academy of Administration and Management, Bhopal. The state has six Extension Training Centres [ETCs] in Bhopal, Indore, Ujjain, Nowgaon, Gwalior and Seoni. Additionally, there are Block Resource Centres [BRCs] at the Janpad level who are involved in imparting training to the ERs and PRI functionaries.

In Assam, SIRD has been organising trainings with the support of 12 ETCs and one NGO partner. Though SIRD is the nodal agency for training in West Bengal, PR and RD departments directly conduct training for ERs of the GPs through additional human resources supported by externally aided DFID and World Bank projects. In Orissa, SIRD is the apex institution for imparting training to ERs and PRI functionaries in the state. Three ETCs impart training at the district level. The state has a panel of 78 NGOs who organise trainings at district and block levels to train ERs and functionaries as per the schedule of training circulated by SIRD.

## 2.9 Training Needs Assessment

Designing a training programme which addresses the training needs of the target group is important. The NCB framework proposes a need assessment of the trainees before conducting training so that trainees can acquire the desired skills and knowledge base. All the states have conducted such assessments following either the “centralised” and “decentralised” process of need assessment. Decentralised need assessment process was adopted in Rajasthan where

<sup>10</sup> Loka Kalyan Parishad, West Bengal based NGO covering four Bengali speaking districts of the state.

consultative workshops were organised either at division or at district levels. The ERs of different categories were consulted in such workshops and their training needs were identified. All the identified needs were further discussed at the state level and the training requirements were finalised. In Rajasthan, the last PRI election was held in January 2010 but the last Training Need Assessment (TNA) was conducted during 2009 which means the assessment was for the outgoing ERs rather than for the new ERs. It is obvious that some capacity requirements remain more or less constant for the current and previous ERs but there are always some new emerging needs. In such a situation it was quite important to assess the need of the current ERs. In the case of Rajasthan, this did not take place and trainings were framed based on the earlier assessment.

In remaining other states, training needs were assessed in a centralised mode. In Madhya Pradesh, MGSIRD conducted TNA workshops centrally to understand the training and information gaps that existed amongst the PRI members. This workshop was held in consultation with leading NGOs in the state, heads of various departments, other training institutions, ERs at various PRI levels and prominent leaders in the development sector. The training needs were identified on the basis of “stakeholder analysis” and “job task analysis”. The training programmes, pedagogy and the curriculum were designed based on the outputs of these workshops. Similar centralised process was followed in all other states. For example, multi-stakeholder workshops were organised in Andhra Pradesh involving PRI members and officials. Available secondary literature was also reviewed to understand the need of ERs, tasks that are performed by each of the functionaries and knowledge and skills required to perform the tasks. But, no formal TNA was conducted in Assam. The SIRD faculty in consultation with selected officials of PR and RD department designed the training as per their understanding and perception. In West Bengal, no such multi-stakeholder consultative workshops were held before training but several rounds of in-house consultative meetings took place. Unlike the initial training phases, the department is currently assimilating the feedback of the trainees to identify the training needs. Identified training needs in all the states are in accordance to the thematic areas prescribed in the RGSY guidelines.

**Table 1: Training Need Identification**

Key Methods of Training Delivery	AP	Rajasthan	WB	Orissa	MP	Assam
Process followed	Centralised Workshop mode-multi stakeholder consultation	Decentralised Consultation at 7 divisions and state consultation	Centralised Through informal consultations and review of the studies	Centralised Workshop mode-multi stakeholder consultation	Centralised Workshop mode - TNA included job task analysis and stakeholder analysis	Centralised Decided by SIRD in consultation with ETCs
TNA by ERs and functionaries	Yes	Yes	Yes	Yes	Yes	Yes
Exclusive TNA for PESA area	No	No	No	No	No	No
Continuity/ repetition of TNA	No	No	No	No	No	No

Source: Discussions with Departmental officials, ERs, SIRDs and trainers

## TRAINING NEED ASSESSMENT PROCESS IN RAJASTHAN

Rajasthan has adopted a consultative process to identify capacity requirements of ERs and officials. SIRD organised a four day workshop at each divisional location [the state has seven divisions] facilitated by Zilla Parishad of the respective division. On the first day of the workshop, needs of elected Zilla Panchayat members and related district level officials were identified. On the second, third and fourth days needs of Panchayat Samiti members and functionaries; elected Sarpanchs, ward members and Gram Sevaks and Gram Sabha were identified respectively. The needs of Gram Sabha were identified by discussions with selected people/opinion leaders from selected GPs of each division. Thus needs of all target trainee segments were captured. The extent to which the process was participatory and the degree of participation of different stakeholders could not be ascertained but the strategy adopted for assessment was quite decentralised and consultative.

After the completion of TNA workshops at each division level, an experiential learning and sharing workshop was organised at the SIRD level to finalise emerging needs and aspirations of elected PRI representatives in the state. Based on the findings of the need assessment process, necessary changes were made in the training modules. Till now, the state has conducted three TNAs in the years 2000, 2004 and 2009.

Barring Rajasthan all other states conducted capacity building assessment once and trainings were organised accordingly. In all these states, the assessment process focused more on the understanding of schemes/programmes and its implementation along with 73<sup>rd</sup> CAA. The identified training needs of all the states seemed more or less similar without any significant difference. However, operational skills, attitudes and behavioural dimensions were not emphasised. Focusing only on schemes/programmes would not be of much help in the long run in improving personal productivity unless these aspects are addressed.

Secondly, the identified needs as per the TNA were also more or less similar in all the categories of ERs and functionaries whereas in actuality their roles and responsibilities are different as they operate at different levels. It is apparent that identified needs are more generic in nature rather than specific to a particular category of ERs and functionaries. There is no specific standardised framework to assess the capacity of different ERs and functionaries. Each state has its own methods of capacity assessment. While this gives flexibility to the states, there is no scope of consolidation of this information at the national level for different categories of ERs.

## 2.10 Strategy and Methods of Capacity Building

### 2.10.1 Direct Mode; Face to Face

Face to face training has been a common in-house training methodology adopted by all the states for ERs and officials. The associated training institutions prefer this methodology as it facilitates exchange of views between the trainer and trainees. This mode of training seems more appropriate and feasible to discuss various issues related to different schemes/programmes and getting clarification from the trainers. Secondly, this mode of training creates a sharing platform for all the participants to exchange ideas and practical experiences which becomes beneficial for other trainees. States like Orissa, Assam and West Bengal put lot more emphasis on this mode of training whereas the technologically savvy state of Andhra Pradesh puts high degree of emphasis on SATCOM based training due to the scope of wider outreach and coverage.

## 2.10.2 SATCOM Based Distance Learning

The scheme guidelines highlight different strategies to be adopted for imparting training and one of them is satellite based training. Satellite based training is mainly adopted in Andhra Pradesh in comparison to any other sample state. In Rajasthan and Madhya Pradesh and Orissa, no satellite based training is conducted for ERs and officials. Use of SATCOM for training is also not observed in states like Assam whereas in West Bengal it is used more for formal interactions rather than imparting training though these states have established satellite terminals. Assam has 15 satellite accessing terminals covering 12 ETCs. The state has utilised BRGF funds for establishment of these terminals. But satellite based training is yet to start in the state of Assam. The satellite based terminals for training is yet to reach the block and GP levels where majority of the ERs and officials are the aspirants of capacity inputs.

In West Bengal, satellite communication [SATCOM] had been used during the initial phase of training to organise direct interactions through question-answer sessions between the state level officials and the PRI members and their functionaries. But no such specific satellite based training programme was planned or conducted during the initial training phase. For SATCOM establishment, PRD department in West Bengal received funds from MoPR and a matching grant from the state was also allocated for establishment of satellite terminals. Though, SIPRD is the apex training institution at the state level, the interactive studio is placed at the department level [PRD] which has restricted the use of satellite base for trainings conducted by SIRD. In Orissa, there is not much use of satellite based training rather emphasis is given more on face to face training. Use of satellite stations for imparting training in Andhra Pradesh has evolved as a model for expanding capacity development outreach.

**Table 2: Advantages and Limitations of Training through SATCOM**

Sl. No.	Advantages	Limitations
1	Reaching larger number of participants in less time	Restricts face to face direct interaction
2	More participants could be reached at less cost [cost effective]	More like watching live telecast of academic sessions. Becomes a boring affair for the trainees.
3	Help in reaching unreached audiences	Less scope for the participants to clear their doubts
4	A good quality and well planned SATCOM training is useful	Creates less interest among the trainees after few hours
5	Provision of local Resource Person [RP] to facilitate the interaction process has been helpful	Limited or no scope of using different participatory methods to make the trainings meaningful and informative
6	Variety of formats like documentary films and video clips could be used to communicate effectively.	Mismatch in communication process. Language communicated in SATCOM programmes in some cases is beyond the general understanding of the trainees [specific to ERs and GP level functionaries]

Source: Review of field findings and discussion with officials and PRI members

The satellite terminals/stations basically have two- way audio and one way video system. This operational system does not make much difference at the trainee level as it restricts direct interaction process.

In terms of outreach and coverage, SATCOM has been useful but its effectiveness is not similar to face to face trainings. Satellite based training can be of more use for following up of training inputs; providing clarification to the ERs and functionaries on operational procedures and management systems; answering their questions; solving problems and also monitoring the activities. Imparting direct training on

## ANDHRA PRADESH EXPERIENCE

APARD launched “Grama Vikasam”—the innovative distance mode of training programme on SAPNET-MAN TV Channel III through KU Band on the 13<sup>th</sup> of February 2009. This increased the reach of training to more than 3,00,000 participants including elected representatives and functionaries of PR and RD departments. Receive only Terminal [ROTs] with 42” Plasma TV with 4-5 hours power backup systems were established at 1097 Mandals by Information and Communications Department. Resource persons from PR Department, particularly EOs [PR&RD] who facilitate the training process, man these terminals. They also engage in imparting training to participants on various thematic issues related to the PRIs. The transmissions are conducted on every Thursday from 11.00 a.m. to 4.30 p.m. with the screening of short thematic documentary films in the morning, followed by interactions with the experts and resource persons. The sessions in the afternoon are devoted to interaction between subject experts seated at the studio in Hyderabad, who answer queries from the participants seated at the Mandal level. This system has a potential of training 40,000 people at a given time. An annual calendar explaining the programmes and upcoming events for various categories of trainers is prepared and circulated well in advance, to enable the participants to be prepared and take full advantage of this mode of training.

different themes using this two way audio and one way video system is not of much help especially when ERs are attending their first training after election. Secondly, the personal touch between the trainer and trainees which happens during face to face training is lost in satellite based trainings. Any discomfort, stress and problems that the respondent experiences can be detected through frowns, nervous taping and other body language, unconsciously exhibited by any person in face to face training which is missed in satellite based training. But satellite based inputs could be more beneficial for providing hand holding support and guidance, rendering solutions to the operational problems and supporting the ERs and officials for strengthening implementation of different schemes. Such initiatives are yet to be taken and even a mix of both the approaches is not observed.

## KEY FINDINGS OF THE ASSESSMENT OF SATCOM TRAININGS IN KARNATAKA

An exclusive study was commissioned by UNDP and Planning Commission, Government of India to understand the impact of satellite training in Karnataka state. The Media Research Group [MRG] that conducted the study highlights the following findings:

1. Per participant training cost has been between Rs. 219/- [total budget of Rs.80.42 lakh per day for 36,600 trainees] and Rs.234/- [Rs. 1.59 Cr. per day for 68,000 trainees] in SATCOM trainings whereas the cost is between Rs.1000/- to Rs.1200/- per participant per day in face to face training.
2. Face to face and SATCOM training need to complement each other. Use of SATCOM and face to face training depends upon the topic of the training and the category of trainees. If the target audience is too large and it is required to create awareness in short duration, SATCOM mode of training is useful.
3. A mixed approach for different target groups would be helpful as both the approaches have certain advantages.
4. Up-gradation of studio and satellite technology from time to time.
5. Training formats like power point presentations, films and video clips, visuals on best practices/success stories should be used in studio based SATCOM programmes.
6. Formative research should be conducted while designing large scale SATCOM based interactive trainings.

### 2.10.3 TV Channel and Help Lines

Use of TV channels and help line for capacity development and problem solving is not extensive. There is no fully or partly dedicated TV channel at the state level which supports capacity development of ERs and functionaries in all the states excluding Andhra Pradesh. However, in West Bengal, there is a dedicated helpline that is functional from 10am to 5pm. Deputed staff at the helpline response to different queries immediately or within 24 hours after discussing the matter with related officials at the department, if required. In Andhra Pradesh, a dedicated TV channel telecasts different developmental themes five days in a week. Assam also takes initiatives in this regard and telecasts awareness programmes in the local language once a week on the local TV channel. But overall, use of TV channel and help line for training, problem solving and hand holding is not common.

### 2.10.4 Formal Certificate Course

Though it is one of the suggestions of NCB framework to conduct certificate courses in Panchayati Raj, no state has taken any initiatives in this regard. Certificate courses can be of immense help in the cascade mode of imparting training. The persons enrolled in the courses can be taken up to the resource person's pool for imparting training.

### 2.10.5 Video Conferencing

Video conferencing is normally not used for capacity building rather it is used for review of different programmes/schemes implemented and conferencing with district level officials. Video conferencing facility is available in all the sample states. In Andhra Pradesh, APARD has established a state-of-the-art video conferencing facility connected with its five ETCs through a BSNL leased line, all district head quarters through NICNET and with all SIRDs of other states through ISDN lines. Similarly, all sample states and districts have such facility which is used for monitoring and review.

### 2.10.6 E-learning

APARD has converted the existing training modules and material into interactive CD formats in order to facilitate the use of these CDs whenever the participants find time. All the printed and e-learning materials are also uploaded on the website. In Assam, a weekly orientation programme is telecast on the local DD channel and every Saturday a radio programme is aired. These programmes serve as an orientation for sensitising ERs and the common people. However, the use of e-learning materials for improving one's own capacity is not so rampant in the sample states.

### 2.10.7 Monthly Magazine

Monthly or quarterly magazines are also published in different states which elaborate different components of PRI act, rules and responsibilities, success stories and different initiatives, information related to different schemes and programmes etc. While Orissa publishes a quarterly journal, Andhra Pradesh has a monthly journal called "Sthanika Palana" [Local Governance], being published by APARD. These magazines cover issues related to PR administration, financial management, rural development, disaster management, environment, land administration, women and child welfare, etc. It focuses on enhancing the knowledge base of the ERs and functionaries of the PRIs. Rajasthan also publishes informative magazines for ERs and others.

**Table 3: Capacity Development Training – Delivery Models**

Key Methods of Training Delivery	AP	Rajasthan	WB	Orissa	MP	Assam
Face to face training [in-house]	Yes	Yes	Yes	Yes	Yes	Yes
Interactive satellite based training [SATCOM]	Yes	No	Used partially	No	No	No
Face to face and satellite training as consolidated programme	Yes	No	No	No	No	No
Fully/partly dedicated TV channel for training	Yes	No	No	No	No	No [Awareness programme once in a week on local channel]
Availability and use of help lines	In process	No	Yes	No	No	No
Formal Certificate course in PR	No	No	No	No	No	No
Cascading/ decentralising training models [training through trainer's pool etc.]	Yes	Yes	Yes	Yes	Yes	Yes

Source: Interaction with Departmental officials, SIRDs, Trainers and Trainees

### 2.10.8 Exposure to Beacon Panchayats

Exposure of trainees to beacon Panchayats during training is not a common practice in all the states. But trainers and functionaries are exposed to different promising initiatives as has happened in states like Andhra Pradesh, Assam and Orissa. Exposure visit of elected representatives, especially at the sub-district level is quite rare.

## 2.11 Training Design and Content

In Madhya Pradesh, the training programmes for each level of PRIs were designed keeping in mind the output of TNA. In the design, attention was paid to include information that would empower the trainees to work towards better and efficient planning as well as implementation of government schemes. In Andhra Pradesh, the training modules were designed based on the identified needs. The designed training was piloted by the faculty of APARD where they organised pilot training for two to three days. Based on the suggestions of the participants on the pilot training programme, the training modules and materials were modified and finalised.

The content of training for the ERs in Andhra Pradesh broadly covers:

- I Institutional building issues – conducting of general body meetings, roles and responsibilities of the functionaries, resource mobilisation, financial management, planning for development etc.
- II Issues relating to leadership, interface between the officials and the ERs, communication skills, team building, etc.
- III Planning, implementation and monitoring of rural development schemes, interface with the line departments, disaster management and people's participation in development.

**Table 4: Training Design and Content by Trainee Category – Example of Two States**

States	GP	IP	ZP
Madhya Pradesh	Module I: information about Panchayat Raj in Madhya Pradesh  Module-II Major programmes for rural development	73 <sup>rd</sup> constitutional amendment and special provisions that it entails  History of Panchayat Raj in Madhya Pradesh  Main tenets of Madhya Pradesh Panchayat Raj Act of 1993  Constitution of Janpad Panchayat, permanent committees, roles and responsibilities  Planning and budgeting by Janpad Panchayat, keeping account of receipts, expenditures and audit  Annual administrative report of Janpad Panchayat  Powers, responsibilities and programmes devolved to Janpad Panchayat  PESA, RTI and other issues	73 <sup>rd</sup> constitutional amendment and special provisions that it entails  History of Panchayat Raj in Madhya Pradesh  Main tenets of Madhya Pradesh Panchayat Raj Act of 1993  Constitution of Zilla Panchayat, meetings, removal of members, permanent committees, roles and responsibilities  Planning and budgeting by Zilla Panchayat, keeping account of receipts, expenditures and audit  Annual administrative report of Zilla Panchayat  Powers, responsibilities and programmes devolved to Zilla Panchayat
Rajasthan	Main elements of 73 <sup>rd</sup> Amendment, constitutional view of Swa-Sashan [Self Governance] roles of Sarpanchs, Upa Sarpanchs and Gram Sevak, GP meetings process and mini secretariat, definition of development, dimensions of human development, major schemes of development and role of gram Panchayat, drinking water and sanitation schemes, women and child development schemes, population growth and development issues, NRHM functions and roles, social security schemes, financial management at GP level, various records at GP level, values of Panchayati Raj, disaster and water management, Green Rajasthan, Environmental issues, revenue related issues at GP level, inclusive and responsible growth through PRIs	Main elements of 73 <sup>rd</sup> Amendment and functional role of Zilla Parishad, role of Zilla Parishad in development administration, Millennium Development Goals, rural sanitation and drinking water programmes, powers transferred to PRIs, major development projects by PRIs, human development related schemes	Main elements of 73 <sup>rd</sup> Amendment and functional role of Zilla Parishad, role of Zilla Parishad in development administration, Millennium Development Goals, rural sanitation and drinking water programmes, powers transferred to PRIs, major development projects by PRIs, human development related schemes

Source: Review of secondary information, discussion with State SIRDs and Department

For the functionaries, the content covers various contemporary issues. The Induction/Foundation course is made mandatory for all the direct recruiters and promoters. Certain need based courses formed a part of the overall curriculum such as financial management, planning, preparation of plans, project implementation skills in specific programmes like NREGS, water sheds, water and sanitation etc. General training programmes on stress management and team building were also made part of the training content.

In Madhya Pradesh, different case studies were included in the training programmes to highlight different issues related to proper functioning of a Gram Panchayat. The issues addressed in the case



studies included characteristics of a good leader, the ideal way to conduct a Gram Panchayat meeting, setting up and functioning of Self Help Groups, various social welfare schemes etc.

In Rajasthan, separate modules were developed for orientation of PRI members and officials at various levels. The content of training is very exhaustive and sometimes not suitable to the duration of orientation/training programme. The focus of learning has been on knowledge and information. Daily, the training is divided into four sessions and each session is approximately of 75 minutes. As number of participants per training has been more than 50 [sometimes around 150], it is beyond the scope to have in depth discussions and cover the content meaningfully. However the programme has captured many dimensions of development and seems exhaustive in its content. There is a need to develop effective training tools and visuals to provide messages rather than structured lectures and presentation, which have dominated the orientation/training programmes.

## 2.12 Reference Materials and Teaching Aids

Every state has developed different training materials on identified training themes. Two different types of training materials are developed i.e. materials for use of trainers and materials for the use of trainees. For example, exclusive modules and reading materials are developed in Andhra Pradesh to conduct ToTs of the identified trainers. Standardised methods are ensured to enable the delivery of training content across the state uniformly. Handbooks in the local language have been developed and distributed at the time of training which act as training aids. Video films on identified themes have

**Table 5: Training Design**

Key Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
Use of TNA for training designing	Yes	Yes	Yes	Yes	Yes	Yes
Design for foundation and functional course	Yes	Yes	Yes	Yes	Yes	Yes
Design for basic skills-planning and implementation	Yes	Yes	Yes	Yes	Yes	Yes
Days of trainings	2 to 3 days	For ZP members and District level officials- 2 days PS members and block officials-2 days Sarpanchs, Upa Sarpanchs and Gramsevakas- 6 days Ward Panch- 2 days Master Trainers- 6 days	For Pradhans and Upa Pradhans - 7 days For Upa Samiti Sanchalaks - 4 days GP secretary and Sahayak - 7 days ToT-35 days in phases	3 days	6 day training for each level GP panch - 3 days at cluster level	3-day duration for the PRI members 4 days for government officials, ToT - 5 days Exposure visits-10 to 12 days
Session plan	Yes	Yes	Yes	Yes	Yes	Yes

Source: State SIRDs and Department; Interaction with officials, trainers and trainees

also been developed. The films give insights on field problems and also encourage analytical thinking. In Madhya Pradesh, different sets of training materials are prepared for each level of ERs keeping in mind the profile of the trainees, the context and the needs of the trainees. In Assam, different training materials are developed based on the theme of training. In Rajasthan, printed resource materials in Hindi are given to the trainees for reference. In West Bengal, around 20 reference materials, modules/ manuals have been developed in-house by the PR and RD department with the support of externally aided DFID project along with videos and PPT files which are district specific.

Each state gives a hand book/reference book to the ERs and functionaries. The handbook depicts the 73<sup>rd</sup> constitutional amendments, role and responsibilities of PRIs, different schemes implemented in the state, etc. However; the reading material has excessively used written text as medium of communication with less use of graphics, visuals and case analysis. Looking into the profile of trainee, especially at the GP and IP levels, the relevance of resource material seems very low as the content is more academic in nature. Many respondents were of the opinion that points discussed in the

**Table 6: Training Materials**

Key Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
Constitution of committee for curriculum designing	Yes-Internally	Yes-Internally	Yes-Internally	Outsourced	No	Yes
Use of Language	Telugu	Hindi	Bengali	Oriya and English	Hindi	Akhamia
Type of materials	Training modules on different themes, IEC materials, scheme specific materials	Training modules on different themes, IEC materials, scheme specific materials	Booklets, handouts and PPT presentations, CDs containing cases etc.	Materials on schemes, 73 <sup>rd</sup> CAA etc.	Training modules on different themes, IEC materials, scheme specific materials	Training modules on different themes, IEC materials, scheme specific materials
Quality of materials– pictorial, content, question answer mode, FAQs, charts/ posters etc.	Pictorial and analytical	More academic in nature than in form of stories and illustrations	FAQ mode, Charts, and pictorial representations	Pictorial with content elaboration	The training material consisted of some pictorial description and flow charts. However it was textual for most part. The material at GP level also consisted of case studies	The material is both descriptive as well as pictorial; however the descriptive part overweighs the pictorial and illustrative part
Supply of materials to trainees/ERs	Yes	Yes	Yes	Yes	Yes	Yes
Film and electronic materials	Video films on specific identified themes	Training at district and block levels has used films as training tool. But ward members training has no such utilisation of AV aids	Video films have been produced and used	Use of video films on success story and PPT	Display video of “Adarsh Panchayat”	Films on income generating activities and women empowerment

Source: State SIRDs and departments; interactions with officials, trainers and trainees

training sessions were not reflected in the reading materials provided to them. As trainers did not share their presentations/lecture notes, much information went missing and it becomes difficult for the trainees to recall and apply the learning to the work sphere after training.

## 2.13 Institutional Infrastructure and Human Resources

In spite of the association of a number of institutions in the process of training, the current training infrastructure does not seem adequate to conduct large scale training especially that of ERs of GPs and IPs. To counter this, the department is hiring private infrastructure or utilising infrastructure of other departments available at the block and GP levels for organising trainings. Often the infrastructure hired for the purpose is also not well equipped to conduct training in the required manner. Modern training equipment like LCD, OHP, desk speakers etc. are not available in most of the hired centres or training centres of other departments. This unavailability of required infrastructure is one of the major obstacles in the way of imparting large scale training to the ERs.

The human resources available at SIRD and ETCs are below the required level to conduct large scale trainings. This situation exists in Rajasthan, Assam, Orissa and West Bengal. Institutional faculty having requisite knowledge on PRI act, its rules and regulation are also scarce at SIRD level in Assam, Rajasthan and West Bengal. In SIRD-Assam, there are four faculties for dealing with different schemes of Rural Development Department whereas only one faculty is available to deal with thematic subjects of Panchayati Raj. Similarly, in Rajasthan, only one faculty is available to deal with themes of Panchayati Raj. SIRD in West Bengal has around 14 in-house trainers dealing with training of PR and RD departments. They also have an additional benefit of around 20 trainers at the departmental level who have been recruited under externally aided projects to deal with trainings. Due to the scarcity of experienced in-house faculty members, the subject matter specialists are hired/outsourced from line departments and open markets including NGOs. Almost all the states have a pool of trainers who facilitate different training sessions.

To meet the vast requirement of capacity building and fulfil the mandate to cover all the ERs and their functionaries, each state has developed a pool of trainers/resource persons who impart training to the different PRI cadres. The empanelled trainers have undergone ToT at the SIRD level and they are given modules and manuals for imparting training at different levels. With the supply of standardised modules and manuals, content of the programme is kept constant in all the districts which helped minimise any biases on the part of the trainer and deviation from the original theme. In Assam and West Bengal, SIRD and the PR and RD Department have their own resource pool to impart training and the resource persons have been selected from government departments. In Assam, there are around 200 RPs covering SIRD and ETCs who impart training on different thematic areas. In West Bengal, the in-house RPs have undergone 35 days ToT programme in seven phases, of five days duration each. Following the cascade model of conducting training, Rajasthan has developed a pool of trainers through training of trainers (ToT) programme.

**In Andhra Pradesh, the identified potential master trainers are trained at APARD and ETCs on various aspects of PR and RD. The Master Trainers train the other trainers after evaluating their competency. These trainers act as members of mobile training teams to conduct training programmes at the district and sub-district levels. Around 13 teams, with every team comprising three to five members, are constituted in a district and this mobile team reaches the mandals and sub-mandals and conducts training for a period of two to three days. Apart**

from ToT, every trainer is given a training tool kit in Andhra Pradesh consisting of pre-prepared printed flip charts, CDs on important themes of training, Trainers' Manual, FAQs and relevant training feedback formats prepared by a team of experts. The training manual is structured in such a way that the participation of the trainees is ensured in the learning events. Trainers in all the states have similar reference materials. Strict use of modules and manuals during the training by the trainers could not be ascertained at the ground level but select trainers reported using the same while conducting training programmes.

## 2.14 Additional Trainer's Pool

Trainers have been selected both from internal and external sources. Along with the faculty members of SIRD; states have developed pool of resource persons from different line departments, NGOs and also from the open market. IGPRS in Rajasthan has developed two member teams for each district and seven member teams at each block level. Target district level trainers had one male and one female from each district. Trainers have been selected from government departments, PRI functionaries, ex-PRI members, teachers and NGOs. APARD in Andhra Pradesh has around 50 master trainers belonging to APARD, ETCs, national institutes like NIRD and reputed NGOs and other activists. These master trainers perform the role of subject matter experts who in-turn develop trainers in their respective specialised areas. The master trainers have developed around 1390 trainers/resource persons

**Table 7: Trainers Pool at the State Level**

Key Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
Master trainer selection process	Around 50 master trainers identified who are subject experts from the faculty of APARD and ETCs, national institutes like NIRD and reputed NGOs and other activists	Selected through recommendation by district and blocks. IGPRS has targeted two member team from each district and 7 member team at each block level	The trainers are selected by SIRD and department. The trainers' team is a mix of young techno-savvy people with retired government officials	SIRD selected the trainers through written test, group discussion and personal interview	The trainers were nominated by the respective Janpad Panchayats for the GP level trainings. For JP and ZP level trainings, SIRD selected the RPs	SIRD selected the RPs in a workshop where aspirants were asked to take demo classes and based upon their performance, they were selected
No. of Trainers	Around 1390 trainers	Around 1500 trainers	20 in-house and more than 100 additional trainers	Around 432 master trainers and around 1250 block level RPs	Around 5014 trainers	More than 100 trainers
Resource persons typology	The resource persons are school teachers, college lecturers, retired government servants, NGO personnel, and former elected representatives	Resource persons are from government agencies Panchayat, Women and Child development department and from NGOs	ERs and government department officials	ERs government officials like BDO, ABDO, GPO, FEO, CDPO and other line department officials, NGOs and individuals	Government officials, experienced PRI members and other individuals	Working government officials, retired government officials, PRI members of upper level, academicians, social workers from NGOs and CBOs and rest are from SIRD existing officials

[RPs] who have undergone ToTs in different phases. The resource persons are identified from different categories like school teachers, college lecturers, retired government servants, NGO personnel, former ERs etc. For identification of the RPs, a district level committee headed by a CEO has been constituted and the committee administers an attitude and knowledge test, followed by an interview.

In West Bengal, trainers are selected keeping in view that youth and experience are well balanced in the trainer's pool. The composition of the intended trainers' team is ideally a mix of young techno-savvy people with retired government officials with ample experience. In Assam, there are around 200 resource persons who impart training at SIRD, ETCs and DTCs. All these trainers have undergone TOT programme with exposure to KILA, NIRD and other national level institutions. In Madhya Pradesh, the trainers deployed for training of PR representatives and officials are stratified according to the PRI levels. For district level Panchayat representatives and officials, the trainers include senior level government departmental officials, leading trainers and subject matter experts from civil society organisations, faculty members from RCVN Noronha Administration and Management Academy and leading experts working in the sector. The Janpad level trainers include ETC faculty members, Panchayat Training Centre faculty members, district level officers, District Project Officers, subject matter experts on various issues of Panchayati raj. The Gram Panchayat level trainers deployed for the purpose include relevant government officials at Janpad levels to undertake sessions related to their department and conduct the overall training programmes. However, block level trainers were observed to have very little interest in conducting/imparting training. There has been a wide variation in promoted trainers in the state. In general, trainers from NGOs and PRI officials have shown better training delivery quality than others in Rajasthan.

**Table 8: Details on Resource Persons**

Key Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
Organisation of ToT	Yes	Yes	Yes	Yes	Yes	Yes
Two months induction course for master trainers	No	No	No	No	No	No
Refresher course for resource persons [days of course and participation]	Yes	No	No	No	No	Yes
Organisation of exposure visit in the refresher course	No	No	No	No	No	Yes [not specifically in refresher course]
4 resource persons per state for satellite training	Not specific	No	No	No	No	No
No. of resource persons per batch of training	Mobile team approach – 8-16 member team per district for training of 2-3 days	Normally 2-3 resource persons per day	Normally 2-3 resource persons	For the 1 <sup>st</sup> two days of training, 2 RPs and in the last day additional RPs from Govt.	Normally 2-3 resource persons per day	For 3 days training, 2 RPs per day. Sometimes same RPs continues for subsequent days

Source: State SIRDs and Department; Interaction with officials, trainers and trainees

**Table 9: Training Methodology**

Key Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
Lecture Method	Yes	Yes	Yes	Yes	Yes	Yes
Use of participatory methods like games, role play, group discussion etc.	Occasional	Occasional	Occasional	Occasional	Occasional	Occasional
Field visit during training	No	No	No	No	No	No
Display of PPT, films, video clips etc.	Yes	Yes	Yes	Yes	Yes	Yes
Training by thematic experts	Yes	Yes	Yes	Yes	Yes	Yes

Involvement of wide range of experienced persons from different sectors/sub-sectors enriches the knowledge pool. The flow of inputs from SIRD faculties to the master trainers and subsequently to the trainers and further to ERs and functionaries somehow dilutes the basic essence of the input delivery strategy and quality of inputs. Though the developed training materials help in standardising the inputs, in some cases, trainer's own understanding and views creep in to the training sessions.

## 2.15 Training Approach and Methodology

The methodology adopted for training in all the cases is dominated by lecture/interactive lecture method with some display of audio-visuals/films, group exercises and plenary sessions. In Rajasthan, films on development concerns are screened for the participants. In West Bengal, video clips on different thematic areas like health, water and sanitation etc. are played. The use of visual aids in training has been beneficial especially for the ERs of GPs and IPs. Open house discussions are being encouraged by the faculty members for clarifying the doubts of the trainees.

Although, different methodologies are being adopted to make the trainees understand the subject matter, the use of a variety of methodologies in different sessions or in different training programmes is rather sporadic. It basically depends upon the ability and understanding of the trainers to use such tools and techniques during training. While use of a variety of methodologies is found at the state level trainings and to some extent at the district levels, its percolation to the block and GP level is quite poor. Secondly, use of different methodologies also depends upon the number of participants. When the numbers of participants are more, many training methods become ineffective and remain unsuitable.

## 2.16 ER Categories and Place of Training

ERs of different categories were imparted training at different locations in a decentralised manner. Training programmes are organised in more or less a similar pattern in all the states. It is mostly the district level officials, ZP functionaries and functionaries of IP who are being trained at state institutes. Training of trainers programme is also organised at SIRD level. Members of IP and GP along with GP functionaries are either trained at district level or at the block and cluster levels. Organising training in this manner has helped the states to cover more number of ERs in a cost effective manner.

In West Bengal, SIPRD undertook training of Zilla Parishad members; *Karmadhyakshas* [chairpersons of standing committees of Zilla Parishads and Panchayat Samitis]; *Sabhapatis* [chairpersons] of Panchayat Samitis; and selected district and block level government officers directly associated with PRIs. Training of the rest of the PRI functionaries i.e. members, *Pradhans*, *Upa-Pradhans*, *Sanchalaks* (chairpersons of sub-committees), employees of Gram Panchayats and members of Panchayat Samitis was administered by the Directorate of Panchayats and Rural Development through the District Panchayats and Rural Development Officers [DPRDO] who deployed the district level training team [DLTT] to conduct the training programmes with the support from district and block administrations. In Andhra Pradesh, APARD conducts training of key functionaries centrally at the state level and at five ETCs. The ZP Chairpersons, ZP members, MPP and officials are trained at APARD. The MPTCs and the Sarpanchs are trained at the Mandal level and the Ward Members are trained at the Mandal Head Quarters and /or at the Panchayat Cluster levels. Andhra Pradesh has a mobile training team for conducting trainings at district and block levels. Apart from that, APARD has also identified a number of NGOs for imparting training.

In Madhya Pradesh, RCVP Noronha Academy of Administration and Management organises training of Zilla Panchayat Chairpersons and Deputy Chairpersons. The Zilla Panchayat members, Chairperson and Deputy Chairperson of Janpad Panchayats are trained in Water and Land Management Institute and Janpad Panchayat members are trained in the Extension Training Centres [ETCs]. Gram Panchayat level functionaries and officials [GP Secretary] are trained in the Block Resource Centres [BRCs] and GP level ERs are trained at the Cluster level. Normally the block resource centres are the permanent/hired infrastructure while for organising trainings at the cluster level, infrastructure is hired or organised in the school building or other available government structures.

In Orissa, training of Zilla Parishad functionaries is conducted at SIRD level along with training of district and block level officials. The Zilla Parishad members and functionaries of the Panchayat Samiti [Intermediary Panchayat] are trained at their respective districts. At the block level, trainings are organised for the ERs of the Panchayat Samiti, GP functionaries and ERs of the GPs. In Assam, trainings are organised at SIRD level for the functionaries of ZP and officials. ETCs and DTCs are used for the training of ERs and functionaries of IP and GP level. The ERs of the GPs are also trained at the block and GP levels on different themes. In Rajasthan, trainings are organised more or less in a similar fashion where functionaries of ZP and officials are trained at the state level and remaining others at district and block levels through the empanelled trainers. The GP and IP members are trained at the block level whereas ZP members are trained at the district level.

Organising training at different places for different categories of ERs and functionaries is done for a number of reasons such as availability of suitable infrastructure for training, number of ERs to be trained [more at GP and IP levels] and category of trainees to be trained. The overall pattern reflects that district level functionaries and ZP members are normally trained at the state level whereas remaining others are trained at district and sub-district levels. Trainings organised at district and sub-district levels are normally less appealing to the ERs and functionaries. While localisation of training is cost effective and improves the outreach, at the same time, it creates a disturbance during training as many trainees attempt to do their official works by going out of the training venue. The trainees prefer to go back home every day before the completion of session. The duration of classes is often shortened to accommodate their requirements. When classes are organised at block offices, movement of common people disturbs the training sessions.

## MADHYA PRADESH EXPERIENCE

Madhya Pradesh has a feedback system which maps pre and post training understanding of the participants on different thematic areas. All the training programmes were preceded by a pre training assessment on the understanding of the participants on the subject matter in the form of a questionnaire. The questionnaire has multiple choice questions regarding various issues related to Panchayati Raj System. After the training programme, again a post training assessment is conducted on the same aspects. The trainees are also asked for their feedback which covers various aspects of the training programmes such as training objective realisation, understanding of the inputs rendered, effectiveness of the reading material distributed and general administration and coordination of the training.

## 2.17 Mixed Vs. Single Group Training

In almost all the states, trainings are organised for trainees in exclusive groups by their functional level – separately for ERs and functionaries. Excluding a few cases, trainings are not organised in mixed groups for different thematic areas. Though the NCB Framework suggests combined training of officials and ERs for greater exchange of views, but in all the states, such trainings are not organised in a mix manner. Had it been the case, it could have facilitated the sorting out of many issues related to strengthening the service delivery and local governance system. Organising training in single group is also attributed to non-willingness of the ERs and functionaries to share a common platform of learning with their counterparts functioning at a lower level. The ERs of district level are not willing to be trained with the ERs of IPs and GPs. A similar situation marks the functionaries of district, block and GP levels. Other reasons for organising separate trainings were suitability and cost effectiveness. As cost of training for different category of trainees by their functional level is different,<sup>11</sup> it was thought of organising separate trainings for each group rather than training them in mixed groups.

## 2.18 Training Feedback System and its Utility

Obtaining feedback on training after the completion of training has been a practice in all the states. In Andhra Pradesh, feedback and suggestions are obtained from all participants for evaluation of training. These inputs are used for further improvement of the training programmes [TP] and its implementation methodology<sup>12</sup>. The training feedback system includes the internal feedback obtained by administering a schedule. This schedule basically covers the basic amenities at the training centre, the training arrangements and the quality of training. The course coordinator report is prepared based on the feedback received from the participants. The feedback obtained is used to modify the ensuing training programmes. APARD has also engaged independent agencies to assess the impact of the training programmes<sup>13</sup>.

Similarly, in Rajasthan, a written feedback is used to assess usefulness/relevance of sessions, learning methods and logistics. However these formats are to be filled in writing and that limits its scope in obtaining feedback from PRI members who are not literate. Moreover the format does not include

<sup>11</sup> According to the RGSY guidelines [February 2008], cost norm per day per person is around Rs.600/- per ZP member, Rs.450/- per IP member, Rs.300/- per GP member and GP secretary, Rs.500/- for GP functionary and Rs.450/- per GP functionary.

<sup>12</sup> Training Large Numbers, The Andhra Pradesh Experience published by APARD

<sup>13</sup> ASCI [Administrative Staff College of India] and NIRD [National Institute of Rural Development] conducted the assessment during the current year. The assessment observed that APARD has been framing and delivering well conceived training programmes, with relevant contents that has helped the functionaries in administering the day-to-day functioning of the Panchayats.



session-based feedback and recall of sessions by participants after the training seems difficult. Many a times, filling the feedback format becomes responsibility of the trainer [by asking to the trainee] as trainees are unable to fill such elaborate feedback forms.

However, use of feedback is rarely used to improve organisation of trainings, change the training content, or modify the input delivery approach. There is no compilation and analysis of the feedback or remedial action based on the suggestions the state level. Had it been

the case, there would have been a change in methodology and strategy of training over the years. Receiving feedback remains a mere formality rather than a measure to improve the programme.

In Rajasthan participants invariably expressed satisfaction over training logistics and support. Most of participants were not willing to stay and travelled daily to attend the training programme though accommodation facilities were provided. However due to daily travel, their transportation cost goes up and payment of Rs.100 as transport cost was perceived to be very low. As trainees cover a distance of around 40km to attend training [desert area], many a times the cost was prohibitive to continue training especially for ward members and Sarpanches.

## 2.19 Training Logistics and Administration

Institutions organising the training basically manage the logistics and provide administrative support to the training programmes. In Andhra Pradesh, APARD ensures the logistical support required for organising the training programme for the ERs and functionaries of the PRIs at the state level. At the regional level, the respective ETCs serve as the coordinating agencies for that region. The ZP training cell identifies the required training infrastructure in consultation with the local MPDO and other functionaries. The ZP Training Cell makes arrangements for the distribution of training materials, registration forms etc. from APARD to all the training venues located at the Mandal headquarters. At the Mandal level, concerned MPDO provides all the logistics for the smooth conduct of the programme. The respective Panchayat Secretaries are actively involved in mobilising the trainees and making the necessary transportation facilities.

In Madhya Pradesh, trainings for each level of PRI members is organised at predetermined venues and care is taken to ensure that trainings are organised meaningfully. For Gram Panchayat Sarpanch, Upa Sarpanch and secretary, Janpad Panchayat and Zilla Panchayat, the trainings are residential and all the arrangements of boarding and lodging are arranged by the associated officials. Nodal officers appointed by MGSIRD at each district and Janpad are given the responsibility of overall coordination of the training programmes in partnership with the respective officials. The state government has also instructed the Chief Executive Officers and other departmental heads in the Janpads to make logistic arrangements. In most cases, the trainings are either held at Janpad office or other venues such as Forest Department guest houses which were capable of handling the training needs.

Arrangement of training logistics at block and cluster levels remains a problem especially where the required infrastructure is not available. Training sessions are conducted in temporary tent houses [in Andhra Pradesh], school buildings [in many other states including Rajasthan] etc. When trainings are organised in temporary places, arrangement of teaching aids like OHP, white board etc. pose a challenge. Importantly, such temporary arrangements fail to build a suitable learning environment for the participants.

**Table 10: Training Management**

Key Indicators	Andhra Pradesh	Rajasthan	West Bengal	Orissa	Madhya Pradesh	Assam
Place/venue of training for ERs and officials of different categories	At the state level, APARD ensures the logistical support required for organising the training programme for the functionaries of the PRIs. At the regional level, the respective ETC is the coordinating agencies for that region. The ZP training cell identifies the required training infrastructure in consultation with the local MPDO and other functionaries	For ward members – place of training was Panchayat Samiti hall or a central place [Dharamshala in sample area] in that cluster  For Block level – Panchayat Samiti Hall and Dharamshala in block town  District level – Zilla Parishad Hall	As of date, there is one Central Training Institution with PRDD named Institute of Cooperative Management for Agriculture and Rural development, one state level training institute titled State Institute of Panchayat and Rural Development [SIPRD], five extension training centres [ETCs] and 26 district training centres [DTCs] that are temporary in nature	The trainings for PRIs are conducted in DPNGOs selected at district, block level and even in cluster basis. However, the resource persons are trained in SIRD.	At GP level organised by JP. For JP and ZP level organised by SIRD in coordination with other training institutes	ERs are trained at SIRD [both campus i.e. Guwahati and Kahikochi] as well as ETCs but the officials are trained at SIRD, Assam
Residential/non-residential training, boarding arrangement	State and district level trainings are residential while cluster level trainings are non-residential	State level trainings are residential. District level trainings are also residential but trainees are not willing to stay	At the DTCs and ETCs, trainings are being organised on a residential basis. State level programmes are also residential in nature	The training programmes are purely residential in nature, but the some PRIs prefer to go home as their house is close to their residence. However, in Baleswar the blocks under the DPNGOs VARSA and ODISHA FOLLOW UP, all the training programmes are non-residential	All trainings were residential except for cluster level GP member trainings  For GP level arrangements by JP, for JP and ZP levels arrangement by respective training institutes	All the trainings at SIRD are residential type how-ever PRI members of the nearby areas prefer to go back to home after the trainings and join again in the next day. In case of ETC, Pakili as there is no hostel facility; all the trainings are non-residential in nature
Availability and use of training equipment [OHP/LCD/White board etc.] at SIRD/ETCs	Extensively used in APARD and ETCs	Use of LCD was made at district and block level training	Computers, LCD projectors for PPT presentations, white boards etc. were used during the training sessions	Almost all the DPNGOs have OHP/LCD/White board, conference hall, generators, separate accommodation for ladies and gents	Basic training equipment already available with BRCs. Rest was rented as per the needs of the training	All the training equipment available in the training centres are adequately used, however most of the visited centres lack teaching aids like over-head projectors and LCD projectors etc.

Source: State SIRDs and Department; interaction with officials, trainers and trainees, physical observation

## 2.20 Training Inclusion [Gender/SC/ST etc.] and Access to Training

When trainings are organised for ERs of both scheduled and unscheduled areas, BRGF and RGSY districts, it ensures participation of all segments including elected women representatives [EWRs]. This includes ERs from different educational backgrounds also. In all the states, Experience at the state level indicates that exclusive training of EWRs and SC/ST needs more focus in all the states. This type of exclusive training was observed in states like Rajasthan and Andhra Pradesh, but not regularly. In Andhra Pradesh, exclusive training courses for women representatives and SC/STs representatives from all the three tiers were organised. But the attendance was not satisfactory. Women and SC/ST also attend the programmes organised for all the members. APARD has included training for media, members of CSOs, political party representatives and others in its annual action plan/s. But so far, the programmes have not been implemented. In Rajasthan, special training programmes were organised for EWRs and SC/ST during 2008-09 but after that no such trainings were organised. Assam also organised special trainings for the EWRs at the ETC level.

In Madhya Pradesh, there is a special initiative for ensuring inclusion of women in capacity development trainings. For example, in Sehore district they allowed the EWRs to bring their spouse or a male member from the family along with them to the training programmes so that they feel comfortable attending the sessions. Though the training programmes were residential, the participants and in particular the female participants were allowed to commute everyday to the training venue from home. This led to increased comfort levels among women participants. Similarly, in West Bengal, a crèche was introduced exclusively for EWRs at district and sub-district level trainings.

## 2.21 Training Achievements

There has been a progressive growth in coverage of ERs under RGSY over the years in some states. However there is a mixed trend as far as coverage of ERs under BRGF is concerned. Andhra Pradesh reflects a steady growth in the coverage of ERs under RGSY similar to Madhya Pradesh, Orissa and Rajasthan. But it seems that some ERs are trained more than once within a particular year, as total achievement [BRGF + RGSY] exceeds 100 per cent. It may be due to refresher courses organised for the earlier trained ERs. As far as functionaries are concerned, it shows a mixed trend over the years, under both RGSY and BRGF, in different states.

As the figures show (Table 11), there has not been full coverage of ERs in most of the states for capacity building training under both RGSY and BRGF. Even cumulative achievement of last three years is also not able to match the 100 per cent coverage requirement as achieved in West Bengal and Orissa. Obviously the present system of capacity development and training is far from effective and calls for a proper model to be designed to cater to the needs of the ERs and their functionaries.

## 2.22 Effectiveness of Training

The evaluation process included various indicators to assess the effectiveness and efficiency of the training programmes. Most of these indicators call upon ERs' recall to assess the effective use of training. Responses of the trainees were more general rather than specific. Normally each training

**Table 11: No. of ERs and Functionaries Trained**

Year	Trained Under BRGF			Trained Under RGSY			BRGF+RGSY		ERs + Functionaries Trained
	ERs	Functionaries	Total	% of ERs	ERs	Functionaries	Total	% of ERs	
<b>AP-Total ERs-224003</b>									
05-06	0	0	0	0.00	0	0	0	0.00	0
06-07	150655	13717	164372	67.26	63291	10173	73464	28.25	213946
07-08	134417	6197	140614	60.01	76017	5000	81017	33.94	210434
08-09	103110	6333	109443	46.03	86670	4830	91500	38.69	189780
09-10	213062	33287	246349	95.12	133152	20598	153750	59.44	346214
<b>Assam-Total ERs 25436</b>									
05-06	0	0	0	0.00	0	0	0	0.00	0
06-07	0	0	0	0.00	0	0	0	0.00	0
07-08	0	3081	3081	0.00	0	6740	6740	0.00	9821
08-09	7985	1143	9128	31.39	16645	774	17419	65.44	24630
09-10	3095	9277	12372	12.17	5367	14265	19632	21.10	8462
<b>MP-Total ERs-396516</b>									
05-06	0	0	0	0.00	2411	3573	5984	0.61	2411
06-07	0	0	0	0.00	1062	2374	3436	0.27	1062
07-08	7763	10235	17998	1.96	24	5776	5800	0.01	7787
08-09	61964	7978	69942	15.63	63	22460	22523	0.02	62027
09-10	106568	4048	110616	26.88	2913	2318	5231	0.73	109481
<b>Orissa-Total ERs 92454</b>									
05-06	0	0	0	0.00	0	0	0	0.00	0
06-07	0	0	0	0.00	0	0	0	0.00	0
07-08	0	0	0	0.00	0	0	0	0.00	0
08-09	1990	106	2096	2.15	1884	161	2045	2.04	3874
09-10	23621	137	23758	25.55	14956	466	15422	16.18	38577
<b>Rajasthan-Total ERs-120247</b>									
05-06	0	0	0	0.00	120000	10700	130700	99.79	120000
06-07	0	0	0	0.00	0	0	0	0.00	0
07-08	37805	3600	41405	31.44	0	0	0	0.00	37805
08-09	0	834	834	0.00	55000	320	55320	45.74	55000
09-10	0	406	406	0.00	72000	600	72600	59.88	72000
<b>WB-Total ERs-58828</b>									
05-06	0	0	0	0.00	0	0	0	0.00	0
06-07	0	0	0	0.00	5255	4584	9839	8.93	5255
07-08	0	0	0	0.00	1528	6164	7692	2.60	1528
08-09	3683	1106	4789	6.26	5879	4771	10650	9.99	9562
09-10	2234	4265	6499	3.80	1507	3607	5114	2.56	3741

Source: MoPR Web site

programme covers a number of themes related to the subject of training. In a majority of the cases, theme of the training is informative and contents were related to Panchayat Raj and rural development schemes/programmes like MGNREGA. Information about various schemes is quite important for the trainees in all the states to help them understand and implement it effectively. The general impact of the trainings has been increase in the knowledge base of the trainees regarding the Panchayat Raj system; understanding of different schemes, their implementation procedures and administrative arrangements. Many ERs feel that post training they are able to explain schemes with more clarity. As a result villagers are more receptive and collective action in planning and implementation of different schemes is facilitated. Training inputs help the ERs feel empowered and confident in performing their role and voicing their views/opinion in the Panchayat confidently.

**Opinion of ZP Members:** A majority of ZP members opined that lecture method was largely used in trainings. There were no field visits to understand and analyse different issues and find solution. Reference materials provided to them are in vernacular language. But majority of them failed to comply with the content of the reading/reference materials for the following reasons: [1] the materials are more academic in nature rather than containing illustrative examples, pictorial presentation etc. [2] many ERs are not able to make use of such materials due to poor educational standards, and [3] in many cases they do not find it interesting enough to go through. The trainings have had a positive impact on the selected women PRIs. Some women ERs are now able to understand different proposals and schemes due to training inputs. Some ERs who had gone through the training earlier found no newness in the content. Some educated ZP members feel that “Information provided in training has been very superficial and it needs to be more in-depth and informative through better content design”. A significant realisation commonly expressed by the ZP members was that the current functional powers of PRI members were inadequate to be able to exercise the knowledge gained through training.

**Opinion of IP and GP Members:** More or less similar responses were received from the ERs of IPs and GPs in all the states. As far as GP members are concerned, they felt more confident in facing the community and providing clarity on different schemes and its provisions. Empowered by the trainings, their participation in Gram Sabha is more active and they can make their presence felt in GP meetings by providing different suggestions.

**Officials:** The officials are basically trained on the following aspects - Panchayati Raj structure/system, various government schemes, face to face interactions with PRI members, coordination with government services and NREGA. The training methodology has largely been lectures by people from various departments and officials. They were also shown some video films and power point presentations. All of them have received reading materials for reference. But most of them have only glanced through it while some of them have never gone through the materials. Apart from scheme based inputs, inputs on PR institutions helped them to understand the importance of the ERs. The functionaries now have a better understanding of PRI functioning. As far as rendering support to PRI to strengthen governance, barring a few demonstrative cases where personal initiatives were taken, hardly any change is observed in systematic interventions.

## 2.23 Scope of Training Utilisation and Constraints

In many states such as Madhya Pradesh and Rajasthan, trainings were organised only during 2010 for the newly elected members<sup>14</sup>. Trainings under RGSY were conducted much earlier. In states of

<sup>14</sup> Latest election to PRIs in Rajasthan and MP was during January 2010. Trainings were conducted after March. By July, training was completed in Rajasthan for the ERs whereas it was continuing in MP in the same period.

Rajasthan and MP where elections were held very recently, only one round of training for two to three days was organised. In states where a majority of ERs are educationally backward i.e. literate or semi-literate, this short training is not sufficient to enhance their understanding on various issues. So, measuring the impact of the programme at this stage does not seem so relevant. But attempt has been made to understand how the training has been beneficial to the ERs and what constraints they have been experiencing in utilising the training inputs.

The respondents, especially those who are being trained for the first time, on issues of governance have responded positively on the gain in knowledge at the training programmes. Majority of the trainees agreed that training programmes helped them learn about various aspects of 73<sup>rd</sup> amendment, roles and responsibilities, understand schemes/programmes and devolved subjects. However, the application of this knowledge in the work sphere is limited due to a number of factors:

- I. Limited devolution of funds is available for implementation. Functionaries provide limited scope to the ERs to perform as per the given inputs during training, making the learning merely textual and not practical.
- II. In the training programme, discussions are held on various powers and functions of PRI members including the flow of funds through the PRIs for various purposes. However, in actuality some of the funds supposed to be spent by the PRIs are not made available to them and unfortunately most of them are ignorant about fund utilisation. The ERs therefore consider the trainings a mere formality as the gap in preaching and practice persists.
- III. Training often is a one time event for trainees and there is no follow up at the PRI level neither by the trainers nor by the institutions imparting training. After training, it is assumed that it is the job of the trainees to use this in an environment which is not always conducive to implementing the newly learnt inputs.
- IV. Within the PR system, ERs perceive the office bearers to be less cooperative and more dominant which hampers the ERs in exercising the learnt inputs in a desired manner. The standing committees are either defunct or in most cases does not get involved in the functionaries performing their responsibilities.
- V. Participation of members and their active involvement in the process are key to the success of any training program. The present capacity building programme scores favourably on presence of target participants but active participation of the members in the process remains a challenge. Many ERs failed to participate actively in the process barring a few vocal persons. Looking at the methodologies adopted and inputs adopted at these trainings, they seem to only improve the awareness levels rather than facilitate attitudinal and skill related improvements.

The training methodology requires more focus on visuals and pictures for effective communication along with presentations with case studies/analysis. A change in the current working environment will also be critical to ensure learning is translated in to action. This may require some hand holding or facilitative support to Gram Panchayat with a proper redressal mechanism for grievances. For officials, trainings have been useful to understand Panchayat Raj system, administrative procedures and their own roles and responsibilities. This was felt most by the first time appointees, particularly the secretaries of Gram Panchayats.

## 2.24 Sensitisation of Gram Sabha

The year 2010 was observed as the year of Gram Sabha but initiatives at the ground level to strengthen it are not so visible. Barring a few demonstrative and exemplary cases, no such initiative was observed in the visited blocks and districts. In Andhra Pradesh, some concrete initiatives have been taken. Sensitisation programmes on Gram Sabha have been organised in collaboration with the Department of Culture, Hyderabad through cultural troops, folk arts and multi media campaigns. Within a period of two months, 1800 Gram Panchayats were covered during the year 2009, under RGSY. Such initiatives to sensitise Gram Sabha are not found in any other states.

## 2.25 Monitoring and Evaluation

Primarily, monitoring and evaluation of training programmes remains the responsibility of the concerned SIRDs and other training institutions like ETCs associated with conducting trainings. Based on the suitability, different strategies have been adopted by different states for monitoring the training programmes. In Andhra Pradesh, APARD monitors the training programme/s organised at the state level while the Extension Training Centres monitor the programmes in their respective regions. A monitoring committee is constituted at the district level headed by the District Collector with CEO, ZP, DPO and PD DRDA as its members; it monitors the training programmes of the ERs. The ZP training cell assists the district monitoring committee in monitoring the training activities. At the Mandal [block] level, the MPDO monitors the training programmes. The ZP District Training Cell obtains daily attendance reports from all the training venues, consolidates and submits them to the District Monitoring Committee and forwards the same to APARD and the respective ETCs. The ZP Training Cell consolidates and computerises all the registration and feedback forms by the end of the training programmes in the district. It also sends the soft and hard copies to the respective ETCs. The training programmes are evaluated by administering the common evaluation format to obtain the feedback of the participants on logistic arrangements and quality of training. The Course Director is expected to consolidate the evaluation forms for onward submission. For evaluating the impact of the foundation course for officials, assessment is conducted at the end of the training course.

The monitoring mechanism in Rajasthan is relatively different from that of Andhra Pradesh. The State has identified a team of 33 officials as monitoring officers and each one is responsible for monitoring the programmes in one district. During training programmes, the concerned officer makes a field visit to the respective district along with a reporting format and fills it up at block and district levels to ensure effective execution of training programme.

In Madhya Pradesh, MGSIRD has the overall responsibility of monitoring and evaluating the programme. The Janpads [IPs] provide monthly programme achievement and financial reports to MGSIRD. One official at MGSIRD is designated as the Nodal officer at district and Janpad levels to monitor the training programmes. The state government has also directed the CEOs at both, the district and Janpad levels to monitor the training programmes to ensure proper management and effective implementation. In Assam, there is no such formal monitoring mechanism like that of Rajasthan but during discussions with different officials; it was found that SIRD tries to assess the training programmes through discussions. The situation at Orissa is similar as Madhya Pradesh. At the district level, the District Panchayat Officer [DPO] and BDO at block level are expected to monitor the programmes but usually this is not achieved due to their other engagements and lack of interest.

Though, different states have different arrangements to monitor the training programmes, quality of monitoring and its regularity is not maintained. Looking at the number of programmes organised and availability of persons empowered to monitor the programme, the present monitoring and supervision mechanism is deficient to ensure quality in a sustained manner. Though state level officials visit from time to time, it is also not possible on their part to cover the complete programmes all the time. Secondly, monitoring is not simply to check whether the programmes are organised or participants are present at the training, it should be more objective oriented, encompass the overall process including quality of inputs rendered, verifying the understanding of the participants, assessing session plans by thematic areas etc. Thirdly, the persons associated with monitoring are mostly government officials drawn from different departments including the association of faculty members from SIRDS, ETCs etc. who remain busy in their primary work and hardly find time to monitor the programmes in a qualitative manner, though they are part of monitoring team.

Apart from monitoring the process of training, there has not been any focus to monitor the utilisation and impact of the rendered inputs. Translation of the inputs in to action is not monitored at the trainees' level as there is poor follow up mechanism and non-availability of post-training support to the trainees, resulting in poor utilisation of the training inputs. Along with the state level monitoring, monitoring at national level is also observed to be poor and inadequate. Till now, number of programmes completed, number of persons trained and utilisation of available financial resources have been important considerations and the measuring yardstick rather than the quality, effectiveness of the inputs and its application.

## 2.26 Conclusion and Recommendations

Capacity development is a process driven approach rather than target realisation and encompasses large scope for improvement and innovation. Compared to the initial years, capacity development is gradually inculcating this perspective and building a focus around ERs for sustained decentralisation and governance. With the efforts of central and state governments, capacity building of ERs has now been mainstreamed and has been one of the key intervention areas in all the states/UTs. To strengthen the capacity building initiatives and make them more meaningful, the evaluation team interacted with a number of stakeholders at the state and national levels and arrived at the following conclusions:

- I. Present capacity development approach is much more focused on trainings while other means of capacity building are equally essential to realise the objectives of developing human resource and strengthening PR institution. Along with trainings, the NCB framework suggests focus on capacity building modes like hand holding, escorting, exposure, spot guidance etc. Theoretical inputs blended with practical experience and exposure will help the ERs learn better and much faster.
- II. Present design and strategy of capacity development is more focused on developing knowledge and sharing information [related to schemes/programmes etc.] with the trainees. Though, these are two important aspects of capacity development, without proper attitudes and operational skills, the training cannot be applied at the work sphere. Developing a positive attitude, bringing a behavioural change in one's approach and imparting skills to perform should be considered as major inputs of capacity development. Achieving sustainability through capacity utilisation is more important than only imparting training which



does not cascade down for the benefit of the people. The present pattern of organising training does not seem conducive to dealing with skill and behavioural components of capacity development for all the categories of ERs and functionaries. So, initially, it is suggested that only functionaries of ZP, IP and GPs be considered for undergoing exclusive inputs on skill, attitudinal and behavioural change courses. In the later stage, ERs can be included in such exclusive trainings.

- III. Major chunk of the ERs i.e. ward members and Sarpanchs [also many IP members] are educationally backward. Academic literature/training materials have very little significance for them. This is one of the reasons more than 70 per cent trained members never go through the materials after the training. Therefore it is important to design the reference materials such that they are informative, create an interest and ERs are compelled to refer to them. Embodying visuals, illustrations, thematic pictures etc. in a flow chart mode along with minimising text would be of much help. Different IEC materials and flip books can be developed and distributed to the semi-literate/poorly educated ERs.
- IV. Most of the trainings depend heavily on the lecture method to convey messages related to different themes. Use of other training methods is not widespread which makes it difficult for the trainees, especially for GP and IP members to remember the inputs. There is poor follow up of trainings, providing less scope for them to get clarity on operational issues from time to time. Use of adult learning principles with rigorous follow up can be of immense help to minimise the input losses. The trainers need to be oriented accordingly to use different methodologies suitable for themes in the content to create interest among the trainees.
- V. In order to make the training sessions more participatory, interactive and learning oriented, it is a prerequisite that number of trainees should be of a manageable size. In certain cases as in Andhra Pradesh and Rajasthan, the size of trainees per training is even more than 70, which is suitable for a workshop but not for training. Large numbers restrict two-way sharing and learning and hinder imparting quality inputs in a participatory manner. The ideal size of 30 trainees per training could be helpful in overcoming this limitation<sup>15</sup>.

Conducting training programmes at the local venues such as organisation at the block or cluster level does not create interest among the ERs of GPs. Moreover, programmes organised in such places get interrupted in between due to various reasons and the dropout rate of participants, late attendance is also quite high. Unfortunately, trainees do prefer not to stay in the training venues even when all residential arrangements are provided for. Involvement of local officials [block officials] in the training programme also does not create interest among the trainees. The trainees do not take them seriously which also promotes dropout and late coming. To maximise participation, ideally the training venues should be at a distance place from the working place of the ERs and functionaries.

Capacity development of ERs in just three to four days and covering a gamut of subjects is difficult to achieve. This time allows for mere awareness creation rather than training. ERs find the inputs very useful and are interested in attending more such programmes for gaining knowledge. It may be helpful to organise more trainings in a cascade mode to cover the high number of ERs at GP and block levels.

<sup>15</sup> In Rajasthan, the training module for the Sarpanch, Up-sarpanch, Gram Sevaks was of 6 days duration and the targeted trainees were about 150 per batch. Ward members also availed training of two days and the targeted batch strength was around 150. A similar trend is followed in other states like Orissa and Andhra Pradesh.

- VI. There have been conflicting views about the involvement of trainers from NGOs in the training programmes. Some ERs are of the opinion that their involvement creates accountability issues while some others feel that their experience and expertise enriches the training sessions. The evaluation teams feel that accountability issues can be sorted out through contract parameters but it is important that their experience and expertise should be infused in the overall subject delivery framework. ERs also observed that the departmental officials are able to explain the schemes more appropriately as they deal with such schemes/programmes on a day to day basis which is not so with the NGO personnel. So, careful selection of subject matter experts from NGOs who are well versed with schemes will enhance the training programmes.
- VII. The season during which the training sessions are organised have an impact on the trainee turn out and their continuity in the programme. Trainings organised in the agricultural sessions [mostly planting and harvesting] is usually not a conducive period for the ERs as many are engaged in agricultural activities. Such factors need to be kept in mind when preparing the training calendar.
- VIII. Many of trainers selected from line departments are not interested in conducting the training programmes. The trainers' selection is driven more by departmental processes rather than any initiative on their part. Apart from performing their primary responsibility, these trainers also facilitate different training programmes. As a result, there has been lack of follow up learning in real life situations and trainer involvement in the process at the ground level. The honorarium paid to trainers has not been lucrative enough to motivate external experts to get involved and deliver the inputs in a regular manner. An improvement in the remuneration package of the external RPs and financial incentives for trainers selected from government should be considered to bring in and retain good resource persons. Apart from this, an assessment of trainers from time to time is also essential.
- IX. States have devised different mechanisms to monitor and supervise the training programmes, but operationally, it has been a challenge to assess them. The present system of monitoring the training programmes concentrates more on organisational aspects rather than the quality of the programme, inputs and its utility. An independent monitoring team is highly essential not only at the state but also at the district level. To supplement this, a central monitoring mechanism at MoPR level also needs to be devised. MoPR may think of constituting a special monitoring team to ensure that the capacity development initiatives are carried out in a desired manner.
- X. The evaluation team observed certain problems in the management of information, its compilation/processing and analysis. A system oriented approach to information management needs to be followed both at the state and national levels to strengthen the capacity development initiatives. Of course, MoPR has introduced monthly progress reporting system [MPReS] for periodic reporting, but it is important that the generated information is used to improve the quality of capacity building.
- XI. To increase the outreach of the capacity development programmes and impart the inputs well, the present institutions need to be staffed with core faculty members and infrastructure needs to be improved. Many ETCs in sample states are deficient in these aspects. Secondly, number of core faculties dealing with PRI acts and governance aspect is low at SIRD level which has been

a problem in delivery of this theme. So, improvement in staffing and infrastructure would be helpful in strengthening the capacity development initiative. Apart from strengthening present ETCs, it may be helpful to establish more ETCs, either directly or in a PPP mode for continuous capacity building.

- XII. It is ultimately the people and Gram Sabha, who are the most important stakeholders of the Panchayats. The success of establishing a more responsive and efficient Panchayat system has to be judged by the people, who have the ultimate power to take corrective measures for improving the system. But the initiatives taken to strengthen Gram Sabha under the scope of the scheme are very poor. It is essential that special sensitisation measures should be taken up to make people aware of different dimensions of PRI, role and responsibilities of PRI members, different programmes/schemes etc.
- XIII. Some other critical issues that have come up and which need attention include [1] training of ERs within three to six months of their election, currently this is generally delayed [2] refresher programmes should be conducted as a follow up measure [3] increase in the number of days of training to cover all the components of the curriculum [4] satellite based training programmes to be conducted as follow up of earlier training inputs [5] exposure visits should be conducted during the training programmes to enrich the learning [6] provision of honorarium/sitting fee for the PRIs, especially for ward members [7] mixed training of PRIs and officials should be encouraged so that operational issues can be sorted out during discussions.

## Section Three

# Funds Flow and Utilisation

RGSY as a scheme was launched during the 10<sup>th</sup> plan period [Year 2005-06] and during 2008-09 the scheme was approved for implementation during the 11<sup>th</sup> plan period with some revisions. The scheme has been implemented in 342 non-BRGF districts at the national level. Though, the scheme was started during the last years of 10<sup>th</sup> plan period, total expenditure under the scheme was 91.95 crore<sup>16</sup>. For the 11<sup>th</sup> plan period, total budget outlay proposed was Rs. 340 crore of which 15.59 per cent was planned for the first year of the plan period i.e. 2007-08, 16.76 per cent for second year, 19.12 per cent for third year, 22.06 per cent for the 4<sup>th</sup> year and 26.47 per cent for the end year of the plan period. The fund allocation in the scheme outlay shows an increasing trend over the years and it was projected in this fashion on the assumption that there would be a gradual demand for increased funds when operational systems and procedures got strengthened at the state level. But, fund utilisation in many states remains poor like Assam and Orissa.

### 3.1 District Classification; RGSY and BRGF

Of the total 180 districts in the sample states, majority of the districts are identified as backward districts [53.33%]. While Orissa and West Bengal have the highest numbers of backward districts, a majority of districts identified as non-backward are in Rajasthan and Assam.

**Table 12: RGSY and BRGF Districts in Sample States**

Sl No	State	Total Districts	RGSY Districts		BRGF Districts	
			No	%	No	%
1	Andhra Pradesh	22	9	40.9	13	59.1
2	Assam	27	16	59.26	11	40.74
3	Madhya Pradesh	50	21	42	29	58
4	Orissa	30	11	36.7	19	63.3
5	Rajasthan	33	20	60.6	13	39.4
6	West Bengal	18	7	38.89	11	61.11
	<b>Total</b>	<b>180</b>	<b>84</b>	<b>46.67</b>	<b>96</b>	<b>53.33</b>

It is expected that the states with more number of RGSY districts and ERs will have higher resource allocation in comparison to others.

### 3.2 Training and Capacity Development Fund Release

For capacity development of ERs, fund allocation under RGSY is not a flat amount nor is it according to the number of districts under RGSY. An attempt has been made to understand the funding related to capacity development requirement of ERs [training only] in the state and allocation of total funds under RGSY and BRGF.

<sup>16</sup> Audit report for the year 2008-09, dated 22<sup>nd</sup> March 2010.

**Table 13: Fund Release under BRGF and RGSY for Capacity Building**

State	2006-07			2007-08			2008-09		
	BRGF	RGSY	Total	BRGF	RGSY	Total	BRGF	RGSY	Total
In Cr.									
AP	13	4	17	13	0.8216	13.8216	0	4	4
Assam	9.12	0.776	9.896	0	3.2632	3.2632	0	3.2632	3.2632
MP	14.96	0.625	15.585	24	0.625	24.625	24	11.31	35.31
Orissa	0	0	0	19	3.1471	22.1471	0	0	0
Rajasthan	7.877	0	7.877	0	2.5736	2.5736	0	0	0
WB	10.5	0.1	10.6	5.02	1	6.02	16.979	1.59	18.569
<b>Total</b>	<b>55.457</b>	<b>5.501</b>	<b>60.958</b>	<b>61.02</b>	<b>11.4305</b>	<b>72.4505</b>	<b>40.979</b>	<b>20.1632</b>	<b>61.1422</b>

Contd..

State	2009-10			2010-11			Total		
	BRGF	RGSY	Total	BRGF	RGSY	Total	BRGF	RGSY	Total
In Cr.									
AP	22.11	6.22	28.33	5.5	3.85	9.35	53.61	18.89	72.50
Assam	0	0	0	7.59	0	7.59	16.71	7.30	24.01
MP	5.66	0	5.66	12.22	17.84	30.06	80.84	30.40	111.24
Orissa	23.27	0	23.27	0	0	0	42.27	3.15	45.42
Rajasthan	32.08	0	32.08	0	2.17	2.17	39.96	4.74	44.70
WB	10.52	1.8998	12.4198	9.7	0	9.7	52.72	4.59	57.31
<b>Total</b>	<b>93.64</b>	<b>8.1198</b>	<b>101.7598</b>	<b>35.01</b>	<b>23.86</b>	<b>58.87</b>	<b>286.11</b>	<b>69.07</b>	<b>355.18</b>

Source: MoPR, Government of India

For training and capacity building components, Andhra Pradesh with nine RGSY districts has received 18.89 crore whereas Assam with 16 RGSY districts has received 7.30 crore and Rajasthan with 20 RGSY districts has received 4.74 crore. Similarly, in BRGF capacity building component, for 13 BRGF districts, Andhra Pradesh has received 53.61 crore. Whereas Rajasthan for 13 districts has received 39.96 crore and Orissa for 19 districts has received 42.27 crore. Looking at the total capacity building fund release, it is evident that capacity building fund release per district is highest in Andhra Pradesh with 3.30 crore followed by West Bengal with 3.18 crore. With more number of districts in Madhya Pradesh, Orissa and Rajasthan; it is apparent that per district release of capacity building fund is comparatively less.

But, per capita availability of funds per ER over a period of five years i.e. from 2006-07 to 2010-11, is highest in West Bengal and Assam whereas Andhra Pradesh has comparatively less availability though per district it is highest. With a total 58828 and 25436 ERs, per capita availability is estimated

**Table 14: Availability of Funds Per Capita**

States	ERs	Per Capita [Rs.]	Per Capita Per Year [Rs.]	BRGF/Dist [Cr.]	RGSY/Dist [Cr.]	Total/Dist [Cr.]
Andhra Pradesh	208291	3480.78	696.16	4.12	2.10	3.30
Assam	22898	10486.68	2097.34	1.52	0.46	0.89
Madhya Pradesh	388829	2860.90	572.18	2.79	1.45	2.22
Orissa	85367	5320.22	1064.04	2.22	0.29	1.51
Rajasthan	113713	3931.00	786.20	3.07	0.24	1.35
West Bengal	49545	11567.02	2313.40	4.79	0.66	3.18
<b>Total</b>	<b>868643</b>	<b>4088.91</b>	<b>817.78</b>	<b>2.98</b>	<b>0.82</b>	<b>1.97</b>

Note: Calculated taking total release of funds from 2006-07 to 2010-11 [Till October]

Source: MoPR, Government of India

to be Rs. 9741.76 in West Bengal and Rs. 9440.32 in Assam respectively. Further, it is evident that per capita per year availability of training and capacity building funds, irrespective of ER category is again highest in West Bengal and Assam with Rs. 1948.35 and Rs. 1888.06 respectively. So, instead of benchmarking the district as the unit of allocation for training and capacity building fund, calculation by number of ERs should be adopted.

### 3.3 Funds Flow – Vertical and Horizontal

One of the distinguishing features of RGSY and BRGF is that in case of RGSY there is 75 per cent allocation by central government and 25 per cent by the state government which is not the same in case of BRGF. The funds for the scheme flow from MoPR to the states through PRD/PR and RD department. Next, the concerned PR/PR and RD department places funds earmarked for capacity development with the concerned SIRD to conduct training. But the funds for infrastructure development under RGSY lie with the department. Like BRGF, RGSY capacity building fund is also released to the districts based on the district plan to conduct trainings. But the overall management responsibility of training and capacity development fund management lies with the SIRD in all the states.

The respective SIRDs allocate and place funds with different districts for conducting decentralised trainings at the district and block levels as in Orissa, Rajasthan and Andhra Pradesh. Funds for training are also placed with the district level training institutions like ETCs by SIRD for conducting training. In Orissa, where NGOs are associated with organising trainings at the district and block levels, they receive funds from their respective districts [District Panchayat Officer]. In Orissa, Rajasthan and Madhya Pradesh, where other NGOs are associated in organising and imparting training<sup>17</sup>, they receive funds directly from MoPR rather than through PRD/PR and RD department<sup>18</sup>.

### 3.4 State Contribution

As per the scheme guidelines, states are expected to provide 25 per cent of the total cost of the training and different states have already allocated some part of their share for the scheme. Looking at the allocation figures, it is evident that while some states like West Bengal, Andhra Pradesh, Madhya Pradesh and Assam received the central share for conducting training under RGSY during 2006-07, some other states like Orissa and Rajasthan did not receive any funds. The reason may be due to late submission of state proposal in this instance. Secondly, the allocation of 25 per cent state share for the implementation of the scheme, matching with 75 per cent central share is not adhered strictly by many states<sup>19</sup>. Gradually, there has been significant improvement in the allocation of state share in many states after 2008-09. States like Andhra Pradesh have released the matching grant against the earlier receipt of central share in the following year. However, many other states have not released their share of 25 per cent against the total release of central share since 2006-07.

<sup>17</sup> In Rajasthan and Madhya Pradesh, GRAMIN VIKAS TRUST [GVT] is associated while in Orissa CRD is imparting training.

<sup>18</sup> In Orissa, CRD is identified as the independent agency to organise and impart training while in MP and Rajasthan, GVT is the identified NGO for the purpose.

<sup>19</sup> Confirmation from the report of Parliamentary Standing Committee on Rural Development [40.b] and interaction with state PR/PR and RD department and SIRDs

**Table 15: State Contribution and National Release**

Year	CS and SS	AP	Assam	MP	Orissa	Rajasthan	WB
2005-06	CS	82.15					
	SS	27.38					
	<b>Total</b>	<b>109.53</b>					
2006-07	CS	82.15	77.6	62.5			100.00
	SS	0.0					
	<b>Total</b>	<b>82.15</b>					
2007-08	CS	400.00	326.32	62.5	314.71	257.36	100.00
	SS	0.00	108.00			85.78	
	<b>Total</b>	<b>400.00</b>					
2008-09	CS	400.00	326.32	1131.00			159.98
	SS	133.00	108.00				53.32
	<b>Total</b>	<b>533.00</b>					
2009-10	CS	622.00					159.98*
	SS	0.00					53.32
	<b>Total</b>	<b>622.00</b>					
2010-11	CS	0.00		1784.00		217.00	
	SS	207.00			104.90		
	<b>Total</b>	<b>207.00</b>					
Total	CS	1586.3	730.24	3040	314.71	474.36	519.96
	SS	367.38	216	**	104.90	85.78	106.64
	<b>Total</b>	<b>1953.68</b>	<b>946.24</b>	<b>3040</b>	<b>419.61</b>	<b>560.14</b>	<b>626.6</b>
%	CS	81.20	77.17	100.00	75.00	84.69	82.98
	SS	18.80	22.83		25.00	15.31	17.02

Source: MoPR, State PR and RD Dept. and SIRDs

\* MoPR figure say it is 189.98 whereas state figure reflects 159.98 lakh against which 25% estimated to be 53.32 lakh.

\*\* Information for Madhya Pradesh is not available

Note: Figures are till October 2010

### 3.5 Fund Utilisation

The status of fund utilisation was assessed taking in to account the submission of utilisation certificates [UC] to the ministry by the states against the central share only. The percentage of state share utilised against the funds allocated could not be ascertained due to non-availability of figures from state PR/PR and RD department. Delay in submission of UC is commonly observed in most of the states like that of Assam, West Bengal and Orissa for which funds flow from the ministry to the state is also being affected. For example, Orissa received the central share of Rs. 314.71 lakh for the financial year 2007-08 against which the state government has submitted UC for 75.31 per cent of the total receipt till 2010-11. Similarly, 54.77 per cent of the total fund receipt [326.32 lakh during 2008-09] is submitted by Assam<sup>20</sup>. Looking at the overall fund release and submission of UC, during 2007-08, 93.20 per cent of the total released was submitted as UC, during 2008-09 it reduced to 92.68 per cent and during 2009-10, UC was submitted for 64.29 per cent of the total release.

Non-submission of UC by the states to the ministry is dependent upon a number of factors such as [1] late submission of UCs by the ETCs and districts to the state/SIRD [2] late utilisation of funds delay

<sup>20</sup> During the evaluation, Assam was finalising the UC for onward submission to ministry.

**Table 16: RGSY Fund Release and Submission of UCs [central share]**

S. No.	State	2006-07		2007-08		2008-09		2009-10		2010-11
		Release	UC	Release	UC	Release	UC	Release	UC	Release
1	AP	400	400	82.16	82.16	400	400	622	522	385.00
2	Assam	77.6	77.6	326.32	326.3	326.32	178.72	0	0	
3	MP	62.5	62.5	62.5	62.5	1131	1131	0	0	1784.00
4	Orissa	0	0	314.71	237	0	0	0	0	
5	Rajasthan	0	0	257.36	257.36	0	0	0	0	217.00
6	WB	100	100	100	100	159	159	189.98	0	
	<b>Total</b>	<b>640.1</b>	<b>640.1</b>	<b>1143.05</b>	<b>1065.32</b>	<b>2016.3</b>	<b>1868.72</b>	<b>811.98</b>	<b>522.00</b>	<b>2386.00</b>
	UC %		100		93.20		92.68		64.29	

Source: Ministry of Panchayati Raj, Government of India

the submission of UC [3] poor utilisation of available funds during the stipulated period [4] information related to expenditure is not in proper order which demands more time for compilation and [5] procedural delay in compiling the expenditure statements and its onward submission.

For releasing funds to ETCs and District Training Cells, Andhra Pradesh has been following the installment model in the ratio of 60:40. Of the total requirement of ETCs and District Training Cells, APARD releases 60 per cent of the funds and after receiving UC, the remaining 40 per cent funds are released. The delay in submission of UCs from the district restricts the release of second installment from APARD. Such regulatory provision in fund release does promote discipline in the fund management but late receipt of funds delays the payment of honorarium to the resource persons and other logistic bills. Sometimes, it acts as a disincentive to the facilitators and trainers.

**Table 17: Per Capita Expenses in RGSY**

States	2006-07			2007-08			2008-09			2009-10		
	T	U	PC	T	U	PC	T	U	PC	T	U	PC
AP	73464	400.0	544.48	81017	82.16	101.41	91500	400.0	437.16	153750	522.0	399.51
Assam	0	77.6	*	6740	326.3	4841.25	17419	178.72	1026.01	19632	0	
MP	3436	62.5	1818.98	5800	62.5	1077.59	22523	1131.0	5021.53	5231	0	
Orissa	0	0		0	237.0	*	2045	0		15422	0	
Rajasthan	0	0		0	257.36	*	55320	0		72600	0	
WB	9839	100.0	1016.36	7692	100.0	1300.05	10650	159.0	1492.96	5114	0	

Note: Calculated based on the UC submitted by states to MoPR rather than fund release

T: Trained [ERs + functionaries]

PC: Per Capita Expenditure in Rs.

U: Utilisation of funds [of the total release] in lakh

\* Training conducted next year utilising the available fund

As states were not able to provide information under heads of expenditure, an indirect method of per capita expenditure is calculated here taking the total fund utilisation [UC] of central share submitted by the states and number of ERs trained with reference to the information of MoPR. This calculation is irrespective of the cost norm of ERs and functionaries.

According to the per capita expenditure norm of RGSY, in no case, expenditure per capita will exceed Rs.600/- per day for any level of ER and functionaries. If a three-day training is organised for the ERs, then the maximum expenditure per capita would be Rs.1800/-. As, total per capita expenditure in some of the states are much below the Rs.1800/- benchmark, it is obvious that trainings have been conducted for 2-3 days for the ERs and functionaries in a cost effective manner. Secondly, additional support provision of 20 per cent higher per capita for north eastern states also supports the expenditure incurred in Assam.



**Table 18: Expenditure incurred by Rural Development Centre, Orissa**

Training Dates	No. of participants [Cumulative]	Days of training	Approved budget [Rs.]	Actual Expenditure [Rs.]	Per capita Expenditure [Rs.]
28.12.09-30.12.09	95	3	39000	32325	340.26
17.12.09-19.12.09	87	3	39000	30655	352.36
02.12.09-04.12.09	93	3	39000	31695	340.81
25.11.09-27.11.09	62	3	39000	25030	403.71
17.11.09-19.11.09	84	3	39000	31260	372.14
09.11.09-11.11.09	103	3	39000	34070	330.78
28.10.09-30.10.09	115	3	39000	37840	329.04
22.10.09-24.10.09	106	3	39000	35980	339.43
07.10.09-09.10.09	106	3	39000	34653.50	326.92

Source: Rural Development Centre [RDC], Balasore, Orissa

Note: Training conducted on role, rule clarity and responsibilities of PRI members

The role of NGOs in organising trainings is more prominent in Orissa. Figures of the Rural Development Centre<sup>21</sup> reflect that total per capita expenditure for a three-day training is normally between Rs.300/- and Rs.400/- [see Table 18 for details]. Though, RGSY guidelines prescribe differential cost norms for various categories of ERs and functionaries, the Government of Orissa has fixed the expenditure norm at Rs.350/- per capita per day irrespective of their functional level.

### 3.6 Fund Requirement

Considering minimum of three days training in a year for all the ERs in the state and by abiding the RGSY cost norm<sup>22</sup>, total fund requirement per state per year varies between Rs. 242.10 lakh [Assam] to Rs. 2091.66 lakh per year [Andhra Pradesh] with an average of around Rs.1416.558 lakh per year. Looking at the present allocation, combining both RGSY and BRGF, total fund allocated per year in some of the states is below the level of requirement.

Secondly, as some part of the capacity development fund under BRGF is utilised for infrastructure development, the actual funds available for training for capacity building will further reduce in all the states. So, in the states of Assam, West Bengal and Orissa which show positive receipt of capacity

**Table 19: Annual Capacity Development Fund Requirement**

States	GP		IP		ZP		Total	
	ERs	Requirement [Rs in Lakh]	ERs	Requirement [Rs in Lakh]	ERs	Requirement [Rs in Lakh]	ERs	Requirement [Rs in Lakh]
AP	208291	1874.62	14617	197.33	1095	19.71	224003	2091.66
Assam	22898	206.08	2148	29.00	390	7.02	25436	242.10
MP	388829	3499.46	6851	92.49	836	15.048	396516	3607.00
Orissa	85367	768.30	6233	84.15	854	15.372	92454	867.82
Rajasthan	113713	1023.42	5494	74.17	1040	18.72	120247	1116.31
WB	49545	445.91	8563	115.60	720	12.96	58828	574.47
<b>Total</b>	<b>868643</b>	<b>7817.79</b>	<b>43906</b>	<b>592.73</b>	<b>4935</b>	<b>88.83</b>	<b>917484</b>	<b>8499.35</b>

Note: Basis of calculation-3 days training for all categories of ERs per year following the cost norm of Rs. 300/- per capita per day for GP level ERs, Rs. 450/- for IP level ERs and Rs. 600/- for ZP level ERs.

<sup>21</sup> One NGO of Balasore district that has been organising trainings at the district level.

<sup>22</sup> Revised cost norms for BRGF and RGSY is not considered for calculation.

**Table 20: Requirement Vs Availability – Resource Gap**

State	Total			Total Requirement [2006-07 to 2110-11] (Rs. in Cr.)	Surplus [+]/ Deficit [-] (Rs. in Cr.)
	BRGF Release [2006-07 to 2010-11]	RGSY Release [2006-07 to 2010-11]	Total Release [2006-07 to 2010-11]		
	(Rs.in Cr.)	(Rs. in Cr.)	(Rs. in Cr.)		
AP	53.61	18.89	72.50	104.58	[-] 32.08
Assam	16.71	7.30	24.01	12.11	[+] 11.91
MP	80.84	30.40	111.24	180.35	[-] 69.11
Orissa	42.27	3.15	45.42	43.39	[+] 2.03
Rajasthan	39.96	4.74	44.70	55.82	[-] 11.11
WB	52.72	4.59	57.31	28.72	[+] 28.59
<b>Total</b>	<b>286.11</b>	<b>69.07</b>	<b>355.18</b>	<b>424.97</b>	<b>[-] 69.79</b>

Note: Calculated till October 2010-11

building fund, the actual availability of funds for capacity development training is below the mentioned figure. The exact reasons could not be ascertained due to non-availability of state specific information on BRGF capacity development fund utilisation in infrastructure development.

Examining the state capacity building plan and funds flow, it is evident that total annual flow of funds to states is lesser than what is projected. Secondly, looking at the present arrangements for training, existing infrastructure and resources, the plans seem more ambitious than realistic. For example, the total financial outlay proposed by West Bengal for training is Rs.5630.44 lakh of which 63.80 per cent is expected from externally aided projects like SRD and ISDP. The remaining, 18.12 per cent is expected from BRGF capacity building and 18.08 per cent from RGSY over a period of five years. Projection of financial resources by schemes also reflects that in the absence of externally aided projects, the ambition of the state to meet the capacity requirement would remain unfulfilled. Considering the requirement of states for capacity building of ERs and officials, higher resource allocation seems quite important to sustain the efforts without depending upon externally aided projects in future.

More or less, the situation is similar in Andhra Pradesh where the state fully depends upon BRGF and RGSY for capacity building of ERs and their functionaries. During 2009-10, of the total capacity development fund projection [Rs. 6057.26 lakh], the state expected to receive 44.85 per cent [Rs. 2716.46 lakh] from BRGF, 44.15 per cent [Rs. 2674.01 lakh] from RGSY and remaining 11.01 per cent [Rs. 666.79 lakh] from other capacity building heads such as NREGS, RWS etc. But against the projection, total receipt for the same year was 622 lakh under RGSY and Rs. 2211.0 lakh under BRGF. Similarly, for the year 2010-11, of the total fund requirement [Rs. 5285.07 lakh], BRGF share is projected at 45.85 per cent [Rs. 2423.46 lakh] whereas 41.53 per cent [Rs. 2194.83 lakh] is proposed to be accessed from RGSY and remaining 12.62 per cent [Rs. 666.79 lakh] from other schemes. But against the projection, total receipt till October was Rs. 385.0 lakh under RGSY and Rs. 55.0 lakh under BRGF.

### 3.7 Conclusion and Recommendations

Unlike BRGF, RGSY does not have any norm of fixed funds allocation per district. Funds are released based on the state request and as per the capacity development plan submitted by the states to MoPR. States with less number of RGSY districts have received higher amount of funds while some

states with less number of RGSY district have received less funds. Andhra Pradesh, with nine RGSY districts has received Rs.1889.16 lakh since 2006-07 whereas Assam with 16 RGSY districts has received Rs.730.24 lakh, Orissa with 11 RGSY districts has received Rs.314.71 lakh; Rajasthan with 20 RGSY districts has received Rs. 474.36 lakh in the same period. Though, capacity development fund receipt per district is highest in Andhra Pradesh, in terms of per capita fund availability, it is less than West Bengal and Assam who have received less capacity building funds under RGSY and BRGF. Calculations of the fund requirement of different states and release/availability of funds indicate that the requirement is higher than what is available. So, annual funds requirement for capacity development training of ERs and functionaries should be based upon their number and days of training to be conducted. Annual capacity development training plans of the states should highlight this component.

It is difficult to confirm that RGSY fund is utilised only in RGSY districts and vice versa. As capacity development requirement is more or less same for ERs of both categories of districts, there is no such segregation of inputs by different categories of ERs by district. However, the accounts are maintained in a segregated manner. RGSY primarily focuses upon the capacity development and BRGF also has similar provisions. Though it is expected that both the schemes are to be implemented in separate districts, but, practically, there is no such segregation of RGSY and BRGF districts at the state level as far as training and utilisation of funds is concerned. As the focus is similar, it is suggested that capacity development fund of both the schemes should be clubbed and infrastructure development sub-component of BRGF capacity development funds should be treated separately.

There has been an improvement in the allocation of state share of 25 per cent in all the states where RGSY has been implemented. For example, Orissa received Rs. 314.71 lakh under the scheme during 2007-08 but till the end of 2009-10, no state share was released. But during 2010-11, state has placed its 25 per cent share for capacity development of ERs and functionaries. More or less similar trend is observed in West Bengal and Assam. Instruction of MoPR to the states for reflecting 25 per cent state share in their state budget to receive 75 per cent central allocation has started yielding result.

Non-release of central share to the states is basically influenced by poor funds utilisation by the states and delay in submission of utilisation certificate. For example, Orissa received the central share of Rs. 314.71 lakh during 2007-08 and till October 2010, they were able to submit the UC for 77.21 per cent of the funds. Other states like Assam also have more or less similar trends but in terms of utilisation, they are relatively better than Orissa. Poor utilisation of funds at the state level is basically attributed to less number of trainings, less exposure, non-submission of UC by the ETCs and districts etc. As non-submission of UC by the states in time has been hampering the overall utilisation of funds, it is suggested that the system of UC submission should be made on a quarterly basis and plans should be made at the state level accordingly. Secondly, decentralised/cascade mode of training along with the association with private bodies/other institutions can improve both physical and financial achievements of the scheme.

## Section Four

# Overall Conclusion and Recommendations

---

Efforts for building capacity of ERs and functionaries of Panchayat Raj Institutions began as soon as they attained institutional status with 73<sup>rd</sup> Constitutional Amendment. After the enactment of the Act, there has been significant growth in the importance of Panchayat Raj Institutions at different states. At present, most of these institutions are basically engaged in implementation of certain activities. But the overall vision lies at a very high level where they can operate as local governance units. In order to develop these institutions to become vibrant governance units, it is essential that their capacity is developed so they can perform in a desired way to achieve the objective of GRAM SWARAJ. Developing the capacity of the ERs is also essential as they play a key role in the implementation of a number of schemes, especially after the devolution of some of the core functions like health, education, water and sanitation etc.

Capacity building of around 2.8 million<sup>23</sup> ERs remains a challenge not only because of their number but also because majority of them are semi-literate or have poor educational levels. Secondly, every election sees a rotation of minimum 50 per cent of the ERs which poses a challenge in addressing their capacity needs in a sustained and regular manner. A one-time initiative to build their capacity only through training cannot serve the purpose; rather it demands a continuous and regular effort. Multiple sessions of training on various issues are required from time to time based on the needs of different categories of ERs. Regular classroom trainings should be followed by consolidation trainings/follow up through different means such as electronic and non-electronic [publications, query addressing etc.].

### 4.1 Improving Outreach

The outreach of capacity development training programmes can be increased manifold with the following options. Capacity development trainings can be organised in two ways i.e. in an alliance building mode or as an independent initiative with SIRD and its district level networks such as ETCs and BRC/DTCs.

- I. **Option 1:** To improve the outreach of capacity building training, collaboration with non-government bodies may be taken up, initially at a pilot basis and later on in a full scale mode. In such cases, SIRD would act more as a “capacity development management and coordinating institution” rather than a direct implementer of the programme. Alliance building model would support the present infrastructure and human resource requirements.
- II. **Option 2:** State institutes along with extension training centres and block/district training centres should improve its training capacity in terms of infrastructure and human resource to carry out the training programmes in a sustained manner. But this option demands huge initial capital investment and recurring expenses, which is not a case in the first option. However, some basic requirements need to be fulfilled in order to improve the training outreach.

---

<sup>23</sup>Parliamentary standing committee report highlights that there are around 2.8 million ERs in the country.

### 4.1.1 Pool of Trainers/Resource Persons

A pool of trainers/resource persons should be developed at three different levels i.e. at the state, district and blocks. In case, if the required quality of human resource is not available at the block level, then there should be an additional pool of RPs at the district level. While organising training at the block level, the RPs should move from districts to the blocks for conducting trainings. To minimise the cost, mobility of state level trainers to the districts for conducting training can be avoided if the districts are in a far-off place from state headquarters. The RPs should be from different backgrounds such as previous ERs who have experience of the 73<sup>rd</sup> amendment, NGO personnel with experience on schemes/programmes, academicians, independent development practitioners, retired government officials from different departments etc. The empanelled resource persons should be reoriented, at least once in six months, at SIRD level to update their knowledge and understanding. The resource persons should sign a memorandum of understanding with concerned SIRD/department to conduct stipulated minimum number of sessions per month on his/her specialised subject. State departments may think of hiking the honorarium of the RPs per session/days to make it an attractive option. Each district should have at least five to six subject specific experts to deal with the training sessions. Similarly, at the state level, there should be an adequate number of experts for different subjects to meet the training requirements.

### 4.1.2 Multi-Location Trainings

The state level trainer's pool can be involved on a continuous basis to conduct more number of programmes simultaneously in different locations if SIRD campus does not have the required infrastructure. Secondly, organising trainings only in SIRD campus, in a phased manner may not contribute towards improving the outreach. So, it is required that capacity development trainings should be organised in multi-locations, at the state level, not restricting it within the SIRD campus. For logistics and monitoring, one person from SIRD/departmental official may tie up with each training location. If required, any private agency/state level NGO may be involved for organising trainings where the master trainers will conduct different sessions. Use of private institutional camps and other government departmental campus may be thought of for the purpose. The same approach may also be adopted at the district level.

### 4.1.3 Collaboration/Partnership

The current availability of infrastructures and human resources may not be conducive to conducting large scale capacity building training on a sustained basis. So, collaboration/partnership with academic institutions, other training institutions, rural development institutions, reputed NGOs etc. may be the solution. This can serve two different purposes i.e. availability of qualified professionals to deal with different sessions, and secondly, availability of infrastructure for conducting trainings. Trainings in this manner can be organised at state and district levels as it may not be feasible to organise trainings in this manner at the block level. For quality assurance and monitoring, one person from the department/SIRD may be assigned with the responsibility. But before such trainings are organised, the collaborating agency should discuss with SIRD the inputs to be delivered and methodology to be followed for delivery. Based on the directives, such agencies may follow innovative methodologies for imparting training or use standardised ones for different sessions.

#### 4.1.4 Infrastructure Development

The scheme has been supportive of the states/UTs for improving their infrastructure base through additional funds. Satellite communication systems are being funded under the scheme along with establishment of Block Resource Centres. It is expected that with additional infrastructure, there would be more scope for conducting trainings. At the same time it is also essential to strengthen and equip the existing infrastructures for conducting trainings. Additional training centres with hostel facilities at the SIRD and ETC levels may be helpful in conducting more number of trainings successfully. Looking at the suggested model for conducting training, it is obvious that pressure of organising training would be more at state and district levels rather than at block level. So, each SIRD should have minimum of four to five well equipped training halls, each with a sitting capacity for 50 trainees and a residential facility for 150 trainees. This would help to organise training of four to five batches simultaneously involving the same trained resource persons. Apart from SIRDs, the ETCs and DTCs should have minimum of two well equipped training halls, each with a sitting capacity for 40 persons and a residential facility for 100 persons. It is estimated that with this infrastructure, more number of trainings can be organised simultaneously at state and district levels too. Similarly, block level resource centres should have infrastructural facility like that available at the district level. To make the centres operationally viable, MoPR and state PR department may decide to implement a service charge for the use of the infrastructure.

#### 4.1.5 Human Resource

To conduct large scale programmes especially for face to face trainings, it is essential that the required human resource should be available at the SIRD and ETC levels. Almost all the state SIRDs have expressed their concern about poor staffing and its negative impact on training outreach. With externally aided projects [DFID and World Bank], West Bengal has created a pool of around 20 professionals at the department level to conduct trainings. Such systems may be feasible for other states where departments/SIRD can recruit experienced persons on an annual contract to support the organisation and conduct trainings. Apart from that, the benefit of CDLG team can be examined for other states like West Bengal and Assam as they have been supportive of state capacity building initiatives as observed in Rajasthan, Uttar Pradesh and Madhya Pradesh. Each SIRD should have minimum of four core faculties in-position having expertise in PR system and similarly each ETC/DTC should have minimum of two permanent core faculties in-position.

#### 4.1.6 Knowledge Transfer System

Apart from formal trainings, hand holding support is essential for the ERs to develop their capacity. A block level support team may be constituted for the purpose comprising retired government officials, people from a finance background, experienced ERs who have demonstrated a noticeable performance and other experts. In the knowledge and experience transfer system, ERs with experience would be of much help because of their previous working know-how. They can guide and provide support to the Panchayats when required. Initially, after the election of ERs, the senior ERs can extend hand holding support continuously for a period of one year against which they can be paid a suitable monthly remuneration. Along with trainings, hand holding support in the initial year will help the newly ERs to understand the overall working process.

### 4.1.7 Improvement in Funds Utilisation

As discussed earlier, all states focus more on training and pay less attention towards other components of capacity building. This has been one of the chief obstacles in effective utilisation of financial resources. Utilisation of capacity development fund is also dependent upon some other factors like number of trainings organised, its outreach and achievement of other capacity building components such as exposure etc. In this regard, states should take up capacity building initiatives on a regular basis, adhering to the state plan approved by the MoPR. Along with physical monitoring, MoPR should conduct financial monitoring on a monthly basis checking the proposed plan and achievements against it. Based on this monthly progress, a quarterly monitoring of physical and financial plans would help MoPR and the states to streamline the effective fund utilisation in capacity development. It is suggested that more number of exposure programmes should be organised for IP and GP functionaries and ERs at regular intervals.

## 4.2 Model Training Plan for ERs and Functionaries

Considering the total ERs in a state by their functional levels<sup>24</sup> and their position in the PR system, training venues should be segregated for different levels. For the ERs of GPs, training of ward members can be organised at the block level whereas training of Sarpanchs and Upa Sarpanchs [Panchayat Leaders] can be at the district level. Similarly, at the Intermediate Panchayat [IP] level, training of IP members can be organised at the district level whereas for the chairman and vice-chairman, it can be organised at the state level. Training of all the ZP members can be organised at the state level in SIRD and other associated institutions.

**Table 21: Days of Trainings by ERs to be Organised at Different Levels**

States	Training Days/Block	Training Days/Dist.	Training Days/State
AP	15	255	329
Assam	10	23	77
MP	109	105	146
Orissa	23	60	148
Rajasthan	40	71	151
WB	13	81	140

**Table 22: Days of Training to be Organised for Functionaries at Different Levels**

States	Total Days/Block	Total Days/Dist.	Total Days/State
AP	6	25	22
Assam	4	3	27
MP	22	3	50
Orissa	6	5	30
Rajasthan	12	4	33
WB	3	9	18

Total batches of ward members to be trained at the IP level would be between 615 [Assam] to 11424 [Madhya Pradesh] whereas for GP leaders [Sarpanchs and upa-Sarpanchs], there would be 148 batches [Assam] to 1537 batches [Madhya Pradesh]. Similarly, there would be different batches for

<sup>24</sup> Functional level refers to Gram Panchayat [GP], Intermediary Panchayat [IP] and Zilla Panchayat [ZP/District]

**Table 23: Total Training Days to be Organised at Different Levels for ERs and Functionaries**

States	Training Days/Block	Training Days/Dist.	Training Days/State
AP	21	280	351
Assam	13	27	104
MP	132	108	196
Orissa	29	65	178
Rajasthan	52	74	184
WB	16	91	158

IP level ERs and ZP level ERs along with their leaders. If a three day training is organised for the ERs<sup>25</sup> of different categories, total training days per block per year covering all the ward members would be between 10 days [Assam] to 109 days [Madhya Pradesh]. Depending upon the batches, training days at the district level would vary between 23 [Assam] to 255 [Andhra Pradesh] days and training days at the state level would vary between 77 days [Assam] to 329 days [Andhra Pradesh].

Similarly, training days for functionaries of different levels are calculated and presented in the matrix. It is suggested that GP level functionaries should be trained at the block level, block level functionaries at the district and district level functionaries at the state level. Overall, if three-day trainings are organised in a year, both for the ERs and their functionaries, total training days would be more at the state level and minimum at the block level. So, requirement of number of trainers would be more at the state and district levels, rather than at the block level. Secondly, trainers with good experience can be mobilised at the state and district levels, it is expected that such trainings can be organised effectively. Training load can be decreased by partnering with institutions and a training calendar can be prepared accordingly.

### 4.3 Capacity Building Need Assessment

Assessment of capacity requirements of ERs and functionaries should be conducted at a regular interval, at least once in two years. It will help to identify and address the changing needs of the ERs and officials. Moreover, such assessments should be conducted separately for the EWRs and ERs of PESA area to understand their specific needs. The need assessment should not be confined only to training but extend to skill requirements for meeting current job demands.

### 4.4 Convergence of Capacity Building Efforts

The capacity development component of BRGF and RGSY is largely guided by the NCB Framework and has more or less similar focus and objectives. It is also difficult to justify that the capacity development requirements of ERs in BRGF and RGSY districts are completely separate from each other. In such a case, allocating funds under two different schemes for a common objective is not convincing and also not a practice at the state level. Hence, treating capacity building as one unit and the merger of capacity building fund of BRGF and RGSY under one head i.e. capacity development would be beneficial.

Many centrally sponsored schemes [CSS] and central schemes [CS] have capacity development components and some percentage of the budget is being earmarked for capacity development activities. Many of such schemes envisage direct or indirect role of PRIs in different stages like planning, implementation and its monitoring. Since a majority of such schemes are being

<sup>25</sup> RGSY Guidelines talk about 3 days training for ERs irrespective of their functional level



implemented through line departments or through exclusive bodies created for this purpose, training programmes are organised by them separately. Looking from a broader perspective, in many cases, the target group remains unchanged [ERs] but programmes are organised in a scattered manner and independent of each other. This ultimately leads to the duplication of efforts, wastage of resources, undermines the holistic approach in training and fails to build a proper perspective among the targeted participants. So, it is essential to adopt a convergence approach bringing multiple stakeholders to a common platform and sharing a common perspective of capacity development. It will help to utilise the available resources optimally and achieve the expected results without duplication of efforts. Though, the basics of different schemes vary, there are some common areas in most such as planning, selection of works, measurement, implementation etc. which can be clubbed and imparted to the PRI/stakeholder. The capacity building components of all such schemes have to be identified and converged around the primary stakeholder/PRI and funds could be placed with MoPR/Department of Panchayat Raj for effective utilisation.

## 4.5 Training Modules, Manuals and Content

Currently, the developed training modules/manuals/training materials are state specific though they cover a number of schemes which are common for all states like 73<sup>rd</sup> CAA, guidelines of central schemes/central sponsored schemes etc. There is no uniformity with regard to the themes which are common for different states/UTs. It is suggested that the training curriculum and modules/manuals/training materials are developed under two broad segments. The “mainstay curriculum” would contain the subjects which are common to all states/UTs and this can be developed centrally by MoPR after due consultation with states/UTs. The second curriculum would be the “explicit curriculum” which is state specific and include specific subjects identified by assessing capacity development needs. It is suggested that states should take initiatives for identifying capacity development needs rather than training needs.

A Logical Capacity Development [LCD] approach is recommended which would combine capacity development need identification process in a decentralised manner, consolidation of identified needs based on trainee category/first term/second term ERs etc., designing modules/manuals/training materials based on identified needs, field testing/piloting the curriculum/modules, redesigning the curriculum/modules based on piloting, finalising methodology of input delivery by session, delivering the inputs, monitoring the quality of inputs and improving upon it etc. Looking at the changing nature of capacity requirement, it is suggested that the capacity building need assessment should not be one time activity rather it should be conducted a minimum of twice in a five year term of ERs.

## 4.6 Output Orientation in Capacity Development

Capacity development approach should focus more on quality of delivery rather than quantum of achievement in terms of trainee coverage and number of trainings organised. When the quantum of coverage in the suggested decentralised/cascading model can be achieved, focus should be on the quality of inputs and delivery efficiency achieved through a mix mode of capacity development approach suggested in NCB Framework. Focusing on the goal of strengthened local governance, the means i.e. capacity development should be tailored to be more output oriented and action committed in an environment that is conducive and supportive for exercising the inputs.

## 4.7 Capacity Development of Trainers/Faculties

Faculty improvement programmes for the faculty of SIRDs and ETCs may be taken up at regular intervals, at least once in six months. By this, the associated trainers/faculties will get opportunities to improve their knowledge on current trends and can update themselves. Importantly, centralised training of trainers would be helpful to standardise the curriculum and course content keeping the broader perspective intact.

## 4.8 Association of NGOs/Other Institutions

Many states have started involving NGOs and other institutions in the capacity development process either directly or indirectly. More specifically, Orissa has identified and empanelled around 78 NGOs who have been organising training programmes at the district and block levels. The effectiveness of this model of capacity building delivery can be used for involving experienced NGOs/other institutions after scrutinising them carefully. As a regulatory measure, the state and central monitoring mechanism can be devised accordingly so that quality of delivery can be tracked and improved subsequently. This approach will help to access the service of experienced practitioners, ensure wider outreach, fuse real experience to the theoretical inputs and build a broad platform where NGOs and the government contribute significantly hand in hand to improve the local governance system through capacity building.

## 4.9 Strengthening ETCs

Extension Training Centres [ETCs] have been useful in conducting capacity development trainings and have been instrumental in improving the outreach. While they have a huge potential, ETCs are deficient in human resources, training aids and infrastructure. In order to improve the outreach and to meet the NCB Framework of catering to the training needs of all ERs in a sustained manner, it is essential that ETCs are strengthened. Each district should have one ETC to look after the capacity development activities. They can also act as the monitoring agency for the capacity development initiatives taken up by other resource centres [Block Resource Centres, NGOs etc.] within the district.

## 4.10 Capacity Development Vs. Capacity Development Training

As discussed earlier, capacity development encompass more than imparting training. It encompasses strengthening institutional framework, providing hand holding support, exposure to different initiatives and facilitating an environment where the capacity development inputs can be exercised. The current initiatives under RGSY and BRGF primarily consist of classroom training of different durations while other important components are missing. So, in order to realise the overall objective, it is essential that along with training, all other components of capacity development should be taken care of.

## 4.11 Allocation of Capacity Development Fund

The BRGF capacity building grant is being released on the basis of ten million rupees per district irrespective of the number of ERs and functionaries to be trained in each district. As a result, districts of a bigger size with higher number of ERs are allocated the same amount as smaller districts with less number of ERs. As earlier discussions have highlighted, there has been a resource gap in terms

of requirement and allocation of funds. So, considering capacity building as one component, the resource requirement can be chalked on “unit cost” basis i.e. number of persons to be trained by district and accordingly allocation of funds for days of training per person.

## 4.12 Training Methodology

Though, trainings conducted at present adopt different methodologies, the lecture method of training is being adopted overwhelmingly in all the states. Use of other methods of capacity building, as suggested by NCB Framework<sup>26</sup> is not so wide. The methodology for training is designed based on the theme and the category of the trainees. A methodology, adopted for a specific theme for ZP members might not be same for GP members as level of understanding differs significantly. More use of participatory and interactive methods is essential e.g., group discussions, case analysis, simulation games, plenary discussions, role play, field visits etc. Each training session should be designed such that participants can share their views and learn to solve the problems.

## 4.13 Exposure Visits

Visit to beacon Panchayats to gain from promising practices is one of the prescriptions of the NCB framework. But in most cases, it is restricted to selected trainers, ERs and functionaries. Very few members of all the three levels were found visiting such beacon Panchayats. Keeping in mind the huge number of members in all the three tiers, it can be planned that at least each ER leader, starting from GP to ZP should visit such beacon Panchayats at least twice in their five years term. It is recommended that a visit to a beacon Panchayat by the leaders of ERs [GP Sarpanch, IP and ZP Chairman and vice chairman] in the first year of their term should be made mandatory and most preferably within first six months of their election.

## 4.14 Training of Uniform Vs. Mixed Groups

Organising trainings in mixed groups of ERs and functionaries will help minimise the differences and solve operational problems. So, when trainings are organised on different schemes/programmes like NREGA, water and sanitation etc., mixed group training is highly recommended.

## 4.15 Technology for Capacity Development

Satellite communication and information technology is not utilised to the fullest extent in many states for addressing capacity development requirements of the ERs. It has recently been initiated in some states such as Andhra Pradesh while in some other states like Orissa it is not used at all. Of course, there is no substitute to face to face training, especially when ERs are semi-literate but the importance of technology cannot be ignored. SATCOM/information technology can be used for solving the problems of ERs through question answer sessions, guidance on operational issues, follow up of earlier trainings, re-orientation on subject matters, screening of documentaries on success/promising cases etc. It is realised that initial trainings/foundation courses cannot be imparted through SATCOM/information technology rather it is an effective follow up measure. As is practised in Karnataka, it is essential that each receiving station should have one resource person to help participants understand the different themes transmitted through SATCOM.

<sup>26</sup> NCBF highlights need for adopting an inclusive, participative, interactive and a composite mix of various training methodologies like face to face interactive training, exposure visits, peer training/learning, satellite training, radio/cassette/films, traditional means of communication, news-letters, updates and digests of replies to frequently asked questions, resource centres and help-desks.

## 4.16 Differential CD Strategy for EWRs and Multi-Termers

Capacity development requirements of the ERs who have been elected for the first time differs from those who have been elected multiple times. In such a case, prescribing the same subject and curriculum for both the categories would not be beneficial for the multi-termers. Data from different state elections shows that more than 30-40 per cent ERs are multi-termers. So, it is essential that the capacity development strategy, which also includes training, should be designed separately based on number of times a person is elected by position. Similarly, separate training strategies should be devised for the EWRs and exclusive trainings can be organised for them.

## 4.17 Demand Vs. Supply

Though the guidelines talk about the demand approach to capacity development, it does not seem practically feasible especially when many ERs fail to articulate their needs. Interaction with many ERs confirms that they need more days of training along with other capacity development measures for better functioning. Therefore, the capacity building inputs should be largely supply-based for first termers and demand-based for multi-termers.

## 4.18 Monitoring and Supervision

Strengthening the monitoring and supervision system is essential to ensure quality of inputs and keep track of the progress on the plan. Monitoring mechanisms need to be devised from MoPR level to the state and district levels. A Central Monitoring Team [CMT] should be constituted at MoPR level comprising persons with expertise in monitoring the capacity development activities. As has been suggested, capacity development should be considered as one component irrespective of the scheme [RGSY and BRGF] implementation, the team could look in to the overall capacity development initiatives. The team members may be assigned with different regions of the country for monitoring and guidance support. In a similar manner, every state/UT must have a State Monitoring Team [SMT] and District Monitoring Team [DMT]. While, SMT will look after the overall affairs of the state capacity development initiatives, the DMT will be responsible for judging the input quality, providing hand holding support and ensuring following up of the inputs at regular intervals. Review and reporting systems could be designed accordingly from district to state and to MoPR on monthly/quarterly basis.

## 4.19 Information Management System

Collection of required information, processing and providing feedback to the programme for improvement has been a grey area in all the states. Required information/data are not available in the expected order when required for analysis. For example, number of trainings conducted under RGSY and BRGF along with fund utilisation and trainee details were not available in the sample states for ready analysis. It reflects that either information is not managed properly or there is no such information available with the department and training institutions. Organising trainings as a part of capacity development would not be of that help if learning generated from such programmes is not used properly. So, "system oriented information management system" needs to be introduced at the national level, in line with NREGA which would not only track the progress but also flag the progress mismatch. Apart from that it will also be of immense help to capture qualitative components and highlight success cases for learning.

Table 24: Overall Findings

Assessment Parameters	Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
Capacity Building Models	Face to face training [in-house]	Face to face training during in-house trainings. It covers all categories of trainees i.e. ERs of different levels and functionaries	Face to face training during in-house trainings. It covers all categories of trainees i.e. ERs of different levels and functionaries	Face to face training during in-house trainings. It covers all categories of trainees i.e. ERs of different levels and functionaries	Face to face training during in-house trainings. It covers all categories of trainees i.e. ERs of different levels and functionaries	Face to face training during in-house trainings. It covers all categories of trainees i.e. ERs of different levels and functionaries	Face to face training during in-house trainings. It covers all categories of trainees i.e. ERs of different levels and functionaries
	Interactive satellite based training [Training through SATCOM]	The Consolidated Training Mode consists of distance mode of training through centrally located studio using Ku band satellite transmission to reach village level functionaries of the various departments	Infrastructure for SATCOM is established but yet to be made operational	SATCOM studio is with PR&RD dept. (SATCOM) used during the initial phase of training to organise direct interaction through question-answers session between higher officials and the PRI members and officials. But no such specific satellite based training programme is conducted	SATCOM studio is available but not used for training or for follow up	SATCOM facility is not used for training	SATCOM facility is not used for training
	Face to face and satellite training as consolidated programme	Adopted for training and follow up	Yet to be made a consolidated programme	Yet to be made a consolidated programme	Yet to be made a consolidated programme	Yet to be made a consolidated programme	Yet to be made a consolidated programme
	Fully/partly dedicated TV channel for training	MANA TV channel dedicated for training. It is run by APARD. 4-5 days programme in a week	No specific TV channel dedicated for training	No specific TV channel dedicated for training	No specific TV channel dedicated for training	No specific TV channel dedicated for training	No specific TV channel dedicated for training. Awareness programme telecast in local channel once a week
	Availability and use of help lines	Helpline is newly installed	No dedicated helpline	Dedicated helpline that remains open from 10 a.m. till 5 p.m. Deputed staff at the helpline respond to different queries immediately or maximum within 24 hours after referring the concerned officials at the department, if required	No dedicated helpline	No dedicated helpline	No dedicated helpline
	Formal certificate course in Panchayati Raj	No formal certificate course conducted under RGSY in Panchayati Raj	No formal certificate course conducted under RGSY in Panchayati Raj	No formal certificate course conducted under RGSY in Panchayati Raj	No formal certificate course conducted under RGSY in Panchayati Raj	No formal certificate course conducted under RGSY in Panchayati Raj	No formal certificate course conducted under RGSY in Panchayati Raj

Contd....

Assessment Parameters	Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
	Cascading/ decentralising training models [training through trainer's pool etc.]	State has adopted this model of training for increased outreach. State had 50 Master Trainers and 1390 trainers	State has developed about 1500 trainers to impart training at district and sub-district levels. Trainers have been selected from NGOs and government departments. A team of trainers at district level are prepared at SIRD level. The district training team prepares block level trainer through ToT. This block level trainers are utilised as resource persons to organise Gram Panchayat cluster level training. Experienced professionals from NGOs, government line departments were trained under ToT	The whole training programme was implemented in cascade mode. State has developed SLTT who have further developed DLT for block and district level trainings	State has developed state and district level trainers to impart training to different categories of trainees. State has around 200 trainers	Trainer's pool is developed at the state level covering people from different sectors.	The SIRD has a good pool of resource persons drawn from various sectors like working and retired professors, retired officials, elected representatives etc. in specialised themes and the same team is also availed by the ETCs
Institutional association in CB and institutional set-ups	Govt., NGO and other agencies associated in CB	APARD is the nodal agency for CD training. ETCs are involved along with other government agencies. Building partnership with NGOs is in process. NGOs were associates earlier but were dropped for under performance	IGPRS is the nodal agency for capacity development training of PRI members. Grameen Vikas Trust (GVT) is the only NGO involved in the state in capacity building of PRI under RGSY	SIRD is the nodal agency for training. Government buildings and infrastructures were used as training venues at block level. There is no direct involvement of NGO or any other agency in the capacity building process but in some cases their training infrastructures are used to set up district training centres	SIRD is the nodal agency. Around 78 NGOs called District level Partner NGO (DPNGO) are involved in organising training. Infrastructures and human resources of NGOs are used for conducting trainings PR Dept. has entered into a MoA with Centum Learning Ltd., a corporate training house for undertaking capacity building training in 12 districts of Orissa	MGSIRD is the nodal agency for training. Involvement of NGOs was limited to the initial phase of the programme that included the TNA and programme design. Important agencies involved in the whole process are SIRD, WALMI, RCVF Noronha Academy, ETCs, Sanjay Gandhi Institute and BRCS	SIRD is the nodal agency for training. Other institutions like Assam Agricultural University, IIRM and other technical institutes are involved in imparting training and most of these organisations take care of the Rural Development and Income Generating Activity related trainings Some NGOs like "Centre for Agriculture and Rural Development" is engaged in helping the training process

Contd....

Assessment Parameters	AP	Rajasthan	WB	Orissa	MP	Assam
Type of association-full time/part time	No such partnership with NGOs at present	Trainers selected from the NGOs work on assignment basis. But association of GVT is on full time basis	The association of the resource persons had remained part-time. Their services were taken as and when required as subject specialists	The DPNGOs are assigned with different blocks in their district to organise trainings. Their association is on full time basis	No such partnership with NGOs at present	All the outside agencies including NGOs and CBOs are associated on a part basis. SIRD uses the venue and some of the resource persons from the organisation and rest are supplemented from the empanelled resource persons of SIRD
Human resource, specialised area and experience	Use of master trainers and empanelled trainers. State has thematic experts from govt. departments, previous ERs and people from other institutions	Thematic specialists are basically from SIRD and pool of master trainers developed by SIRD	Subject matter specialists are basically from govt. departments along with own resource pool of SIRD and PR and RD Department	All the trainers available to the DPNGOs are provided by SIRD from its pool of resource persons. Thematic experts are basically at state level and district level experts are selected from govt. departments	The experienced persons of associated institutions and departmental personnel act as experts	Most of the resource persons are taken from the existing staff of SIRD as well as the ETCs. Apart from retired professors with specialisation in different subjects. The state has 20 in-house faculties at SIRD, 60 in ETCs and 200 RPs specialised in different subjects
Training infrastructure and institutional association	The state has 5 ETCs and 22 District Training Cell (DTC) where trainings are organised. No such training centres at the block level. At the block level, trainings are organised using a tent or in the block office	All the districts have district training centres apart from state level apex training institution [IGPRS] where trainings are organised	There is one central training institution with PR&RD Department named Institute of Cooperative Management for Agriculture and Rural development, one state level training institution titled State Institute of Panchayat and Rural Development (SIPRD), five extension training centres (ETCs) and 26 temporary district training centres [DTCs]	At the district level, infrastructures of DPNGOs are used for training. The state has 3 ETCs which are also used for organising trainings. The NGO CENTRUM, that has no infrastructure at the district level; organises trainings in school building	The state has 6 ETCs and other institutes such as WALMI, Noronha Academy, Sanjay Gandhi Institute of Training for Youth and BRCs in all the districts are utilised for the purposes of training	Apart from SIRD, 12 ETCs are used for imparting training [SIRD had put the proposal for one Resource Centre at each IP level but only 20 were sanctioned under BRGF. At all the ETCs, SIRD has its own people and for the management of same recurring fund proposal has been submitted. Since all the ETCs are not recognised by the Ministry, there is no sanctioned post. So most of the staff are working on contractual basis.]

Contd..

Assessment Parameters	Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
	Facilities in the resource centres	APARD is utilising the training infrastructure available with the line departments. In some of the programmes, departments like RWS and SRDD are involved in building capacities of the functionaries of the PRIs	IGPRS is well equipped but not the DITCs	All the training centres are well equipped with classrooms, training materials, white boards, computers, LCD projectors etc. and accommodation for trainees	Each centre has LCD, generator, video recording, IEC material on Panchayat Raj and different schemes, white board and conference hall with lodging/boarding facility	The BRCs consisted of training hall and other basic training facilities such as furniture etc. all other equipment were either rented or bought for the purpose of trainings	Among the key facilities the ETC at Pakili has a class room with tables and chairs, black board and library. No hostel or vehicle is available. Whereas ETC at Bezare has one class room with capacity for 50 trainees, white board, over-head projector, tables and chairs, hostel facility for 30 people, one computer centre with 5 computers, dining hall with kitchen, and power supply with generator for back-up
	No. of centres having satellite training facility	1097 Mandals (blocks) have satellite training facility [supported by I and C Dept.] along with state institution [APARD]	No satellite training facility at the district and sub-district levels	All the training centres have satellite training facilities, but presently not in working condition due to SATCOM maintenance work. Audio-video based distance learning sessions transacted from the central teaching end, transmitted through satellite-based TDCC network (2-way video 2-way audio system set up in each ZP and ETC and 1-way video 2-way audio system set up in each PS)	Districts headquarters are connected with GRAMSAT but not used for training	No satellite training facility at the district and sub-district levels	Recently satellite training facility/hub was established at ETCs. Infrastructure for satellite based training is available but yet to get started
	Resource persons at the IPs	Two resource persons – a retired govt. official and another person with experience in NGO sector - in each DTC	Six member team at the block level to conduct training	On requirement basis, not specific number of RPs [resource persons]	Two RPs for first 2 days and 3 to 4 RPs [govt. officials] for the last day of training to provide inputs on schemes and for further clarity	No specific number of RPs	RPs of ETCs [5 RPs per ETC] impart training along with external RPs

Contd....



Assessment Parameters	Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
	Training Management	Training management by the concerned institutions conducting training	Training management by the concerned institutions conducting training	Training management by the concerned institutions conducting training. Assistant training coordinator is the key responsible person to oversee the training matters at the district level	Training management by DPNGOs at the district level, ETCs manage the trainings at their level where as central level trainings are managed by SIRD	Training management by the concerned institutions conducting training. Block offices [Janpad Panchayats] support in management	Training programmes are managed by SIRD in its 2 campuses at the state level and by ETCs at district level. The ETC at Pakili is at presently managed by the BDO whereas in case of ETC at Bezare it is managed by one officer with support staff
Training need identification/ assessment	Process followed	Consultation workshops with multi-stakeholders were conducted along with field visits, interaction with ERs and officials, reference of secondary literature and job chart analysis	Four days multi-stakeholder consultation workshops were organised at each divisional location [state has 7 divisions] facilitated by Zilla Parishad of respective division. Workshop covered ZP members, govt officials, PS level ERs, Sarpanches and Gram Sevakas. It is followed by state level consultation workshop to share experiences from divisional workshops. Based on emerging training needs, modules are rectified and developed	Training need assessment was done through informal consultations and reviewing various studies on Panchayat activities. However, no comprehensive document was available for review	State level consultative workshop was conducted to identify the needs of ERs and functionaries	Need assessment was conducted by SIRD in consultation with CDLG team of UNDP, leading NGOs, subject matter experts, elected representatives at each Panchayat level, other prominent people such as directors of management institutes. Need assessment covered job task analysis and stakeholder analysis	No formal mode of training need assessment is done. Working experience at SIRD and ETCs considered for need assessment. The SIRD faculties in consultation with other selected officials from ETCs and other departments design the training schedule as well as the course curricula
	TNA by stakeholder typologies - ERs and officials	Training needs identified by ERs and functionaries	Training needs identified by functionaries	Training needs identified by ERs and functionaries	Training needs identified by ERs and functionaries	Training needs identified by ERs and functionaries	Training needs identified by ERs and functionaries by SIRD
	TNA for ERs and officials of PESA areas	No special focus on the needs of ERs and functionaries of PESA area	No special focus on the needs of ERs and functionaries of PESA area	No special focus on the needs of ERs and functionaries of PESA area	No special focus on the needs of ERs and functionaries of PESA area	No specific TNA done for PESA	No PESA area in Assam

Contd...

Assessment Parameters	Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
Training Design	Repetition of TNA - year wise	No repetition of TNA	State has conducted three Training Need Assessments (TNA) in the year 2000, 2004 and 2009 respectively	No repetition of TNA	No repetition of TNA	No repetition of TNA	No repetition of TNA
	Use of TNA for training design	TNA used for designing the trainings for different categories of ERs [GP, IP and ZP]. Separate design for officials. Separate training modules for different categories of ERs. Separate module for functionaries of different levels. [Ward member and sarpanch - one module, GP secretaries- one module, MPTC-separate module, block official-separate module, ZPTC, ZP chair separate module-ZPCEO and other-separate module	Findings of TNA used for designing trainings and training modules separately for ERs and functionaries. State has developed modules for orientation of PRI members and officials at various levels. Zilla Parishad members and District level Officials, Panchayat Samiti members and block level officials, Sarpanchs, Upa Sarpanchs and Gramsevakas and Word panchas. Thematic module also developed on NREGA, NRHM, RTI, Social Audit	TNA used for designing trainings and modules. Modules are developed separately for each category of trainees	TNA used for designing trainings and modules. Modules are developed separately for each category of trainees	The training modules were designed based on TNA separately for ERs and officials	Since no formal TNA is done, based on the finalised requirements, modules were designed for ERs and officials separately
	Training courses design	Training courses are on 73 <sup>rd</sup> CAA, role and responsibilities of PRI members and officials, leadership, programme planning and monitoring, courses on schemes like MGNREGA, watershed, water and sanitation etc.	Main elements of 73 <sup>rd</sup> Amendment and functional role PRIs in development administration, Millennium Development Goals, Rural sanitation and drinking water programmes, Powers transferred to PRIs, Major development projects by PRIs, Human Development, gender development etc.	Training courses on 73 <sup>rd</sup> CAA, State PRI act, Schemes like MGNREGA, social welfare schemes etc.	Training courses on 73 <sup>rd</sup> CAA, State PRI act, Schemes like MGNREGA, social welfare schemes etc.	Training courses on 73 <sup>rd</sup> CAA, State PRI act, Schemes like MGNREGA, social welfare schemes etc.	Training courses on 73 <sup>rd</sup> CAA, State PRI act, Schemes like MGNREGA, social welfare schemes, decentralised planning etc.

Contd...

Assessment Parameters	Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
2.5 Training Materials and Contents	Days of trainings	2 days for ward members, 4 days for ZP chairpersons and 3 days for all other ERs and functionaries	For Zilla Parishad members and District level Officials 2 days, Panchayat Samiti members and block level officials 2 days, Sarpanchs, Upa Sarpanchs and Gramsevakas 6 days and Ward Panchayats 2 days	For Pradhans and Upa Pradhans it is seven days, for Upa Samiti Sanchalaks it is of four days and GP secretary and Sahayak, it is seven days and for the trainers' team, it is of 35 days, which, however, is designed in 7 phases	The training programme is conducted for three 3 days for all categories of ERs and functionaries	6 day training sessions for each category of trainees except the gram Panchayat panch. 3 day training sessions at cluster level for GP Members	Most of the trainings are of three-day duration for the PRI members For training of government officials, the duration is of 4 days ToT is for five days at SIRD and ETC level In case of exposure visits, 10-12 days is the common practice
	Constitution of special committee for curriculum designing	An internal committee was formed at APARD level to develop the materials	Internal faculty members of SIRD have developed the materials with the support of CDLG team members	Internal members of PR and RD department developed the materials with the fund support from externally aided projects. SIRD has developed some reference materials for circulation	A committee was constituted for developing training materials at SIRD level. Developing modules was outsourced to different agencies	SIRD developed the materials with the support of external members	Panel of experts from different departments and also from the existing officials of SIRD, help in the process of training design. Subject specific curriculum committees are formed to develop the materials. SIRD hired persons from the working group of Aruna Roy for development of social audit manual
	Use of local language in developed materials	Handbooks developed in local language that acts as training aid. It is distributed among the participants at the time of training	Reading materials for different set of trainees prepared in Hindi [local language]	Booklets, handouts and PPT presentations were prepared in local vernacular (Bengali)	Materials developed in Oriya language. ToT materials are in English	All the training materials are in Hindi	The materials are based on the themes of training and most of the reference materials are in vernacular language

Contd....

Assessment Parameters	Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
Trainer's Profile, Experience and Process of induction to training	Quality of materials – pictorial, content, question answer mode, FAQs, charts/poster etc		The content of reading material has been more academic in nature than in form of stories and illustrations	The contents are in question-answer/FAQ mode, in some cases, charts and pictorials are also been used in those materials	Some materials are more theoretical than illustrative and pictorial. No question answer mode and FAQs are provided. Whereas all the training manuals are picture based, which is easier to understand by less educated people	The training material consisted of some pictorial description and flow charts. However it was textual for most part	The material is both descriptive as well as pictorial, however the descriptive part outweighs the pictorial representation
	Reference materials to the elected PRIs	Materials developed in local language are distributed at the time of training	All newly elected PRI members are given handbook for reference	Handbook/handouts distributed to all the newly elected PRI members	The hand book given to each PRI attained training	The participants were provided with printed reference materials	Handbook on Panchayati Raj system in Assam has been developed in both Assamese and English which is circulated among the newly elected PRI members
	Film and electronic materials	Video films on identified themes have been produced. The films give insights on field problems and also encourage analytical thinking	Hindi films of contextual relevance are screened during trainings at district and block levels	Besides preparing several PPT presentations, six video films have been produced for the capacity building purpose internally by the department in collaboration with local cultural agency	Films are shown during training on success stories. PPT presentations also made during training	Visual display on "Adarsh Panchayat"	Films on income generating activities and women empowerment have been developed by hiring outside agencies and were shown during trainings
	Master trainer selection process	APARD has identified around 50 master trainers who are subject experts from the faculty of APARD and ETCs, national institutes like NIRD and reputed NGOs and other activists	Master trainers selected at state level from NGOs, line departments and practitioners. District and block level trainers selected by the district and block	Trainers are selected by the department keeping in view that youth and experience is balanced well. The intended trainers' team composition is ideally a mix of young technology people with retired government officials with ample experience	SIRD advertised for selection of master trainers. Then SIRD conducted a written test, group discussion and personal interview to select the master trainers and district level trainers	The trainers were nominated by the respective Janpad Panchayats [block] for the GP level trainings. For JP and ZP level trainings faculty members of the training institutions, subject matter experts identified by SIRD and deputed	

Contd.:

Assessment Parameters	Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
Quality and experience of trainers	They are subject experts drawn from APARD, ETCs, NIRD, reputed NGOs and other sectors. Experienced professionals were preferred	Broad outline of target trainers has been from government departments, PRI officials, Ex-PRI members, teachers and from NGOs. Graduation as minimum qualification in case of block and district level trainers	Experienced persons having subject matter understanding were selected as trainers	Working experience in development sector considered with minimum graduation as qualification for external RPs	Experienced persons were considered during selection to act as trainers. Subject matter experts drawn from govt. departments	No specific minimum qualification is maintained however the background, experience and depth of knowledge on the subject matter are the prerequisite for the selection of RPs	
Specification of RPs	Around 1390 trainers are on the resource pool of APARD. The RPs are identified from different categories like school teachers, college lecturers, retired government servants, NGO personnel, PR activist especially those who were formerly elected representatives	IGPRS has targeted two member team from each district and 7 members' team at each block level. Trainers at block level were invited as 2 from government, 1 from Panchayat, 1 from Women and child development and 1 from NGOs in general	Resource persons are from Govt. and non-Govt. agencies. There are 20 in-house trainers with the Dept. supported under externally aided projects	SIRD has empanelled 432 trainers to impart training at different levels selected from ERs, NGOs, Dept. and from open sources	Trainers are selected from Govt. and non-Govt. agencies including experience ERs. Around 5014 trainers developed for imparting training	Around 10% working Govt. officials, 10% retired government officials, 5% PRI members of upper level, 20% line department officials, 20% academicians, 10% social workers from NGOs and CBOs and rest are from SIRD existing officials	
Organisation of ToT	ToT organised for trainers and master trainers	ToT were organised for the master trainers by IGPRS to prepare district level trainers	State level ToT was organised for thirty-five days at SRD Cell of PRDD at ICMARD in a phased manner, before starting the initial training phase in August 2008. After the state level training, the district level ToT was organised centrally at ICMARD, Kolkata	ToT organised for the trainers at SIRD level. SIRD was conducting training on five modules like RRC, Financial Accounting Management, Transparency and Accountability, Social Welfare Schemes and on RTI. It was conducted for 15 days in different phases	ToT organised by SIRD for the selected trainers in 3 phases	Five-days ToT for master trainers at SIRD and ETC level	
Refresher course for RPs	Refresher course conducted for the trainers to update their knowledge	No refresher course conducted	No refresher training reported	Refresher course conducted for the trainers at SIRD	No refresher course conducted	Refresher courses are conducted as per the need	

Contd....

Assessment Parameters	Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
	No. of RPs normally engaged per training days	Generally, there would be 8-16 teams allotted to a district and this mobile team reaches the mandals and sub-mandals and conducts face-to-face training for a period of 2-3 days. This way 40 to 50 functionaries are trained	Seven member team per block to conduct trainings	Depending upon the requirement-normally 2-3 RPs per training	For the 1 <sup>st</sup> two days of training, 2 trainers are engaged and in last and final day 2 resource persons are engaged in 1 <sup>st</sup> module and in 2 <sup>nd</sup> module in last day four resource persons are engaged	Depending upon the requirement-normally 2-3 RPs per training	For the trainings of 3-day duration, 2 resource persons per day are engaged. Sometimes same resource person continues for subsequent days based upon the session plan and theme of training
Training approach and methodology	Training of one group/mixed group type	Mostly in single group. Trainings are conducted separately for different categories of ERs and functionaries	Mostly in single group. Trainings are conducted separately for different categories of ERs and functionaries	Mostly in single group. Trainings are conducted separately for different categories of ERs and functionaries	Mostly in single group. Trainings are conducted separately for different categories of ERs and functionaries. An attempt made for mixed group training but was not fruitful	Mostly in single group. Trainings are conducted separately for different categories of ERs and functionaries. Homogeneous groups by ER category (sarpanch, up-sarpanch, etc) but mixed in terms of gender	At SIRD level, sometimes mixed group based trainings are conducted where govt. officials along with the PRI members particularly from upper tier are trained. Trainings are also conducted by mixing persons from different tiers of PRI but in this approach also ward members are not mixed, only AP and ZP members and sometimes GP presidents are involved. However, in case of mixed group trainings, different modules are used for different segments like officials and PRIs. At ETC level, separate trainings are being conducted for ward members and Sarpanchs but for AP members and AP President along with vice president one batch is formed

Contd.:

Assessment Parameters	AP	Rajasthan	WB	Orissa	MP	Assam
Use of games, role play, group discussion etc		Training modules talk about participatory training tools like games, videos and eliciting responses At ward member level (over 100 in each training of 2 days duration) training method was mainly lectures. District level training has used role plays and groups discussions		The role play, games and group discussion has been conducted almost in all DP NGOs	Group discussions and Q&A	No games, role-play, group discussion mode is adopted at ETC level. At SIRD level, these methods are also used but for younger trainees since older participants do not show interest in this kind of activities It is evidenced from the interaction with the members of Khagorijan AP and GP members, only mode of training is lectures.
Field visit/ visit to beacon Panchayats	No exposure visits were conducted at any level during training. Separate exposure visits were conducted but not as a part of training	No exposure visits were conducted at any level during training	No exposure visits were conducted at any level during training. Separate exposure visits were conducted but not as a part of training	No visits arranged by DPNGO and SIRD	No exposure visits were conducted at any level during training	No exposure visits were conducted at any level during training. Separate exposure visits were conducted but not as a part of training
Training by thematic experts	Subject matter specialists/experts are involved mostly at state, IP and ZP level trainings	Subject matter specialists/experts are involved mostly at state, IP and ZP level trainings	Subject matter specialists/experts are involved mostly at state, IP and ZP level trainings	Subject matter specialists/experts are involved	At GP level departmental officers and at JP and ZP levels subject matter experts and departmental officers	Subject matter specialists/experts are involved mostly at state, IP and ZP level trainings

Contd...

Assessment Parameters	Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
Training logistics and administration	Place/venue of training for ERs and officials of different categories	At the state level, APARD ensures the logistical support required for organising the training programme for the functionaries of the PRIs. At the regional level, the respective ETC is the coordinating agency for that region. The ZP training cell identifies the required training infrastructure in consultation with the local MPDO and other functionaries	In present field assessment, participants invariably expressed satisfaction over training logistics and support. For ward members – place of training was Panchayat Samiti hall or a central place (Dharmshala in sample area) in that cluster. For Block level – Panchayat Samiti Hall and Dharmshala in block town. District level – Zilla Parishad Hall	As of date, there is one Central Training Institution with PRDD - Institute of Cooperative Management for Agriculture and Rural Development, one state level training institution - State Institute of Panchayat and Rural Development (SIPRD), five extension training centres (ETCs) and 26 district training centres (DTCs) that are temporary in nature	The trainings for PRIs are conducted in DPNGOs selected at district, block levels and even on cluster basis. However, the resource persons are trained in SIRD	At GP level organised by block (Jampad Panchayat). For JP and ZP, trainings are organised by SIRD in coordination with other training institutes	ERs are trained at SIRD (both campus i.e., Guwahati and Kahikochi) as well as ETCs but the officials are trained only at SIRD, level
	Residential/ non-residential training, boarding arrangement	Trainings at SIRD, ETCs and district level are residential for face to face trainings. No residential facility for satellite based trainings	Trainings are residential but most of participants at district and sub-district levels are not willing to stay. However due to daily travel, their transportation cost was high and payment of Rs 100 as transport cost was perceived very low and many ERs are dissatisfied	Face to face trainings at state and district levels are residential. Satellite channel for non-residential trainers	The training programmes are purely residential in nature, but some PRIs prefer to go home as their house is close to the venue. However, in Baleswar in sample blocks, trainings were non-residential where the DPNGO's VARSA and ODISHA FOLLOW UP are organising training	All trainings are residential except for cluster level GP member trainings. For GP level arrangements by JP, for JP and ZP levels arrangement by respective training institutes	All the trainings at SIRD are residential type however PRI members of the nearby areas prefer to go back to home after the trainings and join again in the next day. In case of ETC, Pakili as there is no hostel facility; all the trainings are non-residential in nature
	Availability and use of basic training equipment	Basic training equipment are available at APARD, ETCs and district level training centres	Use of LCD was made at district and block level training. Basic training equipment are available at SIRD and district level training centres	Computers, LCD projectors for PPT presentations, white boards etc. were used during the training sessions	Almost all the DPNGOs have OHP/LCD/White board, conference hall, generators, separate accommodation for ladies and gents. These teaching aids are used during trainings	Basic training equipment already available with BRCs. Rest was rented as per the needs of the training	All the training equipment available in the training centres are adequately used however most of the visited centres lack teaching aids like overhead projectors and LCD projectors etc.

Contd.:



Assessment Parameters	Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
Training feedback and follow up	Training feedback mechanism/process	Feedback and suggestions are obtained from all participants and used for further improvement of the training programme	Each of trainings is followed with a written feedback mechanism except for those for Ward Panchs. A structured feedback format at each level is available except Ward members (informal feedback through pictorial method)	Training feedback forms are provided to each participant at the end of the training. It is mandatory for each participant to share her/his feedback through this instrument	During the visit of District Panchayat Officer, PD DRDA and different district and block level officials, they take the feedback about the training from PRIs from time to time. There is a separate training feedback form to collect feedback	Feedback in a pre determined format taken from participants. Feedback consisted of questions on quality and content of training and its relevance on a scaled parameter	A well developed in-house feedback mechanism is in operation and a form is handed to all the trainees for their suggestions on the last day of their training
Inclusion of Gender and ERS from SC/ST categories	Utilisation of feedback for improvement	According to APARD, the feedback obtained is used to improve the ensuing training programmes. But no such evidence is marked	No evidence of improvement in training utilising the feedback is experienced	No evidence of improvement in training utilising the feedback is experienced	No evidence of improvement in training utilising the feedback is experienced	As trainings were conducted very recently, it was not possible to assess the utility of the feedbacks received	The training feedback forms are kept with the training institutions and constructive suggestions are taken into consideration for further improvement of the trainings. But, use of feedback for bringing improvement was not experienced
Focus on PESA area	Special training focus on EWRs, SC and ST ERS	Exclusive training course for EWRs, SC and ST organised for the members of all the three tiers. But the attendance was not satisfactory. Women also attend the programmes organised for all the members	Exclusive training course for EWRs, SC and ST organised for the members of all the three tiers	No exclusive training organised for EWRs, SC and ST. It is felt necessary to impart additional training for the women members of the Panchayats. Appropriate training modules need to be developed for the same and all the women members will be imparted additional training on their roles and responsibilities	No such special emphasis given to PESA area. All districts/blocks treated in a similar manner	Details in report in section 2	No PESA area
	Special emphasis on PESA areas during organising trainings	No such special emphasis given to PESA area. All districts/blocks treated in a similar manner	Data yet to be consolidated at state level. PESA rules still to be framed in Rajasthan	No such special emphasis given to PESA area. All districts/blocks treated in a similar manner	No such special emphasis given to PESA area. All districts/blocks treated in a similar manner	No such special emphasis given to PESA area. All districts/blocks treated in a similar manner	

Contd....

Assessment Parameters	Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
Scope of input utilisation	Scope to utilise training inputs	Poor devolution affects proper utilisation of inputs received during trainings	Poor devolution affects proper utilisation of inputs received during trainings	Poor devolution affects proper utilisation of inputs received during trainings	Poor devolution affects proper utilisation of inputs received during trainings	Poor devolution affects proper utilisation of inputs received during trainings	Poor devolution affects proper utilisation of inputs received during trainings. State is taking initiative to strengthen the devolution status
Monitoring and Supervision Procedures	Existing monitoring and supervision mechanism	At the state level, APARD monitors the training programme/s and the Principle Extension Training Centres in the respective regions monitor the training activities in that region/s. At the district level, monitoring committee headed by the District Collector with CEO, ZP, DPO PD DRDA as its members, monitor the training programmes of the elected representatives	State has put into place a monitoring mechanism and deputed a team of 33 officers as monitoring officers responsible for 33 districts of the state	State has adopted self-evaluation process, conducts studies and evaluation by expert organisations to evaluate the progress. The evaluation findings are shared during trainings	No formal monitoring and supervision is done. Only during the 2 <sup>nd</sup> module of training the training agency and the govt. officials get a chance to interact with the PRIs to determine how far they utilise the training inputs	Monitoring is done by MGSIRD. Includes financial and programmatic monitoring. Financial data on expenditure being collated	No formal way of monitoring the utilisation of the knowledge gained through the trainings by the SIRD. But indirect ways of impact assessment like participation in different schemes and gram sabhas etc is being done in an informal way However, monitoring and evaluation of some programmes like SGSY; MGNREGS are being done by central Govt. through third party engagement
	Adequacy of monitoring and supervision mechanism	Inadequate and not qualitative	Inadequate and not qualitative	Inadequate and not qualitative	Inadequate and not qualitative	Inadequate and not qualitative	Inadequate and not qualitative
	Utilisation of monitoring outcomes	No evidence where monitoring findings are utilised to improve the quality of programme	No evidence where monitoring findings are utilised to improve the quality of programme	No evidence where monitoring findings are utilised to improve the quality of programme	No evidence where monitoring findings are utilised to improve the quality of programme	No evidence where monitoring findings are utilised to improve the quality of programme	No evidence where monitoring findings are utilised to improve the quality of programme

Contd...

Assessment Parameters	Indicators	AP	Rajasthan	WB	Orissa	MP	Assam
Overall Impact	Impact on personal knowledge, attitude and practice – ERs and officials  Impact on Gram Sabha	Knowledge and level of awareness has increased at ERs and functional level. But no such significant change marked in attitude and practice  There has been improvement in participation of ERs and officials. ERs are sensitised on the importance of Gram Sabha	Knowledge and level of awareness has increased at ERs and functional level. But no such significant change marked in attitude and practice  As per field observations and interaction with ERs, presence in Gram Sabha has increased and participation has been more active. Team has interacted with a live Gram Sabha at Ranoli GP in Sikrai block of Dausa	Knowledge and level of awareness has increased at ERs and functional level. But no such significant change marked in attitude and practice  There has been improvement in participation of ERs and officials. ERs are sensitised on the importance of Gram Sabha	Knowledge and level of awareness has increased at ERs and functional level. But no such significant change marked in attitude and practice  Many PRI members have learnt how to conduct the Gram Sabhas effectively. The presence of officials has increased in comparison to the previous situation	Difficult to assess as trainings were going on during assessment  Difficult to assess as trainings were going on during assessment	Knowledge and level of awareness has increased at ERs and functional level. But no such significant change marked in attitude and practice  Many PRI members have learnt how to conduct the Gram Sabhas effectively. The presence of officials has increased in comparison to the previous situation and it is the case with the ERs
	Impact on scheme implementation – ERs	With greater understanding and awareness on schemes, ERs are more confident. There has been some improvement but this cannot be fully attributed to trainings. Govt. policy and operational norms also had an influence	With greater understanding and awareness of schemes, ERs are more confident. There has been some improvement but this cannot be fully attributed to trainings. Govt. policy and operational norms also had an influence  There has been enhanced monitoring by Ward Panchs and Sarpanchs of development programs at grass root level [opinion of previous ERs]	With greater understanding and awareness of schemes, ERs are more confident. This cannot be fully attributed to trainings. Govt. policy and operational norms also had a influence	With greater understanding and awareness of schemes, ERs are more confident. There has been some improvement but this cannot be fully attributed to trainings. Govt. policy and operational norms also had an influence	Difficult to assess as trainings were going on during assessment	With greater understanding and awareness of schemes, ERs are more confident. There has been some improvement but this cannot be fully attributed to trainings. Govt. policy and operational norms also had an influence

Contd.:

Assessment Parameters	AP	Rajasthan	WB	Orissa	MP	Assam
Impact on local level planning [GP/IP/ZP] – ERs		First phase of training for the newly ERs completed in July 2010. But, taking in account earlier trainings, no significant change in local planning initiatives was realised		Acceptance of rural people has increased and hence the critical inputs by the officials at various stages have increased	First phase of training for the newly ERs was going on during August 2010. But, taking in account earlier trainings, no significant change in local planning initiatives was realised	No specific change marked. This year state govt. is focusing on strengthening decentralised local planning process
Officials acting as technical persons to Panchayats	Process of involvement of officials is as usual. No special improvement marked	Process of involvement of officials is as usual. No special improvement marked	Process of involvement of officials is as usual. No special improvement marked	Process of involvement of officials is as usual. No special improvement marked	Process of involvement of officials is as usual. No special improvement marked	Process of involvement of officials is as usual. No special improvement marked
Officials strengthening local governance process	No specific evidence at the field level that there is improvement in the association of officials in strengthening governance	Respondents have shared that sensitisation towards role of PRI members and respect has been enhanced by training. The impact has been visible in responses of Gram Sevaks and district level officials	No specific evidence at the field level that there is improvement in the association of officials in strengthening governance	No specific evidence at the field level that there is improvement in the association of officials in strengthening governance	No specific evidence at the field level that there is improvement in the association of officials in strengthening governance	No specific evidence at the field level that there is improvement in the association of officials in strengthening governance

## Annexure 1: Training Plan for ERs

GP	GP ERs	Ward Member [WM]	Leaders [LD]	30/ Batch WM	30/ Batch LD	WM Batch/IP	LD Batch/ZP	3D/WM Batch	3D/LD Batch
								Days/ Block	Days/ Dist.
AP	208291	164641	43650	5488	1455	5	66	15	198
Assam	22898	18452	4446	615	148	3	5	10	16
MP	388829	342727	46102	11424	1537	36	31	109	92
Orissa	85367	72899	12468	2430	416	8	14	23	42
Rajasthan	113713	95337	18376	3178	613	13	19	40	56
WB	49545	42837	6708	1428	224	4	12	13	37
IP	IP ERs	IP Member [IPM]	Leaders [LD]	30/Batch IPM	30/Batch LD	IPM Batch/ Dist.	LD Batch/ State	3D/IPM Batch	3D/LD Batch
								Days/ Dist.	Days/ State
AP	14617	12421	2196	414	73	19	73	56	220
Assam	2148	1772	376	59	13	2	13	7	38
MP	6851	6225	626	208	21	4	21	12	63
Orissa	6233	5605	628	187	21	6	21	19	63
Rajasthan	5494	5020	474	167	16	5	16	15	47
WB	8563	7881	682	263	23	15	23	44	68
ZP	ZP ERs	ZP Member [ZPM]	Leaders [LD]	30/Batch ZPM	30/Batch LD	ZPM Batch /State	LDR Batch/ State	3D/ZPM Batch	3D/LD Batch
								Days/ State	Days/ State
AP	1095	1051	44	35	1.5	35	1.5	105	4
Assam	390	336	54	11	1.8	11	1.8	34	5
MP	836	736	100	25	3.3	25	3.3	74	10
Orissa	854	794	60	26	2.0	26	2.0	79	6
Rajasthan	1040	974	66	32	2.2	32	2.2	97	7
WB	720	684	36	23	1.2	23	1.2	68	4

**Annexure 2: Training Plan for Functionaries**

GP	Functionaries	GP No	IP No.	ZP No	Functionaries batch/IP	3 Days/Batch [Days/Block]
AP	65475	21825	1098	22	2.0	6
Assam	6669	2223	188	27	1.2	4
MP	69153	23051	313	50	7.4	22
Orissa	18702	6234	314	30	2.0	6
Rajasthan	27564	9188	237	33	3.9	12
WB	10062	3354	341	18	1.0	3
IP	Functionaries	GP No	IP No.	ZP No	Functionaries batch/Dist.	3 Days/Batch [Days/Dist.]
AP	5490	21825	1098	22	8.3	25
Assam	940	2223	188	27	1.2	3
MP	1565	23051	313	50	1.0	3
Orissa	1570	6234	314	30	1.7	5
Rajasthan	1185	9188	237	33	1.2	4
WB	1705	3354	341	18	3.2	9
ZP	Functionaries	GP No	IP No.	ZP No	ZPM batch/State	3 Days/Batch [Days/State]
AP	220	21825	1098	22	7.3	22
Assam	270	2223	188	27	9.0	27
MP	500	23051	313	50	16.7	50
Orissa	300	6234	314	30	10.0	30
Rajasthan	330	9188	237	33	11.0	33
WB	180	3354	341	18	6.0	18

Note:

1. As figure of actual number of functionaries is not available, an average is calculated considering highest number of functionaries covered under training in any state. The figures of functionaries are kept at a higher end to accommodate any special courses, if organised at the state level. Analysis is based on 3 days training for functionaries of different levels as per the revised RGSY guidelines.
2. At the GP level, 3 functionaries are taken as average for all the states
3. At the IP level, 5 functionaries are taken as average for all the states
4. At the ZP level, 10 functionaries are taken as average for all the states

**Annexure 3: Release and Expenditure Status**

Summary of Releases under the Scheme and Expenditure									
Component	BE			Actual Exp.			% Expenditure		
	Non-NE	NE	Total	Non-NE	NE	Total	Non-NE	NE	Total
Training and capacity building	3400	600	4000	3230	769	3999	95	128	100
Infrastructure development	900	100	1000	875	0.00	875	97	0	87.5
Total	4300	700	5000	4105	769	4874	95	110	97.48
<b>Grand Total</b>		<b>5000</b>			<b>4874</b>			<b>97.48</b>	

Note: Rs. In Lakh; [Figures till October 2010]

Source: MoPR, Government of India; BE: Budgeted Expenditure

Annexure 4: Capacity Development Trainings Conducted in Different States

Agency	Year	Month	Total No. of ERs	No of Training	No of ERs trained					No. of Trained				
					GP	PS	ZP	SC	ST	OBC	Female	Functionaries	Others	Total
APARD-Andhra	09-10	Mar.	109276	2409	117332	15626	194	0	0	86097	50738	20598	0	153750
	09-10	May	109276	2409	117332	15626	194	0	0	0	0	20598	0	153750
	10-11	Sep.	109276	2511	55501	2842	94	0	0	0	0	9657	0	68094
CFRD-Orissa	10-11	May	42428	28	0	311	71	0	0	107	126	622	0	1004
GVT-Madhya Pradesh	08-09	Jan.	1150	22	378	28	18	0	0	0	0	555	131	1110
	08-09	Feb.	1150	41	528	34	0	0	0	0	0	760	198	1520
	08-09	Mar	1150	55	683	9	0	0	0	0	0	879	187	1758
	08-09	May	0	0	0	0	0	0	0	0	0	0	0	0
	08-09	July	0	0	0	0	0	0	0	0	0	0	0	0
	08-09	Sep.	1150	23	317	26	0	0	0	0	0	433	90	866
	08-09	Oct.	1150	31	502	26	0	0	0	0	0	590	62	1180
	08-09	Nov.	1150	51	502	20	0	0	0	0	0	686	164	1372
	08-09	Dec.	1150	89	1239	36	0	0	0	0	0	1815	540	3630
	09-10	Jan.	1150	0	0	0	0	0	0	0	0	0	0	0
	09-10	Feb.	1150	33	374	3	3	0	0	0	0	609	229	1218
	09-10	Mar.	1150	65	983	13	0	0	0	0	0	1293	297	2586
09-10	Apr.	1150	12	113	4	0	0	0	0	0	240	123	480	
09-10	May	1150	20	262	5	0	0	0	0	0	378	111	756	
09-10	June	1150	32	332	23	0	0	0	0	0	556	201	1112	
09-10	July	1150	41	372	1	0	0	0	0	0	598	225	1196	
09-10	Aug.	1150	47	421	73	0	0	0	0	0	852	358	1704	
09-10	Sep	1150	39	336	11	67	0	0	0	0	666	252	1332	
09-10	Oct.	1150	12	106	5	1	0	0	0	0	164	52	328	
09-10	Nov.	1150	12	312	10	0	0	0	0	0	443	121	886	
09-10	Dec.	1150	12	335	3	25	0	0	0	0	491	128	982	

Contd...

Agency	Year	Month	Total No. of ERs	No of Training	No of ERs trained						No. of Trained			
					GP	PS	ZP	SC	ST	OBC	Female	Functionaries	Others	Total
GVT-Rajasthan	09-10	Jan.	0	197	0	0	0	0	0	0	0	1070	400	1470
	09-10	Feb.	0	254	872	0	0	0	0	0	0	1100	400	2372
	09-10	Mar	0	293	872	0	0	0	0	0	0	1100	400	2372
	09-10	Sep	0	82	0	0	0	0	0	0	0	547	400	947
	09-10	Oct.	0	109	0	0	0	0	0	0	0	745	400	1145
	09-10	Nov.	0	139	0	0	0	0	0	0	0	1038	400	1438
	09-10	Dec.	0	179	0	0	0	0	0	0	0	1070	400	1470
	10-11	Apr.	0	303	915	0	0	0	0	0	0	1100	400	2415
	10-11	May	0	0	915	66	0	0	0	0	0	1100	400	2481
	10-11	June	0	0	915	66	0	0	0	0	0	1100	400	2481
	10-11	July	0	0	915	66	0	0	0	0	0	1100	400	2481
	10-11	Aug.	0	0	915	66	0	0	0	0	0	1100	400	2481
	10-11	Oct.	0	0	915	66	0	0	0	0	0	1100	400	2481
MGSIRD-Madhya Pradesh	09-10	Jun.	2913	0	0	0	0	0	0	0	0	0	0	0
	10-11	Apr.	171129	243	9234	327	37	1922	1670	4374	4868	44	0	9642
	10-11	May	171129	220	7393	355	18	1128	1217	3960	2535	380	0	8146
	10-11	June	171129	240	0	368	17	101	49	151	193	8988	0	9373
	10-11	July	171129	20	0	276	32	72	37	130	157	143	0	451
	10-11	Aug.	171129	769	30180	376	26	4911	6113	4387	12993	0	0	30582
	09-10	Jan.	26856	48	1070	322	0	0	0	0	0	152	0	1544
	09-10	Feb.	26856	18	151	107	0	0	0	0	0	325	0	583
SIRD-Assam	09-10	Mar	26856	18	920	36	0	0	0	0	0	2140	0	3096
	10-11	April	26856	0	0	0	0	0	0	0	0	0	0	0
	10-11	May	26856	8	0	123	0	0	0	0	0	0	0	123
	10-11	June	26856	38	1384	9	0	0	0	0	0	43	0	1436
	10-11	July	0	22	339	18	0	0	0	0	0	210	0	567

Contd....



Agency	Year	Month	Total No. of ERs	No of Training	No of ERs trained						No. of Trained				
					GP	PS	ZP	SC	ST	OBC	Female	Functionaries	Others	Total	
	10-11	Aug.	0	17	380	50	0	0	0	0	0	0	113	0	543
	10-11	Sep	26856	19	315	43	21	49	38	16	77	0	175	0	554
SIRD-Orissa	09-10	Feb.	100864	80	1868	174	22	0	0	2258	1010	0	0	0	2064
	09-10	Mar	100864	48	1166	111	18	0	0	1562	658	0	0	0	1295
	09-10	July	100864	20	0	0	0	0	0	217	74	0	0	502	502
	09-10	Aug.	100864	15	0	0	0	0	0	0	63	0	0	394	394
	09-10	Oct.	100864	91	1717	227	36	0	0	2234	1042	0	0	0	1980
	09-10	Nov.	100864	86	1767	170	29	0	0	2159	1021	0	0	0	1966
	09-10	Dec.	100864	112	2612	220	31	0	0	2339	1057	0	0	0	2863
	10-11	May	100864	87	2789	261	37	651	448	939	1049	0	0	0	3087
	10-11	June	3310	89	2941	296	73	744	273	1229	1064	0	0	0	3310
	10-11	July	2941	66	2213	222	56	561	206	927	797	0	0	0	2491
	10-11	Aug.	3872	105	3418	343	111	874	261	1498	1239	0	0	0	3872
SIRD-Rajasthan	10-11	May	0	0	0	0	0	0	0	0	0	0	0	0	0
	10-11	June	0	0	0	0	0	0	0	0	0	0	0	0	0
	10-11	July	0	0	0	0	0	0	0	0	0	0	0	0	0
	10-11	Aug.	0	0	0	0	0	0	0	0	0	0	0	0	0
	10-11	Sep	0	0	0	0	0	0	0	0	0	0	0	0	0
	10-11	Oct.	0	0	0	0	0	0	0	0	0	0	0	0	0
STRPRD-WB	09-10	July	51423	0	0	0	0	0	0	0	0	0	0	0	0
<b>Total</b>			<b>5109658</b>	<b>16356</b>	<b>534299</b>	<b>43003</b>	<b>2363</b>	<b>42013</b>	<b>19749</b>	<b>168620</b>	<b>140731</b>	<b>115296</b>	<b>19062</b>	<b>105666336</b>	

Source: MoPR, Government of India

## Annexure 5: Fund Release and Status of Utilisation of Training and CD Component

Sl. No.	State	Component	2006-07		2007-08		2008-09		2009-10		2010-11	
			GR	UC	GR	UC	GR	UC	GR	UC	GR	Expenditure
1	Andhra Pradesh	Training	400	400	82.16	82.16	400	400	622	522	385	-
2	Assam	Training	77.6	77.6	326.32	326.32	326.32	178.72	0	-	-	-
		RC	0	0	0	0	237	237	237	-	-	-
		Training	47.57	47.57	0	0	0	0	0	-	69	-
3	Arunachal Pradesh	SATCOM	0	0	0	0	0	0	0	0	222	-
		RC	0	0	0	0	600	600	0	-	478	-
4	Bihar	Training	439	439	0	0	0	0	328	-	-	-
5	Chhattisgarh	Training	0	0	0	0	0	0	192	192	-	-
6	Gujarat	Training	0	0	395	360	0	0	0	-	-	-
7	Goa	Training	0	0	34.4	4	0	0	0	-	-	-
8	Haryana	Training	189	116	7.5	7.5	95	0	0	-	-	-
		Training	79.5	79.5	79.5	79.5	106	106	106.76	-	-	-
9	Himachal Pradesh	SATCOM	0	0	172.5	0	0	0	0	-	-	-
		PRTI-Centre	0	0	0	0	190	50	0	-	-	-
		RC	0	0	0	0	382	382	382.5	-	-	-
10	Jharkhand	Training	0	0	0	0	0	0	15.92	9.29	-	-
11	Karnataka	Training	181.98	181.98	-	-	-	-	239	239	127	94
12	Kerala	Training	44	44	58.71	58.71	58.71	58.71	58.71	58.71	360	-
13	MP	Training	62.5	62.5	62.5	62.5	1131	1131	0	-	1784	-
14	Maharashtra	Training	0	0	-	-	355	242	339	-	-	-
15	Manipur	Training	0	0	40.35	40.35	40.35	40.35	210	-	-	-
16	Orissa	Training	0	0	314.71	243	0	0	0	-	-	-
17	Punjab	Training	0	0	443.6	443.59	0	0	0	-	-	-
18	Rajasthan	Training	0	0	257.36	257.36	0	0	0	-	-	-
19	Sikkim	Training	41.33	32.66	-	-	0	0	0	-	-	-
20	Tamil Nadu	Training	-	-	236.04	236.04	0	0	236	-	-	-
21	Tripura	TI	45	45	0	0	0	0	82	-	-	-
		Training	0	0	0	0	395	395	0	-	-	-
22	Uttarakhand	Training	0	0	0	0	0	0	207	-	-	-
23	Uttar Pradesh	Training	899.8	0	0	0	0	0	94	-	-	-
24	West Bengal	Training	100	100	100	100	159	159	189.98	159	-	-
		SATCOM	0	0	221.25	221.25	0	0	0	-	-	-
	<b>Total</b>		<b>2607.28</b>	<b>1625.81</b>	<b>2831.9</b>	<b>2522.3</b>	<b>4475.38</b>	<b>3979.78</b>	<b>3539.87</b>	<b>1180</b>	<b>3999.39</b>	

Key : GR: Grant Release, UC: Utilisation Certificate, RC : Resource Centre, TI : Training Institute

## Grants released to Union Territories

Sl. No.	Union Territory	Component	2006-07		2007-08		2008-09		2009-10		2010-11	
			Grant Released	Status of UC	Grant Released	Status of UC	Grant Released	Status of UC	Grant Released	Status of Exp.	Grant Released	Status of Exp.
1	Lakshadweep	Training	12.72	12.72	-	-	-	-	-	-	-	-
2	Puducherry	Training	3	1.42	-	-	-	-	-	-	-	-
	<b>Total</b>	-	<b>15.72</b>	<b>11.34</b>	-	-	-	-	-	-	-	-

## Grants released to non-governmental organisations (NGOs)

Sl. No.	Union Territory	Component	2006-07		2007-08		2008-09		2009-10		2010-11	
			Grant Released	Status of UC	Grant Released	Status of UC	Grant Released	Status of UC	Grant Released	Status of Exp.	Grant Released	Status of Exp.
1	AIIH & PH	Training	38.5	38.5	38.5	38.5	-	-	-	-	-	-
2	GVT, MP	Training	-	-	33.84	33.84	33.84	33.84	-	-	-	-
3	GVT, RAJ.		-	-	64.71	64.71	64.71	64.71	-	-	-	-
4	CGRD & RA	Training	-	-	12.34	12.34	12.34	12.34	-	-	-	-
5	KVK, Manipur	Training	-	-	33.32	33.32	33.32	33.32	-	-	-	-
6	CRD, Orissa	Training	-	-	30.46	30.46	212.61	212.61	377.32	197.18	-	-
7	VVS, N. Delhi	Training	-	-	3.15	0	-	-	-	-	-	-
8	GRI, TN	Training	-	-	17.52	17.52	-	-	-	-	-	-
9	NIRD, Hyd.	Training	-	-	-	-	-	-	11.08	6.00	-	-
	<b>Total</b>		<b>38.5</b>	<b>38.5</b>	<b>169.13</b>	<b>165.98</b>	<b>356.82</b>	<b>356.82</b>	<b>388.40</b>	<b>203.18</b>	<b>0</b>	<b>-</b>

AIIH &amp; PH - All India Institute of Hygiene and Public Health, Kolkata

GVT, MP - Gramin Vikas Trust, Madhya Pradesh

GVT, RAJ - Gramin Vikas Trust, Rajasthan

CGRD and RA, Ujjain, MP-M/s Centre for Grassroots Development, Research and Action, Madhya Pradesh

KVK, Manipur - Krishi Vigyan Kendra, Senapati District, Manipur

CRD, Orissa - Centre for Rural Development, Kharvel Nagar, Orissa

VVS, N. Delhi - Vividh Vikas Samiti, 35-A, Qutab Enclave, Phase I, Delhi

GRI, TN - M/s Gandhigram Rural Institute, Gandhigram, Dindigul dist., Tamil Nadu

NIRD, Hyd - National Institute of Rural Development, Rajendra Nagar, Hyderabad

## Infrastructure Development Component

Sl. No.	State	Component	2006-07		2007-08		2008-09		2009-10		2010-11	
			Grant Released	Status of UC	Grant Released	Status of UC	Grant Released	Status of Exp.	Grant Released	Status of Exp.	Grant Released	Status of Exp.
1	Arunachal	Panchayat Ghar	-	-	93.75	93.75	-	-	-	-	-	-
2	Assam	Panchayat Ghar	-	-	722.34	0	-	-	-	-	-	-
3	Bihar	Panchayat Ghar	237.5	237.5	-	-	-	-	-	-	-	-
4	Chhatisgarh	Panchayat Ghar	0	0	0	0	0	0	0	600	-	-
4	Gujarat	Panchayat Ghar	300	0	-	-	-	-	-	-	-	-
5	Himachal Pradesh	Panchayat Ghar	200	200	200	200	-	-	-	-	-	-
6	Karnataka	Panchayat Ghar	0	0	0	0	Allocation for the component was not available during the year	100	100	275	275	275
6	Manipur	Panchayat Ghar	-	-	113.91	113.91	-	94.19	-	-	-	-
7	Orissa	Panchayat Ghar	-	-	492	317	-	-	-	-	-	-
8	Rajasthan	Panchayat Ghar	300	300	-	-	-	300	138	-	-	-
9	Sikkim	Panchayat Ghar	157.5	157.5	-	-	-	-	-	-	-	-
10	Tripura	Panchayat Ghar	60	60	-	-	-	-	-	-	-	-
11	West Bengal	Panchayat Ghar	12.5	12.5	-	-	-	-	-	-	-	-
	<b>Total</b>	-	<b>1267.5</b>	<b>967.5</b>	<b>1622</b>	<b>724.66</b>		<b>494.19</b>	<b>238</b>	<b>875</b>	<b>275</b>	<b>275</b>

# **State-wise Evaluation**



# A. Andhra Pradesh

---

## A.1. Evaluation Objectives and Methodology

### A.1.1 Background and Objectives

The Indian experiment of deepening local democracy by introducing the 73<sup>rd</sup> and 74<sup>th</sup> Amendments to the Constitution in the early nineties has resulted in providing constitutional status to rural and urban local self governments. It has provided a politically mandated platform for decentralised planning from below. The 73<sup>rd</sup> Amendment has ensured the establishment of the rural local self governments – the Panchayati Raj Institutions in India; 537 district panchayats, 6097 intermediate panchayats and 2,34,676 village panchayats have been established, enabling the formation of the largest constitutionally elected local governance institutions in the world, which work towards inclusive governance and participatory citizenship. Over the past 17 years, the Government of India (GoI) has initiated several measures to implement the Constitutional Amendment/s, in letter and spirit. The formation of a separate Ministry of Panchayati Raj (MoPR) in May 2004 also endorses the government's seriousness and intent of enabling the implementation of the 73<sup>rd</sup> Amendment.

Since its formation, the MoPR has, in turn, initiated several measures to strengthen the PRIs so that they function as local self governments, in keeping with the spirit of Part IX of the Constitution.<sup>1</sup> The strengthening of the gram panchayats (GPs), especially, with the focus on providing requisite infrastructure and staff, building capacities of functionaries for planning and implementation, local accountability, resource mobilisation and financial management, have been signalled as areas of prime importance. The assistance and support provided to states to strengthen panchayats so that they can effectively perform the functions devolved to them has also been a matter of priority and challenge. In order to meet its objectives and the challenges, the MoPR has envisaged a national scheme, the Rashtriya Gram Swaraj Yojana (RGSY) that would enable the administrative strengthening and capacity building of panchayats. The RGSY has the specific objective of assisting the state governments for training and capacity building of the PRI elected representatives so that they can effectively perform the functions devolved to them and the schemes entrusted to them. RGSY covers the districts that are not covered by the Backward Region Grants Fund (BRGF).<sup>2</sup> The National Capacity Building Framework (NCBF) implemented under BRGF in the country is also applicable under RGSY.

The focus of RGSY is on:

- ◆ Upgradation of knowledge, skills and attitude of panchayat elected representatives to perform their responsibilities effectively
- ◆ Orientation of the key officials to facilitate their performance of devolved functions
- ◆ Improvement in the vigour of practice of grass root level democracy through promoting the effective functioning of the gram sabha

<sup>1</sup> 150 points of action covering 18 dimensions have been noted in the 7 Round Tables of state ministries of Panchayati Raj, convened by MoPR between June to December 2004 (Ref: Guidelines of RGSY, 2008)

<sup>2</sup> BRGF – Backward Region Grants Fund

- ◆ Sensitisation of the media, political parties, representatives in the legislatures, civil society organisations, trade unions, service federations and citizens to look at Panchayati Raj as an effective level of local government
- ◆ Special training for women, SCs/STs, and first time entrants to the system and those in PESA areas.

The RGSY is demand driven in nature and the funding pattern is that 75 per cent is given by the central government, and 25 per cent is to be contributed by the state government. The funding covers:

- ◆ Actual training of PRI members
- ◆ Setting up of infrastructure for satellite based/other modes of distance training
- ◆ Infrastructure for Training Resource Centres at the district/block level in the north eastern and hilly states
- ◆ Orientation of key officials associated with functions devolved to panchayats
- ◆ Promoting sensitisation of the gram sabha
- ◆ Sensitisation of media, elected representatives in legislatures, and CSOs.

Since its inception, RGSY has had to face certain constraints and challenges in implementation. Though the fund release from the Centre to the state has been satisfactory (Rs.134 crore as against the estimate of Rs.142 crore for three years, beginning 2006-07), the state's expenditure has been low. The number of persons trained during this period has also been low.

In order to probe the various implementation challenges and recommend suitable measures that could be used to make mid-programme corrections, the MoPR has commissioned an interim evaluation of the programme with the following objectives.

- ◆ Assessing the RGSY's progress in meeting its objectives, with respect to the training of the elected representatives and the functionaries of the PRIs, setting up of infrastructure for satellite based/distance training, and sensitisation of gram sabhas, and sensitisation of the media, elected representatives, and CSOs
- ◆ Reviewing the ease of management of the scheme at the national and state levels in terms of implementation structure and fund flow mechanism
- ◆ Reviewing the extent to which synergies with activities under BRGF are being established
- ◆ Analysing the extent to which a knowledge base is being established so that sustainable capacity is built for addressing the relevant development problems
- ◆ Undertaking an assessment of the likelihood that the activities would be sustainable
- ◆ Undertaking an assessment of contributions from the state governments
- ◆ Documenting the innovations and good practices.

In the sections that follow, the interim evaluation that has been conducted in Andhra Pradesh is presented. Andhra Pradesh is one of the six states suggested by the MoPR for the study.<sup>3</sup>

### A.1.2 Evaluation Approach and Methodology

The approach to this interim evaluation has been of assessing the impact of training and capacity building initiatives within the framework of a project i.e., RGSY. While acknowledging the fact that

<sup>3</sup> The other states include Rajasthan, Madhya Pradesh, West Bengal, Assam and Orissa



capacity building initiatives have long term implications and cannot be gauged within a time frame, the assessment has been done within a project framework for the interim evaluation. The input in terms of the training and capacity building initiatives and its relation to the output has been done as an impact assessment, keeping the RGSY's focus on strengthening PRIs to effectively perform their roles relating to devolved functions and the execution of schemes and programmes.

For purposes of conducting the study, interactions were held with the state level authorities from the PR and RD department. Information was collected from the concerned authorities at the apex training institute, the Andhra Pradesh Academy of Rural Development (APARD). Based on the interaction and their feedback, three districts, two for assessing the impact of RGSY and one for assessing BRGF, were chosen for the study. The mandals (the middle tier of PRIs) and the gram panchayats (GPs) within the districts were selected based on interactions with the CEO and the district resource persons in the respective districts.

The South Indian State of Andhra Pradesh is divided into 23 districts. Among these, 22 districts are predominantly rural and are roughly categorised into three main regions, Andhra, Telengana and Rayalaseema. The state also has distinct scheduled areas covered under the PESA Act, which includes nine districts.<sup>4</sup> A district each from the three regions, Visakhapatnam, Mahabubnagar and Kurnool were chosen. Visakhapatnam and Kurnool were chosen as RGSY districts and Mahabubnagar is a backward area and was covered under the BRGF. The middle tier/blocks of Anakapally, Munagapuram, Araku, Dumbriguda and Anandapuram in Vishakapatnam, Jadcherla and Farooqnagar in Mahabubnagar, Dhone, Paepally and Kurnool (Rural) in Kurnool were chosen for conducting the study.<sup>5</sup>

In Jadcherla Mandal Parishad (MP) of Mahabubnagar, Byreddypally and Nagasala and in Farooqnagar, Kamma Danam and Guda GPs were chosen. In Dhone MP of Kurnool District, Dorepally, Dharmavaram GPs, the GPs of Enugumarry and Pyapili in Pyapili MP and Nandapalli, Janagapada, Beladuapda, Sunkeshula and Lontapuram in Kurnool MPs were chosen. In Anakapally MP, the GPs

**Table A1: Sample Details**

Sl. No.	Sample Category	RGSY		BRGF
1	District ( ZP)	Visakhapatnam	Kurnool	Mahabubnagar
2	Block (MP)	I) Anakapally II) Munagapuram III) Araku IV) Dumbriguda V) Anandapuram	I) Dhone II) Paepally III) Kurnool	A) Jadcherla B) Farooqnagar
3	GP	I) Thummapala II) Poapa III) Koduru IV) Ganapavathi V) Pedalabuda VI) Chumni VII) Kuridi VIII) Gungala IX) Kusalapada X) Chikadagedde	XI) Dorepally XII) Dharmavaram XIII) Pyapili XIV) Enugumarry XV) Nandapalli XVI) Janagapada XVII) Beladuapda XVIII) Sukesula XIX) Lontaparam	XX) Byreddypally XXI) Nagasala XXII) Kamma Danam XXIII) Guda

<sup>4</sup> Srikakulam, Vizainagaram, Visakhapatnam, East Godavari, West Godavari, Adilabad, Warangal, Khammam and Mahabubnagar

<sup>5</sup> The sample size was to cover two mandals in each district. Since the number of respondents specified and agreed to could not be reached in two mandals, the number of mandals increased to three in Kurnool and five in Vishakapatnam

of Thummapada, Palapa and Koduru; in Mungapuram MP, Ganapvathi GP; in Araku MP, Pedalabudu and Chumni GPs, in Dumbriguda MP, Kuridi and Gungala GPs and in Aandapuarmp MP, Kusalapada and Chilkadagedde GPs were chosen.<sup>6</sup> The details are presented in Table A1.

In the selected area/s of study, in-depth one to one interviews were conducted with the trainees, both the elected representatives and the officials. The details of trainees covered in the different districts are given in Table A2.

The interview method was used to elicit information. The secondary information and the interactions with some of the decentralisation experts in the state provided the team with an update on the status of PRIs in the state.<sup>7</sup> Accordingly, schedules were framed. The first set of schedule pertains to the elected representatives, the second to officials, the third to training facilitators and the fourth to the trainers.

**Table A2: Trainees' Sample**

Sl. No.	Sample Category-Trainees	RGSY	BRGF
1	Districts	2	1
2	Mandal Parishad	9	2
3	GPs	19	4
	<b>TRAINEES</b>		
4	PRI Trainees – ZP	10	5
5	PRI Trainees – MP	37	10
6	PRI Trainees – GP	142	29
7	Trained Officials – GP level [Secretary]	10	3
8	Trained Officials – MP level ( MPDO, EO etc)	12	4
9	Trained Officials – ZP level	2	1
	<b>SERVICE PROVIDER</b>		
10	Institutes imparting RGSY/BRGF training		05
11	Trainers – district level [imparting training]	–	–
12	Trainers – block level [imparting training]	14	4
13	Trainers – state level [imparting training]	2	–
14	NGO	1	1

### A.1.3 Team Composition

The work has been facilitated by team members selected from different areas. The team members were from different educational and occupational backgrounds. They were trained in administering the schedule and in eliciting information by the supervisor and coordinator of CTRAN. All the team members were well versed in the local language, Telugu. The team was headed by Dr. Sashikala Sitaram and Mr. Mohan Reddy was the Associate Evaluator. Additionally, another 12 member team was drawn upon to conduct interviews and interact with different stakeholders.

## A.2 PRI Structure in Andhra Pradesh

The concept of rural local self government is not new to Andhra Pradesh. The state has had, like most of the other states in the country, a long history of panchayats, the system of governance at the village level. Prior to the passing of the 73<sup>rd</sup> Amendment to the Constitution in the 1990s, the Andhra Pradesh Gram Panchayat Act, 1964 and Andhra Pradesh Mandal Parishads, Zilla Praja Parishad

<sup>6</sup> The sample was to cover two GPs in a MP but since the number of ward members who were to be covered could not be reached in the specified number of GPs, a larger number of GPs was covered.

<sup>7</sup> Cited under References

and Zilla Abhivridhi Sameeksha Mandals Act, 1986 were in existence in the state. The Acts were repealed and the Andhra Pradesh Panchayat Raj Act, 1994 was passed in keeping with the tenets of the 73<sup>rd</sup> Constitutional Amendment. The Act, which came into effect, on 30.05.1994 has ensured the reservation of seats for the marginalised sections, the Scheduled Castes (SCs), the Scheduled Tribes (STs), women and the Backward Castes (BCs) at all the three tiers. A third of the total seats are reserved for women, 34 per cent for BCs and for the SCs and STs, the seats are reserved in proportion to their population. The PESA Act was passed in 1998 and is operational but the rules are yet to be framed.

Three rounds of elections have been held so far, the first in 1995,<sup>8</sup> then 2001 and 2006. The third round of elections was held in July 2006 for ZPs and MPs and in August 2006 for GPs. There are 22 ZPs, 1097 MPs and 21,807 GPs in place. With this, 218310 gram panchayat ward members, 16,148 members at the mandal level (middle tier) and 1097 at the ZPs; a total of 2,57,362 representatives are now in the rural landscape.<sup>9</sup> In Andhra Pradesh elections are due for in the PRIs in 2011.

The three tier structure of PRIs in Andhra Pradesh comprises of the GP at the grass roots, the Mandal Panchayat at the middle and the ZP at the apex. At the base of the structure is the gram sabha. As per the Andhra Pradesh PR Act of 1994, for every 200 people, a ward member is elected; each GP has a minimum of five and a maximum of 21 members. The GP is headed by a sarpanch elected directly by the electorate. The ward members elect the upa-sarpanch from among themselves.

For every three to four thousand population, a member (called MPTC- Mandal Parishad Territorial Constituency) is elected to the MP. A mandal parishad has around 12 to 23 MPTCs. They elect the MP President and Vice President. Every mandal in the district constitutes the territorial constituency of the ZP. The ZPTC (Zilla Parishad Territorial Constituency) members elect the Chair and the Vice Chair from among themselves. Both the ZP and the MP invite the participation of co-opted

District	<b>Zilla Parishad Standing Committees:</b> i) Planning and Finance ii) Rural Development iii) Agriculture iv) Education and Medical Services v) Women’s Welfare vi) Social Welfare vii) Works
Mandal/Block	<b>Mandal Parishad</b>
Village/group of villages	<b>Gram Panchayat</b> Functional Committees: 1. Natural Resource Management 2. Human Resource Management 3. Employment Generation and SHGs 4. Finance and Planning 5. Works and Infrastructure Grama Sabha

<sup>8</sup> During the first round of elections in 1995, the elections to Visakhapatnam and Khammam, predominantly tribal area/s were not held due to the delay in the passing of the PESA Act.

<sup>9</sup> Annexure 5: Details of number of elected representatives at each tier.

members from the minority community; two members are co-opted to the ZP and one to the MP. The co-opted members have voting rights in the General Body proceedings only. The MLAs and the MP's are ex-officio members of the ZP and MP. The Chairperson of the Agricultural Marketing Committee is added to the list of permanent invitees to the MP and the Chairman of the District Co-operative Bank is added to the ZP. The Collector is an invitee to both the bodies. None of the permanent invitees have voting rights.

The PRIs are said to work through committees, they are called standing committees at the ZP and functional committees at the GP level. There are however no committees at the MP level. The diagram below illustrates the structure.

### A.2.1 Gram Sabha

Section 6 of the PR Act specifies that the gram sabha should consist of all persons who are included in the electoral roll of the GP. It specifies conducting two mandatory gram sabhas every year. Accordingly, two sabhas one on April 14<sup>th</sup> and the other on October 3<sup>rd</sup> are conducted every year.

### A.2.2 Administrative Structure

The CEO at the zilla and the MPDO at the mandal and Panchayat Secretary at the GP are the executive heads of the respective tiers. The GPs are supported by the Panchayat Secretaries. Around 12,000 Panchayat Secretaries are placed in the state, one in each cluster. The Secretaries placed at different GPs depending on the size of the GP and the magnitude of its function, are from four different grades of administration.

### A.2.3 Devolved Functions

Schedule II of the PRI Act has specified the 29 subjects which are to be devolved to the PRIs. In Andhra Pradesh, time and again, there have been announcements that the various subjects have been devolved to the PRIs. Between the years 1999-2001, 16 subjects were said to have been devolved. Later, the government announced devolving the remaining seven to eight functions to the local bodies. Other than the subjects of rural electrification and housing, the government by way of a Cabinet Sub-committee on Empowerment of Local Bodies, had decided to transfer all the other subjects to the local bodies,<sup>10</sup> but the devolutions remained on paper, as only functions were transferred, not the funds or functionaries.

Of late, the Government of Andhra Pradesh (GoAP) has made attempts to devolve powers and functions to the PRIs. The meeting of the Group of Ministers (GOMs No 152), constitution of a Task Force (GAD vide GO Lt No, 146) PR and RD, MDI.I (department dated 24<sup>th</sup> September 2006) are some of the initiatives taken by the GoAP which shows its intent and seriousness towards devolving functions to the local self governments. A MoU has been signed by the Chief Minister of Andhra Pradesh and the Union Minister for Panchayati Raj, Gol on 21.04.2006, to devolve 10 core subjects to PRIs within a year of signing the agreement. The 10 core subjects identified are:

1. Agriculture
2. Animal Husbandry, Dairy and Poultry
3. Fisheries
4. Rural Development

<sup>10</sup> Ref: Deccan Chronicle, Thursday November 6, 2003.

5. Drinking Water and Sanitation
6. Primary, Secondary and Adult Education
7. Health, Sanitation, PHC, Dispensaries, Family Welfare
8. Social Welfare
9. BC Welfare
10. Women and Child Development.

A common GO format for the adoption by all line departments has been prepared. The common format has stipulated that:

- ◆ The PRIs prepare and approve the annual action plan for all the schemes in areas devolved to the PRIs
- ◆ The funds in respect of devolved functions shall be routed through the PRIs concerned
- ◆ Accountability of functionaries to the PRIs shall be clearly mentioned. The PRIs are empowered to review, inspect and monitor the institutions, as well as inspect and monitor the institutions or the departments located in the rural areas. Whenever they inspect an institution and suggest improvements, the authorities of the department concerned are held responsible for sending an Action Taken Report to those PRIs
- ◆ The PRIs shall strive for system improvements and foster better relations between the stakeholders and service departments and take steps to achieve convergence of schemes/activities for filling the gaps in the efficient delivery of services.

## A.3 Capacity Building Approach and Process

### A.3.1 Association of Institutions in Training

The Andhra Pradesh Academy of Rural Development (APARD) set up in 1952 functions as the apex organisation in the area of PR and RD and is involved in the capacity building and training of elected representatives and official functionaries. In PR and RD the Academy is headed by a Commissioner who is a Senior IAS officer, supported by the Joint Director, Administration, Joint Director, Training and Deputy Director, Accounts. The Academy has 12 multidisciplinary study centres working in diverse areas of rural development, the Centre of Decentralisation and Planning is one of the Academy's twelve centres. The Academy is connected to five Extension Training Centres at Samarlakot, Bapatla, Hasanaparathi, Sreekalahasthi and Rajendranagar (Rangareddy).

Exclusive training cells have been set up by APARD in each ZP. A total of 22 cells have been established. Two resource persons, a retired official and another person who has worked in the NGO sector, are responsible for each of the cell/s. APARD also has its outreach centres at the district level, the District Livelihood Resource Centre, the - Technology and Training Development Centres (TTDCs) and the Cluster Level Resource Centres (CLRCs) at the mandal level. Networks are established with the Mandal Resource Centres, Krishi Vignana Kendras and other training centres that are managed by the NGOs as and when needed.

APARD is utilising the training infrastructure available with the line departments. In some of the programmes, departments like RWS and RDD are involved in building capacities of the PRI

functionaries. APARD is establishing contact with NGOs for the purpose of building partnerships in implementing training. This is a new initiative by APARD and is yet to take root. In Chitoor, Kadapa, Kurnool, Guntur and Vishakapatnam, Nelagunda and Khammam Districts, APARD has identified certain NGOs and networked with them for the said purpose.

### A.3.2 Capacity Building Model in the State

The MoPR has evolved a comprehensive strategy for capacity building, the National Capacity Building Model for enabling training under both RGSY and BRGF. In consonance with the National Capacity Building Framework (NCBF), the GoAP has issued comprehensive guidelines on the training strategy for PRI elected representatives and officials/functionaries (G.O.Ms.No.520 Dt.7.12.2006). This forms the basis on which the training strategy is worked out for all the programmes, RGSY and BRGF included.

The capacity building model in the state comprises of training using different modes: (i) direct training, and (ii) consolidation training.

The direct training mode consists of:

- ◆ Direct face to face training conducted for the key functionaries at APARD and at the five ETCs, and
- ◆ The cascading mode for larger numbers and grass roots level functionaries.

The consolidated training mode consists of:

- ◆ Distance mode of training through centrally located studios using KU band satellite transmission so that it reaches the village level functionaries of the various departments,
- ◆ Video conferencing, and
- ◆ E-learning.

All of these are being implemented by the nodal training institute APARD and the ETCs.

#### A.3.2.1 Direct Mode

Under this mode, face to face training is conducted at APARD and ETCs. The ZP Chairpersons, ZP members, MPP and officials are trained at APARD. The MPTCs and the sarpanch are trained at the mandal level and the ward members are trained at the mandal head quarters and/or at the panchayat cluster levels. All non-gazetted official functionaries are trained at the ETCs. The Master Trainers are trained at APARD and they conduct the Training of Trainers (ToT) programmes at the respective ETCs.

#### A.3.2.2 Cascading Mode

The cascading mode of training, (also face to face), works on the principle of ToTs. This mode has increased the reach of training to the last mile and is considered the most appropriate approach for imparting training to large groups of participants such as the ward members and the other grass roots level functionaries. This mode has reduced the training costs and the time span required, consequently all the ward members have been trained within a short span of two to three months.

#### A.3.2.3 Satellite Based/Distance Training

APARD launched "Grama Vikasam", the innovative distance mode of training programme on SAPNET-MAN TV Channel III through KU band on the 13<sup>th</sup> of February 2009. More than 3,00,000 participants including elected representatives and official functionaries of PR and RD Departments

are being reached through Receive only Terminal (ROTs) which have 42" Plasma TVs with four to five hours power backup systems. These ROTs have been established at 1097 mandals by the Information and Communications Department. Resource persons from the PR department, particularly EOs (PR and RD) who facilitate the training process, man these terminals. They also engage in imparting training to participants on various thematic issues related to the PRIs.

The transmissions are conducted every Thursday from 11.00 a.m to 4.30 p.m, with the screening of short thematic documentary films in the morning, followed by interactions with experts and resource persons. The sessions in the afternoon are devoted to interactions between subject experts seated at the studio in Hyderabad, who answer queries from the participants seated at the mandal level. This system has the potential of training 40,000 people at a given time.

An annual calendar explaining the programmes and upcoming events for various categories of trainers is prepared and circulated well in advance, to enable the participants to be prepared and take full advantage of this mode of training.

#### A.3.2.4 Video Conferencing

APARD has established a state of the art video conferencing facility connected with (i) its five ETCs through a BSNL lease line (ii) all district head quarters through NICNET, and (iii) all SIRDs in other states too through ISDN lines.

#### A.3.2.5 E-learning

APARD has converted the existing training modules and material into interactive CD formats in order to facilitate the use of these CDs whenever the participants find time. All the printed and e-learning materials are uploaded on the web site too.

#### A.3.2.6 Monthly Magazine

A monthly magazine, *Sthanika Palana* (Local Governance) is being published by APARD. The magazine covers issues related to PR administration, financial management, rural development, disaster management, environment, land administration and women and child welfare etc. The magazine focuses on enhancing the knowledge base of the elected representatives and official functionaries of the PRIs. The 64-page magazine published in the local language, Telugu, reaches all the ZPs, MPs and GPs.

### A.3.3 Training Approach and Methodology

APARD's approach to training and capacity building has been a systematic one, using the SAT tenets (Systematic Approach Training), analysing tasks, assessing training requirements, stating training needs, and developing course design. The modules so developed are piloted in the field and modified. The implementation and monitoring of the training programmes and evaluation of training are also processes adopted by APARD. The training modules are also improved based on feedback and requirements.

#### A.3.4 Need Identification Process

The principle process adopted to identify training needs is through workshops. Multi stakeholder workshops are emphasised upon. Field visits, taking cognisance of the concerns of the PR Department officials, reference to secondary sources of information including those which are published in

the media related to the performance of the PRI functionaries also help in need identification. The tasks that are to be performed by each of the functionaries are identified, the knowledge, skills and the attitude required to perform the identified tasks are highlighted and finalised while preparing the training needs assessment (TNA) report.

### A.3.5 Training Design and Content

Based on the TNA, the target group/s, the number of programmes, the themes of training are identified and training modules are prepared. A training tool kit consisting of pre-prepared printed flip charts, CDs on important themes of training, trainers' manual, FAQs, relevant training feedback formats are prepared by a team of experts and are given to all the trainers. The training manual is structured in such a way that the participation of the trainees is ensured in the learning events. The modules designed based on need identification are piloted by APARD's faculty. The duration of the training course varies from two to three days. Based on the suggestions of the participants of the pilot training programme the training modules and materials are modified and finalised.

The content of training for the elected representatives broadly covers:

- I. Institutional building issues – conducting general body meetings, roles and responsibilities of the functionaries, resource mobilisation, financial management, planning for development, etc.
- II. Issues relating to leadership, interface between the officials and the elected representatives, communication skills, team building, etc.
- III. Planning, implementation and monitoring of rural development schemes, interface with the line departments, disaster management, and people's participation in development.

For functionaries, the content covers various issues. The induction/foundation course is mandatory for all the direct recruiters and promoters. Need based courses on financial management, planning, preparation of plans, project implementation skills, specific programmes like NREGS, water shed, and water and sanitation are organised. General training programmes like stress management, team building are also taken up.

### A.3.6 Training Materials

To enable the effective implementation of ToTs, exclusive modules and reading materials are developed. Standardised methods are used to enable the delivery of training content across the state in a uniform way. Handbooks in the local language, which act as training aids are prepared and distributed at the time of training. Video films on identified themes have been produced. The films give insights on field problems and also encourage analytical thinking.

### A.3.7 Association of Trainers

APARD has identified around 50 Master Trainers who are subject experts from the faculty of APARD and the ETCs, national institutes like NIRD and reputed NGOs and other activists. The Master Trainers have developed a large pool of resource persons to undergo ToTs in different specialisations. Refresher courses are also organised for the trainers to update their knowledge. There are around 1390 trainers in APARD's resource pool. The resource persons are identified from different categories like school teachers, college lecturers, retired government servants, NGO



personnel, and PR activists especially those who were formerly elected representatives. For the identification of the resource persons, a district level committee headed by the CEO is constituted and the committee administers an attitude and knowledge test, followed by an interview. The identified potential trainers will be trained in various aspects of PR and RD. The identified resource persons are also trained at APARD/ETCs in using participatory methods of training and other tools and techniques and the usage of various training aids to deliver the content according to the module designed for specific functionaries.

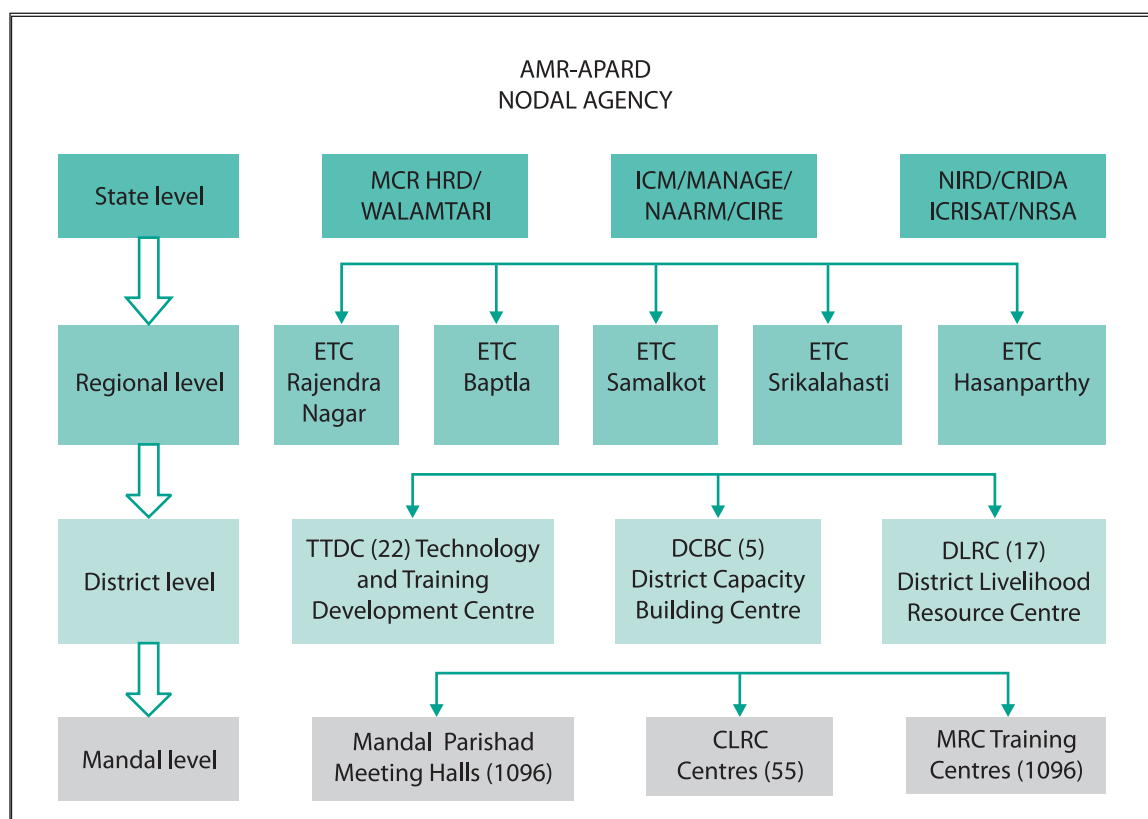
APARD has been implementing RGSY programmes as per the approved plans. The key activities are:

- Foundation and Functional Training Programmes during the first year after being elected to respective PRIs
  - 4 days Training Programme for ZP Chair Persons/Vice-Chair Persons at APARD
  - 3 days Training Programme for ZPTCs, MPPs, at APARD
  - 3 Days Training for Sarpanch, MPTC members at Mandal level
  - 2 Days Training for Ward Members at Mandal level
- Sectoral Training Programme for all the above functionaries during subsequent years – Refresher Trainings
- Consolidation Trainings for Elected Representatives through SAPNET-MANA TV – Every Thursday telecasts
- Gram Sabha campaigns to enlighten the general public
- Continuous dissemination of information and sharing of experiences through the *Sthanika Palana* magazine which reaches all the PRIs.

The Master Trainers evaluate the competency of the trainers and constitute them into mobile training teams to organise the training programmes at the sub district level. Around 13 teams, with each team comprising of three to five members, are constituted (in a district). Generally, there would be 8-16 teams allotted to a district and these mobile teams reach the mandals and sub-mandals and conduct face to face training for a period of two to three days. In this manner, 40 to 50 functionaries are trained.

### A.3.8 Training Logistics and Administration

At the state level, APARD ensures the logistics support required for organising the training programme for the functionaries of the PRIs. At the regional level, the respective ETCs are the coordinating agency for that region. The ZP training cell identifies the required training infrastructure in consultation with the local MPDO and other functionaries. The ZP Training Cell makes arrangements for the distribution of training materials, registration forms etc. which are received from APARD for all the training venues located at the mandal headquarters. At the mandal level, the concerned MPDO will provide all the logistics for the smooth implementation of the programme. The respective Panchayat Secretaries are actively involved in mobilising the trainees and making the necessary transport facilities to the training venue.



### A.3.9 Training Achievements

The RGSY was initiated during 2005-06. Both the elected representatives and functionaries are trained by APARD under this programme in non BRGF districts. The particulars of the elected representatives and functionaries trained under RGSY and BRGF are given below.

**Table A3: Number of ERs and Officials Trained**

Year	Under BRGF		Under RGSY	
	No. of ERs Trained	No. of Functionaries Trained	No. of ERs Trained	No. of Functionaries Trained
2005-06	0	0	0	0
2006-07	150655	13717	63291	10173
2007-08	134417	6197	76017	5000
2008-09	103110	6333	86670	4830
2009-10	213062	33287	133152	20598

Source: MoPR, GoI

### A.3.10 Sensitisation of Gram Sabha

The year 2010 was observed as the year of the gram sabha. Sensitisation programmes on the gram sabha have been organised in collaboration with the Department of Culture, Hyderabad through cultural troupes, folk art and multi media campaigns. During the year 2009, within a period of two months, 1800 GPs were covered under the RGSY.

### A.3.11 Training Feedback System

As per the secondary data furnished by APARD, feedback and suggestions are obtained from all participants involved in the training programme for evaluation and assessment. These inputs are used for further improvement of the training programme and its implementation methodology.<sup>11</sup> The training feedback system covers the internal feedback obtained by administering a schedule which covers the basic amenities at the training centre, the training arrangements and the quality of training. The course coordinator report is written based on this. The feedback obtained is used to modify the ensuing training programmes.

APARD has also commissioned independent agencies such as ASCI (Administrative Staff College of India) and NIRD (National Institute of Rural Development) to assess the impact of the training programmes during this year. The assessment studies have indicated that APARD has been framing and delivering well conceived training programmes, with relevant content that has helped the functionaries in administering the day to day functioning of the panchayats.

### A.3.12 Training Inclusion

Exclusive training courses for women representatives and SC/STs representatives, one for each, have been organised, for the members of all the three tiers, but the attendance is not satisfactory. Women and SC/STs also attend the programmes organised for all the members. APARD has included training for the media, members of CSOs, political party representatives and others in its Annual Action Plan/s but so far, the programmes have not been implemented.

### A.3.13 Utilisation of Training Inputs

The respondents, especially those who are being trained for the first time, on issues of governance have responded positively on gaining knowledge from the programmes. Everyone agrees that their awareness on the various tenets of the 73<sup>rd</sup> Amendment, their roles and responsibilities, the functions and sectoral programmes, devolved subjects has increased. The training/s covers a number of aspects of decentralisation. However, the utility of this in the work sphere gets limited due to a number of factors, some of which are highlighted below.

During trainings it is emphasised that the state has recently devolved 10 subjects, in order to strengthen the PRIs. However, devolution per se has not been effective as the state/the line departments and the PRIs have not monitored the progress. The state's devolution attempt has remained on paper, thus restricting the use of the knowledge gained.

There are no standing committees formed at the MPs. The MPTCs have a limited role to play and therefore consider that the structure within which they operate is very restrictive for implementing all that they had learnt in the training programmes. The other committees, especially those of the GP are to be interfaced with the existing CBOs of the village. Despite the GOs trying to make the interface effective, the CBOs continue to operate in isolation, thereby the learning on sectoral issues and on committees discussed exhaustively in the training programmes is not being utilised.

The training programme discusses the amounts of money that flow through the PRIs for various purposes. Under this, the budget head called the Assistance to the PRIs is explained. This actually

<sup>11</sup> Training Large Numbers, the Andhra Pradesh Experience published by APARD

specifies the amount that is to be spent on the construction of roads, maintenance of PR school buildings etc. In reality, some of the amount that is to be spent under Assistance to the PRIs is directly accorded by the government, ignoring the PR bodies, thus reducing the powers of the PRIs and thereby making the inputs from the training ineffective.

The accountability of the line department functionaries, as per the GOs, lies with the PRIs. The line department officials are to attend the General Body meeting of the PRIs. The elected representatives complain that the officials do not attend the meetings. Training on this has remained futile. The training action plan in Andhra Pradesh under RGSY stresses on ICT training skills for Panchayat Secretaries where 80 per cent of the GPs do not have computers and even when available, they are not in working condition.

## A.4 Funds Flow and Utilisation

### A.4.1 Funds Flow Mechanism

The distinguishing factor between RGSY and BRGF is the state government's contribution to the programme. Under RGSY, the Centre and state governments share the expenditure in the ratio of 75:25. There is no fixed amount that is sanctioned for each district as funding in BRGF as in RGSY is demand driven. The central government's share is directly released to the nodal training organisation, i.e. APARD through an Accounts Payee Bank Demand Draft. The state government has to contribute its corresponding share soon after the receipt of the central grant.

**Table A4: Allocation, Release and Expenditure under RGSY**

Sl. No.	Year	Proceedings	Releases (Rupees in lakh)			Expenditure (Rs.)	Remarks
			Central Share	State Share	Total		
1	2005-06		82.15	27.38	109.53	109.53	UC submitted
2	2006-07		82.15	Nil	82.15	–	UC not submitted
3	2006-07		400	Not mentioned	400	400	UC submitted
4	2008-09	N.T-11011/24/2006-Trg. Dated 5.09.2007	400.00	–	400.00	533.00	UC submitted
		G.O.Ms.No.95, PR and RD (RD-IV), Department Dated 30.03.2009	–	114.00	114.00		
		G.O.Ms.No.405, PR and RD (RD-IV), Department Dated 29.12.2009	–	19.00	19.00		
		Total	400.00	133.00	533.00		
5	2009-10	No.T-11011/24/2006-Trg. Dated 1.12.2009	622.00	–	622.00	522.00	UC submitted
6	2010-11	G.O.Ms.No.258 dated 24.07.2010 of the PR and RD (RD-IV) Dept. Govt. of AP	–	207.00	207.00	–	Activities under progress

Source: APARD, AP

The funds for capacity building under BRGF are fixed as Rs. one crore per district. There are 13 districts under BRGF in Andhra Pradesh; the total allocated funds of Rs.13 crore are released to the state based on the approved Annual Capacity Building Action Plan submitted by the state. The MoPR releases the funds in two instalments which are directly credited to the State Consolidated Fund. The PR and RD Department releases the sanctioned funds to the nodal training organisation, APARD.

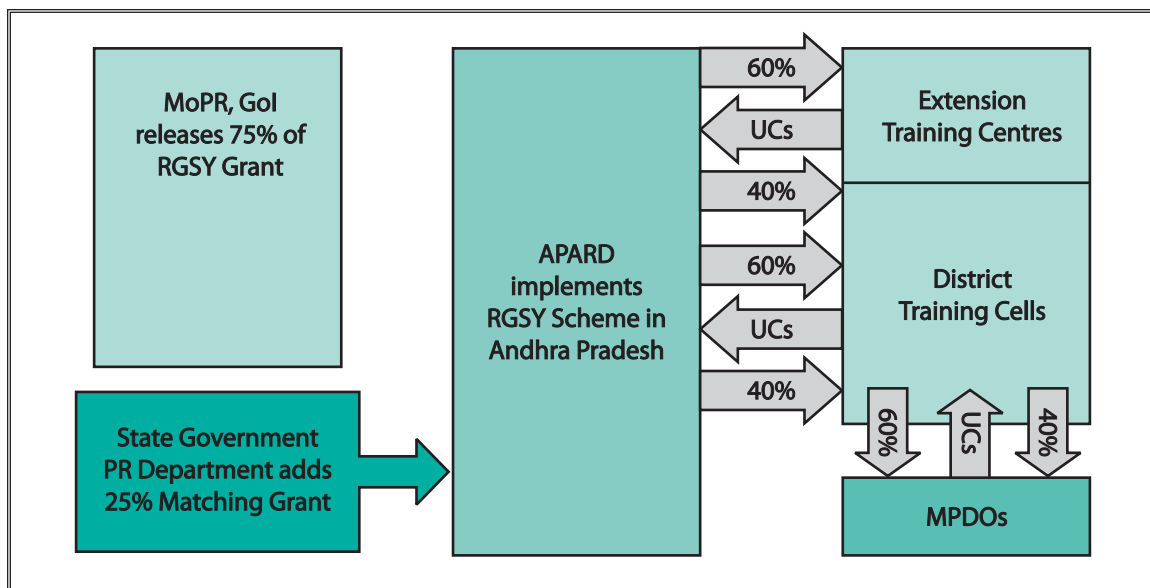
During the first year of the implementation of RGSY, the GoI released Rs.164.30 lakh (for years 2005-06 and 2006-07). The state’s share accordingly was Rs.52 lakh, but the figures show that the state has released only Rs. 27.38 lakh. The reason for the shortfall is not known.

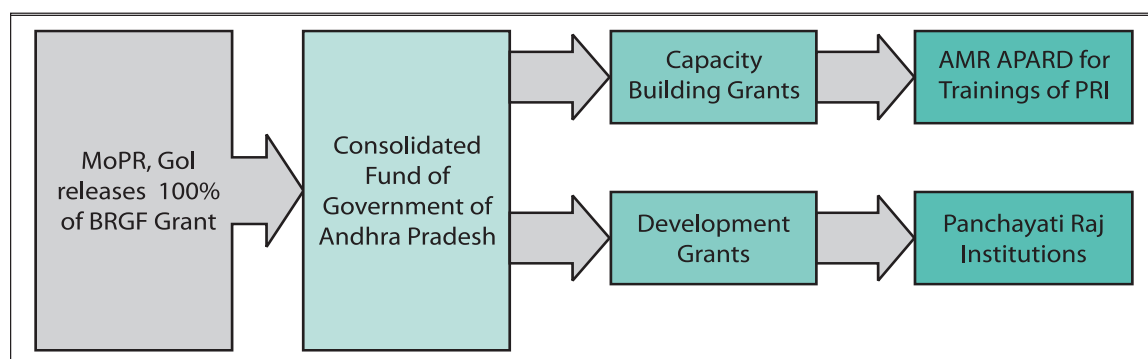
In 2008-09, the state government released its share and the entire amount. During the year 2009-10, the GoI sanctioned Rs.12.45 crore and released Rs.6.22 crore i.e. 50 per cent of the sanctioned amount. The state’s proportionate corresponding grant was released in the next financial year i.e., 2010-11. The guidelines say that the state’s corresponding share should be released within 15 days from the date of receiving the fund from the Centre.

### A.4.2 RGSY Fund Flow

The funds flow from the GoI to the state, which in turn transfers the fund to APARD, as it is the nodal organisation for capacity building. APARD also facilitates the district and sub-district trainings by first releasing 60 per cent of the funds before the commencement of the training programme. The remaining 40 per cent is to be released based on the utilisation certificate (UC) submitted by the respective agencies.

In Andhra Pradesh, the CEOs and also MPDOs are permitted to spend from the general funds, if it exceeds 60 per cent of the first instalment, subject to reimbursement by APARD. However, the general funds have not been utilised anywhere in the state for training purposes. The delay in submission of UCs from the district has restricted the release of the second instalment from APARD; this at times has created a delay in the payment of honorariums and payments for other logistic arrangements, often acting as a deterrent to the facilitators and trainers. The fund flow relating to RGSY is depicted in the flow chart given below.





### A.4.3 BRGF Fund Flow

The capacity building and training programmes under the BRGF programme are operated in thirteen districts of Andhra Pradesh. The AMR APARD prepares the action plan for the capacity building activities. The BRGF's action plans are implemented through ETCs, District Training Cells and APARD itself.

The GoI releases the money to the State Consolidated Fund. This is for both the development activities and for capacity building interventions. The funds that are to be used for capacity building are released to APARD, the development grants are released to the respective PR bodies based on fixed norms. This, at times, creates an abnormal delay in releasing the funds to the implementing agencies.

Both BRGF and RGSY funds get consolidated at APARD for purposes of training. There is no distinction made between BRGF and RGSY programmes. The delay in release of one type of fund affects the other.

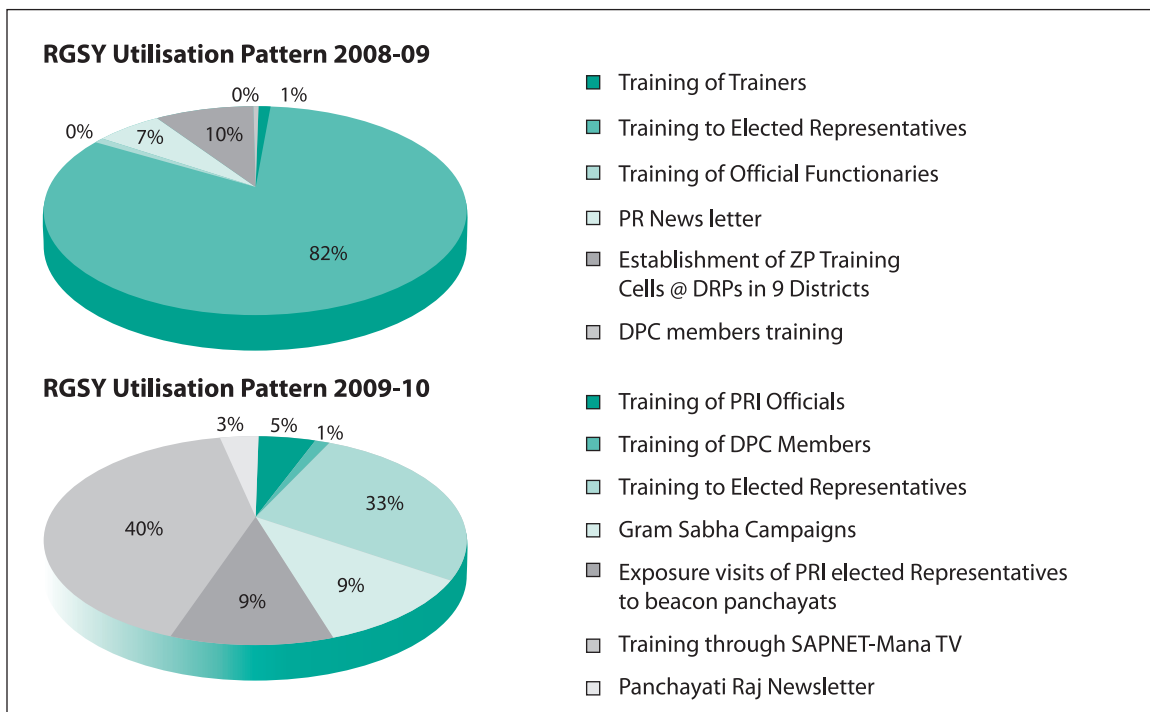
### A.4.4 Fund Utilisation

The GoAP has issued GO Ms. No. 520 prescribing the upper limit for the expenditure for each training/participant. APARD is releasing the money to districts based on the norms fixed by the government. As authentic information was not available at the state level, it was not possible to calculate the per capita expenditure.

**Table A5: RGSY Expenditure by year**

Fund Utilisation by Training Components under RGSY		
Item	Expenditure [in lakh]	
	2008-09	2009-10
Training of Elected Representatives	43608600	17093700
Training of Official Functionaries	140000	2880000
PR Newsletter	3504960	1800000
DPC Members Training	187200	280800
Training of Trainers	589550	–
Establishment Charges of ZP Training Cells @2 DRPs in 9 Districts	5270000	–
Gram Sabha Campaign	–	4500000
Training through Satellite TVs	–	21020250
Exposure Visits of PRI ERs to Beacon Panchayats	–	4625250

Source: PR and RD Dept., GoAP and APARD



The RGSY’s funds are spent on the training of functionaries and elected representatives. The amount is not spent in creating assets like providing computers for panchayats etc. Andhra Pradesh spends some of the amount for the maintenance of the KU band infrastructure and also for establishing new receiving stations. RGSY allows for establishing satellite based training. Since Andhra Pradesh has already undergone this, it has now started utilising some amount for expansion and some for maintenance. The honorarium for the ToTs is Rs.300/- per day for training the MPTCs, Rs.250/- is paid to the resource persons who conduct the training of the sarpanch and ward members. At APARD and ETC, the honorarium is paid based on the rates approved by APARD and differs for different training programmes.

In Table A4, it has been highlighted that the type of training against costs has not been given by APARD, thus restricting unit cost calculation against different programmes. In another set of documents given (Table A5), the types of programmes and expenditure are given, but the number of programmes is not specified, thus restricting further analysis.

### A.5 Programme Monitoring and Evaluation

At the state level, APARD monitors the training programmes and the principal ETCs in the respective regions, monitor the training activities in that region. At the district level, the monitoring committee headed by the District Collector, with the CEO, ZP, DPO PD DRDA as its members, monitors the training programmes of the elected representatives. The ZP training cell assists the district monitoring committee in monitoring the training activities. At the mandal level, the MPDO will monitor the training programmes. The ZP District Training Cell obtains the daily attendance reports from all the training venues and consolidates and submits it to the district monitoring committee and forwards the same to APARD and the ETCs. The ZP Training Cell consolidates and computerises all the registration and feedback forms by the end of the training programmes in the district. It also sends the soft and hard copies to the respective ETCs.

The training programmes are evaluated by way of administering the common evaluation format for eliciting the opinion of the participants on logistic arrangements and on the quality of training. The Course Director is expected to consolidate the evaluation forms and submit it to the Commissioner. For evaluating the impact of the Foundation Course for Officials, a test/exam is conducted at the end of the training course to assess the learning.

## **A.6 Conclusion and Recommendations**

### **A.6.1 Implementation of Action Plan**

RGSY is based on the concept of demand driven approach. The state assesses the local needs and prepares an annual action plan which is submitted to the MoPR. The GoI approves the requests based on the action plan only. A close look at the items proposed under the action plan and the expenditure incurred shows that they do not match, indicating that what is proposed is not executed (as seen from the expenditure details and the action plans made available by APARD). The mechanisms of monitoring need to be built at the state level to ensure that the action plan is adhered to.

### **A.6.2 Fund Flow and Utilisation**

There is a delay in releasing the state's share to augment the centre's contribution for the implementation of the RGSY programme. This delay hampers the utilisation of the funds. There is also a delay in releasing the funds to the district/s and to the sub district/s. The electronic transfer of funds can be introduced to expedite the process. Relevant software needs to be developed for the tracking of the funds.

### **A.6.3 Training Approach, Design and Implementation**

Arrangements for training on a continuous basis, with different options/attending in different districts, advanced information of training programmes by way of calendars specifying dates and time of programme needs to be done. The KU band transmission, though specified as a consolidation programme, has more often been used exclusively as a training programme. Often the programmes are not manned by any trained facilitator. The KU band should be used to reinforce the learning of face to face programmes and should be manned by a trained facilitator.

The annual action plans are not based on TNA reports. Well planned diagnostic TNA should be conducted and all training activities need to be planned in accordance with the TNA report. The integration between the various training initiatives like the KU band, help line and magazine, etc. can be devised in such a way that the training needs can be fulfilled in a step by step approach. So far only two face to face programmes have been conducted. The frequency of direct training courses should be increased to maintain continuous interaction with elected representatives of PRIs.

The linkages between the line departments and the PRIs need to be increased. Training courses should not be conducted in isolation without any linkages with departmental activities. The line departments should be actively involved in organising training for PRI functionaries. In turn, the line department officials should also be oriented in order to work with PRIs. Residential programmes have a different and beneficial effect on the learning abilities. Residential training programmes up to sarpanch level need to be ensured.



The *Sthanika Palana* magazine should be confined to Panchayati Raj issues instead of covering general issues. The content should include more case studies and reports of field visits to nearby areas. Performance aids need to be developed (more in number) so that the representatives can use them while discharging duties, for e.g. checklists. It is opined that the Department of PR should provide the necessary TA/DA budgeting to all PRIs so that the TA/DA can be provided to those who are attending the training programmes.

#### **A.6.4 Monitoring Mechanisms**

The mechanisms of monitoring at the district level and below should be made effective by strengthening the ZP Training Cell; more competent people need to be placed at these levels. An online monitoring system should be introduced for the effective organisation of the training courses. A special team could be constituted at the national and state levels for proper monitoring and quality assurance.

## B. Assam

---

### B.1 Evaluation Objectives and Methodology

#### B.1.1 Background and Objectives

The Rashtriya Gram Swaraj Yojana (RGSY) has the specific objective of assisting the state governments in the training and capacity building of elected representatives of the Panchayati Raj Institutions (PRIs) so that they can effectively perform the devolved functions and the schemes entrusted to them. The RGSY covers the districts that are not covered under BRGF. The National Capacity Building Framework implemented under BRGF in the country is also applicable under RGSY. The focus of RGSY is on:

- ◆ Upgradation of knowledge and skills and attitude of panchayat elected representatives to enable them to perform their responsibilities effectively
- ◆ Orientation of the key officials to facilitate their performance of devolved functions
- ◆ Improvement in the vigour of the practice of grass root level democracy through promoting the effective functioning of the gram sabha
- ◆ Sensitisation of the media, political parties, representatives in the legislatures, civil society organisations, trade unions, service federations and citizens to enable them to look at Panchayati Raj as an effective level of local government
- ◆ Special training for women, SCs/STs, first time entrants to the system and those in the PESA areas.

The RGSY is demand driven in nature, with the Central Government contributing 75 per cent of the funds on the commitment of 25 per cent of the funds being contributed by the state government. The funding covers the actual training of PRI members, setting up of infrastructure for satellite based/other modes of distance training, infrastructure for Training Resource Centres at the district/block levels in the north eastern and hilly states, orientation of key officials associated with functions devolved to panchayats, promoting sensitisation of the gram sabha, the media, elected representatives in legislatures and CSOs.

In order to understand the various implementation challenges and recommend suitable measures that could be used to make mid-programme corrections, the MoPR has commissioned a midterm evaluation of the programme with the following specific objectives.

- ◆ Assessing the progress of RGSY in meeting its objectives, with respect to the training of the elected representatives and the functionaries of the PRIs, setting up of infrastructure for satellite based/distance training, sensitisation of gram sabhas, sensitisation of media, elected representatives, and CSOs
- ◆ Reviewing the ease of management of the scheme at the national and state levels in terms of implementation, structure and fund flow mechanism
- ◆ Reviewing the extent to which synergies are being established with activities under BRGF

- ◆ Analysing the extent to which the knowledge base is being established so that sustainable capacity is built for addressing the relevant development problems
- ◆ Assessing the sustainability of the activities undertaken
- ◆ Undertaking an assessment of contributions from the state governments
- ◆ Documenting the innovations and good practices.

In the sections that follow, the midterm evaluation that has been conducted in Assam is presented. Assam is one of the six states suggested by Ministry of Panchayati Raj (MoPR) for the study<sup>1</sup>.

## B.1.2 Evaluation Approach and Methodology

The approach to this midterm evaluation has been assessing the process of training and capacity building initiatives within the framework of RGSY. The inputs in terms of the training and capacity building initiatives and their relation to the output have also been assessed. For the purpose of conducting the study, interactions were held with the state level authorities from the Panchayati Raj and Rural Development (PR and RD) Department. Information was also collected from SIRD. Based on the suggestions of the PR and RD department, three districts; two from RGSY and one from BRGF were chosen for the field study. In the selected districts, in-depth interviews were conducted with the elected representatives and the officials, trainers and other district level stakeholders. Structured and semi-structured formats were used to capture required information/data.

## B.1.3 Team Composition

The evaluation was conducted by a team of experienced evaluators headed by Mr. Padma Keshri Sahoo and Mr. Barendra Krushna Sahoo. The evaluation was coordinated by Mr. Saroj Nayak, under the overall guidance and supervision of Mr. Ashok Kumar Singha, Managing Director, CTRAN Consulting.

## B.2 State Overview

Like many other states, Assam also has a three tier Panchayati Raj system. The state has prepared the activity mapping for 23 subjects, demarcating the responsibilities of each tier of panchayat according

**Table B1: State at a Glance**

Sl. No.	Components of Evaluation	Responses/Information
1	Name of the state	Assam
2	Total districts in the state	27
3	Total blocks/taluk in the state	219
4	Total Gram Panchayats in the state	2202
5	No. of districts with RGSY	13 Districts, Dibrugarh, Sivsagar, Tinsukia, Jorhat, Sonitpur, Golaghat, Nagaon, Darrang, Kamrup [M], Kamrup [R], Nalbari, Dhubri, Karimganj.
6	No. of districts with BRGF	11 districts. Cachar, Hailakandi, N. C. Hills, Karbi Anglong, Morigaon, Lakhimpur, Dhemaji, Goalpara, Bongaigaon, Barpeta, Kokrajhar [3 districts falls under the 6 <sup>th</sup> Schedule districts]
7	Year of last PRI election in the state	January 2008
8	Total PRI members at Gram Panchayat level [No]	24222
9	Total PRI members at block/taluk level [No]	2203
10	Total PRI members at district level [No]	420

Source: SIRD, Assam

<sup>1</sup> The other states include Rajasthan, Madhya Pradesh, West Bengal, Andhra Pradesh and Orissa

to the capacity of each level. The state has 27 zilla panchayats (ZPs), 219 intermediary panchayats (IPs) and 2202 gram panchayats (GPs). Of the total districts of the state, 13 districts fall under RGSY and the remaining 11 districts are considered backward districts [BRGF districts]. The last election to the PRIs was held in January 2008 in which 24,222 representatives were elected to the GPs, 2203 members to the IPs and 420 members to the district level.

### B.3 Capacity Building Approach and Process

The SIRD, Assam has adopted a decentralised approach in organising the training programmes through its 12 Extension Training Centres (ETCs) situated in different zones of the state. The Chairpersons and members of zilla parishads and anchalik panchayats [Intermediate Panchayat] undergo training at SIRD whereas Chairpersons and members of GPs undergo training at the ETCs. For certain specific subjects, the Chairpersons of the GPs are also invited to participate in training programmes organised at SIRD. Simultaneous training programmes in all the ETCs helps in outreach and coverage in a short span of time. The SIRD has been conducting training programmes for both elected representatives as well as government officials.

In the light of activity mapping, SIRD, Assam has started the process for organising training programmes for the newly elected representatives of panchayats as per the comprehensive plan submitted by the institute and approved by the MoPR. As per the approved plan, SIRD organised training programmes for all the elected representatives of PRIs in three subject specific rounds. Each programme was planned to be of three days duration. The subjects planned to be covered during the training programmes were:

1. General overview of Panchayati Raj and its evolution
2. Main features of Assam Panchayati Raj Act 1994
3. Various aspects relating to management of PRIs
4. Devolution – Activity Mapping
5. Resource mobilisation, management, including budget preparation in PRIs
6. Participatory development through gram sabha
7. Decentralised planning, role of District Planning Committee
8. Planning and management of flagship programmes
9. Social mobilisation and social audit.

Apart from trainings on the 73<sup>rd</sup> CAA and the different schemes, trainings were also organised to strengthen the financial management system. The SIRD organised training programmes on “computerised accounting system” for the functionaries. Like RGSY, training programmes organised under BRGF are primarily for building the capacity of elected representatives in planning, implementation, monitoring, accounting and improving accountability and transparency. In BRGF, the funds are not only used for organising the training programmes, but also for other components like providing computer facilities to GPs, setting up of state level satellite studios for satellite based training programmes, setting up of Block Level Resource Centres, taking up studies on the backwardness of the district etc. Awareness generation programmes were also organised at the district, block and village levels for social mobilisation.

### B.3.1 Association of Institutions in Training

Apart from SIRD, other institutions are also associated with conducting trainings such as the Assam Agricultural University and IIRM. Most of these institutions take care of the trainings related to rural development and income generating activities. One NGO called “Centre for Agriculture and Rural Development” is also engaged in conducting training programmes. All the external agencies including the NGO are associated on a contractual and need based basis. The SIRD uses the venue and some of the resource persons from the organisation and the rest are supplemented from SIRD’s empanelled resource persons. Apart from SIRD, 12 ETCs are used for imparting training. In order to improve the outreach, SIRD proposed the establishing of one Resource Centre at each IP level, but only 20 were sanctioned under BRGF. At all the ETCs, SIRD has its own human resources. Since all the ETCs are not recognised by the ministry, there is no sanctioned post and most of the staff works on a contractual basis.

### B.3.2 Facilities in Training Institutions

The facilities available in the existing Extension Centres/Development Blocks/ associated organisations are being used for organising trainings. The Resource Centres have been set up in the ETCs of SIRD/Development Blocks/associated organisations where the satellite receiving stations are still being set up. The Resource Centres have been opened with the objective of catering to the training needs at the village level and to serve as a store house of information, education and communication activities in both BRGF and non BRGF districts.

**Table B2: Centres Available for Organising Training**

Sl. No.	Location of the Resource Centre	Districts Covered
1	Boalipar, Hailakandi	Hailakandi and Karimganj
2	Udarband, Silchar	Cachar and N. C. Hills
3	Kajalgaon, Chirang	Chirang and Kokrajhar
4	Abhayapuri, Bongaigaon	Bongaigaon and Dhubri
5	Balijana Anchalik Jana Sewa Samiti, Agia, Goalpara	Goalpara
6	Sarihatoli, Nalbari	Nalbari, Bagsha
7	Saraighat, Bezera	Darrang, Udalguri and part of North Kamrup
8	Amoni, Nagaon	Nagaon, Morigaon, Karbi Anglong [Partly] and N. C. Hills [Partly]
9	Biswanath Chariali, Sonitpur	Sonitpur
10	Dhemaji Development Block	Dhemaji
11	Chauldhuaghat, Lakhimpur	Lakhimpur
12	Duliajan, Dibrugarh	Dibrugarh and Tinsukia
13	Joysagar, Sibsagar	Sibsagar
14	Lichubari, Jorhat	Jorhat, Golaghat and Karbi Anglong [Partly]
15	Kahikuchi, Guwahati	Kamrup
16	Morigaon	Morigaon
17	SIRD, HQs, Khanapara	State Level Resource Centre
18	Kokrajhar	Kokrajhar – work is in progress
19	Barpeta	Barpeta – work is in progress
20	Karbi Anglong	Karbi Anglong – work is in progress

As observed in the sample ETCs, facilities that are available at Pakili are similar to most class rooms with tables and chairs, a black board and library. No hostel facilities or vehicle is available. Whereas the ETC at Bezare has one class room with a capacity for 50 trainees, a white board, over-head projector, tables and chairs, hostel facilities for 30 people, one computer centre with five computers, a dining hall with a kitchen, and power supply with generator for back up.

## SATCOM

Recently the infrastructure for satellite based training was established at the ETCs, but it is yet to be made operational. Physical infrastructure for the state level satellite studios has been created at SIRD's Kahikuchi campus and is ready to go into operation for satellite based training programmes. The North Eastern Space Application Centre under ISRO, Shillong/ISRO, Ahmedabad has been providing technical guidance and support. A total of 15 receiving stations have been set up for satellite based training programmes to cover both the BRGF and non BRGF districts. Software on various aspects relating to PR and RD including good practices are being

prepared with the help of Doordarshan/ISRO/NIC and other technical organisations. Necessary arrangements are being made for organising ICT programmes for the Panchayati Raj functionaries.

### SATCOM RECEIVING STATIONS

SIRD, HQ, Khanapara, Guwahati.  
 Extension Centre, Amoni, Nagaon.  
 Extension Centre, Abhayapuri.  
 Extension Centre, Kajalgaon, Chirang.  
 Extension Centre, Nalbari.  
 Extension Centre, Chauldhuaghat, Lakhimpur.  
 Extension Centre, Jorhat.  
 Extension Centre, Joysagar.  
 Extension Centre, Duliajan.  
 Extension Centre, Hailakandi.  
 Extension Centre, Silchar.  
 Extension Centre, Biswanath Chariali.  
 Extension Centre, Saraighat.  
 Dhemaji Development Block, Dhemaji.  
 Balijana Anchalik Janasewa Samiti, Balijana, Goalpara.

### B.3.3 Capacity Building Model in the State

Face to face trainings are regularly organised for all categories of trainees i.e. elected representatives of different levels and functionaries. Interactive satellite based training [training through SATCOM] is yet to be started. The state does not have any specific and dedicated TV channel for training but awareness programmes are telecast on the local channel once a week. The state is yet to establish a dedicated helpline for spot guidance. Apart from that no formal certificate course is being conducted under RGSY in the state. The SIRD has a good pool of resource persons drawn from various sectors for e.g. working and retired professors, retired officials, elected representatives, etc. from specialised fields and the same team is also availed of by the ETCs. Trainings are organised in a decentralised mode using the internal faculties and external resource persons.

### B.3.4 Training Approach and Methodology

At the SIRD level, sometimes mixed group trainings are conducted where government officials along with the PRI members, particularly from the upper tier, are trained. Trainings are also conducted by mixing persons from different tiers of PRIs with the exception of ward members, i.e. only AP and ZP members and sometimes GP Presidents are involved. However, in the case of mixed group trainings, different modules are used for different segments like officials and PRIs. At the ETC level,

separate trainings are being conducted for ward members and sarpanchs, but a single batch is formed for the AP members and AP President along with the Vice President. During trainings, no games, role play, or group discussion mode is adopted at the ETC level. At the SIRD level, these methods are used, but only for younger trainees since relatively older participants do not show any interest in these kinds of activities. Interaction with the members of the Khagorijan AP and GP members reveal that the only mode of training used was the lecture method. No exposure visits were conducted at any level during training. Separate exposure visits were conducted, but not as a part of the training. Normally subject matter specialists/experts are involved in trainings organised at the SIRD level.

Besides organising training programmes for the elected representatives, the institute has been conducting training programmes for officials also. These programmes focus on strengthening of the Panchayati Raj System through the devolution of functions, functionaries, funds, the preparation of district plans and the role of the District Planning Committee (DPC). The Government of Assam notified the Activity Map on 25<sup>th</sup> June 2007. Soon thereafter, SIRD started training programmes for the officials of line departments with the help of the state's share allocated for the training of PRIs before the elections. The courses covered various aspects relating to the Panchayati Raj system, devolution, decentralised planning, preparation of the district plan, and role of the DPC etc. The main objective of the training was to get the officials belonging to line departments acquainted with various aspects relating to the Panchayati Raj System in light of the activity mapping.

- ◆ Training on computerising the accounting system of PRIs: The Institute has also been organising training programmes on computerising the accounting system in PRIs.
- ◆ Accountants of ZPs and APs and Secretaries of GPs have undergone training since April 2007 on streamlining of the PRI accounting system.

Subject specific rounds of training programmes TV Channel: The SIRD has collaborated with Doordarshan Kendra, Guwahati to use the facilities for telecasting different projects and programmes concerning strengthening of PRIs at regular intervals. The All India Radio, Guwahati's facilities are also being availed for broadcasting the important programmes, success stories, case studies and important events regularly.

### B.3.5 Training Need Assessment

No formal methodology for training need assessment (TNA) is used. The working experience at SIRD and ETCs are taken into consideration for need assessment. The SIRD faculty in consultation with other selected officials from ETCs and other departments design the training schedule as well as the course curricula. The training needs for elected representatives and functionaries are identified by SIRD but need assessment is not continuous/repeated. Since no formal TNA is done based on the finalised requirements, modules were designed for elected representatives and functionaries separately.

### B.3.6 Training Design and Content

Training design was mostly based on the felt needs and the contents were finalised for different rounds of training. Broad subjects in the first round included:

1. A general overview of Panchayati Raj and its evolution
2. Main features of the Assam Panchayati Raj Act 1994
3. Various aspects related to the management of PRIs

4. Devolution – Activity Mapping
5. Resource mobilisation, management, including budget preparation in PRIs
6. Participatory development through the gram sabha
7. Decentralised planning, and the role of the DPC
8. Planning and management of flagship programmes
9. Social mobilisation and social audit.

**Training on streamlining accounting system in PRIs:** The SIRD, Assam has organised a series of training programmes for the accounts staff of PRIs and Secretaries of GPs in association with the Office of the Principal Accountant General, Assam during the second round. A four day module has been prepared in consultation with the resource persons from the Principal Accountant General’s Office.

**Exposure visits:** The SIRD organised exposure visits for the elected representatives of PRIs and other functionaries to Kerala, Andhra Pradesh and West Bengal during the first round. The institute regularly sends batches of trainees on exposure visits in the second round, so that they can interact with their counterparts in other states on various aspects relating to decentralised planning and Panchayati Raj.

**Table B3: Rounds of Training and Training Themes**

First Round	General orientation Management orientation Role orientation Programme orientation
Second Round	Micro planning Economic activity orientation Resource mobilisation and management
Third Round	Social development Social justice and women empowerment Participatory planning, development and monitoring Disaster management

**Training programmes for officials:** Under BRGF scheme, SIRD has been conducting trainings for officials of different sectors belonging to the BRGF districts. A series of training programmes for all the officials of line departments had been organised from May 2007 to December 2007. Around 5000 functionaries of the district, sub division and block levels have undergone training on strengthening of PRIs. Various subjects related to BRGF, devolution of funds, functions and functionaries, the preparation of district plans, and the integration and consolidation of plans were covered during these programmes.

### B.3.7 Training Materials

A panel of experts, selected from different departments and also from the existing officials of SIRD, help in designing the training materials. Subject specific curriculum committees are formed to develop the materials. SIRD had hired persons from Aruna Roy’s working group for the development of the social audit manual. Most of the reference materials are in the vernacular language for easy understanding. The materials are both descriptive as well as pictorial; however the descriptive part outweighs the pictorial representation. The reference materials are circulated among the newly elected PRI members. For training, films on income generating activities and women empowerment have been developed by hiring outside agencies and are screened during trainings. Reading material has also been prepared in the local languages for easy understanding by the elected representatives as well as village level officials. The BRGF guidelines have also been translated into Assamese. Booklets on the



important features of BRGF have been prepared in Assamese, Boro and Bengali to make it easy for the elected representatives of the panchayats and gram sabhas to understand.

### **B.3.8 Association of Trainers**

The state has developed around 100 resource persons besides its faculty members for imparting training to the elected representatives and functionaries in the institute's different ETCs. Around 45 selected lecturers of colleges and retired officials have undergone ToT courses at Kerala Institute of Local Administration (KILA) on various aspects of the Panchayati Raj system and decentralised planning. SIRD has then engaged these trained people to conduct sessions in the institute's ETCs. The state has 20 in-house faculty persons at SIRD, 60 in ETCs and 200 resource persons specialising in different subjects. The resource persons from the ETCs [5 RPs per ETC] impart training along with external resource persons. For the selection of trainers, people with expertise in the concerned subject matter were called for a workshop where they were asked to take demonstration classes and they were then selected as resource persons based upon their performance. During the selection, no specific minimum qualification is considered rather the background, experience and depth of knowledge on the subject matter are the prerequisites for the selection of resource persons. For a training of three days duration, two resource persons are engaged per day. Sometimes the same resource person continues for subsequent days based upon the session plan and theme of training.

The apex training institution of the state has developed a team of resource persons besides its own faculty members for organising training programmes for the elected representatives and functionaries of PRIs in a decentralised manner through its ETCs. They have undergone ToT courses in KILA and NIRD, Hyderabad. As per the instructions of the MoPR, Government of India, the Department of PR and RD has been imparting handholding training to the accounts staff and Secretaries of the GPs on the use of PRIASOFT in a decentralised manner. The SIRD has organised ToTs for the CEOs of the zilla parishads, the Project Directors, DRDAs, computer operators and chartered accountants engaged for the purpose, but people below the district level are yet to be trained.

### **B.3.9 Training Logistics and Administration Support**

All the trainings organised at SIRD are residential, however PRI members of the nearby areas prefer to go back home after the trainings and come again the next day. In case of the ETC, Pakili all the trainings are non-residential in nature as there are no hostel facilities. All the training equipment available in the training centres is adequately used. However, most of the visited centres lacked teaching aids such as over-head projectors and LCD projectors etc. The training programmes are managed by SIRD in the two campuses at the state level and by the ETCs at the district level. The ETC at Pakili is at present managed by the BDO, and the ETC at Bezare is managed by one officer with support staff. To improve the training outreach and ensure that training is conducted continuously, the training facilities in the districts of Hailakandi, Cachar and Chirang are being upgraded to organise training programmes locally.

### **B.3.10 Training Achievements**

Most of the trainings for the PRI members are for a period of three-days. For the training of government officials, the training duration was of four days. Additionally, ToTs of five days duration were organised at the SIRD and ETC levels. Exposure visits were generally for more than 10 days.

**Table B4: No. of ERs and Functionaries Trained under RGSY**

Sl. No.	Year	Clientele Group	Number of Courses	Number of Participants
1	2008-09	Elected representatives of PRIs	367	16645
2	2009-10	Elected representatives of PRIs	146	5160
3	2010-11	Elected representatives of PRIs	86	2853
		<b>Sub total</b>	<b>599</b>	<b>24658</b>
4	2007-08	Functionaries	146	6740
5	2008-09	Functionaries	33	700
6	2009-10	Functionaries	115	3566
7	2010-11	Functionaries	24	608
		<b>Sub total</b>	<b>296</b>	<b>11614</b>
8	2009-10	Others	287	10906
9	2009-10	Exposure visits for ERs and functionaries	4	70
		<b>Total</b>	<b>1186</b>	<b>47248</b>

**Table B5: Trainings conducted since April 2007 to September 2010**

Year	Course	Training Days	No. of Courses	No. of Participants	Level of Participants
2007-08	PRI system in Assam	3	146	6740	Functionaries of Line departments
2008-09	Orientation programmes	3	367	16645	Elected representatives of PRIs
	Procedure and practices of management of PRIs	4	10	320	Secretaries of Gram Panchayats
	ICT	6-10	23	380	Elected representatives, accountants of APs, Secretaries of GPs
	Exposure visits cum special training	10-15	4	70	Officials and elected representatives
	<b>Sub total</b>		<b>404</b>	<b>17415</b>	
2009-10	Sector focused programmes	3	146	5160	Elected representatives of PRIs
	Maintenance of accounts	4-12	42	1081	Accountants of ZPs, APs, Secretaries of GPs
	Decentralised planning and Panchayati Raj	3	6	207	Officials of Line departments
	Strengthening of Gram Sabha	3	287	10906	Retired teachers, social workers, representatives of NGOs, CBOs, animators, facilitators
	Orientation course	3	67	2278	Officials of line departments
	<b>Total</b>		<b>548</b>	<b>19632</b>	
2010-11	Decentralised planning and Panchayati Raj	3-4	86	2853	Elected representative of PRIs
	Maintenance of accounts	4	22	564	Secretaries of Gram Panchayats
	Decentralised planning, Panchayati Raj etc.	3-4	2	44	State and district officials
	<b>Total</b>		<b>110</b>	<b>3461</b>	
	<b>Grand Total</b>		<b>1208</b>	<b>47248</b>	

Table B6: BRGF Infrastructure Development Plan Vs Achievement up to Sept. 2010

Item	Provision as per guidelines	Cost per unit [Rs. in lakh] as per provision of guidelines	Approved number of units	Amount approved	Revised plan Amount [Rs. in lakh]	Expenditure incurred	Physical progress	Remarks
Capital Cost								
Satellite studio	1	500.00	1	100.00	130.00	116.71	1	State level satellite studio has been set up at Kahikuchi campus
Satellite receiving stations	One at each district and intermediate Panchayat	0.07 [65.10]	93	65.10	65.10			15 Receiving Stations have been set up in collaboration with ISRO.
Miscellaneous civil works [electrification, training halls etc.] @ Rs. 5.00 lakh		5.00 [465.00]	93	-	-	34.27	15	
Computer hardware	One each at ZP, APs and GP levels	0.50 [435.00]	868	347.20	-	-	-	Fund being utilised for training and other items as per decision of HPC dated 30 <sup>th</sup> October/2009
Establishment of Intermediate Panchayat level Extension Training cum Resource Centre	One at each Intermediate Panchayat level	10.00 [820.00]	-	-	110.00	109.90	11	11 Extension Training cum Resource Centres have been set up in the BRGF districts
Strengthening of SIRDs	1	100.00			10.00	3.90	1	For training aid and equipment
<b>Total</b>		<b>615.57</b>		<b>512.30</b>	<b>315.10</b>	<b>264.78</b>		

Note: Fund for civil work was not sanctioned by government separately.

## Training for Capacity Building under BRGF

**Table B7: Physical Target for Capacity Building under BRGF**

Sl. No.	Clientele groups	Original	As per revised plan	Total
1	Elected representatives of PRIs	9172	1250	10422
2	Functionaries of PRIs	10226	2650	12876
3	Chairpersons of VCDCs	587	500	1087
4	Master Trainers	575	300	875
5	Strengthening of Gram Sabha	-	8000	8000
6	Village level Extension Workers	-	2000	2000
	<b>Total</b>			<b>35260</b>
7	Village level social mobilisation programmes on average of one programme in each GP/VCDC through Extension Training cum Resource Centres approximately 1000 programmes having 50 participants in each		50000	50000
	<b>Total target</b>	<b>20560</b>	<b>64700</b>	<b>85260</b>

Note: Figures till 30.09.2010

## Training Performance

**Table B8: Training Performance at a Glance under BRGF**

Sl. No.	Year	Clientele group	Number of participants
1	2008-09	Elected representatives of PRIs	8516
2	2009-10	Elected representatives of PRIs	2565
3	2010-11	Elected representatives of PRIs	368
		<b>Sub-total</b>	<b>11449</b>
4	2007-08	Functionaries	3014
5	2008-09	Functionaries	856
6	2009-10	Functionaries	2096
7	2010-11	Functionaries	83
		<b>Sub-total</b>	<b>6049</b>
8	2008-09	Field level extension workers	1530
9	2009-10	Retired teachers, social workers, representatives of NGOs, CBOs, Mahila Samitis, Youth Clubs	8463
		<b>Sub-total</b>	<b>9993</b>
10	2008-09 and 2009-10	Training organised by NERIWALM	2986
		<b>Sub-total</b>	<b>30477</b>
11	2007-08	Community mobilisation programmes	17517
		<b>Grand Total</b>	<b>47994</b>

## Capacity Building of Stakeholders at the Village Level

Building the capacity of different stakeholders at the grass roots level for participatory planning and development is vital to strengthen the PRIs as well as local governance. The BRGF has been given the opportunity to train various stakeholders working at the grass roots level.

Table B9: Detailed Progress of Training

Sl. No.	Course	Duration [Days]	No. of courses	No. of participants	Level of participants
<b>A.</b>	<b>Officials of PR and Line Departments</b>				
1	ToT for Master Trainers – outside the state	7	3	66	Faculties of SIRD, college teachers,
2	Preparation of district plan for the officials of DPTs	3	5	188	State, district and block level officials of Panchayats and line departments
3	Use of plan plus for district level officials	2	3	58	District level officials
4	Foundation courses for officials of line departments	3	59	2827	Block and village level officials of line departments
5	Sector focused programmes for Secretaries of GPs.	4	63	1818	Secretaries of Gram Panchayats, field level extension workers
6	Training programmes on ICT skills for officials	6 – 10	8	162	Secretaries of Gram Panchayats and Elected representatives of PRIs
7	Procedure and practices for maintenance of accounts	4	2	33	Accountants of ZP, APs and secretaries of GPs
	<b>Sub-Total</b>		<b>143</b>	<b>5152</b>	
<b>B.</b>	<b>Elected representatives of PRIs</b>				
8	Foundation courses for elected representatives	3	160	7774	Elected representatives of Panchayats
9	Sector focused programmes	3	91	3546	Presidents and Members of GPs
10.	Integrated district plan	2	6	169	Chairpersons and Vice Chairpersons of APs
11.	Foundation course for Chairpersons of VCDC	3	1	43	Chairpersons of VCDCs
	<b>Sub-Total</b>		<b>258</b>	<b>11532</b>	
	<b>Total [against 12170]</b>		<b>401</b>	<b>16684</b>	
<b>C.</b>	<b>Extension staff of line departments.</b>				
12	Orientation course	3	22	814	Extension staff
<b>D.</b>	<b>Retired teachers, animators, social workers, youth club, Mahila Samiti.</b>				
	Strengthening of Gram Sabha	3	217	8463	Retired teachers, social workers, representatives of NGOs, CBOs, animators, facilitators
<b>E.</b>	<b>Community level Extension Workers</b>				
	a. Training on agriculture, livestock and poultry development, agro business etc.	5	49	1530	Field level extension workers
	b. Training on repairing of agricultural implements, electricity and plumber works etc.	10			
	c. Training on handloom and handicrafts for master craftsmen.	10 – 15			
<b>F.</b>	<b>Training organised by NERIWALM</b>				
	<b>Total number of participants</b>		<b>689</b>	<b>2986</b>	<b>30477</b>

Besides training on foundation courses, sector focussed programmes, and ICT etc., SIRD has arranged the following courses for stakeholders.

- I. Agricultural extension including Animal Husbandry and Veterinary, Fishery, Sericulture etc.
- II. Gender empowerment - community development – SHGs CBOs, and Mahila Samitis
- III. Barefoot engineers – electrical works, plumber, carpentry, repairing of farm machinery
- IV. Handloom, handicraft, rural industries with a focus on rural business hubs
- V. Social activists – For participatory planning for mobilising the poor and vulnerable groups – field officials, teachers, CBOs, NGOs, youth, facilitators, self help promoting institutions.

**Table B10: No. of programmes organised at ETCs**

Sl. No.	Name of the centre	Districts covered	No. of programmes	No. of participants
1	SIRD, HQs	Morigaon, Goalpara, Barpeta, Lakhimpur, Karbi Anglong, Cachar, Hailakandi, Kokrajhar	14	1631
2	Extension Centre, Kahikuchi	Morigaon, Goalpara	6	1120
3	Extension Centre, Hailakandi	Cachar, Hailakandi	32	1977
4	Extension Centre, Lakhimpur	Lakhimpur, Dhemaji	40	3578
5	Extension Centre, Abhayapuri	Bongaigaon, Kokrajhar, Goalpara	29	3720
6	Extension Centre, Nalbari	Barpeta	4	405
7	Extension Centre, Kajalgaon	Kokrajhar, Chirang	33	5086
	<b>Total</b>		<b>158</b>	<b>17517</b>

**Social Mobilisation programmes:** Field level social mobilisation programmes for the representatives of SHGs, NGOs, CBOs, Mahila Mandals, youth organisations, social workers, retired functionaries on strengthening of PRIs, participatory planning, MGNREGA, BRGF, SGSY, IAY, drinking water, sanitation, other development programmes, social audit, RTI etc.

### B.3.11 Training Feedback System

A well developed in-house training feedback mechanism is being implemented and a form especially developed for the purpose is given to all the trainees on the last day of their training. The training feedback forms are kept with the training institutions and constructive suggestions are taken into consideration for the further improvement of the trainings. Yet, the evaluation team did not observe the use of feedback for improving the training programmes.

### B.3.12 Training Inclusion

Trainings are organised in an inclusive manner, irrespective of gender and caste distinctions. Elected representatives and functionaries from different social strata participate in the training programmes based on their functional levels.

### B.3.13 Utilisation of Training Inputs

Discussion with the trained elected representatives and functionaries revealed that the trainees have gained knowledge on different schemes/programmes and their awareness level has increased. Yet, no such significant change is visible in their attitude and practice. With regard to the gram sabha,

many elected representatives are of the opinion that they have learnt how to conduct gram sabhas effectively, but this could not be ascertained as no gram sabha was held during the evaluation period. The elected representatives said that the attendance of officials in the panchayat activities has improved. The elected representatives are more confident on schemes and their implementation procedures. However, no specific change was noticed with regard to local planning and its effectiveness. Perhaps this is the reason the state government is now focusing on strengthening decentralised local planning processes. Though it was desired that the officials would act as technical service providers to the panchayats, no such evidence was observed whether their involvement has strengthened the local governance process.

## B.4 Funds Flow and Utilisation

BRGF Capacity Building Target and Achievement (see Table B11).

### Availability of funds

Centre's share [1 <sup>st</sup> instalment]:	Rs. 326.32 lakh
State's share [1 <sup>st</sup> instalment]	Rs. 108.77 lakh
Others	Rs. 7.49 lakh
<b>Total</b>	<b>Rs. 442.58 lakh [100%]</b>
Expenditure against first instalment	Rs. 442.58 lakh
Centre's share [2 <sup>nd</sup> instalment]	Rs. 326.32 lakh
State's share [2 <sup>nd</sup> instalment]	Rs. 108.77 lakh
Others	Rs. 12.04 lakh
<b>Total</b>	<b>Rs. 447.13 lakh</b>
Expenditure [up to 31 <sup>st</sup> Oct.' 2010] against 2 <sup>nd</sup> instalment	Rs. 378.13 lakh [84%]

## B.5 Programme Monitoring and Evaluation

The state does not have any specific mechanism in place to monitor the capacity building initiatives. Sporadically, discussions are held with the faculty, other trainers and trainees. However, the monitoring and evaluation of some programmes like SGSY and MGNREGS is being done by the Central Government through third party engagement.

## B.6 Conclusion and Recommendations

**Increasing training duration:** Many Elected representatives are of the opinion that the training should be for a period of seven days for clearer understanding of the subjects as certain schemes like MGNREGS demand more clarity.

**Use of audio-visuals:** Use of audio-visual aids should be made mandatory during the training and in different sessions so that participants could understand inputs in a better way.

**Exposure visits:** Apart from training, another important method of learning is looking at different initiatives taken in different places to strengthen the decentralised governance system. So, exposure visits should be conducted for all categories of elected representatives with the focus on the GP sarpanch, and deputy sarpanch.

Table B11: BRGF Capacity Building Target and Achievement

Item	Physical target as per original plan	Amount approved	Up to 30 <sup>th</sup> September'2010				Physical progress [Training]		Remarks
			Revised plan [Tentatively]		Expenditure [Rs. in lakh]	SIRD	NERIWALM		
			Amount [Rs. in lakh]	Physical target					
<b>Revenue expenditure</b>									
Induction course for Master Resource Persons	40	23.73	28.97	340		66		Master Trainers have undergone training at KILA	
Foundation course	7998	47.99	47.98	7998		7688	761		
Basic functional course	5207	31.24	31.24	7207		4104	122		
Functional literacy course	812	8.12	8.12	812		301			
Sector focussed programmes	5648	50.83	98.08	9148		4839	121		
Building ICT skills	250	4.98	18.48	750		282	43		
Training on DPC	330	49.50	57.50	730		218	854		
Training for strengthening of Gram Sabha [As per Para 2.42 III[a] of guidelines under Chapter-2]			50.00	8000		9993	85	3 days training programmes being organised in a decentralised manner	
Print material			23.61						
<b>Sub Total [Training]</b>				<b>338.55</b>		<b>1986</b>			
Formation of networks of Panchayat elected representatives									
Film and electronic material						1.92	4	In progress	
Panchayati Raj TV Channel and radio programmes						2.40	30	In progress	



Panchayati Raj news letter	5.70	5.70	141.12	17517	1000	In progress
Management of Intermediate Panchayat level Extension Training cum Resource Centres	164.00	164.00	50000			Workshop, meetings, mutual support, sensitisation and awareness generation programmes for planning, mobilise the poor and vulnerable groups to attend Gram Sabhas and Ward Sabhas. Continued at block level
Training programme management	3.88	4.15	3.20			
Studies/surveys of BRGF districts	10.00	10.00	9.90	11		Studies on backwardness of 11 BRGF districts have been completed and submitted to Government of India
Amount spent by NERIWALM for organising training programmes		33.34	33.34		2986	
<b>Total</b>	<b>20285</b>	<b>399.97</b>	<b>530.43</b>	<b>45008</b>	<b>2986</b>	
<b>Grand Total</b>		<b>597.17</b>	<b>84985</b>			
Capital cost	512.30	315.10	264.78			
Revenue expenditure	399.97	597.17	530.43			
Other receipt		30.21				
<b>Total</b>	<b>912.27</b>	<b>942.48</b>	<b>795.21</b>			

Source: Percentage of expenditure on available resources 84.37%

**Blending theory with practical knowledge:** Only theoretical inputs would not be of much help unless there are practical demonstrations. Wherever it is possible, practical demonstrations should be provided for solving local problems etc. It can also be done through role play and mock sessions.

**Provision of Travel Allowance [TA]:** The elected representatives who have already undergone training are of the opinion that the participants should be provided with TA as they have been bearing the costs of attending trainings from their own pocket.

**Provision of cooking facilities at training venues:** In some temporary training centres like the one at Amoni [it is a goat research centre] where there is no kitchen, participants are given a lunch coupon which entitles them to a meal in the local hotels where the value of the coupon [Rs.40/-] is not enough to get them a good quality meal. So, cooking facilities at the training centre can help the participants get decent meals. Food is an important part of residential training and cannot be ignored.

**Refresher training:** Apart from initial trainings, refresher trainings can be organised covering important subjects based on the findings from the monitoring and evaluations. Refresher training would be of immense help for the participants in increasing awareness and knowledge.

**Mixed group training:** Combined trainings [PRIs plus functionaries/officials] should be conducted at the block level to improve inter-personal communication, minimise ego-conflict, improve conflict resolution and solve practical role challenges through discussions.

**Quality of training materials:** The study materials should be more pictorial and reference materials for all the schemes should be provided to the PRI members. Currently, the same materials are repeatedly being given at most trainings.

**Approval of ETCs:** The suggested plan for expanded outreach through the establishing of new ETCs should be recognised and approved by the MoPR. The state department and MoPR should fill up the posts as per the requirement. There is an increased need for the development of more ETCs and related financial support for the infrastructure development is also required.

**Recognition to Functionaries:** Strengthening the Panchayati Raj system to a large extent depends upon the functionaries associated with the process and also the people and their community groups. The decentralised governance system can be made sustainable only through the ground level functionaries and appreciation of their work is highly essential. Such functionaries should be awarded/promoted and capacitated to continue their work with vigour.

**Common guidelines:** The objective of capacity building in BRGF and RGSY is more or less similar apart from some deviations in BRGF. The RGSY guidelines have more clarity on capacity building in comparison to BRGF. So, there should be "Unified and Common Guidelines" for capacity building. Infrastructure development for capacity building should be dealt with separately. The provision of common training would also be helpful for accounting. If required, there should be special subjects for backward regions.

**Training Need Assessment:** Training need assessment should be done by the MoPR at regular intervals rather than it being conducted by the state. Apart from TNA, there should be capacity need assessment which would encompass knowledge, skill and attitude components.

**Involvement of other experienced persons in training:** The trainer base for conducting trainings should be wider with scope for the involvement of learned and experienced person like activists, social workers, journalists, NGOs, CBOs and village opinion leaders.

**Common course curriculum:** The standardisation of curriculum throughout the country is highly essential, especially for the core subjects. Apart from that, some state level curriculum should be designed by the respective states. The MoPR should standardise the core curriculum with due consultation with states.

**Monitoring mechanism:** There should be a centralised monitoring system put in place by the MoPR along with state specific arrangements for monitoring of capacity building activities. Special monitoring teams should be set up at the MoPR and state levels to keep track of the capacity building initiatives.

**Faculty development programme:** It is essential that knowledge and skills of faculty members and trainers associated with trainings should be updated periodically. For this, faculty development initiatives should be taken at the state and national levels by NIRD and other national level institutions through the facilitation of the MoPR.

**Infrastructure and Human Resource Development:** The SIRD does not have sufficient infrastructure as well as resource persons to support large scale training. So, to achieve cent percent coverage of elected representatives and functionaries, it is essential that the state should have the required infrastructure and human resources to realise the objectives of capacity development.

## C. Madhya Pradesh

---

### C.1 Evaluation Objectives and Methodology

#### C.1.1 Background and Objectives

The Rashtriya Gram Swaraj Yojana (RGSY) is a centrally sponsored scheme which provides states and union territories with funds for the training and capacity building of Panchayati Raj Institutions (PRIs) at different levels for self governance. The programme is being implemented in the districts which are not covered under the Backward Region Grant Fund [BRGF]. The objective of this study was to evaluate the performance of the programme on the basis of its implementation, efficiency and overall impact on the target groups. The RGSY is a demand driven programme with a funding ratio of 3:1 between the Centre and the state. The core objectives of the scheme are:

- ◆ Upgradation of knowledge, skills and attitude of panchayat elected representatives to enable them to better perform their responsibilities towards the panchayat
- ◆ Orientation of the key officials associated with the functions devolved to panchayats for effectively serving and facilitating the panchayats in the performance of devolved functions
- ◆ Improvement of the vigour of practice of grassroots level democracy through promoting the effective functioning of the gram sabha
- ◆ Sensitisation of the media, political parties, representatives in the legislatures, civil society organisations (CSOs), trade unions, service federations and citizens to view Panchayati Raj as an effective level of local government

#### C.1.2 Approach, Methodology and Process

The midterm evaluation was conducted following a very structured study process which included:

- ◆ Review of financial data and fund flow
- ◆ Literature review of all the documents related to RGSY and BRGF
- ◆ Discussions with people involved in the planning and implementation process
- ◆ Focussed interviews with elected representatives and key officials at various levels of PRIs who have undergone training under the RGSY and BRGF programmes
- ◆ Discussions with the trainers and key individuals and organisations involved in the training process
- ◆ Focussed group discussions with people from villages included in the sample

To understand the impact of the training programmes, two districts under RGSY, namely Harda and Sehore and one district under BRGF, Khandawa were selected. The districts were selected in consultation with the Mahatma Gandhi State Institute of Rural Development's (MGSIRD) team. In each of the districts, two blocks were chosen to conduct the evaluation. Table C1 provides the details

**Table C1: Sample Coverage in Madhya Pradesh**

Particulars	BRGF	RGSY	
	Khandwa	Sehore	Harda
Sarpanch	12	15	33
Upa Sarpanch	10	12	10
Secretary	6	4	8
Pancha	37	0	10
JP	1	10	14
ZP	7	1	1
Male	40	22	47
Female	33	20	28
<b>Total</b>	<b>73</b>	<b>42</b>	<b>75</b>

of the sample coverage during field assessment. To confirm the findings from the interviews with the trainees, focussed group discussions [FGD] were also held at the village level.

To understand the design of the training process and the training content, discussions were held with MGSIRD team members involved in the training process. The trainers at the janpad and the state level were also interviewed to understand the adequacy of the training programmes, their efficiency and effectiveness and the process.

### C.1.3 Team Composition

The team for the midterm evaluation comprised Mr Saroj Nayak, Project Coordinator, CTRAN Consulting, Mr. Brijesh Kumar Singh, State Team Leader-Madhya Pradesh, and Mr Vishwambharnath Tripathy, Evaluation Associate. In addition, two field researchers were associated in the process.

## C.2 PRI Structure and System

Panchayati Raj is a system of decentralised governance and planning. Panchayati Raj was formally established in Madhya Pradesh by the Madhya Pradesh Panchayati Raj Act of 1962, which was based on the recommendations of the Balwantrai Mehta Committee. The Madhya Pradesh Panchayati Raj Act was amended in 1993 to conform to the provisions of the 73<sup>rd</sup> Amendment to the Constitution of India which gave constitutional status to panchayats. The Act included provisions for the devolution of powers and responsibilities to panchayats to plan for and implement schemes related to economic development and social justice and 29 subjects listed in the 11<sup>th</sup> Schedule of the Constitution including land improvement, minor irrigation, women and child development, etc. Madhya Pradesh was the first state in India to hold PRI elections in 1994. Since then three more rounds of elections have been held, the most recent being in December 2009 – January 2010. In the year 1996, the Panchayat Extension to Scheduled Areas [PESA] was established to extend Panchayati Raj to tribal areas with the intention of allowing tribal societies to assume control over and preserve and conserve their traditional rights over natural resources.

Currently 19 of the 50 districts in the state come under the purview of PESA of which four districts are completely covered under the Act. In the sample covered for this evaluation, the Khalwa Block of Khandwa District falls under the provisions of PESA. The Madhya Pradesh Panchayati Raj Act aims at establishing a three tiered system of decentralised governance, namely, the zilla panchayat (ZP)

### ZILLA PANCHAYAT

- Elected representatives from constituencies.
- Chairperson of District Cooperatives and Development Bank.
- All members of Lok Sabha representing the district partially or wholly.
- All members of State Legislative Assembly returned from district.
- All members of Rajya Sabha returned from the state whose names appear in the voter list of a Gram Panchayat within the district.

### JANPAD PANCHAYAT

- Elected representatives from constituencies.
- Members co-opted from the marketing societies or cooperatives.
- All members of the State Legislative Assembly.

### GRAM PANCHAYAT

- Elected Sarpanch
- Elected Upa Sarpanch
- Elected Panchas

at the district level, the janpad panchayat (JP) at the janpad level and the gram panchayat (GP) at the village level. These panchayats consist of elected representatives at different levels with elections being held every five years. The detailed structure of PRIs in Madhya Pradesh is presented above.

At each level, there are provisions for the inclusion of women, Scheduled Castes (SCs) and Scheduled Tribes (STs) through a system of reservations. The reservations for SCs, STs and women are in accordance with the 73<sup>rd</sup> Constitutional Amendment according to which seats for SCs and STs are to be reserved depending on their population as a percentage of the total population at each level and not less than one third of the seats are to be reserved for women. These seats may be allotted by a system of rotation at each level. In 2001, the concept of *Gram Swaraj* was implemented in the state wherein the gram sabhas were given significant powers of planning and implementation.

## C.3 Capacity Building Approach and Process

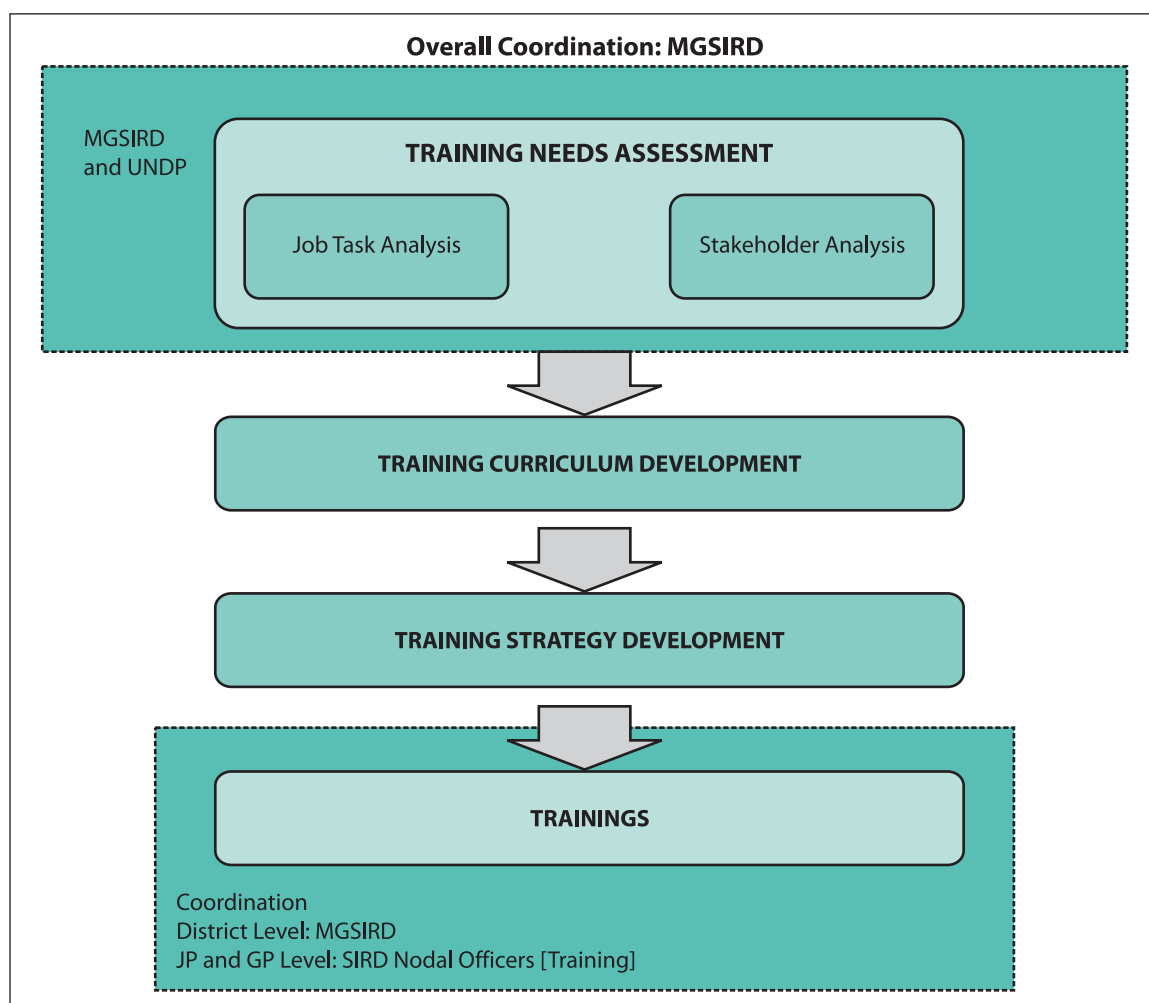
### C.3.1 Capacity Building Model in the State

The capacity building efforts in the state are carried out jointly by the state through its network of training institutions headed by MGSIRD and the Capacity Development in Local Governance [CDLG] team of the United Nations Development Programme [UNDP].

### C.3.2 Association of Training Institutions

Madhya Pradesh has a very structured capacity building model. The MGSIRD, Jabalpur, Madhya Pradesh has been assigned the responsibility of the capacity building of PRIs under the RGSY and BRGF programmes.

Apart from MGSIRD, the state has three other major training centres, namely, the Water and Land Management Institute [WALMI], Bhopal, the Sanjay Gandhi Institute of Training for Youth in Leadership and Rural Development, Pachmarhi and the RCVP Noronha Academy of Administration and Management, Bhopal. The state has six Extension Training Centres [ETCs] in Bhopal, Indore, Ujjain, Nowgaon, Gwalior and Seoni. Apart from these, there are Block Resource Centres (BRCs) at the janpad level. The figure below shows the programmatic model of training along with the roles and responsibilities of each agency in the training process.



### C.3.3 Need Identification Process

Designing a training programme and its strategy which addresses the training and capacity building needs of the target group is very important for the effective administration and implementation of the programme. The MGSIRD has kept this idea at the core while designing the training programmes and developing the strategy for administering the trainings. The MGSIRD conducted Training Needs Assessment (TNA) workshops to understand the training and information gaps that exist amongst the PRI members. These workshops were held in consultation with leading NGOs in the state, heads of various departments, other training institutions, elected representatives at various PRI levels, and prominent leaders in the development sector. The training needs were identified on the basis of stakeholder analysis and job task analysis. The training programmes, pedagogy and the curriculum were designed based on the outputs of these workshops.

### C.3.4 Training Design and Content

The training programmes for each level of the PRIs were designed keeping in mind the output of TNA workshops conducted by MGSIRD. Care was taken to include as much of the information and training needs identified and still keep the pedagogy and curriculum simple enough to be understood by the participants. Particular attention was given to include information that would empower the trainees to work towards better and efficient planning, implementation of government schemes and act responsibly for the development of the villages. The trainees were provided with reading and reference material prepared in Hindi. The reading material was in a simple, easy-to-follow format to ensure that the participants were able to understand and assimilate the information easily. Different sets were prepared for each level of PRI, keeping in mind the profile of the trainees, the context and the needs of the trainees.

#### C.3.4.1 Gram Panchayat

The content of GP level trainings included two modules. Module-I included information about Panchayati Raj in Madhya Pradesh and Module-II consisted of details regarding major programmes for rural development.

The details of the contents in Module-I are as follows:

- ◆ Panchayati Raj in Madhya Pradesh: Outlines the main tenets of the Panchayati Raj Act, its history, vision and purpose. This includes all the major provisions of the Panchayati Raj Act of Madhya Pradesh, 1993
- ◆ Gram Sabha: Purpose, powers and functioning of the gram sabha, planning for development, taxation and budget preparation
- ◆ Gram Panchayat: Roles and responsibilities of GP members, committees, powers of the sarpanch, annual budget and annual plan, sources of income for the GP, accounts and annual administrative report
- ◆ Other important issues: Accounting and bookkeeping, removal of and reinstating the sarpanch and members, etc
- ◆ Special provisions under PESA
- ◆ Special provisions for GPs in areas falling under the Fifth Schedule.

Module-II consisted of major programmes and schemes related to development in rural areas. The content of Module-II includes:

- ◆ Programmes related to rural development: Swarna Jayanti Gram Swarajgar Yojana, National Rural Employment Guarantee Scheme, Indira Awas Yojana, etc.
- ◆ Programmes related to social welfare: National Family Assistance Programme, Social Security Pension, etc.
- ◆ Programmes related to women and child welfare
- ◆ Health Department programmes
- ◆ Case Studies.



Different case studies were included in the training programmes to highlight different issues related to the proper functioning of the GP. The issues addressed in the case studies included characteristics of a good leader, the ideal way to conduct a GP meeting, Self Help Groups, various social welfare schemes etc.

#### C.3.4.2 Janpad Panchayat

The JP training material consisted of the following major topics:

- ◆ The 73<sup>rd</sup> Constitutional Amendment and its special provisions
- ◆ History of Panchayati Raj in Madhya Pradesh
- ◆ Main tenets of Madhya Pradesh Panchayati Raj Act of 1993
- ◆ Constitution of JP, permanent committees, roles and responsibilities
- ◆ Planning and budgeting by the JP, keeping account of receipts and expenditures and audit
- ◆ Annual administrative report of the JPs
- ◆ Powers, responsibilities and programmes devolved to the JP
- ◆ PESA, RTI and other issues.

#### C.3.4.3 Zilla Panchayat

The ZP training material consisted of the following major components:

- ◆ The 73<sup>rd</sup> Constitutional Amendment and its special provisions
- ◆ History of Panchayati Raj in Madhya Pradesh
- ◆ Main tenets of Madhya Pradesh Panchayati Raj Act of 1993
- ◆ Constitution of the ZP, meetings, removal of members, permanent committees, roles and responsibilities
- ◆ Planning and budgeting by the ZP, keeping account of receipts and expenditures and audit
- ◆ Annual administrative report of the ZP
- ◆ Powers, responsibilities and programmes devolved to the ZP

The relevance of the training content is reflected in the response of the sample trainees that were interviewed to understand the impact and effectiveness of the trainings. Most of the respondents found an increase in their knowledge about their own roles and responsibilities in the Panchayati Raj system. They indicated that they have been able to function better than before because of the information received in the programmes.

### C.3.5 Trainers Association

The trainers deployed for training the Panchayati Raj representatives and officials were stratified according to the PRI levels. For district level panchayat representatives and officials, the trainers included senior level government departmental officials, leading trainers and subject matter experts from civil society organisations, faculty members from RCVP Noronha Administration and Management Academy and leading experts working in the sector.

The janpad level trainers included ETC faculty members, Panchayat Training Centre faculty members, district level officers, District Project Officers, and subject matter experts on various issues of Panchayati Raj. The GP level trainers deployed for the purpose included relevant government officials at the janpad levels to undertake sessions related to their department and conduct the overall training programmes.

### C.3.6 Training approach and Methodology

The state followed the lecture and discussion methods for training the PRI members. The training sessions were strategically planned so as to follow a smooth transition from one subject matter to another. The sessions were conducted by subject matter experts from various governmental departments at the respective levels and individuals working in the area of Panchayati Raj, departmental heads and faculty members from different training institutions in the state. Video presentations were used to highlight ideal panchayats in other states. The training programmes encouraged open discussions and clarified the issues and doubts of the participants. Pre-training analysis was used to assess the information and knowledge base of the participants and post training feedback was taken to assess the effectiveness of the programme. The trainings at the GP level followed a cascading strategy in which simultaneous training programmes were conducted.

### C.3.7 Training Logistics and Administration

The training for each level of PRI members was held at predetermined venues and care was taken to ensure that the venues were equipped to handle the requirements of the training programmes.

#### MAHATMA GANDHI STATE INSTITUTE OF RURAL DEVELOPMENT

- Training Need Assessment of Panchayat Raj Institutions
- Design strategy for training and capacity building
- Train the trainers to conduct training programmes for PRIs
- Design the training curriculum and training materials

#### RCVP Noronha Academy of Administration and Management

- Training of Zilla Panchayat Chairperson and Deputy Chairperson

#### Water and Land Management Institute

- Training of Zilla Panchayat members
- Training of Janpad Panchayat Chairperson and Deputy

#### Extension Training Centres

- Training of Janpad Panchayat members

#### Block Resource Centres

- Training of Sarpanch, Upa Sarpanch and Secretaries of Gram Panchayat

#### Cluster Level

- Training of Gram Panchayat members

For the GP sarpanch, upa sarpanch and Secretary, JP and ZP, the trainings were residential and all the arrangements for boarding and lodging were arranged by the associated officials.

Nodal officers were appointed by MGSIRD for each district and janpad and they were given the responsibility of the overall coordination of the training programmes in partnership with the respective officials. The state government had also instructed the Chief Executive Officers and other departmental heads in the janpads to make logistic arrangements. In most cases, the training sessions were either held at the janpad office or other venues such as the Forest Department guest houses, which met the training needs.

### C.3.8 Training Achievements

The estimated coverage of PRI representatives and functionaries as per the plan document prepared by MGSIRD is presented in Table C2.

As can be seen, the training of the GP Sarpanch and ZP president has had the highest achievement rate (Table C3). However, the training programmes in the state began only in April. Considering the short time frame and the timing of training which coincided with the agricultural season as well as intense summers, the achievements are appreciably high. Currently, the training of the panchas and the remaining elected representatives is ongoing in the state.

**Table C2: Trainee Coverage under RGSY and BRGF**

PRI Level	Title	Duration of Training	Estimated No. of Trainees			
			RGSY	Total	BRGF	Total
Zilla Panchayat	President	6	21		29	
	Vice President	6	21	372	29	529
	Members	6	330		471	
Janpad Panchayat	President	6	124		189	
	Vice President	6	124	2728	189	4123
	Members	6	2480		3745	
Gram Panchayat	Sarpanch	6	9598		13439	
	Upa Sarpanch	6	9598	177627	13439	255004
	Members	3	148833		214687	
	Secretaries	6	9598		13439	

**Table C3: Training Achievement in Madhya Pradesh till August 2010**

PRI Level	Title	No. Trained	Achievement %
Zilla Panchayat	President	19	90.48
	Vice President	11	52.38
	Members	38	11.51
Janpad Panchayat	President	31	25.00
	Vice President	23	18.55
	Members	1467	59.15
Gram Panchayat	Sarpanch	9016	93.93
	Upa Sarpanch	6286	65.49
	Secretary	7368	76.76

### C.3.9 Training Feedback System

All the training programmes were preceded by a pre training assessment of the participants through a detailed questionnaire. The questionnaire consisted of multiple choice questions regarding various issues related to the Panchayati Raj system, namely:

- ◆ The 73<sup>rd</sup> Amendment and its provisions thereof
- ◆ Formation of the GP, roles and responsibilities of elected representatives and rules regarding meetings, planning, etc.
- ◆ Various powers devolved to the panchayats and implementation of schemes.

The training programmes were followed by a post training assessment that repeated the questions on the same issues. A comprehensive assessment of these assessments has not been done as trainings are still ongoing in the state. The trainees were also asked for feedback on various aspects of the training programmes such as adequacy and success of the training in achieving its objectives, assimilation of information imparted during the training, effectiveness of the reading material distributed during the training, general administration and coordination of the trainings.

### C.3.10 Effectiveness of Training

The effectiveness of the training and its utilisation were assessed through a selective sampling technique in which three districts in the state were selected, two for RGSY and one for BRGF. In each of the districts, two blocks were chosen and trainees were interviewed in each block and the district. The trainees were interviewed using a prescribed format, which consisted of general questions regarding the training programmes and rank based criteria to assess the impact of the trainings. The evaluation process included various indicators to assess the effectiveness and efficiency of the training programmes. Most of these indicators were based on the recall method to assess the effective use of training for information dissemination and qualitative indicators to assess the impact of the training programmes.

It is to be noted that the responses of the trainees are not mutually exclusive and some of them felt that the training programmes had more than one theme. About 94 per cent of the respondents indicated that the theme of the training was information about the Panchayati Raj, 98.95 per cent of the respondents felt that the most important aspect of the training programmes was information about the various schemes. The general impact of the trainings was an increase in the knowledge base of the trainees regarding the Panchayati Raj system, administrative procedures and setup. The majority of the trainees perceived that the villagers now listened to them, which made it easier for them to ensure collective action in the planning and implementation of different schemes. Ms Aadgi Laudhi, Sarpanch of Jahangirpur Panchayat in Sehore Janpad stated that because of the training she feels empowered and confident about her role and also about voicing her opinion in the panchayat. She is able to work more effectively as a sarpanch.

Other parameters of the training process such as skill development, utilisation of information in the effective working of panchayats, etc. could not be assessed. The short time frame between the training programmes to this midterm evaluation has not allowed many of the respondents to feel the difference that the trainings have brought about.

### C.3.11 Training Inclusion

Most of the training programmes were conducted in a manner that would facilitate women's attendance. For example in Sehore, women are allowed to bring their spouse or a male member from the family along with them to the training programmes so that they feel comfortable attending the sessions. Even though the training programmes were residential, the female participants were allowed to commute everyday to the training venue from home. This led to increased comfort levels of the women participants. Concerns voiced about the reading material by trainees who were illiterate were addressed by suggesting/ allocating persons who could read them out to them. A case in point is that of Mrs. Dhapubai, Sarpanch of Bijauri Gram Panchayat from Sehore who is illiterate and cannot read the training material. She asks her daughter, who goes to school, to read the training manuals to her each time she needs to refer to them and requires clarification regarding any of the issues.

### C.3.12 Utilisation of Training

The scope of utilising the inputs received during training at work was assessed using the recall method. The respondents were asked questions regarding the training programme such as the theme of the training and skills and knowledge acquired. About 98.95 per cent of the respondents indicated that the most important aspect of the training was the information regarding the various schemes. There is a general perception that there has been an increase in the general understanding of the administrative procedures involved in the proper implementation of schemes and in identifying the beneficiaries. About 90 per cent of the respondents felt that now that they are aware of their powers, roles and responsibilities, they can work more efficiently and effectively. They mentioned that prior to these trainings they were not clear about the proper functioning of the panchayats and with the information that they had gained in the training programmes they feel empowered. This was especially true for the first time entrants and women. They also felt that the training that it taught them how to get people to listen to them. The constraints faced by the trainees while applying the inputs from the training in their work processes could not be assessed properly due to the short time frame.

The respondent's survey included a list of qualitative indicators related to the functioning of panchayats and the elected representatives and administrative procedures. The responses to these indicators were ranked 1-5 for both pre and post training scenarios. The respondents were asked to score on certain indicators according to their experiences, pre and post training. The analysis of their responses indicates that:

- ◆ There is an average of 1.96 point increase in post training scores for the effective execution of devolved functions. This means that there has been an increase in the understanding of the respondents regarding their roles and responsibilities in the Panchayati Raj system.
- ◆ There has been an average increase of 1.97 points in the effective implementation of schemes. Many of the respondents recalled information regarding schemes as the most important theme of the trainings. This increased score reflects that the trainings have been helpful in providing trainees with information regarding the programmatic and administrative procedures regarding various rural and social development schemes.
- ◆ The indicator regarding the impact of inputs received during training on local planning showed only an average increase of 0.85. This can be due to the fact that not much time has passed since the training.

- ◆ There was an average increase of 1.85 points in the indicator related to understanding of local administration. The respondents feel that now they understand the administrative structures better, particularly in the case of panchayat officials who feel that now they know the details of departments handling the various schemes.
- ◆ The indicators regarding the empowerment of the gram sabha and need based planning did not show a significant increase since the trainees have not had much time to put the ideas into practice, but they showed positive response for the future.
- ◆ The official level indicators were related to the understanding of decentralisation, understanding of local issues and planning and facilitating social and economic development.
- ◆ The indicator related to the understanding of decentralisation showed an average increase of 1.69.
- ◆ The indicator for the understanding of the functioning of PRIs showed an average increase of 1.87, indicating that the programmes were effective to some extent in reaching their objectives.
- ◆ The indicators regarding the understanding of local issues did not show much increase because the officials in PRIs are already aware of them to a large extent and the training programmes did not really affect that understanding.
- ◆ The indicator on acting as facilitators in local planning showed an average increase of 1.92. This is because many of the respondents indicated a better understanding of government schemes as a major impact of the training programme.
- ◆ For the indicator related to guiding and facilitating the GP members, there was an average increase of 1.88 points indicating that the training programme has been useful to a great extent for the Panchayati Raj officials.

Many of the officials feel that the training programme has been very useful to them as before attending this training they had little or no idea about the Panchayati Raj system, administrative procedures and their own roles and responsibilities. This was felt most by the first time appointees, particularly the Secretaries of the GPs.

### C.3.13 Overall Observations

During the fieldwork, a number of trainers who were involved in the training of Panchayati Raj elected representatives and officials were interviewed. During these discussions, a few insights into the training programmes emerged. The training programmes have resulted in an increase in awareness. The trainers showed an increased involvement in the planning process in the villages, bringing proposals and following up on them. The trainers expressed that the training of the GP members should be held away from the janpad office as the training interferes with the programmes. Another key observation made during a training programme being conducted at the cluster level was that the trainees do not attend the complete programme despite all arrangements.

Some trainers feel that the trainers should not be local officials since the trainees do not take them seriously.

Many trainees and trainers feel that the trainings have brought about a positive change in the attitude of the elected representatives and they feel more empowered and aware due to the information provided during the programmes. They felt that such training programmes should be conducted frequently to update them about new programmes and changes in the administrative processes.

There have been conflicting views about involvement of NGOs in the training programmes. On one hand some are of the opinion that not involving trainers from NGOs was an effective strategy as it ensures accountability but on the other hand there is a feeling that the involvement of NGOs would have led to better training programmes. These contradictory view points came about because people feel that though departmental officials are able to explain the schemes properly they are vague when it comes to providing clarifications on the powers of the elected representatives.

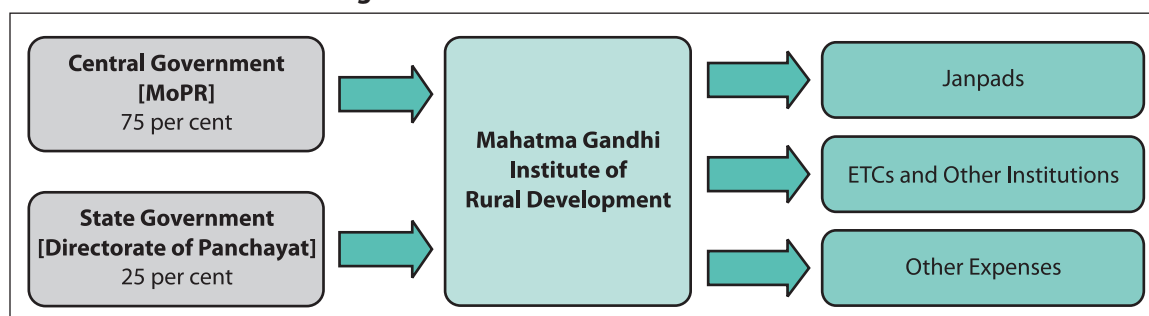
Some of the trainees and trainers have also suggested that the training calendar should be planned around the agricultural activities in the region. When training activities were held during the peak agricultural season, the attendance was irregular as most of the trainees are farmers and were busy in agricultural activities. The training strategy for future training programmes should keep the above observations in mind, in particular the training calendar. Issues about the quality of trainers and trainings can be addressed by ensuring the active participation of janpad level officials.

## C.4 Funds Flow and Utilisation

### C.4.1 Funds Flow Mechanism

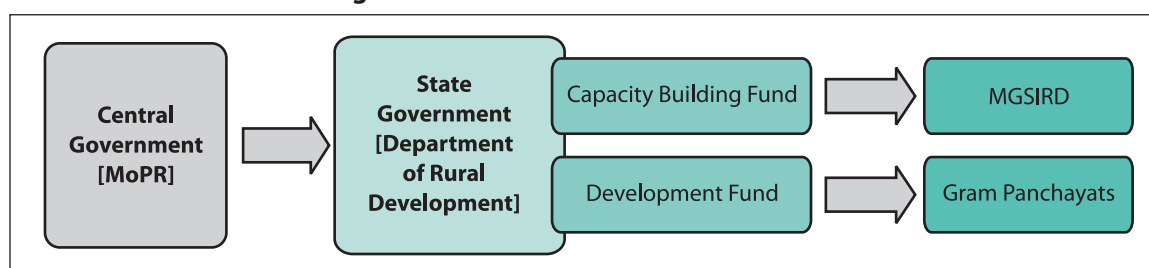
The RGSY is a centrally sponsored scheme with 75 per cent of the grant being provided by the Central Government and 25 per cent being given by the state government. Figure C1 below shows the flow of funds under the programme.

**Figure C1: Fund flow mechanism in RGSY**



The BRGF, on the other hand, is a Central Government scheme with 100 per cent of the funds being provided by the Centre. The fund flow mechanism under BRGF is shown in Figure C2.

**Figure C2: Fund flow mechanism in BRGF**



The two programmes differ only in terms of their fund flow mechanism and fund utilisation. However, the funds under the two programmes are not clubbed together as the fund utilisation patterns under the two programmes are different. The training programme, strategy, content and training materials designed for trainings under RGSY and BRGF are similar. Table C4 shows the details of the total estimated expenditure for the trainings under RGSY as proposed by MGSIRD.

**Table C4: Estimated Expenditure of RGSY proposed by MGSIRD in MP**

Category	No. of Participants	No. of Modules	Duration [days]	Cost [per participant/day]	Total
Elected Representative of PRIs					
Zilla Panchayat	400	3	6	600	1440000
Janpad Panchayat	3154	3	6	450	8515800
Gram Panchayat	173741	3	6	300	312733800
<b>Total [1]</b>					<b>322689600</b>
Development Functionaries of Panchayats					
District	971	3	6	500	2913000
Block	8598	3	6	450	23214600
GP	26591	3	6	250	39886500
<b>Total [2]</b>					<b>66014100</b>
<b>Grand Total</b>					<b>388703700</b>

Of this total estimate, the Central Government's share would be Rs.29.45 crore and the state's share at 25 per cent would be Rs.9.72 crore. Till date the state has received one instalment of Rs.11.31 crore from the Central Government [MoPR] and a corresponding share of Rs.3.77 crore from the state government [Directorate of Panchayati Raj, Bhopal] has been allocated. The details of the utilisation of the first instalment are discussed in the following sections.

### C.4.2 Fund Utilisation

The MGSIRD received the first instalment of Rs.1131.00 lakh in 2009-10 as the Central Government's share from the MoPR for RGSY. The Director of Panchayati Raj, Bhopal provided a 25 per cent corresponding grant of Rs.377.00 lakh in the same year. Table C5 shows the receipts and disbursements for the first instalment as provided by MGSIRD. The total receipts from the MoPR, GoMP, other sources and adjustments totalled to Rs.152524600.00 in the year 2009-2010.

**Table C5: Receipt and Expenditure under RGSY for the year 2009-10 in MP**

RECEIPTS		
Grant in Aid Received		
Gol Panchayat Raj	113100000	
Director Panchayat, Bhopal	37700000	<b>150800000</b>
Incomes		
5% Administration Charges Deducted		
M/S Green Brigade	187306	
M/S Disha Development Society	120255	<b>307561</b>
Interest Received		<b>1215107</b>
Tax Deducted at Source (TDS)		
M/S Green Brigade	84888	
M/S Disha Development Society	54513	
Tiwari Travels	100	<b>139501</b>
Adjustment		
Interest not booked during 24 <sup>th</sup> May 2010 - 31 <sup>st</sup> May 2010	50394	
Training account	12037	<b>62431</b>
<b>TOTAL</b>		<b>152524600</b>

Contd...

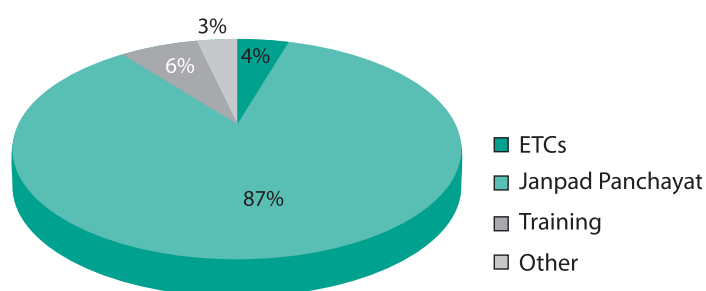


PAYMENT		
Amount Transferred to ETCs		
ETC Bhopal	500000	
ETC Indore	500000	
ETC Ujjain	2000000	
ETC Nowgaon	500000	
ETC Gwalior	500000	
ETC Seoni	500000	<b>4500000</b>
Amount Transferred to NGO		
M/S Green Brigade	2146100	
M/S Disha Development Society	1205670	<b>3351770</b>
Amount Transferred to Janpad Panchayats		<b>103687200</b>
Training Expenses		<b>7499479</b>
Deposit of TDS		
M/S Green Brigade	84888	
M/S Disha Development Society	54513	
Tiwari Travels	100	<b>139501</b>
Adjustments		
5% Administration charges deducted		
M/S Green Brigade	164513	
M/S Disha Development Society	120255	<b>284768</b>
Closing Balance		<b>33061882</b>
<b>TOTAL</b>		<b>152524600</b>

The pie diagram in Figure C3 shows the percentage distribution of funds under various heads. It is to be noted that the distribution does not include the closing balance and that the head 'Others' includes adjustments, deposit of tax deducted at source and amount transferred to NGOs.

As can be seen that 87 per cent of the total funds disbursed or spent by MGSIRD [Rs.119462718.00] was distributed to various JPs for trainings. The expenditure under the head of trainings includes expenses on the training of trainers, training of JP members at various ETCs, monitoring and payments to other institutions such as WALMI, RCVP Noronha Academy, Bhopal, etc. Table C6 shows the district-wise distribution of funds to various JPs in the state.

**Figure C3: Distribution of funds under RGSY for the Year 2009-10**



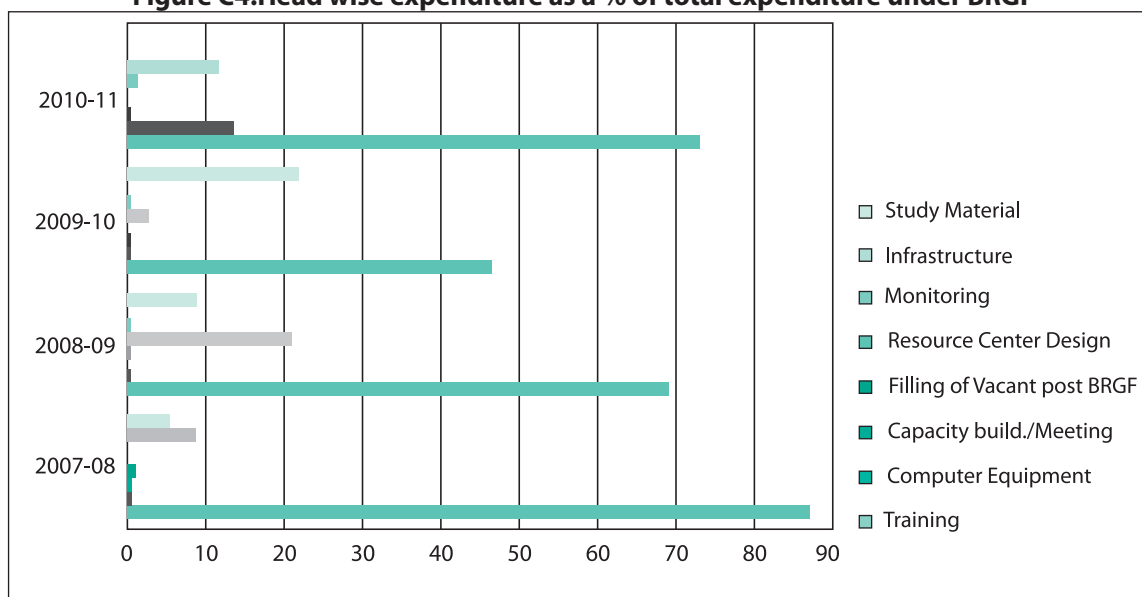
**Table C6: District wise Distribution of RGSY funds for the year 2009-10 in MP**

District	Amount [Rs.]
Bhind	5335875
Bhopal	2277450
Vidisha	6218100
Chhindwara	8759250
Datiya	3126825
Dewas	5512725
Gwalior	3208275
Harda	2283975
Hoshangabad	4576950
Indore	3414600
Jabalpur	5760450
Mandasor	4684725
Muraina	5557050
Narsinghpur	4069125
Nimach	2768175
Raisen	5588100
Ratlam	4806675
Sagar	7735500
Sajapur	6129000
Sehore	5409225
Ujjain	64,65,150
<b>TOTAL</b>	<b>10,36,87,200</b>

In the year 2010-2011, the MoPR released a second instalment of Rs.1784 lakh for training under the RGSY programme, which was received by MGSIRD in September 2010. The latest fund utilisation by MGSIRD under the BRGF is presented in Table C7.

**Table C7: Receipt and Expenditure details of BRGF in MP**

Year	2006-07	2007-08	2008-09	2009-10	2010-11	Total	
Opening Balance	Nil	339.17	1079.97	2734.11	1830.60		
Interest	Nil	7.53	22.86	74.03	20.09	124.51	
Received Fund	339.17	1312.12	2286.926	0	566.00	4504.216	
Total	339.17	1658.82	3389.756	2808.14	2416.69	4628.726	
Expenditure	Training	Nil	490.16	454.76	455.32	722.09	2122.33
	Computer Equipment	Nil	1.33	1.21	0.30	134.47	137.31
	Capacity build./Meeting	Nil	0.10	0	0.97	2.35	3.42
	Filling of Vacant post BRGF	Nil	5.22	1.60	0	0	6.82
	Resource Centre Design	Nil	0.25	138.00	27.00	0	165.25
	Monitoring	Nil	0	0.33	0.50	13.75	14.58
	Infrastructure	Nil	50.00	0	278.76	116.24	445.00
	Study Material	Nil	31.79	59.75	214.69	0	306.23
	Total	Nil	578.85	655.65	977.54	988.90	3200.94
Expenditure [%]	Nil	35.00	19.34	34.81	40.92	69.15	
Closing Balance	339.17	1079.97	2734.11	1830.60	1427.79		

**Figure C4: Head wise expenditure as a % of total expenditure under BRGF**

As can be seen in Figure C4, the highest expense has been incurred for the training of elected representatives in the state each year. In the year 2009-2010, the training expense was reduced to 46.57 per cent of the total expenses as the trainings were held back in the state as PRI elections were to be held. In the year 2010, the training expenses increased again post election when the trainings began afresh for the newly elected PRI members.

Apart from the training and monitoring expenses, other expenses have been one-time expenditures. The flow of funds from the Central and state governments to MGSIRD under both the programmes has been uninterrupted. The funds for both the programmes were received in a timely manner well before they were required and hence the training programmes under RGSY and BRGF were conducted as planned. The transfer of funds from MGSIRD to JPs and other training institutions also did not face any obstacles.

## C.5 Programme Monitoring and Evaluation Procedure

The MGSIRD has the overall responsibility of monitoring and evaluating the programme efforts. The janpads have to provide monthly programme achievement and financial reports to MGSIRD. The training programmes are monitored to ensure the quality and effectiveness of the trainings and the training logistics. Nodal officers appointed by MGSIRD at both the district and janpad levels are given the responsibilities of monitoring the training programmes. The state government has also directed the CEOs at both, the district and janpad levels to monitor the training programmes to ensure proper management and effective implementation.

## C.6 Conclusion and Recommendations

The core objective of RGSY is to strengthen and empower the PRIs from within by providing training to the elected representatives and other officials on the decentralisation process so that they work towards fulfilling the vision of a more democratic, decentralised local governance system. The core content of the training programmes was the Panchayati Raj system and the roles and responsibilities of the trainees and the administrative procedures involved at each level of the PRIs. Towards these

objectives, the training programmes have been quite successful. The general approach of the trainings was to equip the panchayat representatives and officials with knowledge and skills, which would enable them to work more effectively, efficiently and responsibly towards their constituents.

It is too soon to try and assess the impact of the RGSY programme in Madhya Pradesh. The elections for various PRIs were held in January, 2010 and the training of the newly elected representatives began in April 2010 and is still ongoing. Not enough time has passed for the trainees to put the knowledge gained in the trainings into practice. However, a general feeling of empowerment has been experienced by the trainees. Due to the trainings, the trainees feel that they have enough information to be able to work towards the economic and social development of their constituents. The most important aspect of the trainings was the information regarding the various schemes and administrative procedures involved. This has and will lead to the more effective and efficient implementation of various social security, social and economic development programmes in the state. Additionally, the programmes have equipped the participants with a good amount of information about the development process and its enablers.

From various discussions with the implementation bodies and with the training participants certain key points have emerged which have been presented as recommendations for the future.

- ◆ The training programmes should not be a one-time strategy, but should be an ongoing continuous process. This will ensure that the elected representatives and the officials are abreast of the latest developments and work more effectively.
- ◆ While designing the strategy for the training programmes and training calendar, care should be taken about checking the availability of the participants. If the training is being held in the peak agricultural season, it is difficult for the trainees to attend the programme even if they are interested in the process. In Madhya Pradesh, the trainings were held in summer, which is not only a very hot period in terms of weather; it is also an agriculturally intensive period.
- ◆ There should be an increased focus on the women, illiterate representatives and those belonging to the SCs and STs. Separate capacity building sessions and curriculum needs to be developed to ensure more inclusive practices.
- ◆ Campaigns for the sensitisation of the media, political parties and general public need to be held in the state. There is a need for more common forums where the elected representatives can voice their opinions more freely.
- ◆ The evaluation process of the programme was conducted when trainings were ongoing in the state. So, the impact analysis of the programme was not possible due to the paucity of time.

## D. Orissa

---

### D.1 Evaluation Objectives and Methodology

#### D.1.1 Background and Objectives

With the 73<sup>rd</sup> Amendment of the Constitution, the Panchayati Raj Institutions (PRI) has been enabled to function as institutions of self government. The Indian experiment of deepening local democracy by introducing the 73<sup>rd</sup> and 74<sup>th</sup> Amendments to the Constitution in the early nineties has resulted in providing constitutional status to rural and urban local self governments. It has provided a politically mandated platform for decentralised planning from the grassroots. The 73<sup>rd</sup> Amendment has ensured the placing of the rural local self governments, the PRIs in India; 537 district panchayats, 6097 intermediate panchayats and 2,34,676 village panchayats have been placed enabling the formation of the largest constitutionally elected local governance institutions in the world, which works towards inclusive governance and participatory citizenship. Over the past 17 years, there have been several measures initiated by the Government of India to implement the constitutional amendment/s, in letter and spirit. The formation of a separate Ministry of Panchayat Raj (MoPR) in May 2004 also endorses the seriousness and intent of the government in enabling the implementation of the 73<sup>rd</sup> Amendment.

Since its formation, the MoPR has, in turn, initiated several measures to strengthen the PRIs so that they function as local self governments, in keeping with the spirit of Part IX of the Constitution<sup>1</sup>. The strengthening of the gram panchayats (GPs), especially, with focus on providing the requisite infrastructure and staff, building the capacities of the functionaries for planning and implementation, local accountability, resource mobilisation and financial management, has been signalled as an area of prime importance. Providing assistance and support to the states to strengthen panchayats so that they can effectively perform the functions devolved to them has been a matter of priority and challenge. In order to meet its objectives and the challenges, the MoPR has envisaged a national scheme, the Rashtriya Gram Swaraj Yojana (RGSY) that would enable the administrative strengthening and capacity building of panchayats. The RGSY has the specific objective of assisting the state governments in the training and capacity building of the elected representatives of the PRIs so that they can effectively perform the devolved functions and the schemes entrusted to them. The RGSY covers the districts that are not covered by the Backward Region Grants Fund (BRGF)<sup>2</sup>. The National Capacity Building Framework (NCBF) implemented under BRGF in the country is also applicable under the RGSY.

The focus of RGSY is on:

- ◆ Upgradation of the knowledge and skills and attitude of the panchayat elected representatives to perform their responsibilities effectively

<sup>1</sup> 150 points of action covering 18 dimensions have been noted in the 7 Round Tables of State Ministries of Panchayati Raj, convened by MoPR between June to December 2004 [Ref: Guidelines of RGSY, 2008]

<sup>2</sup> BRGF-Backward Region Grants Fund

- ◆ Orientation of the key officials to facilitate them in the performance of devolved functions
- ◆ Improvement in the vigour of the practice of grass root level democracy through promoting the effective functioning of the gram sabha
- ◆ Sensitisation of the media, political parties, representatives in the legislatures, civil society organisations (CSOs), trade unions, service federations and citizens to look at Panchayati Raj as an effective level of local government
- ◆ Special training for women, SCs/STs, first time entrants to the system, and those in the PESA areas.

The RGSY is demand driven in nature and the funding pattern is that 75 per cent is given by the Central Government, and 25 per cent is to be contributed by the state government. The funding covers:

- ◆ The actual training of PRI members
- ◆ Setting up of infrastructure for satellite based/other modes of distance training
- ◆ Infrastructure for Training Resource Centres at the district/block levels in the north eastern and hilly states
- ◆ Orientation of key officials associated with functions devolved to panchayats
- ◆ Promoting sensitisation of gram sabha
- ◆ Sensitisation of the media, elected representatives in legislatures, and CSOs.

In order to deal with the various challenges in implementation and to initiate suitable measures that could be used to make mid-course corrections, the MoPR commissioned an interim evaluation of the programme. The specific objectives of the interim evaluation are listed below.

- ◆ Assessing the RGSY's progress in meeting its objectives, with respect to the training of the elected representatives and the functionaries of the PRIs, setting up of the infrastructure for satellite based/distance training, sensitisation of gram sabhas, sensitisation of media, elected representatives, CSOs etc.
- ◆ Reviewing the ease of management of the scheme at the national and state levels in terms of the implementation structure and the fund flow mechanism
- ◆ Reviewing the extent to which synergies with activities under BRGF are being established
- ◆ Analysing the extent to which a knowledge base is being established so that sustainable capacity is built for addressing the relevant development problems
- ◆ Undertaking an assessment of the activities that are feasible for sustainability
- ◆ Undertaking an assessment of contributions from the state governments
- ◆ Documenting the innovations and good practices.

The interim evaluation that has been conducted in Orissa is presented in the following sections. Orissa is one of the six states taken up for the study<sup>3</sup>.

### D.1.2 Approach and Methodology

The approach to this interim evaluation has been one of assessing the impact of training and capacity building initiatives within the framework of a project – the RGSY. While acknowledging

<sup>3</sup> The other states include Rajasthan, Madhya Pradesh, West Bengal, Assam and Andhra Pradesh

the fact that capacity building initiatives have long term implications and cannot be gauged within a time frame, for the interim evaluation, the assessment has been done within a project framework. An impact assessment has been done of the input (the training and capacity building initiatives) and its relation to the output within the broad framework of the RGSY and its goal of strengthening PRIs to perform effectively.

For the purpose of the field level assessment, three districts were selected of which one is from BRGF and other two are from RGSY<sup>4</sup>. To understand the implementation process, interactions were held with state level authorities from the Panchayati Raj (PR) Department. Information was collected from the concerned authorities at the State Institute for Rural Development (SIRD). Based on the interactions and their feedback, three districts, two for assessing the impact of RGSY and one for assessing BRGF were selected. The Panchayat Samitis [the middle tier of PRIs] and the GPs were selected based on interactions with the district administration of the respective districts. In the sample districts, in-depth interviews were conducted with the trainees, including the elected representatives and the officials. The details of the sample covered in the selected districts are given in Table D1.

**Table D1: Trainees Sample covered during Evaluation**

Sl. No.	Sample Category	RGSY	BRGF
1	Districts	2	1
2	Panchayat Samiti	4	1
3	Gram Panchayats	21	1
<b>TRAINEES</b>			
4	PRI Trainees – ZP	3	
5	PRI Trainees – PS	6	
6	PRI Trainees – GP	31	11
7	Trained Officials – GP level [Executive Officer]	5	3
<b>SERVICE PROVIDER</b>			
8	Institutes imparting RGSY/BRGF training [SIRD and ETCs]		2
9	Trainers – District level [imparting training]	17	1
10	DPNGO	6	2

Note: During the evaluation, there was an outbreak of diarrhoea in the BRGF district of Rayagada due to which many officials and PRI members could not be contacted. An emergency health operation was going on in the district during that period.

### D.1.3 Team Composition

The evaluation has been facilitated by team members selected from different areas. The team members were from different educational and occupational backgrounds. They were trained in administering the schedule and in eliciting information by the supervisor and coordinator of CTRAN. All the team members were well versed in the local language. While the overall evaluation was supervised and coordinated by Mr. Saroj Nayak, the evaluation was guided by Mr. Ashok Kumar Singha, Director, CTRAN Consulting. Field level assessment was conducted by Mr. Sangram Keshari Mohapatra and Mr. Gangadhar Acharya along with other team members.

## D.2 PRI Structure in Orissa

Orissa is one of the states in the country which has adopted the three tier Panchayati Raj system. In 1990, the zilla parishad (ZP) was re-introduced through the reservation of 33 per cent seats for women

<sup>4</sup> Rayagada falls under PESA

and holding elections in 1992 prior to the passing of the 73<sup>rd</sup> Amendment. Despite the dissolution of Panchayati Raj in August 1, 1995 the elections were not held in accordance with the provisions of the 73<sup>rd</sup> Amendment of the Constitution of India, the elections were finally held in 1997. The second Panchayati Raj elections were held in February, 2002 after two major amendments of the Constitution of India i.e. the 73<sup>rd</sup> Amendment and Panchayat Extension to Scheduled Areas (PESA) Act 1996 where by the posts in the three tier institutions in the Scheduled Areas were reserved for members of Scheduled Tribes (STs). The PR Department of Orissa primarily deals with two ministries of the Government of India; i.e. the Ministry of Rural Development [MoRD] and Ministry of Panchayati Raj [MoPR].

**Table D2: PRI in Orissa**

	In the State	In Scheduled Areas
No. of Districts/ZPs	30	07 [Fully], 6 [Partly]
No. of Blocks/PSs	314	118 [Full], 03 [Partly]
No. of GPs	6,234	1966
<b>Total elected representatives -</b>		
ZP Members	854	256
PS Members	6233	1965
Sarpanches	6234	1966
Ward Members	87,542	24,734
Total No. of Villages	51,349	

A distinguishing feature of the Panchayati Raj system in Orissa is that to ensure reservation in favour of SCs, STs, and women in the three tier PRIs, either the Chairperson or the Vice Chairperson of all the three tiers of PRIs is a woman. The Orissa Panchayat laws were amended in accordance with the provisions of the 73<sup>rd</sup> Amendment and the provisions of the PESA Act. Orissa was the first state to conduct PRI elections in 2002 according to the PESA Act thereby ensuring social justice to the ST communities. All the offices of elected heads of three tier PRIs in Scheduled Areas have been reserved for STs. Gram sabhas and *palli* sabhas have been given more statutory power after the PESA Act came into force.

**Table D3: Elected Representatives in Orissa at Three Tiers**

Level	Post	No. of Seats	Member elected	SC		ST		OBC		OR	
				M	F	M	F	M	F	M	F
ZP	President	30	30	3	3	6	3	5	3	5	2
	Members	854	853	87	58	135	85	149	88	181	70
PS [IP]	Chairman	314	314	15	21	82	57	37	23	62	17
	PS Members	6,233	6,232	601	455	1,029	699	1,037	631	1,358	422
GP	Sarpanch	6,234	6,232	487	344	1,536	907	772	471	1,249	466
	Ward Members	87547	85542	7,884	6,291	12,753	9,413	13,666	9,094	19,943	5,693

Source: PR Department, Govt. of Orissa and SIRD

Note: M-Male, F-Female, SC-Scheduled Caste, ST-Scheduled Tribe, OBC-Other Backward Classes, OR-Other



**Table D4: PRI Structure in Orissa**

Name of the District	Sub-Division	No. of Blocks	No. of ZP Constituencies	No. of PS Constituencies	No. of GPs	No. of Wards	No. of Voters
Angul	4	8	28	209	209	2,938	732,572
Balangir	3	14	34	285	285	3,527	956,830
Balasore	2	12	45	289	289	4,354	1,415,075
Baragarh	2	12	34	248	248	3,401	893,249
Bhadrak	1	7	28	193	193	2,970	932,757
Boudh	1	3	9	63	63	880	262,422
Cuttack	3	14	46	342	342	5,473	1,365,570
Deogarh	1	3	7	60	60	738	178,661
Dhenkanal	3	8	27	199	199	2,821	721,107
Gajapati	1	7	14	129	129	1,526	314,835
Ganjam	3	22	69	475	475	6,943	2,007,368
Jagatsinghpur	1	8	26	194	194	3,357	791,048
Jajpur	1	10	39	280	280	4,282	1,211,430
Jharsuguda	1	5	9	78	78	928	234,828
Kalahandi	2	13	36	273	273	3,377	913,227
Kandhamal	2	12	18	153	153	2,083	403,365
Kendrapara	1	9	32	230	230	3,624	965,248
Keonjhar	3	13	37	286	286	3,680	986,522
Khurda	2	10	30	168	168	2,617	884,059
Koraput	2	14	29	226	226	2,725	692,015
Malkangiri	1	7	15	108	108	1,319	322,683
Mayurbhanj	4	26	56	382	382	5,253	1,399,243
Nawarangpur	1	10	26	168	169	2,048	660,205
Nayagarh	1	8	24	179	179	2,934	669,678
Nuapada	1	5	14	109	109	1,385	391,580
Puri	1	11	33	230	230	3,551	1,046,910
Rayagada	2	11	22	171	171	2,094	511,017
Sambalpur	3	9	19	148	148	1,874	483,531
Subarnapur	2	6	13	96	96	1,358	351,177
Sundargarh	3	17	35	262	262	3,482	917,537
<b>Total</b>	<b>58</b>	<b>314</b>	<b>854</b>	<b>6233</b>	<b>6234</b>	<b>87,542</b>	<b>23,615,749</b>

### D.2.1 Devolution of Power

The Government of Orissa is committed to strengthening PRIs as institutions of self government. In the year 2003, twenty one subjects from 11 departments were transferred to the PRIs. District Level Officers, Block Level Officers and village level functionaries of 11 departments have been made accountable to the ZP, Panchayat Samiti and GP respectively for the implementation of subjects/schemes transferred to the PRIs. They place plans and schemes for discussion and approval in the meetings at the appropriate level of PRIs. The Chairperson of the three tier PRIs have been empowered to sanction the casual leave of the Head of Offices/Institutions of 11 departments working at the various levels.

Out of 21 subjects, the activity mapping of 18 subjects has been completed and instructions have been issued to the field functionaries for the preparation of plans and schemes on subjects devolved for the economic development and social justice of people. The state government has signed a MoU [Memorandum of Understanding] with the MoPR, Government of India for the effective devolution of functions, funds and functionaries as per the mandate of the 73<sup>rd</sup> Amendment of the Constitution.

## D.3 Capacity Building Approach and Process

### D.3.1 BRGF and RGSY Districts in Orissa

The state of Orissa is divided into 30 districts covered under three Rural Development Centres (RDCs). Of these, 19 districts fall under the BRGF category while the remaining 11 districts are under RGSY. The state also has distinct Scheduled Areas, covered under the PESA Act, 13 districts [7 completely and 6 partly] are covered under this.

**Table D5: Distribution of Districts by RGSY and BRGF**

BRGF DISTRICTS [19]							
1	BALANGIR	6	GANJAM	11	KORAPUT	16	RAYAGADA
2	BOUDH	7	JHARSUGUDA	12	MALKANGIRI	17	SAMBALPUR
3	DEOGARH	8	KALAHANDI	13	MAYURBHANJ	18	SONEPUR
4	DHENKANAL	9	KANDHAMAL	14	NAWARANGPUR	19	SUNDARGARH
5	GAJAPATI	10	KEONJHAR	15	NUAPADA		
RGSY DISTRICTS [11]							
1	ANGUL	4	BHADRAK	7	JAGATSINGHPUR	10	NAYAGARH
2	BALASORE	5	CUTTACK	8	KHURDA	11	PURI
3	BARGARH	6	JAJPUR	9	KENDRAPARA		

### D.3.2 Association of Institutions in Training

The SIRD is the apex training institute for the capacity building of elected representatives and functionaries in Orissa under the aegis of the PR Department, Government of Orissa. There are three Extension Training Centres [ETCs] under the administrative control of the PR Department working for the capacity building of grass roots level officials and non-officials of the PR Department. SIRD organises various training programmes for elected members of the three tier PRIs, different levels of officials of the PR Department, other line departments and NGOs both through in-house and off-campus mode. It also develops the necessary training curriculum for the participants and develops training modules for various training programmes undertaken in SIRD and three ETCs<sup>5</sup> of the state. It has also undertaken various case studies, research programmes and action research projects.

The SIRD, Orissa developed an Annual Action Plan [October, 2009 to September, 2010] under NCBF with funding support from the BRGF Capacity Building fund and RGSY. This state frame-work describes the procedures for preparatory activities, building training infrastructure, developing a pool of resource persons, modules and manuals on various themes of Panchayati Raj and Rural Development Administration, the range of handholding activities required to sustain a capacity development effort, planning the logistics of implementation, and the monitoring and evaluation of capacity building efforts.

<sup>5</sup> Three ETCs are in Bhubaneswar, Kalahandi [Bhawaniapatna] and Keonjhar

It is pertinent to note that the Annual Action Plan for PRI CB&T (PRI Capacity Building and Training) under the NCBF was presented at the conference held for the State Secretaries and Directors of SIRDs at Gangtok, Sikkim in September 2009. The formal launch of the field level training programme under the above action plan was held on 7<sup>th</sup> October 2009. For the implementation of this action plan, a three day training programme covering 1,00,864 elected PRI members was mandated before October 2010.

This framework is an attempt to overcome the major deficiencies-such as limited locations or training of large numbers, standardised and uniform modules and manuals for both trainers and trainees, absence of trainers for large scale training, audio visual and vernacular resource materials, poorly equipped ETCs, updated methodology, content and design and package of training. The salient features of the frame work are elaborated upon below.

*a. Increasing reach*

Capacity building through interactive learning techniques addressing all segments of the PRI structure simultaneously through multi location mode training facilities, delivered through an expanding range of partnerships helped the institute in sharing knowledge with the growing numbers of participants in a short span of time.

*b. Building capacity of Panchayat as an institution*

The focus has been on building the skills of individuals along with organisational capacity, creating subject matter specialists, encouraging rural development through local self governance.

*c. State Resource Centre*

The institute has developed its capability to address the needs of the capacity development of various stakeholders in rural development. Establishing a vibrant research environment as well as enhancing the quality of academic processes in the institute has been given utmost importance.

*d. Financial Arrangement*

The programme is designed as per the NCBF guidelines with support from the BRGF-Capacity Building Fund for 19 districts and RGSY for 11 districts and from the MoPR.

SIRD has been responsible for the day-to-day routine management, supervision and coordination among the various stakeholders for the smooth conduct of the field level PRI trainings. SIRD's role also includes preparing the training calendar, resource material, identifying and deputing trainers, nominating trainees, monitoring/supervising the core training programme and releasing funds to the districts.

### **D.3.3 Capacity Building Model in the State**

The MoPR has evolved a comprehensive strategy of capacity building, the NCBF for enabling training under both RGSY and BRGF. In consonance with the NCBF, the State Government of Orissa has initiated PRI capacity building programmes through a structured strategy and plan of action. The various stages involved in the process are as follows.

- ◆ Selection of resource persons
- ◆ Selection of the consortium partners
- ◆ Capacity need assessment of the PRIs in Orissa
- ◆ Development of thematic modules and manuals

- ◆ Organisation of Training of Trainers (ToTs) for the trainers
- ◆ Organisation of thematic training to the trainers
- ◆ Piloting of one module in 25 districts
- ◆ Finalisation of training strategy and modalities
- ◆ Selection of district partner NGOs [DPNGOs]
- ◆ Preparation of training calendar
- ◆ Development of reporting and monitoring formats
- ◆ Allocation of trainers to the districts and DPNGOs
- ◆ Launching of training across 86 locations
- ◆ Field monitoring and e-monitoring
- ◆ Finance settlement with the DPOs
- ◆ Exposure visit
- ◆ Institutionalisation of the training process

### **D.3.4 Strategies for Capacity Building**

In accordance with the state capacity building strategy for the PRIs, SIRD initiated the capacity building programme for the elected PRI representatives simultaneously in all the 30 districts. The training was designed as a multi location multi pronged programme with a participatory approach. During the previous year, SIRD had finalised the selection and ToTs and preparation of training manuals. Along with this, 78 partner NGOs were shortlisted and Memorandums of Association [MoA] were signed with them. Of the three, two ETCs were also included in the process.

The initiatives as envisaged under the project were to educate the elected representatives of the three tier PRIs on Panchayati Raj and decentralised governance and enable to them to acquire the knowledge and necessary skills for the planning and implementation of programmes of rural and social development. An equally significant objective was to also bring about a positive change in the relationship among the elected representatives and government officials at the grass roots level to work for the rural poor and create a culture of good and responsive governance. Hence, efforts have been directed towards:

- ◆ Training elected representatives including women representatives and administrative personnel to increase their capacity and competence to manage local institutions
- ◆ Enhancing institutional capacity for the implementation of rural development programmes
- ◆ Developing capacity to manage local resources
- ◆ Facilitating interactions between stakeholders in local governance
- ◆ Ensuring that the processes are fully accountable and transparent to the people
- ◆ Improving systems and procedures for local public administration
- ◆ Building collaborative alliances with various departments and agencies, NGOs, media and individuals to work out a common development strategy

- ◆ Working with institutions and experts in the field of information dissemination, awareness generation, advocacy and lobbying to influence policy in the interest of the poor
- ◆ Initiating debates on evolving an effective mechanism for prompt response to various development issues
- ◆ Promoting and strengthening peoples' action groups and organising public forums
- ◆ Mainstreaming gender as a developmental strategy in all interventions
- ◆ Rebuilding the organisational structure with a practical approach to accommodate changes in perceptions and objectives.

### D.3.5 Institutional Arrangement

Given the complexities involved in the implementation of such an ambitious programme, other stakeholders are involved at various levels for value addition to the entire process. The success of the programme depended largely on coordination with the district partners, interactive orientation for the PRI members and ownership of district officials and the government machinery. To begin with, the state's PR Department accepted SIRD's proposal for decentralised financial management for the field level training programmes. As a consequence, the District Panchayat Officers [DPOs] were entrusted with the responsibility of financial administration at the district level to look into the settlement of expenses of the District Partner NGOs [DPNGOs]. They were also designated as District Training Coordinators [DTC] with the authority to monitor the training programmes and provide guidance to the DPNGOs for ensuring quality delivery and timely clearance of payments. The institutional arrangement comprised of:

#### ◆ **Partnership with Civil Society Organisations:**

Taking into consideration the magnitude and complexity of the task, SIRD has entered into partnership with 78 NGO partners covering all the districts of Orissa. The training programme is being carried out simultaneously at 80 locations [including two ETCs]. Each batch comprises of 40 trainees, on an average, from all the three tiers of PRI. In the recent past, the PR Department has entered into a MoA with Centum Learning Ltd. [formerly known as Bharti Learning System Ltd. - a corporate training house] for undertaking capacity building initiatives in 12 districts of Orissa as per the terms and conditions and the budget as applicable to the already existing DPNGOs of SIRD.

With this new arrangement, the PR Department, Government of Orissa is contemplating reaching out to the remaining 54,000 PRI elected members for completion of one round of basic Panchayati Raj training namely 'Role and Rule Clarity and Responsibility of PRIs' by the end of September, 2011.

#### ◆ **Roping in the support of District Panchayat Officers and Additional Block Development Officers:**

The DPOs and ABDOs [Assistant Block Development Officers] have been designated as the Nodal Officers cum resource persons to provide thematic as well as logistic support for the districts and blocks respectively. As District Level Training Coordinators, they have been entrusted with the responsibility of fund management for the concerned training programmes in the districts and submission of utilisation certificates (UCs) to SIRD for the expenditure incurred. Additional BDOs at the block level or an Extension Officer preferably GPEO [Gram Panchayat Extension Officer] is designated as the Block level Training Coordinator cum Nodal Officer.

The PR Department continues to oversee the PRIs' capacity building activities, monitor the operations and also evaluate the outputs regularly. SIRD is the state government's institution responsible for implementing this capacity building framework.

The resource agencies and CSOs [DPNGOs] of SIRD are responsible and accountable for result based training assignments as per the Memorandum of Agreement executed with SIRD. This participatory approach aims at optimising the benefits of their local presence and the CSO's rapport with the elected communities of rural governance based on the principle of mutual accountability, integrity and transparency.

### **D.3.6 Training Need Assessment**

The training needs assessment of capacities and the training needs of PRI members were carried out for understanding the scope of interventions, the design for the training curricula and course material, the appropriate modes and methodologies of training delivery, as well as the resources required. State level consultations with relevant stakeholders were held to guide this process. Further, the capacities of SIRD, Orissa and Extension Training Centres [ETCs] have been assessed in order to identify their challenges and opportunities in capacity development. As part of both the assessments, best practices were identified and the recommendations made have been adopted in the project.

### **D.3.7 Training Modules and Reference Materials**

SIRD has developed training modules and reference materials on the following five themes:

1. Role and Rule Clarity and Responsibility of PRIs
2. Transparency and Accountability
3. Financial Management and Accounting
4. Rural Development Programmes in Panchayati Raj Department
5. Social Welfare and other Line Department Schemes

A specially designed module "Direct Trainers' Skill" has been prepared for enhancing the training skills of the trainers. Along with the modules and manuals, 18 video films on Panchayati Raj have also been produced for sharing with the PRI representatives. A few jingles have also been produced. These films have been provided to the DPNGOs who are widely using these as training aids for greater impact on the participants.

Communication materials have been developed for generating awareness among the communities on different rural development programmes and social security schemes to enable them to demand their entitlements. Providing the right information at the right time to the community, especially the PRI representatives would bring about greater decentralisation and would increase the involvement of the community in planning and implementing schemes and, thereby, increasing accountability.

### **D.3.8 Trainers Pool**

SIRD has empanelled 432 trainers who have been trained in five thematic modules and are facilitating the training programmes in multiple locations. The reference materials are being provided to the panchayats and all the members of the PRIs attending the training.

### D.3.9 Web Portal and e-Repository of PRI Database

A web portal and e-repository have been created by SIRD on the status of PRI members and functionaries of all the three tiers in Orissa. This site is a resource repository at the state level for knowledge sharing and replication. It contains a web based monitoring database in which data can be entered both on-line and off-line. All the Block Resource Centres of 314 blocks and 30 DRDAs will soon have access to the portal and data can be entered at the block, district and state levels.

### D.3.10 PRI Capacity Development Strategy

In Orissa, the state has already come up with a perspective plan and Capacity Development Strategy to deliver PRI related training in a time bound manner. The plan envisages the training of 1,00,864 elected PRI representatives of Orissa within a limited time span. The various steps initiated were as follows.

1. As part of the MoU, the DPNGOs have a clearly defined role to manage the training, which basically encompasses the role of an event manager overseeing multiple activities. These activities include coordinating with the DPO and block officials, contacting and informing the PRI representatives in the designated GPs about the training, arranging the venue and logistics, taking care of the participants and the resource persons, collecting feedback and providing certificates to the participants during the training. Immediately after the training DPNGOs are supposed to collect reports from the trainers and the monitors, prepare participants statistics report, compile the bills and expenditure statement and submit the same to the DPO for reimbursement. They are also to submit a set of reports to SIRD for database management and review.
2. The SIRD's certified trainers facilitate the training programmes as per the methodologies outlined in the training manual. The reference materials have been provided to the panchayats as well as to all the members of the PRIs. The first two days are facilitated by the empanelled trainers, while the third day is facilitated by government officials from the block and district levels. This is done to ensure an interface between the PRI representatives and the government functionaries.
3. Each training programme, spread over three days, is residential and facilitated by two trainers and monitored by state/district level monitors. The batches comprise of representatives from the ZP, Panchayat Samiti and the panchayat in a balanced proportion to create heterogeneity in the training group.
4. Training calendars are being developed every two months and shared with the district partners as well as the trainers and block officials.
5. The DPOs and ABDOs have been designated as the nodal officers cum resource persons to provide thematic support for the districts and blocks respectively. They are also accountable for the training programmes organised by the district partner NGOs. The resource persons [SIRD empanelled trainers] have been entrusted with the responsibility of imparting training at the DPNGO level. These programmes are centrally monitored from SIRD. It has also become a challenge to improve the quality of research for enabling the institute to organise quality training programmes and respond to the emerging problems of rural development.

### D.3.11 Training Inclusion

The number of women elected representatives and officials trained during this period is approximately 31 per cent of the total training coverage. In the absence of any segregated data, it is not

possible to indicate how many women elected representatives from the PESA areas have been trained. However, trainings are organised for both male and female members of different levels of elected representatives and functionaries. So, gender based or caste based segregation during trainings is not practised at any level of the trainings.

### D.3.12 Effectiveness of Training and its Utilisation

#### *Existing devolution status and training inputs*

- ◆ The PRI members showed their dissatisfaction about being unable to apply the knowledge they had gained through the trainings.
- ◆ Post-training, the elected PRIs have developed an enquiring attitude towards various decisions and action plans undertaken at the respective levels of the three tier PRIs.
- ◆ The ward members of the GPs have started questioning the sarpanchs about various decisions taken at the GP level and after undergoing training they also increasingly enquire about the processes of record keeping, documentation, stock taking and selection of beneficiaries and projects during the GP level meetings.
- ◆ The programme management of MGNREGS has witnessed increased interest shown by the elected PRI members in various processes related to the implementation of the scheme.

#### *Role and responsibilities of different tiers of Panchayats*

- ◆ There has been an improvement in the level of awareness among the elected representatives on their roles and responsibilities to some extent, but the training's utility and its impact is not as significant as envisaged under the NCBF's annual action plan.
- ◆ The functionaries have shown very limited initiative to support the local governance system and improve its functionality. Though, officials are of the opinion that there is an improvement in the coordination functions, they could not produce any evidence to support their claim.

#### *Utilisation of training inputs*

- ◆ Post training, the PRIs are more aware of their role and responsibilities and their knowledge of different social welfare schemes has increased. They are able to raise their voice effectively before the government officials and in some instances, have also achieved the demanded results. It has also increased the bargaining power of the PRIs and made it easier for them to convergence activities at the official level.
- ◆ According to the elected representatives, the participation of people in the palli sabha and gram sabha level has increased but it was difficult to confirm this as there were no such meetings during the assessment period. No documentary evidence was available to support this claim. Thus the improvement in participation cannot be attributed exclusively to the RGSY initiatives.

### D.3.13 Overall Outcome

#### *Impact on personal knowledge, attitude and practice – elected representatives and officials*

- ◆ The awareness and understanding of different programmes/schemes and their role and responsibilities has increased post training and this was evident from the interactions.



- ◆ In a few cases, the ward members have taken action against the sarpanch who was involved in illegal activities. They have also become more disciplined in carrying out their roles and responsibilities. Due to the effectiveness of the training, some selected GPs have been given the Nirmal Gram Panchayat Award.

*Impact on organising gram sabha – elected representatives and officials*

- ◆ Many PRI members have learnt how to conduct the gram sabhas effectively. The attendance of officials at these meetings has increased in comparison to the earlier meetings.

*Impact on scheme implementation – elected representatives*

- ◆ Since activity mapping and the provision of schemes are clarified after trainings, the elected representatives have been able to effectively prepare the GP plans. The trained PRI members are effectively creating awareness at the grass roots level and local people's rate of participation has also increased.

*Impact on local level planning [GP/IP/ZP] – elected representatives*

- ◆ Acceptance of rural people has increased and hence the critical inputs by the officials at various stages has increased.

*Impact on governance facilitation – officials*

- ◆ On the third day of the training programme, the PRIs interacted with the government officials who were available as resource persons. This helped them in appreciating the various nuances of governance as well as scheme management.
- ◆ Local issues relating to economic development and social justice are being resolved because of the presence of Extension Officials – in many cases BDOs and officials from DRDAs.

*Officials acting as technical persons to Panchayats*

- ◆ The government officials involved as resource persons in the training programmes have not adequately contributed towards the growth of inter-personal relationships among the PRI representatives.

*Officials strengthening local governance process*

- ◆ No significant changes were observed among the PRI members related to office and scheme management in the local governance process as evidenced from the interactions with respondents at the field level.

## Comprehensive PRI CB&T under NCBF from October 2009 till October 2010

**Table D6: Capacity Development Training Status in RGSY Districts [SIRD Part]**

Total no. of trainings conducted under RGSY	1204
Total no. of PRI members trained under RGSY	43162
Total no. of trainings conducted from Oct 2009 to March 2010	441
Total no. of PRI members trained From Oct 2009 to March 2010	15326
Total no. of trainings conducted from April 2010 to Oct 2010	763
Total no. of PRI members trained From April 2010 to Oct 2010	27836

Source: SIRD, Orissa

**Table D7: Capacity Development Training in BRGF District**

Total no. of trainings conducted under BRGF Fund	1394
Total no. of PRI members trained under BRGF Fund	48655
Total no. of trainings conducted from Oct 2009 to March 2010	675
Total no. of PRI members trained From Oct 2009 to March 2010	23505
Total no. of trainings conducted from May 2010 to Oct 2010	719
Total no. of PRI members trained From May 2010 to Oct 2010	25150
PRI Representatives trained on Role Rule Clarity and RD Programmes	36651
PRI Representatives trained on Social Welfare schemes	12004

Source: SIRD, Orissa

### Field Level Training

- ◆ 2598 training programmes have been conducted to train 91,817 PRI officials on the basics of Panchayati Raj, rule and role clarity and various schemes.
- ◆ About 50 per cent of BRGF's capacity building fund and 95per cent of RGSY has been utilised.

### In-House Training

- ◆ 268 programmes have been conducted to train a total of 11,955 persons from PRIs and CSOs.

**Table D8: Training Achievement of SIRD from October 2009 to October 2010 for RGSY Districts**

Districts	DPNGO Name	Training status from Oct 2009- Mar 2010		Training status from May-Oct 2010		Module wise PRIs trained		Total No. of Training conducted	Total No. of PRIs Trained
		ToT_Trgs conducted	ToT_PRI Members Trained	ToT Trainings conducted	ToT_PRI Members Trained	Social Wel fare	RRC		
ANGUL	BIKALPA VIKASH	15	550	19	685	315	920	34	1235
	VISWA YUVA KENDRA	15	466	18	598	280	784	33	1064
	CENTUM LEARNING LIMITED	0	0	40	1355	135	1220	40	1355
BALESORE	ORISSA FOLLOW UP	13	480	22	787	75	1192	35	1267
	RDC	11	339	0	0	0	339	11	339
	REEDS	15	486	19	698	131	1053	34	1184
BARAGARH	VARSA	15	486	19	646	79	1053	34	1132
	SHETD	15	507	22	847	0	1354	37	1354
	CRD	13	430	7	206	0	636	20	636
BHADRAK	BSSS	15	471	17	632	392	711	32	1103
	SOPORTE	9	316	15	514	287	543	24	830
	SEVA MANDIR	15	494	16	608	370	732	31	1102
CUTTACK	NIHARD	14	400	15	480	358	522	29	880
	RDO	13	488	18	779	475	792	31	1267
	OPMDC	14	530	16	670	442	758	30	1200
	BAAHKP	15	609	19	644	399	854	34	1253
	CENTUM LEARNING LIMITED	0	0	52	1806	161	1645	52	1806
	ISRDO	14	547	21	758	296	1009	35	1305
JAGAT SING HPUR	NABAJYOTI CLUB	15	556	21	779	327	1008	36	1335
	ASRA	13	476	16	617	218	875	29	1093
	BRASS	15	448	0	0	0	448	15	448
JAJPUR	COPHEE	12	451	20	828	262	1017	32	1279
	LOK VIKASH	13	478	18	698	408	768	31	1176
	VARASA	15	459	20	922	264	1117	35	1381
	CENTUM LEARNING LIMITED	0	0	10	330	126	204	10	330
KENDRA PADA	JBSS	15	544	22	947	0	1491	37	1491
KHURDA	YYC	14	502	16	652	0	1154	30	1154
	CART	13	411	17	567	383	595	30	978
	OVHA	11	322	17	524	322	524	28	846
NAYAGARH	CENTUM LEARNING LIMITED	0	0	74	2566	81	2485	74	2566
	ORSSA	14	459	20	775	193	1041	34	1234
	GUC	15	567	20	666	68	1165	35	1233
	SETU	13	471	0	0	0	471	13	471
	CENTUM LEARNING LIMITED	0	0	26	874	147	727	26	874
PURI	NSP	13	533	18	671	414	790	31	1204
	SAMPARK	14	537	20	839	450	926	34	1376
	SWAD	15	513	18	658	338	833	33	1171
	CENTUM LEARNING LIMITED	0	0	35	1210	218	992	35	1210
<b>TOTAL</b>		<b>441</b>	<b>15326</b>	<b>763</b>	<b>27836</b>	<b>8414</b>	<b>34748</b>	<b>1204</b>	<b>43162</b>

**Table D9: Training Achievement of SIRD from October 2009 to October 2010 for BRGF Districts**

Districts	DPNGO Name	Training status from Oct 2009-Mar 2010		Training status from May-Oct 2010		Module wise PRIs trained		Total No.s of Training conducted	Total No.s of PRIs Trained
		ToT Trgs conducted	ToT_PRIs Members trained	ToT Trgs conducted	ToT_PRIs Members trained	Social Wel Fare	RRC		
BOLANGIR	RYS	13	492	19	751	414	829	32	1243
	SAI	15	530	19	699	331	898	34	1229
	PALLI NIKETAN	15	491	18	645	428	708	33	1136
	PARNITA PRATISTHAN	15	622	17	629	339	912	32	1251
BOUDH	YCDA	15	460	16	535	259	736	31	995
EOGARH	SAHAJOG	15	495	15	453	285	663	30	948
DHENKANAL	SHARE	15	625	14	463	256	832	29	1088
	PIPAR	15	552	11	487	395	644	26	1039
	MUKTI	15	525	15	492	366	651	30	1017
	CENTUM LEARNING LIMITED	0	0	11	347	93	254	11	347
GAJAPATI	CCD	12	458	8	243	117	584	20	701
	SWWS-1	12	348	8	363	112	599	20	711
GANJAM	AGL	15	547	20	798	200	1145	35	1345
	ASHA	14	464	18	710	193	981	32	1174
	JEEVAN DHARA	14	496	18	701	201	996	32	1197
	ISARA	12	448	12	487	217	718	24	935
	ISRD	9	361	13	411	35	737	22	772
	CENTUM LEARNING LIMITED	0	0	11	343	91	252	11	343
JHARSUGUDA	AJKA	13	525	19	775	437	863	32	1300
KALAHANDI	ASHRYA	15	544	8	277	0	821	23	821
	Sahabhagi Vikas Avijan - 1	15	477	18	571	235	813	33	1048
	RTMKVIS	14	424	0	0	0	424	14	424
	ETC, Kalahandi	13	402	17	382	252	532	30	784
KANDHAMAL	SAMANWITA	14	464	10	309	301	472	24	773
	SWATI	14	463	16	478	213	728	30	941
	NIPIDIT	14	470	9	279	279	470	23	749
KEONJHAR	VIKAS	15	515	20	854	348	1021	35	1369
	IDP	15	490	22	779	396	873	37	1269
	ETC, Keonjhar	12	333	14	280	175	438	26	613
	WORD	11	412	0	0	0	412	11	412
KORAPUT	CDRT	15	446	17	542	348	640	32	988
	BIRD	14	433	13	402	319	516	27	835
	PRASTUTE	15	526	12	334	277	583	27	860
MALKANGIRI	BISWA-1	15	527	16	569	293	803	31	1096
	ODC	13	479	19	572	327	724	32	1051
MAYURBHANJ	SODA	14	495	16	601	177	919	30	1096
	LAMP	14	497	20	818	194	1121	34	1315
	ADHAR	15	611	22	852	205	1258	37	1463
	BJKK	15	581	0	0	0	581	15	581
	DASI	14	541	18	717	172	1086	32	1258
NABARANGPUR	AID	12	416	17	692	330	778	29	1108
	SWWS	8	296	9	361	0	657	17	657
NUAPADA	Sahabhagi Vikas Avijan-2	15	476	11	350	241	585	26	826
	VISWAS	14	445	9	306	306	445	23	751
RAYAGADA	OPDSC	13	412	14	336	196	552	27	748
	SHAKTI .Org	14	488	18	617	289	816	32	1105
SAMBALPUR	BISWA-2	13	460	16	563	357	666	29	1023
	ASM	14	506	14	498	211	793	28	1004
SUBARNAPUR	RARE	15	536	11	340	331	545	26	876
	RUDRANI	14	480	11	356	323	513	25	836
SUNDERGARH	SEWAK	13	421	20	783	140	1064	33	1204
<b>TOTAL</b>		<b>675</b>	<b>23505</b>	<b>719</b>	<b>25150</b>	<b>12004</b>	<b>36651</b>	<b>1394</b>	<b>48655</b>

## D.4 Funds Flow and Utilisation

### D.4.1 Funds Flow Mechanism

The distinguishing factor between the RGSY and BRGF is that under RGSY, the Centre and state governments share the expenditure in the ratio of 75:25. There is no fixed amount that is sanctioned for each district under RGSY as is done in BRGF. The Central Government's share is directly released to the nodal training organisation, i.e. SIRD through an Accounts Payee Bank Demand Draft.

The fund for capacity building under BRGF is fixed and the state is to receive 19 crore annually at the rate of one crore per district for 19 districts. The Central Government releases funds to the state government based on the approved annual capacity building action plan submitted by the state. The MoPR releases the funds in two instalments which are directly credited to the State Consolidated Fund. The PR and RD Department releases the sanctioned funds to the Nodal Training Organisation [SIRD] for capacity building. After receiving the funds, SIRD releases funds to the DPOs and the DPNGOs' claims relating to the conducting of the training programmes are reimbursed by DPOs on a case to case basis and in a phased manner. The apex training institution [SIRD] acts more as a fund administrator.

The funds flow from the Government of India to the state which in turn transfers the fund to SIRD as it is the nodal organisation for capacity building. SIRD facilitates the in-house and field level trainings by first releasing 60 per cent of the funds before the commencement of the training programme. The remaining 40 per cent is released based on the UC submitted by the respective DPOs.

### D.4.2 Allocation, Release and Expenditure

During the year 2007-08, the Government of India released Rs.3,14,70,431 [for the years 2006-07 and 2007-08], the state's share has been Rs.1,04,90,000 which was released during the financial year 2010-11. The reason for the late release could not be ascertained. The guidelines say that the state's corresponding share should be released within 15 days from the date of receiving the central fund. However, the UCs submitted amount to Rs.362 lakh.

**Table D10: RGSY Fund Release in Orissa**

Financial Year	Amount [Rs.]	Release of State's Share	UCs Submitted [Rs.]
2007-08	3,14,70,431	-	
2008-09	-	-	29,07,843
2009-10	-	1,04,90,000	1,19,16,293 [Sept 2010]
<b>Total</b>	<b>4,19,60,431</b>		

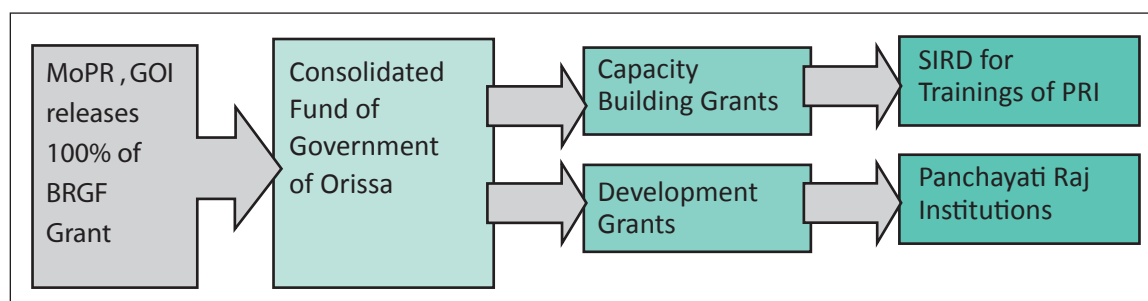
Note: Cumulative amount of funds released so far under BRGF is Rs.42.27 crore.

Source: PR Department, Government of Orissa and SIRD

Since its inception, RGSY has been facing certain constraints and implementation challenges. Though the fund release from the Centre to the state has been satisfactory [Rs.134 crore as against the estimate of Rs.142 crore for three years, beginning 2006-07], the state's expenditure has been low. The expenses on training during the period have also reportedly been low [Rs.8.58 lakh].

### D.4.3 BRGF Fund Flow

The capacity building and training programmes under BRGF are operational in 19 districts of Orissa. SIRD prepares the action plan for the capacity building activities. BRGF action plans are implemented through DPNGOs, ETCs and SIRD itself.



The Government of India releases the grant to the State Consolidated Fund. This is for both the development activities and for capacity building interventions. The funds that are to be used for capacity building are released to SIRD; the development grants are released to the respective Panchayati Raj bodies based on fixed norms. This, at times, creates an abnormal delay in the release of funds to the implementing agencies. The funds for both the BRGF and RGSY get consolidated at SIRD for purposes of training. There is no distinction made between BRGF and RGSY programmes. The delay in release of one type of fund affects the other.

### D.4.4 Fund Utilisation

SIRD releases the funds to districts based on the norms fixed by the government. The training cost per head per programme of the GP functionaries during the year 2009-10 was Rs.325. The corresponding figure for the next year is Rs. 350/-.

**Table D11: Physical and Financial Achievement under BRGF and RGSY Capacity Building Fund**

Name of the scheme	Amount received from GoI [in lakh]	Expenditure incurred [financial]			Training achievement [physical]	
		2008-09 [lakh]	2009-10 [in lakh]	total [in lakh]	2009 – 10	2010- 11 [up to oct 2010]
BRGF	1900.00	1192.00	134.08	1326.08	23505	25150
RGSY	314.70	87.34	58.27	87.34	15326	27836

Source: SIRD and Department of Panchayati Raj, Government of Orissa

Note: Till 31.10. 2010

The budget for individual training programmes at the field level is calculated at a rate of Rs.350/- per participant per day for three days of training. The total cost for one programme comprising of 40 participants for three days amounts to Rs.42,000.00. The break up is as follows.

**Table D12: Fund Allocation under Different Training Heads in Orissa**

Material	Logistics	Training	RPs	Total
5800.00 [13.8%]	20400.00 [48.6%]	10800.00 [25.7%]	5000.00 [11.9%]	42000.00

## D.5 Monitoring through Participatory Mechanisms

At the state level, the training programmes are centrally monitored by SIRD. After the completion of each phase of training, a factsheet is generated at the SIRD level which gives phase wise consolidated information about the training organised. Feedback workshops are organised where there is a mutual sharing of problems and prospects between SIRD and the DPNGOs. Ideas are shared for improvement in the quality of the training programmes. At the district and block levels, the monitoring is done by government officials like the PD, DRDA, DPO, BDO, ABDO and GPEO. They are not only involved in checking the quality of the training programmes, but they also confirm that resource persons are available for the third day of the programme for imparting training on the government schemes, especially the NREGS. As a consequence of continuous programme monitoring, 51 trainers and nine DPNGOs have so far been withheld for quality depreciation in service delivery.

### *Status of existing monitoring and supervision mechanism*

- ◆ A method has been devised for the monitoring and supervision of the conduct of these training programmes by the officials of the Block, DRDAs, SIRD and PR Department, Government of Orissa.
- ◆ On the third day, government officials participate in each programme as resource persons. Apart from discussing the different themes, the resource persons also monitor the programme. This supplements SIRD's normal plan of action for the monitoring.
- ◆ The monitoring reports of the officials visiting the programmes are shared with the concerned DPNGOs for needful guidance and corrective measures.
- ◆ The monitoring reports are the basis for the review meeting held by SIRD with the DPNGOs and the DPOs. On the basis of these reports, nine DPNGOs have been withheld along with 51 resource persons for quality depreciation.
- ◆ However, concerns have been expressed relating to the punctuality of the government resource persons on the third day of the programme.

***Adequacy of monitoring and supervision:*** SIRD is in the process of conducting third party evaluations to assess the impact assessment study.

### *Frequency of monitoring*

- ◆ The majority the DPNGOs as well as Centum's training locations have been covered by SIRD's monitoring framework.
- ◆ The officials of SIRD as well as the state CDLG team monitor the training programmes from time to time, in addition to the in-built monitoring system under the PRI CB&T strategy.

### *Utilisation of monitoring outcomes*

- ◆ It is relevant that in all the monthly as well as quarterly review meetings conducted by the PR department, Government of Orissa, for the PD-DRDAs, DPOs, BDOs and other officials, PRI CB&T is an agenda item and all officials are being informed of the findings of the monitoring reports and action needed thereof.
- ◆ This system has instilled a sense of commitment and sincerity among the service providers.

## D.6 Conclusion and Recommendations

**Revisiting State Action Plan:** The state has developed an “Action Plan” for the capacity development of elected representatives and functionaries. However, it is more generic than specific. It highlights only the quantitative aspects like the number of trainings to be organised and persons to be trained. It does not speak about how it will be organised, what would be the overall methodology, what would be the outcome of the programme, implementation of learning etc. So, the state PR Department should review the plan by appointing an independent committee comprising of persons from government and non-government agencies. The plan should be achievable and holistically designed covering all the capacity building components suggested by NCBF. The plan should also incorporate periodic assessment tools and indicators to ensure quality in the delivery and bridge the gaps in strategy design.

**Funds Flow and Utilisation:** There is a delay in releasing the state’s corresponding grant to substantiate the Centre’s contribution for the implementation of the RGSY programme. Apart from that, the submission of UCs was also delayed by the state which resulted in the second installment being received two years after the first installment. This reflects the state’s poor absorption capacity and indicates that the utilisation of funds is not as per the earlier plan. So, SIRD and the PR Department should monitor the progress of the capacity development activities periodically, at least once in a quarter, to streamline the utilisation. Secondly, if required, the state may initiate an appropriate strategy for improving the utilisation by organising more training programmes and deal with the capacity building component holistically rather than focus only on training.

**Training Approach:** The state should have a holistic training design for the capacity development of the elected women representatives [EWRs] based on the exclusive capacity development assessment process with special focus on PESA areas. Apart from EWRs, it is also essential that the state should take up capacity development assessment rather than training needs assessment. The state capacity development strategy can be designed accordingly. Moreover, the capacity need assessment should not be a one-time affair, but should be conducted at least once in two to three years to measure the changing needs. The state should review and update the capacity development plan and resource materials periodically based on the changing need of the elected representatives and functionaries.

**Election to PRI and Capacity Development Initiatives:** The state should organise training within three months of the election to the PRIs.

**Refresher Training:** There should be refresher programmes at periodic intervals, which should be of at least two days duration and once every year for the elected representatives and functionaries. Apart from that, refresher courses should be conducted for the trainers once a year to update their knowledge base.

**Adequacy of Training Days:** The present three day training is not enough to cover different themes as per the course design. The trainers normally rush to complete their course within the stipulated time. The time available is not enough for making the sessions participatory and elected representatives fail to grasp many of the aspects discussed during the sessions. So, the number of days of training at the initial phase should be increased to four to five with an annual refresher course conducted for at least three days.



**Training on District Planning:** There should be exclusive training on “preparing a comprehensive district plan” as it will help the elected representatives and functionaries to prepare a better community development plan.

**Use of Audio-Visual aid:** There is less or no use of audio visuals during the trainings organised at the district/sub-district levels. In the overall training design, audio visual aids should be made mandatory and different themes can be covered using this mode. It can be made a part of the session plan or it can be displayed in the evening hours as trainings are often residential.

**Using GRAMSAT/SATCOM for Training:** Satellite based training programmes through GRAMSAT can increase the outreach, but it should not be used for direct training on different themes. A follow up of the earlier inputs through question answer sessions, quality assessment, solving operational issues etc. are effectively covered by these methods.

**Exposure Visit:** Exposure visits should be organised for the elected representatives and functionaries of GPs and IPs, at least once in two years i.e. each elected representative should be able to visit other beacon panchayats at least twice during his/her tenure. Similarly, the trainers, and elected representative leaders [sarpanch, naib-sarpanch, Chairman, Vice Chairman, President and Vice President] should be exposed at least once in a year to the beacon panchayats outside the state.

**Hands on practice:** To achieve capacity building in totality, hands on practice is an essential part for applying the rendered inputs. So, in the last part of the training, each elected representative and functionary should give an action commitment which will be followed up by the monitoring team with hand holding support. The utilisation of the inputs would only be possible through practice and their commitment towards action can help in this regard.

**Provision of Travel Allowance:** According to the respondents, the present provision of Rs.50/- towards TA to the participants is not adequate as travel expenses are comparatively more than that. So, there should be a suitable hike in the present TA provision, based on the prevailing market rates to accommodate the actual expenses incurred by the trainees.

**Honorarium/Sitting fee for Elected Representatives:** As many elected representatives [specifically at the ward member level] are wage labourers or earn on a daily basis, find that their family livelihood is affected when they participate in training programmes. During discussions, many ward members were of the opinion that there should be a provision of honorarium for them when they attend the training. It will also enhance their participation in the training and would reduce the drop- out rate.

**Training in Mixed Group:** Combined trainings of elected representatives and functionaries should be conducted to improve inter-personal communication, minimise ego conflicts and solve problems through mutual discussions. Such trainings will bring more clarity on the roles and responsibilities of different persons and solve many long standing problems.

**Illustrative Reference/Training Materials:** Though, different reference materials are distributed, it is suggested that the materials distributed to the illiterate and semi-literate elected representatives should be more pictorial with flow charts and flip charts. Illustrative IEC materials could be of immense help for making them understand different themes and refresh their memories.

**Hand Holding Support by Experienced ERs and Functionaries:** There are many elected representatives [Ex-ERs and present ERs] and functionaries who have a better understanding of the different programmes/schemes and governance issues. Such persons can be engaged at the GP and block levels to provide hand holding support in different components. It will help in transferring the skill and knowledge base from a practitioner to a newly elected/less experienced representative and official.

**Refresher Training for Trainers:** The trainers need to be well equipped on the subject matter and be updated on the current trends. So, each trainer should undergo three to five days of refresher training, at least once a year apart from exclusive training on new subjects/schemes. It will help to percolate the knowledge down to the elected representatives and functionaries and make them acquainted with different cases and practices.

**Quality Assessment of the Trainers:** Looking at the training model of the state, it is essential that the quality of the trainer, his/her input quality, methodology adopted for imparting training etc. need to be assessed from time to time. Though certain measures have already been taken by SIRD in this regard, the process needs to be refined. The state PR Department may take up an independent assessment to judge the quality of inputs being rendered by the trainers for different themes to check how it can be improved further.

**Capacity Need Assessment:** The training needs assessment, conducted by SIRD is more centralised and dominated by the felt needs rather than actual needs. Had it been so, many operational issues including district planning could have been covered under the training design. Secondly, SIRD has conducted training need assessment, which is only a part of the capacity need assessment. So, capacity requirements of different categories of elected representatives and functionaries need to be assessed rather than assessing only the training needs. The capacity need assessment should also encompass skill building aspects, which are more functional and operational in nature. The MoPR may design a capacity need assessment tool [CAT] for assessing the capacity requirement of different elected representatives and functionaries.

**Sensitising Gram Sabha:** The scheme has a special provision to sensitise the gram sabha, but no such initiative was noticed at the sample district level neither was it mentioned by the stakeholders consulted in the process. The sensitisation of the gram sabha can bring certain changes by exerting pressure on the local elected representatives and thus contribute to strengthening decentralisation. Considering its significance, the state should take exclusive measures to sensitise the gram sabha using traditional means like street plays and technological means like visual displays, audio announcements etc.

**Seasonality of Organising Training:** It is noticed that trainings were organised during agricultural seasons, mostly during harvesting and ploughing. As many elected representatives are from the agrarian community, either they fail to attend such trainings or they leave the training in between. So care should be taken to ensure that training dates are not a hindrance for the people to practice their important cultural events and livelihood.

**Monitoring and Supervision:** The state's present monitoring mechanism is not adequate enough to assess the quality of the inputs, its utilisation by the elected representatives and functionaries and providing a comprehensive solution for capacity development. Realising the importance of monitoring and supervision, it is essential that the state should have an exclusive Capacity Development Monitoring Cell at the departmental level to oversee the efforts for developing the capacity of elected representatives and functionaries. A state level independent agency can be identified and assigned with the responsibility of providing support to the cell and also strengthen the process. Apart from the state, each district should also have a monitoring cell comprising independent monitors, selected from government and non-government agencies to monitor and provide guidance for the capacity development of elected representatives and functionaries.

## E. Rajasthan

### E.1. Evaluation Background, Objectives and Methodology

#### E.1.1 Background and Objectives

With 33 districts and 249 blocks spread over a large geographical area and diverse cultures, Rajasthan poses a challenging task for the capacity building of PRIs. The scope of the midterm evaluation undertaken on the implementation of the Rashtriya Gram Swaraj Yojana (RGSY) in Rajasthan was to understand and assess the following:

- The progress towards meeting the objectives of the scheme with respect to the training of PRIs and officials, setting up of infrastructure for satellite based/distance training, sensitisation of gram sabhas, sensitisation of the media, elected representatives, civil society organisations (CSO) etc.
- Ease of management of the scheme at the state level in terms of the implementation, structure and fund flow mechanism
- The extent to which synergies with activities under the Backward Region Grant Fund [BRGF] are being established
- The extent to which the knowledge base is being established to build sustainable capacity for addressing the relevant development problems.

The midterm evaluation was aimed at assisting the state in further designing and improving the integrated capacity development strategy with optimisation of resources.

To understand the aforementioned objectives of the evaluation, three districts were selected in Rajasthan of which two were RGSY districts [Baran and Dausa] and one was a BRGF district [Jaisalmer]. The districts were selected in consultation with the PR and RD Department of the state government.

**Table E1: Sample Coverage**

District	Sample Block	Sample GPs	KII Details
Baran	Kishanganj, Shahabad, Baran	Kishanganj – 1. Garda 2. Bhawgarh 3. Rani Barodi  Shahabad – 1. Natai, 2. Samarania	Ward members – 9 PRI officials – 4 Line Dept. Govt Officials – 5 Zilla Parishad Members – 5
Dausa	Dausa and Sikrai	Dausa – 1. Kalota 2. Kali Pahari  Sikrai – 1. Ranoli 2. Laka	Ward Members – 8 PRI officials – 5 Line Dept. – 5 Zilla Parishad Members – 5
Jaisalmer [BRGF]	Jaisalmer and Sam		

Information was collected from seven blocks<sup>1</sup> of the three districts to enable representation of PRI members and officials from three district towns, seven blocks and over nine gram panchayats (GPs). Three blocks [Anta, Kishanganj and Shahbad] of Baran District were selected where the Grameen Vikas Trust (GVT) was associated with imparting capacity building trainings under RGSY along with the Indira Gandhi Panchayati Raj and Gramin Vikas Sansthan (IGPRS). The evaluation was largely focused on collecting and analysing primary and secondary information of a quantitative and qualitative nature. The random stratified sampling technique was used in selecting the interviewees. The secondary data was collected from IGPRS and the state's PR and RD Department, sample districts and blocks.

**Tools:** Personal interviews which formed the larger part of the evaluation were carried out through structured schedules. Semi-structured formats/schedules were also used for gathering information from trainers and other persons associated with trainings.

**Focused Group Discussions [FGDs]:** The FGDs were aimed at collecting information on all the four aforementioned research questions. Five FGDs were conducted with prior consent from the participants and all the conversations were recorded with the help of a sound recorder.

**Key Informant Interviews [KII]:** KIIs were conducted with a few key officials, trainers and elected representatives.

**Participatory Learning and Actions [PLA]:** This tool was used in a limited way to assess the pre training and post training differences in the knowledge, skill and attitude of the trainees. The participants had to evaluate their own particulars on knowledge, skill and attitude before and after training using three standard colours: red, yellow and green. The methodology was designed to collect the most pertinent data and analyse its relevance. Table 2 shows the educational profiles of the representative sample that was selected randomly.

**Table E2: Educational status of the Elected Representatives**

Education level	District Baran [Sample – 9] Male-3 , Female - 6	In Percentage	District Dausa [Total -8] Male-5, Female- 3	In Percentage
Up to 5 <sup>th</sup>	4	44	3	38
6 <sup>th</sup> to 10 <sup>th</sup>	3	33	5	63
Above 10 <sup>th</sup>	2	22	0	-

The above table indicates that the majority of elected representatives have been educated up to 5<sup>th</sup> class. Observations reveal that functional literacy is low and most elected representatives are unable to read and write, with women being at a greater disadvantage. This has important reflections on the learning pace and the training-learning methodology for capacity building.

### E.1.3 Team Composition

The state level evaluation was facilitated by a team of experienced professionals who had worked in the state. The team members were from different educational and occupational backgrounds. They were trained in administering the schedule and in eliciting information. All the team members associated with the field level evaluations were well versed in the local language. While the overall evaluation was supervised and coordinated by Mr. Saroj Nayak, the evaluation was guided by Mr. Ashok Kumar Singha, Managing Director, CTRAN Consulting. Field level assessment was conducted by Mr. Sanjeev Kumar and Mr. Arun along with other team members.

<sup>1</sup> Eight blocks are Anta, Kishanganj, Shahbad and Baran blocks from Baran District; Dausa and Sikray Blocks of Dausa District. Sam and Jaisalmer Blocks of Jaisalmer District

## E.2 Capacity Building Approach and Process

### E.2.1 Capacity Building Model

The RGSY in Rajasthan is being implemented through the State Institute of Rural Development viz. Indira Gandhi Panchayati Raj and Gramin Vikas Sansthan [IGPRS] in all the twenty RGSY districts. A NGO, the GVT is also implementing RGSY in 80 GPs of four blocks of Baran District [Anta, Kishanganj, Shahbad and Atru] as a pilot project.

Rajasthan has developed a planned systematic need based approach towards training with a focus on decentralised training and facilitation. The state has adopted a series of processes and defined five steps to achieve the training and capacity building of PRIs, especially those from marginalised communities. IGPRS has played a key role in managing decentralised training through systematic processes and coordination. It essentially focuses on developing a trained cadre of trainers on PRIs through structured ToTs at the state level and facilitating decentralised training at the GP/block level through these trainers. IGPRS has developed a schedule of events, workshops and training for the capacity building of PRI members. A proposed training plan, prepared by IGPRS has details on the order of events with dates and the organising agency, which makes the process smooth.



### E.2.2 Collaboration with Other Institutions

The State Institute of Rural Development (SIRD) viz. Indira Gandhi Panchayati Raj Sansthan in Rajasthan acts as nodal agency for capacity building of PRI members. It has adopted a cascade model of training by involving PRIs like the zilla panchayat (ZP), Panchayat Samiti [blocks] and developing a cadre of trained trainers for decentralised training. The GVT is the only NGO in the state which is involved in the capacity building of PRIs under RGSY. The funds are transferred to blocks and a team of trainers at the district level are prepared at the SIRD level for conducting training. The district training team prepares block level trainers through a ToT. These trainers at the block level are utilised as resource persons to organise cluster level trainings. No other institution was associated in conducting training apart from IGPRS and district level government institutions.

### E.2.3 Training Needs Assessment

Rajasthan has adopted a consultative process to identify capacity building needs. The state has seven divisions and it organised a four day workshop at each divisional location facilitated by the zilla parishad of the respective division. On the first day of the workshop, discussions were held with

elected ZP members and related district level officials. The second day of the workshop was devoted to discussions with the Panchayat Samiti level members and officials to understand their training needs. On the third day of the workshop, discussions were held with the sarpanchs, ward members and *Gram Sevaks*. On the fourth day, there were discussions with the members of the gram sabha, selected from the sample GPs of each division. Thus representation of all the target trainee segments is achieved and their views and needs form the basis for the designing of the training module.

Once the training needs identification workshop at each division was completed, an experiential learning-sharing workshop was organised at the SIRD level to distil the emerging needs and aspirations of the elected representatives and functionaries in the state and the necessary changes were made in the training modules. The state has conducted three training needs assessments [TNA] in the years 2000, 2004 and 2009.

### E.2.4 Training Design and Content

The state has developed modules for the orientation of PRI members and officials at various levels. The major content and duration of training is detailed in Table E3.

**Table E3: Training Design and Content in Rajasthan**

Name of Training	Target participants	Major content
1. Orientation of Zilla Parishad members and district officials	Zilla Parishad members and district level line departments [2 days]	Main elements of 73 <sup>rd</sup> Amendment and functional role of Zilla Parishad, Role of Zilla Parishad in development administration, Millennium Development Goals, rural sanitation and drinking water programmes, powers transferred to PRIs, major development projects by PRIs, human development related schemes
2. Joint orientation of Panchayat Samiti members and block level officials	Panchayat Samiti Members [MPS], block officials of related development departments [2 days]	Similar to above
3. Joint orientation of Sarpanchas, Upa Sarpanchas and Gram Sevaks	Sarpanchas, Upa Sarpanchas and Gram Sevaks of block [6 days]	Main elements of 73 <sup>rd</sup> Amendment, constitutional view of SwaSashan [Self Governance] roles of Sarpanchas, Upa Sarpanchas and Gram Sevaks, GP meetings process and mini secretariat, definition of development, dimensions of human development, major schemes of development and role of Gram Panchayat, drinking water and sanitation schemes, women and child development schemes, population growth and development issues, NRHM functions and roles, social security schemes, financial management at GP level, various records at GP level, values of Panchayati Raj, disaster and water management, Green Rajasthan, environmental issues, revenue related issues at GP level, inclusive and responsible growth through PRIs
4. Orientation camp of Ward Panchas	Ward Panchas [2 days]	Main Elements of 73 <sup>rd</sup> Amendment, definition and dimensions of development, development programmes, need and importance of Ward Sabha and process, role of Ward Pancha in Gram Sabha, GP meetings, role of Ward Pancha in changing social evils, disaster management

As evident from the table, the content for the training is exhaustive and does not match the time frame specified for of the training. The focus of the training is more on covering a large number of themes/topics in a short duration and dealing more with the awareness requirement of the elected representatives and officials than building up their skill and knowledge base.

Each day of the training has been divided in to four sessions and each session is of approximately 75 minutes duration. As there are usually more than 50 members during the training sessions, the scope for in-depth discussions and sharing of experiences among the trainees and between the training facilitator and trainees is limited. However, the programme has captured many dimension of development and seems exhaustive in its content. The mode of input delivery is mostly through lectures and the utilisation of other means of knowledge building is comparatively less.

### **E.2.5 Training Materials**

Each training session has been supplemented with printed resource materials in Hindi. The materials cover a wide range of topics and are reader friendly. However, the reading material is text heavy the use of illustrations, pictures, charts, graphics and visuals is very limited. Considering the profile of trainees, especially the ward panchs, the relevance of the resource material seems very limited. The content of the reading material is more academic in nature and not in the form of stories and illustrations, which is the preferred style of communication at the rural level. Many respondents have also raised the issue that the reading material provided is not related to the training sessions. They also mentioned that the trainers normally do not share their presentations/lecture notes.

### **E.2.6 Association of Trainers**

The state has been using the cascade model of conducting training involving different government departments and empanelled trainers. At the state level, IGPRS organises ToTs for the selected resource persons to prepare them as state level trainers. Although efforts have been made to develop a cadre of trainers for achieving training targets through similar inputs, the quality of trainers seems to vary. As a part of the training strategy under the cascade mode, IGPRS has developed a two member team, one male and one female, for the district level and a seven member team for the block level. The empanelled trainers have been from government departments, PRI functionaries, ex-elected representatives, teachers and resource persons from NGOs. In general, trainers from NGOs and the PRI functionaries have proved to be better at training delivery than trainers from other streams. The promoted block level trainers are not very interested in imparting quality training.

### **E.2.7 Training Approach and Methodology**

The current approach to training is more focused on information dissemination and least focussed on attitude and skill development. The short duration of the training makes it difficult to even incorporate these aspects in the present training. It is suggested that a series of training needs be planned with target segments like the ward panch and sarpanch level, to build proper attitude and skills with a focus on adult learning principles.

The training guidelines prepared at the state level have been exhaustive and the developed training modules talk about the use of participatory training methods like games, discussions, video shows etc. but the number of target trainees at the sarpanch and ward panch level has been so high that it becomes difficult to adopt such methodologies effectively. Looking at the profile of the target segment,



especially ward panchs and sarpanchs, it is highly desirable that the training methodology should be participatory and demonstrative in nature along with the use of visuals and posters as training tools.

### E.2.8 Training Logistics and Administration

In the present field assessment, participants invariably expressed satisfaction over training logistics and support. Though, residential arrangements were made, most of the participants were not willing to stay in the facility and preferred to go back home and travelled daily to attend the training programme [we could not meet a single respondent who used the lodging facility]. However due to the daily travel, their transportation costs were high and the payment of Rs.100/- as transport cost was perceived to be very low. As trainees were coming from distances of over 40 kilometres to attend the training, many a times the cost to come daily for the training was prohibitive especially for the ward panchs and sarpanchs.

### E.2.9 Category of Trainees and Training Achievements

There were four categories of target trainees i.e. [A] Zilla parishad members and district level line department officials [B] Panchayat Samiti members and pradhan and block level line department officials [C] Sarpanchs, upa- sarpanchs and Gram Sevaks and [D] Ward panchs. As per the sample study 73 per cent of the PRI members in RGSY districts and 78 per cent of the PRI members in the BRGF district have participated in the training programme. According to the apex institution, after the recent elections, the state had completed the first round of training of all the elected representatives by July 2010.

### E.2.10 Training Feedback System

Each of the training sessions has a written feedback mechanism except at the level of the ward panchs, wherein feedback has been captured through facial expressions [visual] tools. The feedback sought was on the usefulness/relevance of sessions, learning methods and logistics. An action plan format for major learning has also been utilised. However, all these formats have to be filled in writing and that limits its scope for the less educated PRI members. The feedback format did not cover past sessions and the participants' recall of sessions in the present context was really difficult. As observed during discussions with the GVT led training, many times filling the feedback format becomes the responsibility of the trainer as the trainee was unable to fill such an elaborate feedback form. The relevance of feedback in developing the training design and improving the quality of training was not observed.

### E.2.11 Effectiveness of Training

The evaluation team interviewed sample trainees, selected randomly from various groups through a structured interview schedule. As most of the trainings in Rajasthan have been completed recently in June 2010, the utilisation of learning on the field is still limited, but certain visible changes were noted. The effectiveness at various levels can be summarised as follows:

**Zilla Parishad Level:** The sample members attended two days training at their respective district levels. Around eight out of ten zilla parishad members attended the complete two days training whereas two attended it partially. As per the interview responses, the training methods used were largely lectures from in house experts. They also received reading materials in Hindi. Among the trainees, around 80 per cent of them had not gone through the reading material and 20 per cent had seen it partially. As an impact of the training session, one of the respondents shared that she was now able to understand the proposals and schemes. Around 90 per cent of the respondents

recalled that most of the information in the training was related to government programmes and schemes. However, 60 per cent of the respondents shared that they did not get anything new from the training. The ZP member expressed that information provided in the training was very superficial and it needs to be more informative and needs to be shared through better training methods to be easily understood. Some ZP members observed that the inadequately devolved functions were constraint in using the knowledge gained through the training.

**Panchayat Samiti/Intermediate Panchayat Level:** The sample members at the IP level received training for six days and all of them completed the training. According to the trainees, the topics covered in the trainings are about Panchayati Raj, NREGA, Millennium Development Goals, women empowerment, social security schemes, the social audit and the different development programmes of the state and national government. Training methods, as recalled by the participants, were largely in-house lectures [100%], role plays [30%], simulation games [70%] and LCD shows. All the respondents also received reading materials in Hindi. Around 40 per cent of the respondents had gone through these reading materials; however, they were not able to recall more than 20 per cent of the content of the reading materials though the training programmes had been completed recently. The respondents found the present training useful as it helped them to better understand many of the government programmes and their operational aspects.

**Gram Panchayat Level:** All the sample GP level trainees have received trainings at the GP cluster level or block level. Two of the members had not completed the training. Like other categories of elected representatives, GP level members also received reading materials in Hindi but only 20 per cent had actually gone through it. As per the participants, major training inputs were related to the following themes:

1. NREGA
2. Roles and responsibilities of PRI members
3. Monitoring Anganwadi, ANM
4. Drinking water and sanitation
5. Plantation, leasing of grazing land
6. Rainwater harvesting, Indira Awas Yojana, KCC
7. Women empowerment

In-house lectures and songs on MGNREGA were recalled as training methodology used in the sessions. Most of the respondents [with 90% women] expressed that they enjoyed the song on NREGA and that helped them to understand the scheme. Of the total respondents, 90 per cent expressed that the training sessions were very useful for them as it was the first time they were made aware of their rights and duties. They were of the opinion that training helped them to develop their understanding on various programmes and learn about their roles and responsibilities. They felt that it would help them to participate effectively in the gram sabha and periodic meetings of the Gram Panchayat.

**Functionaries/Official Level:** Interviews with the functionaries/officials revealed that, around 50 per cent of the respondents attended the complete course of training. As per recall by sample representatives, the major training contents were:

1. Panchayati Raj Structure

2. Various government schemes
3. Face to face interaction with PRI members
4. Coordination with government services and
5. MGNREGA.

As expressed by them, the training methodology used was largely lectures by in-house experts. They were also shown some video films and power point presentations. At the end of the training, all of them received reading materials in Hindi and they even rated the reading materials as good. Around 40 per cent of the respondents glanced through the reading material; however, they could recall only less than 20 per cent of the contents. Some of them expressed that they will use it as a reference material when needed. Of the total respondents, 80 per cent of the participants rated the training as useful and recommended that similar sessions be organised at regular intervals. Knowledge acquired by the trainees was on the following topics:

1. How to involve and get feedback from PRI representatives for improving development programmes
2. Role of PRIs in infrastructure building
3. Build their confidence in dealing with PRIs and knowledge about structure and functions.

In most of the interviews, participants said that their perception about PRIs had changed positively, however the duration of the training was too short to have any in depth discussions around various local issues.

### **E.2.12 Training Inclusion**

When trainings are organised, there is no demarcation of participants by gender or caste. At each functional level, all elected representatives and functionaries were treated equally and allowed to participate. Additionally, special trainings were also organised for elected women representatives to increase their awareness about their role and responsibilities. During training sessions, it was observed that female trainers are able to interact effectively with women participants. In most cases, information regarding the training date and place was communicated in advance. Decentralised training especially at the GP cluster level made it easy for the participants to participate in the programme. Access to training posed a problem in the desert district of Sam in Jaisalmer, where the training venue was approximately 45 kilometres away from the GP.

### **E.2.13 Utilisation of Inputs**

There have been limited opportunities for the newly elected PRI members to put the learning in to practice as the training was completed recently in July, some constraints identified by the members include:

1. There was no awareness camp at the gram sabha level, hence participation in the ward sabha was very low and many members did not turn up
2. There sarpanchs have a monopoly due to the nexus between the sarpanch and Gram Sevaks and the ward panchs are given very little importance in meetings
3. Gram Sevaks insist on signing the meeting register before starting the meeting and hence proposals were accepted in absentia but were proxy signed in the register

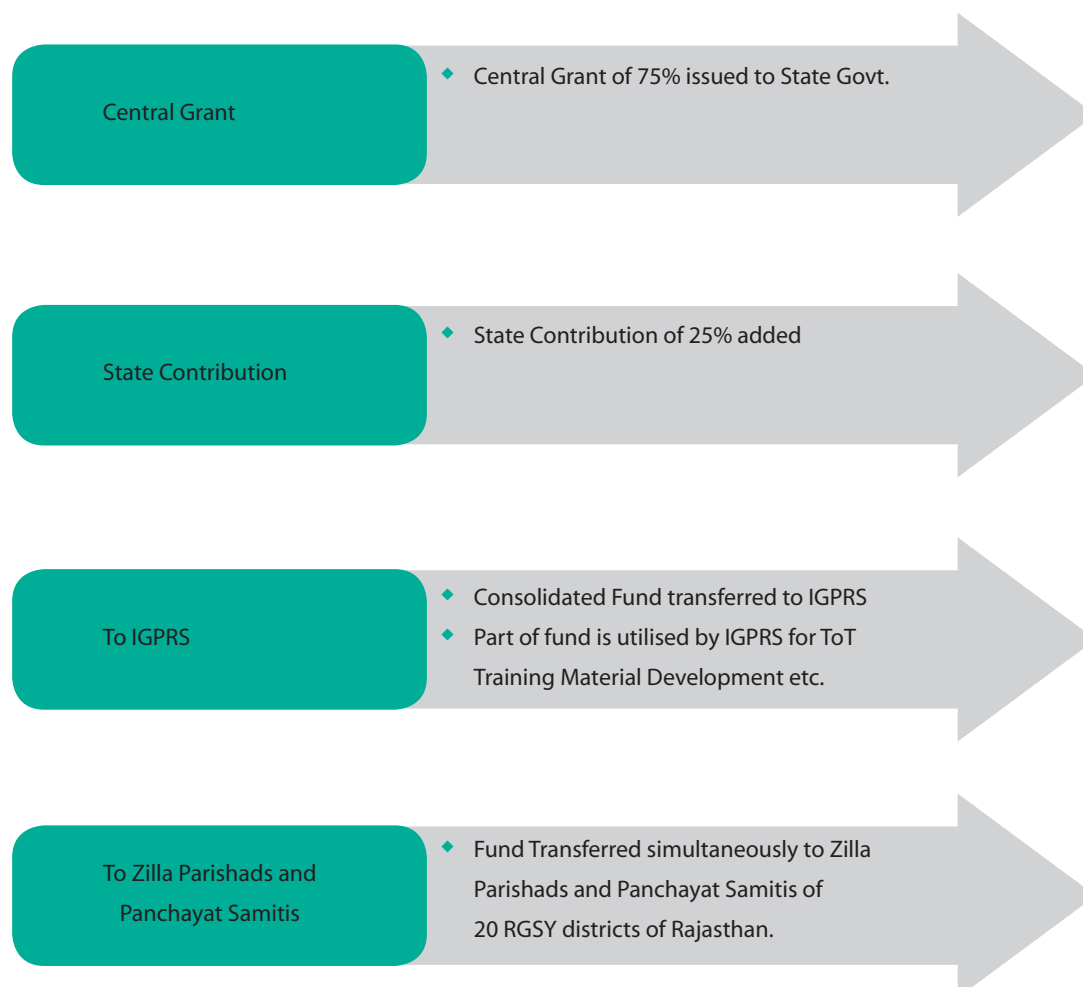
- No regular information and updates about new programmes is available to PRI members making them feel less empowered and knowledgeable, but this information can be accessed by Gram Sevaks and sarpanchs by visiting block offices.

The participation of members and their active involvement is the key to success of any training programme. The present training programme has been successful in achieving physical success and has been partially successful in making enduring changes in the awareness levels. The active involvement of the trainee requires appropriate training methodologies relevant to the context of the target segment, based on adult learning principles with enough focus on reflective exercises. The current training requires more focus on visuals and pictures and communication suitable to the rural context. A change in the working environment is also critical to ensure that learning leads to action and will require handholding or facilitative support for GPs with the setting up of a proper grievances redressal mechanism.

### E.3 Fund Flow and Utilisation

The fund flow under RGSY from the level of the Central government to Panchayat Samitis is depicted in Figure E1.

**Figure E1: Fund Flow from Central Government to Panchayat Samitis**



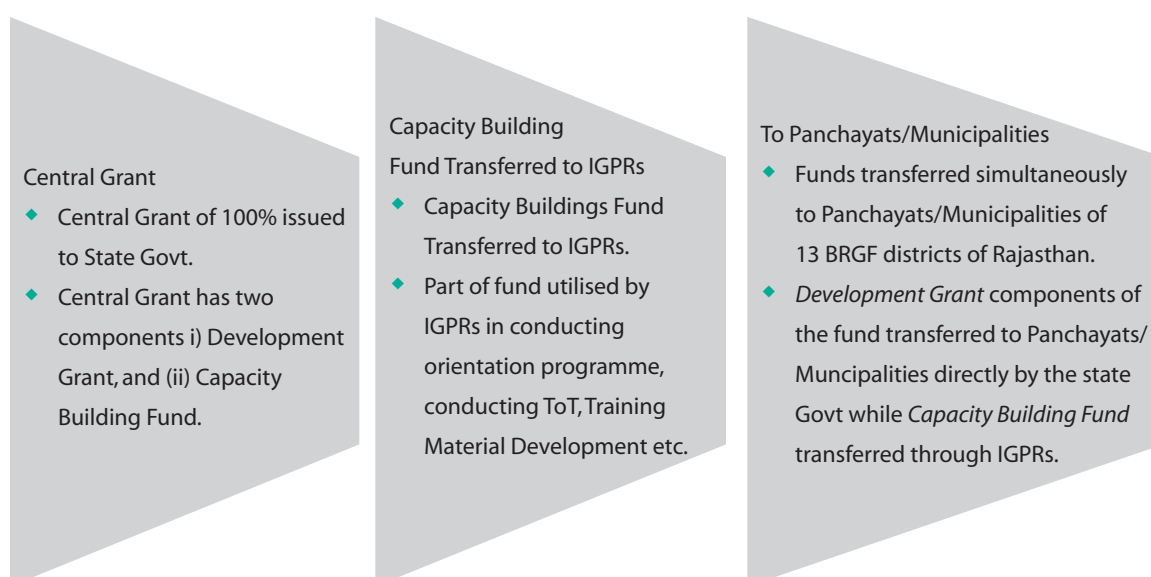
The details of the amount given to these aforementioned zilla parishads and Panchayat Samitis and the tasks allocated to these are presented in Table 4.

**Table E4: Flow of Funds in Rajasthan**

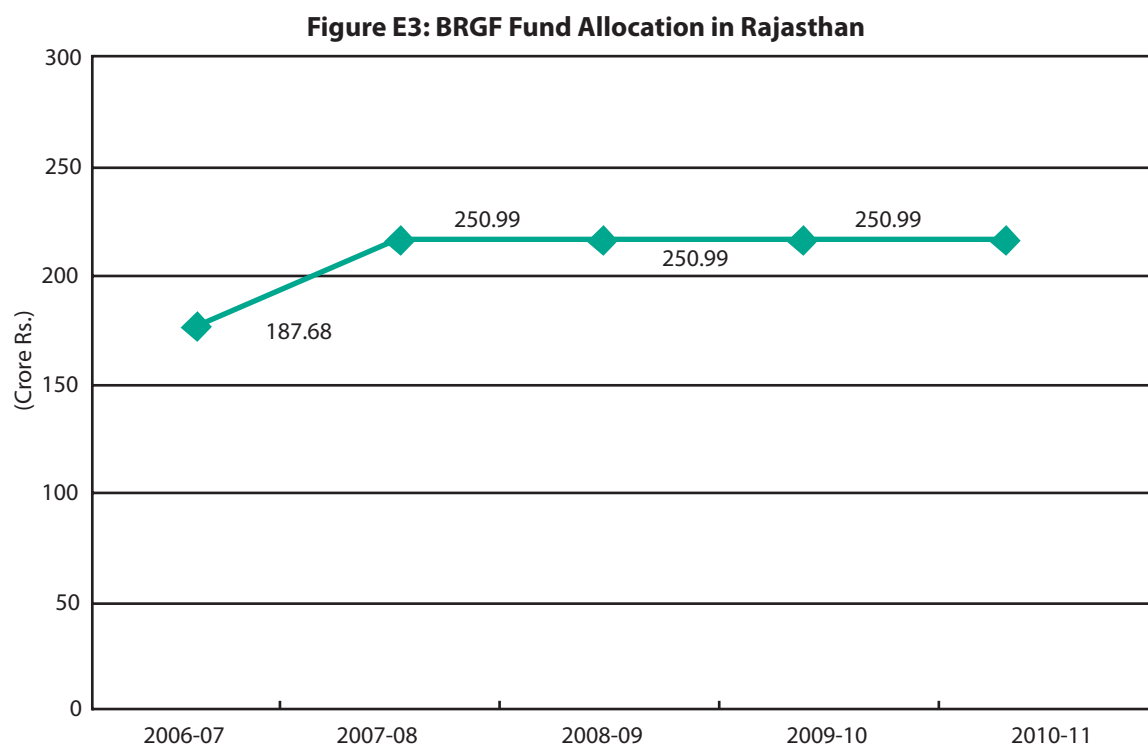
S.No	Fund Transferred by IGPRS	Amount [Rs.]	Allocated Tasks
i.	To Zilla Parishads of RGSY districts	50,000 to each Zilla Parishad Extra fund transferred to ZPs at 7 divisional headquarters level.	<ul style="list-style-type: none"> <li>◆ Ward members – 9</li> <li>◆ PRI officials – 4</li> <li>◆ Line Dept. Govt Officials – 5</li> <li>◆ Zilla Parishad Members – 5</li> </ul>
ii.	To Panchayat Samitis of RGSY districts	2,50,000 to each Panchayat Samiti	<ul style="list-style-type: none"> <li>◆ Two days training for ward Panchas.</li> <li>◆ Six days training for Sarpanchas, Upa Sarpanchas and Gram Sevaks,</li> <li>◆ Two days training programme for Panchayat Samiti members and Block level Govt Officials.</li> </ul>

As GVT is a NGO, it receives the entire budget for the RGSY as a grant directly from the MoPR through the recommendation of the state's PR and RD Department. The Backward Regions Grant Fund [BRGF] is implemented in 13 districts of Rajasthan. As BRGF and RGSY are mutually exclusive schemes, theoretically RGSY is not implemented in any of the BRGF districts. The fund flow mechanism in these districts has been represented using a schematic diagram in Figure E2.

**Figure E2: Fund Flow Mechanism in BRGF Districts**



The trend of funds allocated to the state of Rajasthan over the years 2006-07 to 2010-11 under BRGF is presented in Figure E3.



[Source:<http://panchayat.gov.in>]

To further understand the issues related to the fund flow, utilisation and related dynamics, a field visit was undertaken to Jaisalmer, a BRGF district. The major observations include:

1. The focus in BRGF has been towards developing physical infrastructure only and the capacity building component has attracted less than 0.1 per cent investment.
2. The micro planning exercise needs investment in capacity building. The poverty and geographical condition has been reflected in decreased participation of PRI members in training in the current financial year [Sam Block].
3. The training in the BRGF district was attended by a comparatively fewer number of government officials.
4. Two blocks [Sam and Sanchra] in the BRGF districts of Jaisalmer have returned the capacity building fund of Rs 50,000/- in the FY 2009-10 as they could not conduct trainings.
5. The training and capacity building needs of BRGF districts are higher than other districts. Looking at the profile and geographical distances in districts like Jaisalmer, training needs to be more decentralised [villages in Sam are approx. 45 kilometres from Jaisalmer, where the Panchayat Samiti office is located, but two out of four trainings for the ward members were conducted at the Panchayat Samiti and the TA provided was very low].
6. In the FY 2008-09, the zilla parishad under BRGF conducted one skill training for rural youth [25 in number] in association with CIDC, New Delhi. However, there has been no conscious effort to engage them or trace them since then.

- The micro planning exercise entrusted to the GP needs continuous capacity building of PRI members to ensure their involvement in the planning process along with relevant government officers from the line departments. A one day gram sabha meeting, where micro level development priorities are often discussed and determined is not adequate.

### E.3.1 Fund Utilisation

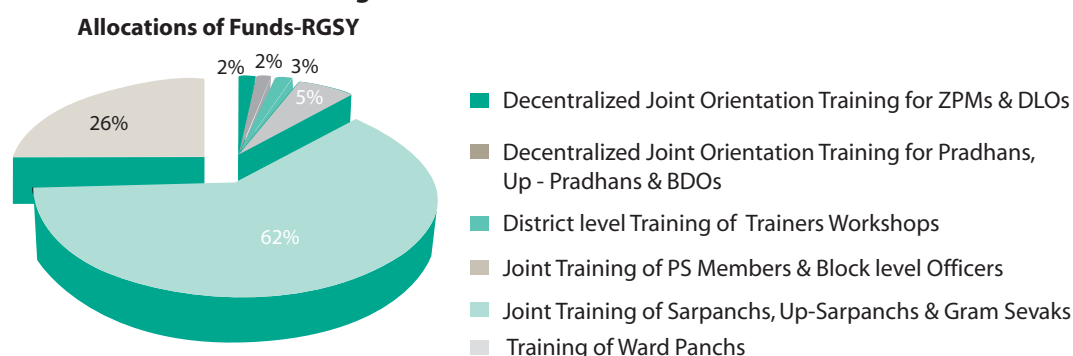
The RGSY implemented in Rajasthan by IGPRS [SIRD] has the following training categories for the capacity building of PRIs.

- Joint orientation for zilla pramukhs, upa pramukhs and ACEOs
- State level training of trainers workshop for Master Trainers
- Decentralised joint orientation training for zilla parishad members and district level officials
- Decentralised joint orientation for pradhans, up pradhans and BDOs
- District level training of trainers workshops
- State level briefing workshop for BDOs
- Decentralised training workshops at Panchayat Samiti level
- Joint training of Panchayat Samiti members and block level officers
- Joint training of sarpanchs, up Sarpanchs and Gram Sevaks
- Training of ward panchas
- State level experience sharing workshop to review PRI-training campaign: 2010
- Experience sharing and reconciliation of accounts [division-wise].

Funds have been utilised at the levels of IGPRS, the zilla parishads and Panchayat Samitis, for organising the aforementioned trainings. Since the training sessions continued until July 2010, the final utilisation figure is not available. The allocation pattern of the funds for the purpose of conducting various training programmes under RGSY is presented in Figure E4.

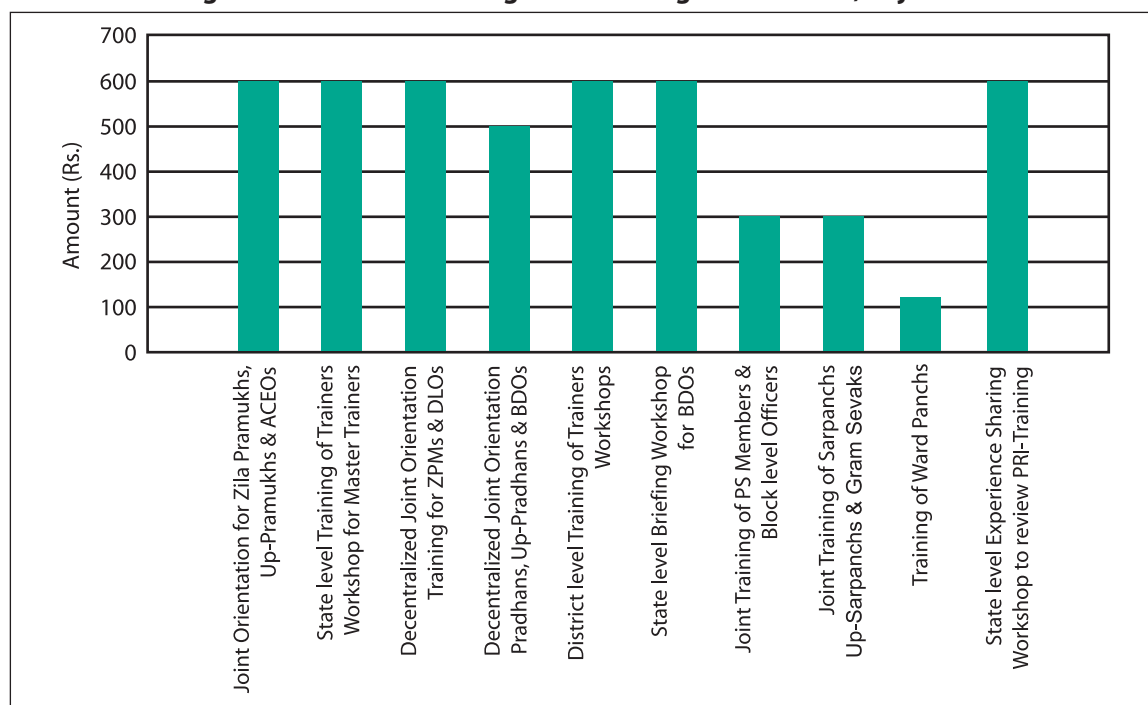
As seen in the pie diagram, the overall budget allocation for six days training of the Sarpanch, Up Sarpanch and Gram Sevaks is the highest [62%] as their number is quite high. These trainings were organised by the Panchayat Samitis utilising the allocated funds. Followed by this, the budget allocation for two days of training for ward panchs is the second highest [26% of total allocation]. The training for ward panchs was organised by Panchayat Samitis in clusters of 13 to 15 GPs.

**Figure E4: Allocations of Funds – RGSY**



The budget finalised per trainee per day by SIRD/department for different trainings is reflected in the bar diagram in Figure E5. It is seen that the maximum budget per trainee per day for any training session is Rs.600 while the minimum Rs.125/- is fixed for ward panchs. The total project cost of RGSY for IGPRS for 2010-11 was Rs.6.95 crore.<sup>2</sup> It was proposed that Rs.4.34 crore would come from the central grant and the remaining 25 per cent would be the state's contribution. For the FY 2010-11, 50 per cent of the central grant has already been given to IGPRS.

**Figure E5: Per Trainee Budget for trainings under RGSY, Rajasthan**



The status of central grants released and utilisation submitted by the Rajasthan State Government over the years for the components of capacity building and infrastructure development under RGSY, as on 17 August 2010 is shown in Tables E5, E6 and E7.

**Table E5: Training and Capacity Building Component**

Grants Released to State Government											Rs. in Lakh	
State	Component	2006-07		2007-08		2008-09		2009-10		2010-11		
		Grant Released	Status of UC	Grant Released	Status of UC	Grant Released	Status of UC	Grant Released	Status of Exp.	Grant Released	Status of Exp.	
Rajasthan	Training	0	0	257.36	257.36	0	0	257.36	257.36	–	217	

Source: <http://panchayat.gov.in>

Similarly, the total sanctioned budget for GVT was Rs.1.29 crore [100% grant from the Central Govt.] of which 50 per cent of the total sanction had been released in 2008-09 for which the UC has already been submitted. Details are given in Table E8.

<sup>2</sup> Source: Letter No. N-11019/577/RGSY/2010-BRGF, Dated 4<sup>th</sup> May 2010 Government of India, Ministry of Panchayati Raj, <http://panchayat.gov.in/data/1281953973079~To%20Rajasthan%20for%20Training.pdf>



**Table E6: Infrastructure Development Component**

Component	Grants Released to State Government									
	2006-07		2007-08		2008-09		2009-10		2010-11	
	Grant Released	Status of UC	Grant Released	Status of UC	Grant Released	Status of Exp.	Grant Released	Status of Exp.	Grant Released	Status of Exp.
Panchayat Ghar	300	300	-	-			300	-	-	-

Source: <http://panchayat.gov.in>**Table E7: Panchayat Ghars sanctioned in Rajasthan under RGSY**

Sl. No	Year of sanction	State	Infrastructure sanctioned	No. of Units
1	2006-07	Rajasthan	Gram Panchayat Ghars	180
2	2009-10	Rajasthan	Gram Panchayat Ghars	180
<b>Total</b>				<b>360</b>

Source: <http://panchayat.gov.in>**Table E8: Grants Released to GVT by MoPR**

2006-07		2007-08		2008-09		2009-10		2010-11	
Grant Released	Status of UC	Grant Released	Status of UC	Grant Released [lakh.]	Status of UC	Grant Released	Status of Exp.	Grant Released	Status of Exp
		-	-	64.71	64.71	300	-		

Source: <http://panchayat.gov.in>

## E.4 Programme Monitoring and Evaluation

The State of Rajasthan has put into place a monitoring mechanism and deputed a team of 33 officials as monitoring officers responsible for each district of the state. The officers responsible for monitoring made a field visit to their respective districts along with a reporting format and filled it up at the block and district levels to ensure the effective execution of the training programme. As the training programme has just been completed, an external evaluation is yet to be conducted of the recent training programmes. The current monitoring assessed the organisation of the trainings and the participation by the trainees. The present mechanism does not ensure accurate feedback on the quality of training, quality of trainers and utilisation of inputs. It was noted that the monitors were not able to visit all the training sites to assess the quality of inputs. The officials assigned the task of monitoring find it challenging to monitor training programmes when a number of them are being conducted simultaneously.

## E.5 Conclusion and Recommendations

The current training programmes have been organised in a decentralised manner. IGPRS as a nodal agency has devised an effective strategy to conduct programmes within a time frame across the districts. Considering the diversity and geographical spread of the state, managing the programmes in 249 Blocks of 33 districts in a short span of time is commendable. The present execution provides much learning on numerous fronts. However, the effectiveness of the learning process in the current training methods has been lower than the actual potential; these can be addressed through the following means.

### Specific Recommendations

- a. Training methodology has been highly focused on the lecture mode making it very difficult for PRI functionaries who have low literacy levels to grasp information adequately. So, participatory methods should be adopted in the trainings especially for EWRs, elected representatives of the GPs and IPs.
- b. Reading materials with illustrations, graphics and visuals can enhance the learning not only for the illiterate trainees but also for the semi literate ones.
- c. The content and duration of training was mismatched and there was a limited selection of participatory training methods used. There is an urgent need to increase the number of days of training or reduce the content to be covered during training.
- d. The target number of participants was too high which is not suitable for conducting trainings effectively. So, it is required that the number of participants be reduced to 30-35 participants per training session.
- e. The present ToT extensively relies on class room learning with limited focus on actual practice and coaching. To update the knowledge base of the trainers, there should be practical exposure and refresher courses at periodic intervals.
- f. Many of the trainers were forced to attend the training programmes through government orders and did not show an interest, which limits their capacity to extend their learning to trainees. So, appropriate measures need to be taken such as increasing their honorarium, provision of awards for good performance etc. which will encourage them to actively participate in the process. It is clear that the honorarium paid to the trainer is not enough to motivate capable persons to get involved and show consistency through improved delivery mechanisms. The state PR Department could increase the honorarium of the external trainers to motivate them.
- g. There has been acute absence of follow up of the learning in real life situations and the trainer's involvement in the same. The SATCOM can be used for follow up of the trainings already imparted and bring more clarity to the trainees.
- h. According to the respondents, the allocated budget may be converted to a travel allowance on a case to case basis as most of the participants do not avail the residential facilities during training. The down side is that this may encourage all the participants not to stay at the training venue and may increase the dropout rate. So, the state department and SIRD should take an appropriate decision in this regard.

## F. West Bengal

---

### F.1 Evaluation Objectives and Methodology

#### F.1.1 Background and Objectives

Since its formation, the Ministry of Panchayati Raj (MoPR) has initiated several measures to strengthen the PRIs in order to ensure that they function as local self governments, keeping with the spirit of Part IX of the Constitution<sup>1</sup>. The strengthening of the gram panchayats (GPs), with the focus on providing the requisite infrastructure and staff, building capacities of functionaries for planning and implementation, local accountability, resource mobilisation and financial management has been signalled as an area of prime importance. Providing assistance and support to states to strengthen panchayats so that they can effectively perform the functions devolved to them has also been a matter of priority and challenge. In order to meet its objectives and the challenges, the MoPR has envisaged a national scheme, the Rashtriya Gram Swaraj Yojana that would enable administrative strengthening and capacity building of panchayats. The RGSY has the specific objective of assisting the state governments in the training and capacity building of elected representatives of the PRIs so that they can effectively perform the devolved functions and the schemes entrusted to them. The RGSY covers the districts that are not covered by the Backward Region Grants Fund (BRGF)<sup>2</sup>. The National Capacity Building Framework (NCBF) implemented under BRGF in the country is also applicable under RGSY. The focus areas of RGSY include:

- ◆ Upgradation of knowledge and skills and attitude of panchayat elected representatives to enable them to perform their responsibilities effectively
- ◆ Orientation of the key officials to facilitate their performance of devolved functions
- ◆ Improvement in the vigour of the practice of grass roots level democracy through promoting the effective functioning of the gram sabha
- ◆ Sensitisation of the media, political parties, representatives in the legislatures, civil society organisations, trade unions, service federations and citizens so that view Panchayati Raj as an effective level of local government
- ◆ Special training for women, SCs/STs, first time entrants to the system, and those in PESA areas.

RGSY is demand driven in nature and according to the funding pattern 75 per cent of the funds are provided by the Central Government and 25 per cent is to be contributed by the state government. The funding covers:

- ◆ Actual training of PRI members
- ◆ Setting up of infrastructure for satellite based/other modes of distance training

---

<sup>1</sup> 150 points of action covering 18 dimensions have been noted in the 7 Round Tables of State Ministries of Panchayati Raj, convened by MoPR between June to December 2004 [Ref: Guidelines of RGSY, 2008]

<sup>2</sup> BRGF-Backward Region Grants Fund

- ◆ Infrastructure for Training Resource Centres at the district/block levels in the north eastern and hilly states
- ◆ Orientation of key officials associated with functions devolved to the panchayats
- ◆ Promoting sensitisation of the gram sabha
- ◆ Sensitisation of media, elected representatives in legislatures, and CSOs.

In order to deal with various implementation challenges and to initiate suitable measures that could be used to make mid-course corrections, the MoPR commissioned a midterm evaluation of the programme. The midterm evaluation has the specific objectives of:

- ◆ Assessing the progress of RGSY in meeting its objectives, with respect to the training of the elected representatives and the functionaries of the PRIs, setting up of infrastructure for satellite based/distance training, sensitisation of gram sabhas, sensitisation of media, elected representatives and CSOs
- ◆ Reviewing the ease of management of the scheme at the national and state levels in terms of implementation structure and fund flow mechanism
- ◆ Reviewing the extent to which synergies with activities under BRGF are being established
- ◆ Analysing the extent to which a knowledge base is being established so that sustainable capacity is built for addressing the relevant development problems
- ◆ Undertaking assessment activities that are sustainable
- ◆ Undertaking an assessment of contributions from the state governments
- ◆ Documenting the innovations and good practices.

### F.1.2 Approach and Methodology

The midterm evaluation assessed the impact of training and capacity building initiatives within the framework of RGSY. While acknowledging the fact that capacity building initiatives have long term implications and cannot be assessed when inputs are only three to four years old, the evaluation team made an attempt to look in to the processes of capacity building referring to NCBF and scheme guidelines. The inputs of training and capacity building initiatives were assessed in relation to the outputs keeping the RGSY focus on strengthening PRIs to effectively perform their roles relating to devolved functions and execution of schemes and programmes.

For the field level assessment, three districts were selected in consultation with the Panchayati Raj (PR) Department and State Institute of Panchayats and Rural Development (SIPRD). For the purpose of comparison, one district was selected from BRGF implemented districts [South 24 Paraganas] and the other two were from the RGSY implementation area [Nadia and Barwdhaman]. To understand the implementation process, state level authorities from the PR Department were interacted with. Information was also collected from the authorities of SIPRD. The Panchayat Samitis [the middle tier of PRIs] and the GPs within the districts were selected based on interactions with the district administration of the respective districts.

In the selected areas of study, in-depth one to one interviews were conducted with the trainees, elected representatives and the functionaries. The interview method was used to elicit information

from the respondents. The secondary information and the interactions with some of the experts in the state provided the team with an update on the status of PRIs.

### F.1.3 Team Composition

The midterm evaluation in West Bengal was conducted by an experienced team of evaluators comprising of Mr. Saroj Nayak, Mr. Padma Keshari Sahoo, Mr. Rajat Mitra and Dr. Azmal Hussan [Associate Evaluator]. The field assessment was conducted by Mr. Rajat Mitra and Dr. Azmal Hussan.

## F.2 PRI Structure in West Bengal

West Bengal happens to be one of the forerunners among the Indian states in establishing a three-tier Panchayati Raj System for the country's rural local governance. The present generation panchayats in the state were established in 1978 and ever since, the state has demonstrated a strong commitment to rural decentralisation by ensuring regular elections to Panchayati Raj Institutions (PRIs), entrusting them with increasing responsibility of implementing various rural development programmes and devolving functions to PRIs. The state also reportedly ensured the adequate representation of the socially backward classes, the Scheduled Castes [SC], Scheduled Tribes [STs] and women in the PRIs for their involvement in the process of socio-economic development.

The Government of West Bengal (GoWB) has been initiating need based reforms in the panchayat system from time to time. Some unique features of the West Bengal panchayats are – [a] gram sansad at the village level, block sansad at the Panchayat Samiti level and zilla sansad at the zilla parishad level, [b] District Council at each zilla parishad headed by the leader of the opposition, [c] Gram Unnayan Samiti at the gram sansad level, [d] Institutional involvement of opposition members in the Standing Committees of the zilla parishad and Panchayat Samiti and in the Finance and Planning Sub-Committee of the gram panchayat (GP), [e] Determination of principles of subsidiaries for each tier of panchayats, [f] Mapping of activities to be performed by three tier panchayats falling under 28 subjects [out of 29] listed in the Eleventh Schedule of the Constitution of India, [g] Empowering the Standing Committees and Sub-Committees to prepare and implement their own work plan and budget, [h] Opening a Panchayat Window in the state budget by the departments who have a substantial flow of funds to panchayats, [i] Annual self evaluation of all the three tier panchayat bodies through score based schedules for assessment of their performances and providing incentive grants to the best performing GP in each block, to the best performing Panchayat Samiti in each district and to the best performing zilla parishad in the state separately under two heads – [1] institutional functioning and good governance, and [2] mobilisation of revenue and utilisation of resources on the basis of validated scores of self evaluation, and [j] double entry system of accounting for all the three tiers of panchayats.

The PRIs in the state have grown over the years and have made a positive impact on achieving economic development and securing social justice for all. However, the West Bengal panchayats still have a long way to go before they become proper people's institutions as vanguards of the holistic development of rural people. As of date, in West Bengal there are 3351 GPs, 333 Panchayat Samitis [PS], 17 ZPs and 1 Mahakuma Parishad [for the Siliguri sub-division of Darjeeling District]. In the hill sub-divisions of Darjeeling District, namely Darjeeling, Kurseong and Kalimpong, rural local governance comprises of only GPs; there is no ZP or PS for the eight blocks with the Darjeeling Gorkha Hill Council [DGHC] playing the role of upper tier local government. But there are GPs, PSs and

a Mahakuma Parishad for Siliguri sub-division of Darjeeling District; the Siliguri Mahakuma Parishad has the status and functions of a ZP in all respects. Thus, the state has 341 blocks but 333 PSs.

The three tier panchayats deliver civic and some other basic services to around 70 per cent of the state's population residing in rural areas. The population size generally ranges from 10,000 to 25,000 under the GPs; one to three lakh under the PSs; and 20 to 70 lakh under the ZPs. Generally there are 10-20 villages under a GP, 8-15 GPs under the area of a PS and 8-31 PSs under the area of a ZP. What is unique about the three tier PRIs is that they have distinct jurisdictions, so they work independently as institutions of local government, although there is an overlap of functions among the three tiers. This is being addressed through the activity mapping initiative.

Each GP is headed by a pradhan. The upa pradhan supports the pradhan and performs the pradhan's role in his absence. According to the West Bengal Panchayat Act [WBPA 1973], subsection 3, section 34, the pradhan shall:

1. Be responsible for the maintenance of the records of the Gram Panchayat;
2. Have general responsibility for the financial and executive administration of the Gram Panchayat;
3. Exercise administrative supervision and control over the work of the staff of the Gram Panchayat and the officers and employees whose services may be placed at the disposal of the Gram Panchayat by the state government;
4. For the transaction of business connected with this Act or for the purpose of making any order authorised thereby, exercise such powers, perform such functions and discharge such duties as may be exercised, performed or discharged by the Gram Panchayat under this Act or the rules made there under.

The pradhan is helped by the other members of the GP office. Under the GP are the sub-committees, which were implemented through an amendment in 1997 [section 32A]. These are called upa-samitis and consist of one to three members of the elected GP members depending on the size of the GP. There are five sub-committees:

1. Artha-O-Parikalpuna Upa-samiti [Finance and Planning];
2. Krishi-O-Prani Sampad Bikas Upa-samiti [Agriculture and Animal Resource Development];
3. Siksha-O-Janasthya Upa-samiti [Education and Public Health];
4. Nari, Sisku Unnayan-O-Samaj Kalyan Upa-samiti [Women, Child Development and Social Welfare];
5. Shilpa-O-Parikathauna Upa-samiti [Industry and Infrastructure].

The purpose of these sub-committees is that the GP can now delegate power and decision making to the Upa-samitis, each of whom has some financial autonomy. The Nari, Sisku Unnayan-O-Samaj Kalyan Upa-samiti must be constituted of at least 50 per cent women. The pradhan is automatically the chairman of the Artha-O-Parikalpuna Upa-samiti [WBPA 1973].

Since the purpose of the panchayats is to create a high degree of people's participation, to work as a bridge between the people and the state government, the state government implemented the gram sabhas in every electoral constituency in 1992. The gram sabha was later upgraded to gram sansads in 1994, which were created in every electoral constituency of a GP to ensure the active participation of all people in all affairs of the GP. The main function of the gram sansads is to guide and advise the

GP with regard to schemes for economic development and social justice and identify beneficiaries for various poverty alleviation and food security programmes. A gram sansad may raise objections to the pradhan's actions or those of any other member of the GP for the failure to implement any development work properly.

This village council then works both as an advisor and watchdog for the GP. To further increase the role of the gram sansads, the WBPA has implemented the Gram Unnayan Samitis [GUS] in each gram sansad in 2003 [SIPRD, Vision Document 2007]. The GUS ensures the participation of a variety of members, to make sure, and possible, that all sectors of the people are covered. For example, it not only includes participation from the political party with the second most votes within the GP but also women from self help groups [SHGs]. The GUS is primarily viewed as a means to identify the local needs and available resources of the sansad area, to activate people and initiate the process of planning from the grassroots. Since every political party considers the GUS to be the main source of power, every member is politically chosen.

The role of the GP employees, the "Pillars of the GP" as some call them, is important for understanding the PRI. First of all, the GPs themselves have no say in selecting employees. This decreases the autonomy of the GP and inhibits the pradhan's role as "boss" since most employees consider themselves a part of the block administration rather than of the GP administration. Second, due to the lack of education among the elected office bearers, the dependency on functionaries is quite high.

**Table F1: Status of Elected Representatives in the State of West Bengal<sup>3</sup>**

Tier of PRI	Number	Total Members	Chairpersons	Vice Chairpersons	Other ERs
Gram Panchayat [GP]	3,354	51,142	3,354 [Pradhan]	3,354 [Upa-Pradhan]	13,416 * [Upa-Samiti Sanchalaks]
Panchayat Samiti [PS]	333	8,564	333 [Sabhapati]	333 [Sahakari Sabhapati]	2,997 ** [Karmadhyakshas]
Zilla Parishad [ZP] [including Siliguri Mahakuma Parishad]	18	720	18 [Sabhadhipati]	18 [Sahakari Sabhadhipati]	162 ** [Karmadhyakshas]
<b>Total</b>		<b>60,426</b>	<b>3,705</b>	<b>3,705</b>	<b>16,575</b>

\* There are five Upa-Samitis in each GP, headed by Sanchalaks, Pradhan being ex-officio Sanchalak of Artha O Parikalpana Upa-Samiti.

\*\* There are 10 Sthayee Samitis in each Panchayat Samiti, Sabhapati being ex-officio Karmadhyaksha of Artha Sanstha Unnayan O Parikalpana Sthayee Samiti. Similarly, there are 10 Sthayee Samitis in each Zilla Parishad, Sabhadhipati being ex-officio Karmadhyaksha of Artha Sanstha Unnayan O Parikalpana Sthayee Samiti.

Besides the 60,426 elected PRI members, there are around 20,000 personnel directly associated with the three tier PRIs, either as PRI employees or as representatives of line departments working as members of PS/ZP *sthayee samitis* [permanent committee] and GP upa-samitis. Capacity building interventions need to be planned for the large number of elected PRI members and the employees directly associated with PRIs who comprise a wide range of functionaries of PRIs and their support institutions for improved functioning and more effective service delivery.

The PRIs played a remarkable role in the massive rescue and relief operations during and after the devastating floods in 1978. Immediately after the first panchayat election, the PRIs contributed amply in the land reforms initiatives, agricultural growth, poverty alleviation programmes, creation of drinking

<sup>3</sup> Total number of elected PRI members pertaining to all the tiers [Draft Report of PRI Functionaries 2008-09, PRDD, GoWB]

water and irrigation facilities, total literacy campaigns and total sanitation campaigns among other rural development initiatives. That rural poverty declined in the state from 73 per cent in 1973-74 to 32 per cent in 1999-2000, that the annual growth rate of food grain production was recorded at 6.5 per cent between 1981 and 1991 and that West Bengal showed the highest rate of growth of wages among all the states between 1979-80 and 1992-93 is mostly attributed to the effective role the PRIs played in the substantially successful land reforms and in organising the poor and augmenting their social and economic opportunities through various programmes. It is widely acclaimed that West Bengal panchayats showed the way and inspired the 73<sup>rd</sup> Constitutional Amendment.

While the Panchayat system in West Bengal has attracted world-wide attention over the last three decades, some critics observed the “concept of Panchayats being institutions of self-governance” is still “either missing or dimly perceived”. Some others observed that PRIs function more as part of the state government’s delivery system rather than as institutions of self governance. The state government itself identified areas in the panchayat functioning which needed systemic improvements e.g. institutionalisation of the bottom-up planning approach; intensification of people’s participation and of local level organisations in PRI functioning; improved financial management; greater accountability, transparency and inclusiveness; convergence of all other development agencies with PRIs; and greater accountability of development bureaucracy to PRIs.

The GoWB brought about need based reforms in the panchayat system from time to time from the very beginning. A spell of major reforms was triggered off by the 73<sup>rd</sup> Constitutional Amendment leading to, among others, reservation of seats and office-bearers in PRIs, the constitution of the State Finance Commission and State Election Commission, creation of the gram sabha at the GP level and the unique system of gram sansad at the GP constituency [ward] level, which means a village parliament with electors being regarded as parliamentarians. In order to strengthen the process of rural decentralisation and to ensure accountability, transparency and inclusiveness aimed at good governance at the levels of local governance, the GoWB has embarked on a series of reforms over more than a decade, the most striking among them being:

### **Reform Initiatives by the Government of West Bengal in PRIs**

- Upa-samitis [sub-committee] in each GP on the lines of standing committee in PS and ZP
- Gram Unnayan Samiti [village development committee] elected by the electors of each Gram Sansad [GS] to enhance people’s participation and to assist GPs to plan, implement and monitor activities for economic development and social justice
- District Council at each ZP headed by the leader of the opposition among the elected members
- Zilla Sansad and Block Sansad
- Determination of principles of subsidiary and activity mapping
- Representation of the oppositions in all the standing committees of PS and ZP and in the apex sub-committee of GP
- Power to standing committees of the PS and ZP and sub-committees of the GP to prepare and implement work plan and budget
- Introduction of statutory audit of accounts of all tiers of PRIs including the GP by the Examiner of Local Accounts under the Accountant General of West Bengal and social audit through GS
- Introduction of e-governance initiatives including computerisation of PRIs for improved financial management, improved information management and rapid information dissemination.



## F.3 Capacity Building Approach and Process

### F.3.1 Capacity Building Strategy

With a view to developing the capacities of PRI functionaries and to enable them to perform their roles more effectively in the context of the reforms in the panchayat system, an action plan was prepared by the SIPRD immediately after the 6<sup>th</sup> general election held in May 2003. This plan aimed at training around 60,000 newly elected PRI members within one year of their assuming office. The action plan for the capacity building of PRI functionaries also targeted covering around 15,000 functionaries directly associated with the PRIs, particularly GP, in order to develop their understanding about their roles and functions in the light of the reforms. A training policy has also been developed for this purpose, which requires the Panchayats and Rural Development Department's [PRDD] training cell be responsible for the overall policy of trainings being conducted by the department's various agencies. The cell does not provide any training directly, but remains accountable for organising different training programmes for PRI functionaries and GP employees.

After every general election to the panchayats, elected representatives and functionaries are directed to undergo phase wise training on various issues of panchayats and rural development. In the context of deepening the rural decentralisation, the capacity building programmes are expected to be designed with a focus on the institutional strengthening followed by participatory planning, implementation and monitoring in a bottom to top approach. After the completion of the training programme, elected representatives and functionaries should be able to help people raise their voices and improve their standard of life<sup>4</sup>.

After the PRI election in 2008, a paradigm shift was observed in the state's capacity building policy. In the post election period, it was found that 30 per cent of the members elected in the PRIs are either illiterate or neo-literate. As a consequence of this, the materials that are provided to them do not cater to the needs and demands of the elected members. It is very essential to meet the needs and demands of the participants in the training so that they can develop logical thinking abilities, assertiveness, and self-expression in communication skills to solve contemporary issues that arise in the GPs. As a result, there was a shift in the training policy of the PRI functionaries especially in the mode and methodology of training and in the development of the specific capabilities of the PRI functionaries to: speaking coherently, thinking and talking from the other person's point of view, appropriate assertiveness, and conveying information in various ways.

For this a total qualitative improvement in training is needed through participatory processes, effective methods/techniques/tools and rendering the training in a more meaningful, joyful way that is outcome based. Some of the principles that were followed while developing the strategies of the restructured training were:

- ◆ Not preaching to the participants about the Panchayat Act but to develop the participants' insight of the Acts, government orders and guidelines etc.
- ◆ The training should be theme based and not scheme based. The theme should be the mode of discussion and it should not be scheme specific

<sup>4</sup> Draft Report of PRI Functionaries 2008-09, PRDD, GoWB

- ◆ The training should not be ad hoc but be comprehensive in terms of learnings and be systematic
- ◆ The people who are directly associated with the GP functioning might have gaps in information but they should not have any gap in terms of wisdom
- ◆ The training should have contact and communication through the day [hence residential training is a must for the PRI functionaries]
- ◆ Every subject and every individual participant cannot be reached in training spanning six days. So it is very important to make the participants feel that the training and its contents are very important, so that the participants are motivated for further issue based comprehensive training
- ◆ Training programmes should enable the trainees to understand that each activity undertaken to strengthen the panchayat is a step towards a larger goal of overall development of people in the panchayat area
- ◆ Institutional good practices should be used as case studies and as introductory material before the onset of training
- ◆ Best quality training, with a clear mission, clear roadmap to act as a learning organisation
- ◆ Interacting with oneself for change and growth as a group. Sitting together and learning together, imbibing the culture and working together should be the entry point for the training
- ◆ The training should ensure momentum, identity and involvement right from the beginning
- ◆ Need and demand based regular training for better performance of some of the participants might be a requirement. Capacity building is not for the individuals but for the institutions to grow
- ◆ The pradhan and upa pradhans should be introduced with the content list of their duties and responsibilities. Most of the time the study materials are not read and are ignored. It is important to create a demand for the training and its materials
- ◆ The principles of adult learning should be followed while developing specialised quality trainers
- ◆ While the time limit is maintained especially during the discussions [by helping to understand the topic, avoiding repetition, not permitting elaborate speeches and so on], no discussion is ended abruptly just because of lack of time. It would be useful to begin winding up a discussion well before it is due to end [approx. 10 to 20 minutes before]
- ◆ At the end of the session, participants should be able to describe the basics of the objectives
- ◆ The training materials should be interesting with graphical, pictorial and audio visual representations
- ◆ The participating groups should be divided in the most heterogeneous way possible
- ◆ A person who speaks less has the tendency not to talk in a large group. In that case very small groups can be formed to encourage them to open up and express their opinions and views
- ◆ When these participants get back to their respective GPs they should remember the essentials [must know aspects] of the training and at the same time they should be able to identify the resources from where they can collect information.

Simultaneously with the 6<sup>th</sup> general election to the PRIs, a State Level Trainers' Team [SLTT] was formed by SIPRD and District Level Trainers' Teams [DLTT] were formed by all the districts, drawing officials from amongst government officials, ex-PRI members and people selected from NGOs. The SIPRD's State Level Trainers' Team trained DLTTs during 2003 so that they could in turn train the newly elected PRI members at the district level. SIPRD prepared training designs for all categories of functionaries at all levels. A series of training booklets and handouts on various themes of panchayats and rural development were prepared by SIPRD for distribution among the newly elected PRI functionaries. Six video films on relevant themes were also prepared for the purpose. Besides the training of DLTT members and the preparation of materials, SIPRD undertook the training of the following categories of PRI functionaries: [a] Zilla parishad members; [b] Karmadhyakshas [chairpersons of standing committees] of zilla parishads and Panchayat Samitis; [c] Sabhapatis [chairpersons] of Panchayat Samitis; and [d] selected district and block level government officers directly associated with PRIs.

The training of the rest of the PRI functionaries e.g. [a] members, pradhans, upa pradhans, sanchalaks [chairperson of sub-committees] and employees of GPs and [b] members of Panchayat Samitis was conducted by the Directorate of Panchayats and Rural Development through the District Panchayats and Rural Development Officers [DPRDO] who deployed the DLTT members to conduct the training programmes with support from district and block administrations.

The training process that was undertaken consisted of three tiers. A team of trainers cum content developers were identified among the SRD officials to conduct and coordinate the entire process of training of the Abasik Prashikshan Sanchalaks [APS], the Assistant Training Coordinators [ATC] and the District Resource Persons for Panchayat Training [DRPPT]. The selected APSs, ATCs and DRPPTs were deployed to conduct the training for the pradhans, upa pradhans, sanchalaks and one member of the four upa-samitis. For this they had to undertake intensive training by the SRD State Masters Trainers Teams to understand the process of the training, with greater focus on methodology rather than the content to be delivered in the training process.

According to the information<sup>5</sup>, most of the elected representatives have received at least one training. Validation of information with secondary sources reveals that since 2006, around 80 per cent of the targeted PRI functionaries have undergone at least one training. The reasons why the remaining PRI functionaries could not be covered with at least one round of training by that period are manifold and the most important of them being the shortage of capable trainers and inadequacy of training infrastructure. As of date, there are only the following training institutions in the state to cater to the huge training needs: a SIPRD at Kalyani [engaged mostly in training of trainers, programme specific training and training of functionaries of the upper tier panchayats, government officials at the district and block levels]; and five Extension Training Centres [ETC] at Cooch Behar, Burdwan, Raigunj in Uttar Dinajpur District, Rajarhat in North 24 Paraganas and Medinipur in Paschim Medinipur District.

The PRI functionaries reportedly receive capacity building inputs regularly through training – meetings under numerous development programmes e.g. SGSY, health, sanitation, elementary education, watershed development, SGRY/FFW [currently integrated into WBREGS] etc. Yet, various analyses conducted by the PRDD indicate that the training needs of most of the PRI functionaries remain partly unmet. Despite the GoWB's best intentions it becomes difficult to reach the unreached/under-reached and to adequately fulfil the capacity building needs of

<sup>5</sup> Information by Panchayat and Rural Development Department [PRDD]

even those who could be reached. The most striking problems faced in connection with the training of PRI functionaries include the following inter alia:

- ◆ Some elected PRI functionaries, many of whom are newly elected, do not receive any training whatsoever due to several reasons, many of them fail to attend, even when training programmes are specially arranged for them; hence they remain ignorant about the numerous opportunities available or those created by the government for poverty alleviation and strengthening livelihoods
- ◆ Many of those who receive any training get it quite late, usually when they have lost interest and lost the incentive
- ◆ Induction level or even in-service training for government/panchayat employees is inadequate; there are reports of employees receiving no training in their lifetime
- ◆ Inadequacy is commonly seen in training infrastructure, quality trainers, resources and opportunities
- ◆ Most of the training materials [including the language] prepared and used in training do not suit the needs and levels of all the functionaries, particularly those drawn from the backward classes and women
- ◆ Due to the heterogeneous nature of the participants, it becomes difficult on the part of the trainers to pay attention to the needs of the functionaries belonging to the backward classes and women, because their issues are superseded and suppressed by those of the influential, the vocal and the elite
- ◆ The quality of training suffers due to the lack of proper attitude to training, lack of incentive on the part of the trainers, and weak and conventional methodologies leading to monotony
- ◆ The involvement of NGOs in the training of PRI functionaries becomes minimal due to the lack of mutual faith and the lack of capacity of NGOs on issues related to PRIs and on issues related to the implementation of government schemes dealt with by the PRIs. Though the reasons were not specified, at the time of this midterm evaluation, the concerned respondent from SIPRD also mentioned the minimal participation of NGOs in the exercise
- ◆ Since there is limited scope of direct communication with common people, campaigning and communicating becomes too challenging to reach the unreached.

The initiatives for capacity building of elected representatives and their functionaries have been facing challenges from different quarters such as

- ◆ Attitude of the elected representatives and functionaries to training and other capacity building measures;
- ◆ Coverage of a huge number of clientele in the absence of adequate infrastructure and other facilities, particularly at the sub-district levels;
- ◆ Availability of quality trainers across the state;
- ◆ Ensuring quality of training and other capacity building interventions;
- ◆ Effective partnership with NGOs in capacity building interventions for PRIs;
- ◆ Creating awareness through sustained campaigns and communication packages and dissemination of information through appropriate print, electronic and folk media;

- ◆ Reaching out to the poorest and most marginalised sections, particularly women belonging to these sections and to create an enabling environment for them to articulate their voices and to motivate them for self development.

The latest Perspective Plan for Capacity Building of PRIs in West Bengal identifies a number of key areas for their institutional strengthening. As the plan highlights, the capacity building of PRIs involves various interventions which lead to better functioning in terms of improving governance, improved delivery of services to the citizens and better and more efficient utilisation of all resources. The interventions are multi-dimensional, which can be classified into the following broad categories.

- ◆ Institutional functioning of PRIs in terms of Acts, Rules and related practices, following the roadmap and the activity maps including an effective system of grievance redressal, more effective service delivery, prompt enquiry of complaints of corruption, voluntary disclosure of information for sharing with the citizens, and more IEC to promote their participation at the gram sansad level
- ◆ Office management with the expansion of physical infrastructure; standardisation of practices and procedures; process re-engineering through manuals [currently under finalisation for the GP level and under preparation for the PS and ZP levels]; organisational dynamics and strengthening intra-tier, inter-tier, inter-institutional and inter-sector linkages and inter-personal relationships; manpower management with clear responsibility mapping in respect of various tasks and programmes; and better use of ICT for management of records and documents
- ◆ Resource mobilisation, financial management and accounting [with double entry system and computerisation]; absorption and utilisation of enhanced resources; procurement and contract management; effective monitoring of expenditure and use of ICT to improve analysis and follow up based on the reported expenditure status for all tiers of PRIs; and audit compliance
- ◆ Management of various programmes/schemes with enhanced skills, with more IEC for the citizens for promoting their participation through social audits and other tools
- ◆ Participatory planning and implementation with greater understanding of relevant thematic issues including gender, child protection, equity, education, public health, nutrition, food security, right to information, poverty targeting, expansion of livelihoods in favour of the poorest, self help groups (SHGs) as building block of development, environmental protection, natural resource management, sustainable development, community based disaster preparedness, social communication, spatial planning with GIS tools etc.
- ◆ Monitoring and evaluation of the overall performance of each PRI through an overarching framework with clear responsibility mapping and use of multiple tools including self-evaluation and enhanced use of ICT for information management and management information systems.

Some examples of capacity building exercises in the state are detailed in the following exhibits.

## Self-Evaluation by PRIs – A Basis of Institutional Strengthening

An innovative initiative of self evaluation for PRIs was introduced in West Bengal from 2006-07. Formats for score based evaluation were developed separately for GPs, PSs and ZPs under two major heads: [a] institutional functioning and good governance, and [b] mobilisation of revenue and utilisation of resources.

The objectives of self evaluation by PRIs are:

- Helping PRIs to develop sound [data-based] concepts regarding the issues that they need to address to really become peoples' institutions;
- Enabling PRIs to assess their own performance through score based self evaluation;
- Allowing PRIs to compare their performance level with that of others;
- Enabling PRIs to identify their own strengths and weaknesses in all the major issues;
- Building the capacities of PRIs to design their future plans of action on the basis of identified strengths and weaknesses;
- Identifying the intervention areas for the institutional strengthening of PRIs;
- Understanding of the overall status of the PRI's functioning in the state which in turn would help the state government to design its policies for their strengthening.

### Backward Regions Grant Fund [BRGF] for Capacity Building of PRIs and Decentralised Planning

The GoI launched the Backward Regions Grant Fund [BRGF], under which provisions have been made for accessing funds, for both the capacity building of PRIs and municipalities and 'substantially untied grant' to local bodies for bridging critical gaps in their plans. As regards the planning process, it has been reiterated in the BRGF guidelines that each panchayat [i.e. each GP, PS and ZP] and each municipality would be a unit of planning and that the plans prepared by each panchayat and municipality would be consolidated into the draft District Plan by the District Planning Committee in accordance with Article 243-Z of the Constitution. It has also been reiterated in the guidelines that the approach of bottom-up participatory planning would be adopted by each local body and provisions have also been made for developing capacities to facilitate participatory planning, decision making, implementation and monitoring to reflect local needs.

The MoPR selected 11 backward districts in West Bengal for BRGF interventions namely **Jalpaiguri, Uttar Dinajpur, Dakshin Dinajpur, Birbhum, Purulia, Bankura, Paschim Medinipur and South 24 Paraganas** [these eight being erstwhile RSVY districts], Malda, Murshidabad and Purba Medinipur. While the focus of the Strengthening Rural Decentralisation (SRD) programme is on deepening rural decentralisation by institutional strengthening and institutionalisation of grassroot level planning aimed at strengthening the livelihoods of the poorest and most marginalised sections in around 800 GPs, the BRGF's focus is on bridging critical gaps in attaining the desired level of socio-economic development and providing adequate infrastructure by strengthening the capacities of the functionaries of all the PRIs and municipalities in decentralised planning. Since both SRD and BRGF have some common goals, the GoWB considered it expedient and necessary to implement BRGF in convergence with the SRD programmes in order to avoid duplication and overlapping. This helped to replenish the shortcomings in resources of both the initiatives and to intensify the interventions for institutional strengthening in a convergent manner.

The implementation of BRGF was recently evaluated by MoPR through the World Bank. The study team generally appreciated the convergent approach of implementation of BRGF in both the areas of decentralised planning and capacity building interventions in the state.

### Programme for Strengthening Rural Decentralisation [SRD]

Encouraged by the GoWB's strong commitment to rural decentralisation, the Department for International Development [DFID], Government of UK came forward to support GoWB's efforts to accelerate and strengthen rural decentralisation initiatives and to upscale bottom up planning process through a state sector programme named Strengthening Rural Decentralisation [SRD]. This is an independent programme for which concurrence of the MOPR and the Department of Economic Affairs, GoI was obtained in 2005. The GoWB accepted DFID's offer since the process of decentralisation for good governance and focus on poverty alleviation was already a priority of the state government and the assistance from DFID would expedite the process.

The specific purpose of the five-year SRD programme, focused on strengthening GPs, was to help secure more effective, accountable, pro-poor rural decentralisation leading to sustainable reduction in poverty in the rural areas of the state. As envisaged and expected, the purpose is to be achieved through four interlocking outputs.

**Output 1:** Gram panchayats improve basic service delivery and livelihoods security to reduce vulnerability of the poor.

**Output 2:** Gram panchayats have improved capacities and resources in line with their strengthened mandate.

**Output 3:** Gram panchayat planning, budgeting and implementation system benefits the poor.

**Output 4:** Improved implementation of the GoWB's Roadmap to Rural Decentralisation.

During Phase-1, the SRD programme's interventions were implemented in six most backward districts namely Uttar Dinajpur, Dakshin Dinajpur, Malda, Murshidabad, Purulia and Birbhum. In Phase-2, the programme has been extended to six more districts namely Cooch Behar, Jalpaiguri, Bankura, Paschim Medinipur, Nadia and South 24-Paraganas. Although the major interventions are being implemented in 12 districts cumulatively, capacity building interventions cover the entire state.

The major interventions for which the programme resources are being utilised are:

- (i) Capacity building of the functionaries of PRIs and their support institutions across the state in convergence with other resources from the GoI and GoWB, supplemented by facilitation and handholding support for institutional strengthening in around 800 most backward GPs in 12 districts;
- (ii) Development of training facilities in all tiers of PRIs across the state;
- (iii) Facilitation in the same 800 GPs for pro-poor participatory planning, implementation and monitoring systems;
- (iv) Support for enhancing its own sources of revenue of the PRIs and more pro-poor utilisation of the augmented resources;
- (v) Bridging critical gaps in the plans of 800 GPs with Critical Support for Poverty Reduction [CSPR] with the focus on the expansion of livelihoods of the poorest and most marginalised sections;

The major achievements of the SRD programme so far are as follows:

- Preparation of a comprehensive roadmap for the panchayats in West Bengal to strengthen the policy framework for rural decentralisation [approved by the Council of Ministers] and sustained efforts for implementation,
- Improved infrastructure for training of the PRI functionaries, including a state-wide satellite based system and network to cover all PSs, ZPs and training institutions,

- Improved capacities in the selected GPs in the 12 districts in line with their strengthened mandate, manifested in improved financial management, improved group dynamics, and improved institutional practices,
- Enhanced community participation in local level decision making process, integrated GP plans, and improved accountability and transparency in the 12 districts,
- Enhanced resource mobilisation and more pro-poor utilisation of the augmented resources,
- Marginal improvement in livelihoods of the weakest sections particularly disadvantaged self help groups [SHGs] of women, with support from the CSPR.

### F.3.2 Association of Training Institutions

According to the state policy adopted by the PRDD, SIPRD and ETCs would be responsible for imparting training to three tier PRI functionaries in a phased manner during their tenure. At the district level, under the administration of the DPRDO, training of elected members and GP employees and members of the Panchayat Samiti [IP] were organised. Trainings were organised at block training halls, school buildings, youth hostels, other office premises and local venues. It has never been conducted in a well constructed place where all the facilities were made available. The majority of the programmes demand residential arrangements for the facilitators and the participants, but due to insufficient infrastructure and logistics management, this was not possible.

In this connection, the PRDD decided that Permanent District Training Centres would be established at the district level to ensure that systematic and structured training programmes were conducted across the state. Other crucial factors like creating a friendly atmosphere suitable for training, avoiding delays, utilisation of funds at the right time, adequate infrastructure and logistics support to conduct the training are the key to the conception of setting up permanent training centres at district.

However, considering the time requirements and the maintenance costs of the Permanent District Training Centres, the PRDD opted for Temporary District Training Centres (TDTCs) to execute the training programmes. The selection of TDTCs is based upon certain important criteria decided by PRDD, and they are selected from different departments of the GoWB, Panchayati Raj Institutions, and NGOs.

The institutions engaged in the delivery of training programmes include SIPRD, engaged mostly in the training of trainers, programme specific training and the training of functionaries of upper tier PRIs, district and block level government officials, and five ETCs at Cooch Behar, Burdwan, Raigunj in Uttar Dinajpur District, Rajarhat in North 24 Paraganas and Medinipur in Paschim Medinipur District. A State Level Trainers' Team was formed by SIPRD and a District Level Trainers' Team was formed by all the districts drawing officials from amongst government officials, ex-PRI members and selected NGOs. SIPRD's State Level Trainers' Team trained DLTTs in 2003 so that they in turn could train the newly elected PRI members of the 6<sup>th</sup> panchayat general election at the district level. Training designs were prepared by SIPRD for all categories of functionaries at all levels. Different training booklets and handouts on various themes of Panchayats and Rural Development were prepared by SIPRD for distribution among the newly elected PRI functionaries. Six video films on relevant themes were also prepared for the purpose. Besides the training of DLTT members and preparation of materials, SIPRD undertook training of the following categories of PRI functionaries: [a] Zilla parishad members;



[b] Karmadhyakshas [chairpersons of standing committees] of zilla parishads and Panchayat Samitis; [c] Sabhapatis [chairpersons] of Panchayat Samitis; and [d] selected district and block level government officers directly associated with PRIs.

The training of the rest of the PRI functionaries e.g. [a] members, pradhans, upa pradhans, Sanchalaks [chairpersons of sub-committees] and employees of GPs and [b] members of Panchayat Samitis was administered by the Directorate of Panchayats and Rural Development through the DPRDOs who deployed the DLTT members to conduct the training programmes with support from district and block administrations<sup>6</sup>.

The apex training institution has strengths in many areas such as experienced, skilled, subject expert faculty; substantial infrastructure; support staff; technical knowhow and expertise; networks with the field level personnel; good rapport with other states, regular communication with the field level practitioners, activists, NGOs and active cells. Along with these areas of strength, SIPRD has also identified gray areas like the lack of adequate manpower; poor financial base, low scope of exchanging views with other institutions, less opportunities of experiencing alternative training strategies or latest training methodologies and skill up gradation, lack of formal resource pools, low mobility support, and limited liberty and autonomy for innovation.

To conduct large scale training, PRDD has developed a state level Master Trainer Team [MTT] at the central training institution ICMARD. The members are trained in the Panchayati Raj system. It is mainly under the auspices of this institution that the five ETCs as well as the DTCs are set up.

In its latest Panchayat Road Map, the state PRDD has proposed that NGOs and academic institutions be involved in various collaborative works with the panchayats. As of now, mainly NGO infrastructures are used as temporary DTCs rather than directly involving NGOs in training.

**Table F2: District wise availability of DTCs in West Bengal**

Name of Districts	No. of DTCs
CoochBehar	1
Jalpaiguri	1
Uttar Dinajpur	1
Dakshin Dinajpur	1
Malda	1
Murshidabad	2
Nadia	1
North 24 Paraganas	2
South 24 Paraganas	3
Howrah	1
East Medinipur	2
West Medinipur	2
Bankura	1
Purulia	1
Birbhum	2
Burdwan	2
Hoogli	2
<b>Total</b>	<b>26</b>

<sup>6</sup> Draft Report of PRI Functionaries 2008-09, PRDD, GoWB

### **F.3.3 Training Needs Identification**

Training needs assessment (TNA) was mainly done through informal level consultations and reviewing various studies on panchayat activities. No comprehensive documentation was done on felt or assessed needs. For a list of category wise needs assessed during the process see Annexure. It is pertinent here to mention that the Perspective Plan [2007-12] for Capacity Building has been developed with the idea of addressing the issues to realise the vision of PRIs as strong institutions of good governance and self governance through continuous consultation and feedback, training and non-training interventions and other need based measures.

### **F.3.4 Training Design and Content**

During training sessions, the trainers usually attempt to adopt participatory methods for imparting knowledge to officials. Interactive question-answer sessions after power point presentations, group discussions, mock exercises and quizzes at the end of each session were some of the common methods used during training. However, during the field investigation, no training programme was going on hence direct observation was not possible. Satellite communication [SATCOM] has generally been used during the initial phase of training to organise direct interactions through question-answer sessions between higher officials and the PRI members and officials. No such specific satellite based training programme was planned or conducted in West Bengal. When key officials of the line departments are engaged as trainers, some of them take keen interest and their involvement increases their functioning as part of the panchayats but this is not the case with all or the majority of officials. For training, different reference materials, based on training themes are developed and circulated among the trainees in the form of handouts and books in the vernacular language.

### **F.3.5 Reference Materials**

Materials were in place for each category of trainees. Materials include booklets, PPTs, and about 20 issue based films. All these are developed in house, based on need assessments, through group discussions and frequently asked questions [FAQs] at the field level. The review of the reference literature and training materials revealed that these were designed and developed keeping in mind varied needs for different categories of trainees. Along with the common core content, these materials have specific subject/issue wise information for the different target groups of trainees. All the respondents appreciated the content of these materials and acknowledged their usefulness. This literature was developed in house at the department's central training unit. For this purpose, several in house consultation meetings were organised. No external support was sought from any institution or agency except occasional inputs from a few subject experts.

### **F.3.6 Trainers Pool**

As informed by the state level trainers' team, the selected trainers were a balance of youth and experience. The intended trainers' team composition is ideally a mix of young techno-savvy people and retired government officials with ample experience.

### **F.3.7 Training Approach and Methodology**

Training modules are developed separately for each category of trainees. The tools mainly include power point presentations, question-answer sessions and trainers' manual. Brainstorming and discussions on case studies were also included.

Module development was an integral part of the training. It emphasised on the basic principles of learning: must know, should know and could know. The modules were divided into four broad categories, namely, [i] case study, [ii] power point presentation with visuals [iii] handouts [theme book] in question-answer form with the thrust on the must know aspects, and [iv] the manual for facilitators for transaction. The process of module development was based on the following principles.

- ◆ A manual on each presentation and session for the facilitators, defining the objectives of each session. This manual would serve as a guide for transacting each session, indicating each step of the session and suggesting the possible do's and don'ts
- ◆ Case studies containing good, significant practices and noteworthy issues. The case studies would be brief and concise. These case studies would make them inquisitive about the session to be held and serve as the entry point of the training
- ◆ Presentations based on **visuals** [still photographs, video clips, graphical representations, charts etc.]. The presentations would contain small and striking words that would hold their attention. The presentations should not have long and complex sentences and paragraphs
- ◆ Enough scope for **planned oratory** in order to stimulate and invite ideas, views, experiences, facts and figures, good practices from the learners. The discussions should contain information including good examples; practices etc. and help clarify any doubts that arise in the minds of the participants during the training sessions
- ◆ Handouts in question-answer form to be treated as theme books containing the **must know** aspects of learning [i.e. the key learning elements].

The transaction of the modules is a crucial aspect of the training. Special emphasis was laid on the content based modules so that it was in harmony with the overall training methodology. The issues covered in the previous PRI functionaries training were content heavy and hence were beyond the level of common understanding of the participants in a five-six day training programme. It is very important to make the training interesting and attractive with different delivery modes of imparting knowledge. Each module developed for the present training contains audio, audio-visual materials along with maps, graphical presentations, photographs etc. in order to complement the contents. The trainers were asked to perform the role of a facilitator rather than a trainer. It is important to seek participants' expectations prior to the training to understand the expected outcomes. When the participants sense an environment of mutual respect and two-way communication, they feel free to share their own experiences and knowledge, express their doubts and ask questions.

In the training group, sessions should reduce tensions and promote personal growth since the person who speaks less or is shy usually opens up in small groups. Conversely, the group could decide to establish a norm that allows for self-disclosure. Group discussions increase the group's ability to perform. In small groups, the facilitator would select members from different or similar backgrounds or as appropriate, then clarify the group tasks stating the available time and observe from outside the group. This enables the group to work towards the group and individual goals. For personal growth and skill development, the trainer would facilitate achieving enabling resolutions through group work. Behavioural developments take place during group work and experience sharing would heighten awareness among the group members. This would lead the groups to make decisions that are in their interest as well as the interest of the community.

In the training of PRI functionaries, participatory reading and learning has been pioneered as an innovative strategy, focusing on specific subject matter in groups. This helps to develop an in depth understanding of concepts on the particular subject matter by ensuring the understanding of every participant. The significance of the method lies in enhancing the confidence level of the participant, reducing the social discrimination and creating the urge to learn by developing the right attitude of participation and competition among the learner's group.

In the beginning the facilitator describes the method in detail to avoid any misconceptions about the process so that the participant can gain a primary understanding of the particular subject. It starts with reading in a group. The group is heterogeneous in nature in terms of sex, age, experience, educational qualification and religion. The group size varies from eight to 10 people, of which there are two to three female members and one literate person in each group. Each of the subjects in the book is read out carefully so that an equal level of understanding can be achieved among the participants on the subject matter. During this process, doubts, if any, are clarified by the facilitator. At the end, a quiz is conducted to ascertain the extent of concept development on the specific subject among the participants followed by a prize for the first three groups who score the highest.

As per the training methodology, case studies serve as the entry point for each module before the beginning of the sessions. This would have a dual purpose; sensitise the participants on the issues to be discussed; and build conviction on the themes. The case studies would help in understanding the themes in a structured and systematic way. When the participants understand the main theme of the session and subsequently come to know about the objectives and methods of the training, learning proceeds rapidly as the vision and purpose are clear to the participants. The participants also get an overview of the training theme through the case studies.

Quizzes have been introduced in the training methodology for the groups as an innovative approach. On the last day of the training, a quiz is organised among the participants to ensure the development of clear concepts on different subject matters and also highlight the subjects which require more clarification. Apart from this, another objective is to create a competitive spirit among the participants from the initial day of the training which helps them stay involved and reinforces their learning. In the beginning of the training, the concept of the quiz is shared among the participants. A series of questions are prepared by the trainers. All the rules and regulations of the quiz are clearly described to the participants in advance. Quizzes are held in groups with a designated quiz master from the DR RDOs, DRPPTs and other officials from the block or district level. At the end of the quiz, different prizes are given to the participants as encouragement. The quiz involves all the members in a group and encourages them to be participatory and responsive to the situation.

The Training-cum-Development Communication Channel [TDCC] is being set up in all the DTCs across the state to supplement capacity building exercises, and structured mass training through video conferencing. The TDCC was particularly used during the critical sessions that needed to be addressed in a common forum where open ended questions were invited from among the participants and the trainers.

Attendance for training was 95 per cent among pradhans and upa pradhans, 75 per cent among GP members and 100 per cent among GP employees. Absenteeism is relatively high in non-residential trainings. Crèche facilities for children have been suggested to encourage women's participation.

SATCOM is used for follow up. The training hall can accommodate 40 participants on an average. These are equipped with LCDP, computer, UPS, stabiliser, and white boards/markers. There is no direct involvement of NGOs in the training process except that NGO workers may occasionally serve as resource persons.

### F.3.8 Training Logistics and Administration

The Assistant Training Coordinator is the key person responsible for overseeing training related matters at the district level. During the field investigation, all the respondents in the three sample districts appreciated the logistical arrangements at the training venues. It was found that the PRDD had specially arranged for crèches for the women participants' babies so as to enable the women to attend the training sessions.

### F.3.9 Training Achievements

There are essentially two categories of trainees – a) elected representatives [ERs] and b) other panchayat functionaries. According to the details provided by the joint secretary [PRDD], under RGSY, as many as 5255, 1528, 5879 functionaries and 13,505 elected representatives have been trained during 2006-07, 2007-08, 2008-09 and 2009-10 respectively. In addition, other functionaries including employees numbering 4584, 6164, 4771 and 4662 have been trained during 2006-07, 2007-08, 2008-09 and 2009-10 respectively under the same scheme in the entire state. The elected representatives include GP members, pradhans and upa pradhans at the GP level and Karmadhyakshas at the PS level. The non-elected functionaries include *Nirbahi Sahayak*, *Sahayaks*, *Nirman Sahayak*, *Sachib* and *GP Karmis*.

**Table F3: Year wise Coverage of Trainees in West Bengal**

Year	BRGF		RGSY		Others		Total	
	ERs	Functionaries	ERs	Functionaries	ERs	Functionaries	ERs	Functionaries
05-06	-	-	-	-	16456	2615	16465	2615
06-07	-	-	5255	4584	5049	57364	10304	61948
07-08	-	-	1528	6164	5576	72485	7104	78649
08-09	3683	1106	5879	4771	17018	75429	26760	81306
09-10	16872	6087	13505	4662	14980	75683	45357	86432

Source: PRD Department, Government of West Bengal

### F.3.10 Training Feedback System

It is apparent from the interaction with the state officials that there was no structured monitoring, review and follow up mechanism in the initial phase of the training. Occasional visits by the state officials to the district and block training centres, and a general review were the only tools for monitoring. However, it has been found that a feedback form was used at the end of each training session and the compilation process is in progress for further analysis. During the field investigation, it was also found that unlike two other sample districts [Burdwan and Nadia], in South 24 Paraganas, a format has been developed at the district level for post training follow ups. According to the personnel responsible for the training at the district level, they visited different GPs in different blocks of the district for this purpose. Though a few completed formats had been seen during the field investigation, no consolidated report was available at that time.

An initiative for dissemination of information, training and interactive monitoring has been initiated by putting in place a TDCC named the Lokashiksha Sanchar. All the ZPs, SIPRD and ETCs have been brought

into a satellite based two-way video and two-way audio network. The block offices, the DTCs and the offices of the DPRDO have been connected by a one-way video and two-way audio system [supplemented by phone-in facility]. The state's PRDD as well as ZP officials claimed that this has substantially boosted the communication and training capacity in terms of the number as well as the outreach. The facility is reportedly meant to be utilised intensively for the orientation of panchayat functionaries.

In addition, training feedback forms are provided to each participant at the end of the training. It is mandatory for each participant to share her/his feedback through this instrument. A comprehensive format had been developed for the participant, which helps to evaluate the total process under different categories like the training process, concept development on various subjects, effectiveness of photographs, video clips, short films used in the training, methodologies, facilitator's transaction style, quality of handouts given for further/future reference, use of audio video aids for transaction and logistic arrangements including food, seating arrangements, the training hall and other facilities. On the second day of the training, the feedback format is distributed among the participants and they return the completed form on the last day [6<sup>th</sup>] of the training. The completed formats of different batches across the district are returned to the state for assessment through database management. A software package has been developed which helps to produce a detailed feedback report on the training process by the participant. The report would throw light on the process in terms of training needs assessment, training design, training materials, methodologies and use of audio visual aids.

### F.3.11 Effectiveness of Training

During the field investigation, all the respondents across all the categories of elected representatives and PRI employees asserted that the training under RGSY/BRGF helped them to a great extent by bringing conceptual clarity and improving their functional capability. Though they gave the lion's share of the credit to these trainings, they mentioned that other trainings under various programmes and awareness campaigns also contributed towards their enhanced knowledge. However, the state officials as well as the trainee respondents acknowledged the effectiveness of this training as the catalyst in the process of learning and triggered their inquisitiveness. At times it fell short of making them fully capable, sometimes due to a few extraneous causes like political influence etc.

The key contributions identified are as follows:

- ◆ The participants' understanding about the PRI system including the roles and responsibilities at different tiers;
- ◆ Subject specific knowledge on community development, right to information, and people's participation in planning, implementation and monitoring processes;
- ◆ Knowledge of the functionaries regarding office administration, organising meetings, planning and budgeting, and conflict resolution;
- ◆ Participants' knowledge on rural development and PRI's role in this regard, especially in creating employment opportunities, creation of community assets as well as in service delivery in the rural areas.

### F.3.12 Training Inclusion

In India, more specifically in the state of West Bengal, there is no doubt that many people are marginalised and subjugated, especially the poor, rural women. The old dichotomy where women

stay at home while the men provide and, more importantly, are the decision makers and are politically active is practised here. The political system in rural India is based on the PRIs, i.e. democratically elected politicians govern as units of self governments with a close connection to the villages and its people. The Reservation Bill, introduced with the 73<sup>rd</sup> Amendment, guarantees certain seats in these GP offices to women in an attempt to empower them. Besides this, there are ample provisions and scope for the people from the SCs and STs under the PRI Act, West Bengal, which also aims at empowering the weaker sections of society.

However, the state officials asserted that every care had been taken for actualising the inclusion of elected women representatives and elected representatives belonging to the social groups of SCs, STs and the minorities in this process of capacity building. During the field visit, this was also acknowledged by all the respondents, cutting across the three tier PRI structure. To enable the women trainees to undergo the training, crèche facilities and day care centres were organised for their children at the training venues. No discrimination on the basis of caste and gender has been reported by any of the respondents.

### F.3.13 Utilisation of Inputs

All respondents have asserted that the upgradation of their knowledge, skills and understanding through the trainings imparted to them, positively contributed to their performance and efficiency. Yet, it has been observed that the attitude towards the PRI system as well as the role and responsibilities of the ordinary GP members are an area of concern. Their indifferent attitude in comparison to the pradhan, upa pradhan, Karmadhyakhya and Sanchalak of Sthai Samiti and Upa Samiti at the GP, Panchayat Samiti and ZP levels, left a wide gap in the training outcomes and the functioning. The respondents came up with positive assertions regarding the ease of performing the devolved functions and implementing the schemes entrusted to them, once they underwent the training. During the field investigations this was found to be only partially correct as the ordinary members of the GP seemed largely indifferent.

Secondly, the respondents raised the issue of poor functional coordination between PRI members and the PRI employees. According to them, because the trainings had been designed and imparted category wise, they failed to create a common understanding between these two groups as well as among all the PRI members. Most of the respondents were in favour of mixed group training or workshops at all tiers of PRIs for effectively addressing this issue. Many of the respondents also observed that though they understand PRI functioning and their role and responsibilities, once they finish the training, political mandates of their respective political parties and interference by the local political leaders, are often a hindrance in the effective functioning and performance. This can be overcome by sensitising the local political leaders/decision makers on different issues related to PRI alongside the training of the PRI members and employees.

The strength of the panchayat system should be derived primarily from the people and not merely from the statute or the upper tiers of government for better functioning of the panchayats as institutions for self government. It should be the citizen who should own the roadmaps for realising their goals by participating actively and ensuring that panchayats carry out the process as their representative bodies. The trainees have developed conceptual clarity about the Panchayati Raj system and its role with respect to sustainable rural development through participatory planning, implementation, monitoring and evaluation. All the trainee respondents acknowledged the relevance of the training imparted to them. From the responses of the PRI members as well as the

employees it became apparent that the PRIs are still under equipped with the operational skills required for the day to day performance of executive duties of the panchayats. All the respondents unanimously expressed their need and will to go through more specific issue based training and workshops, which they believe would in enhancing their performance.

The success of the capacity building process, to a great extent, depends on the mechanism of monitoring and follow ups. According to the state officials and the capacity building personnel, the main and only problem they have faced in monitoring and follow up of the capacity building inputs is the shortage of man power. However, various interactions during the field investigation suggest that besides the said hurdle, the lack of systematic planning for monitoring and a structured follow up process were also key factors.

### F.3.14 Overall Outcome of Capacity Development

It has been observed that the main impact of the training on the elected representatives as well as on the PRI employees is in terms of increased awareness regarding their role, responsibility and authority. The elected representatives and functionaries of the GP/Panchayat Samiti/ZP asserted that the training under RGSY/BRGF/SRD capacity building components helped them in gaining conceptual clarity about their role, responsibility and authority. They also emphasised that awareness and specific knowledge on different issues helped them in improving their functional capabilities in specific areas such as office administration, organising meetings, planning and budgeting, process of conflict resolution, community development, right to information, and people's participation in planning, implementation and monitoring processes, etc. They were also of the opinion that these trainings are preliminary inputs for their capacity building. Spontaneous demands were made by these elected representatives and functionaries for the repetition of subject specific trainings in a periodic manner as a follow up measure to enhance the implementation of different programmes as well as the efficient management of routine PRI activities.

## F.4 Funds Flow and Utilisation

In West Bengal, though the first instalment of the RGSY funds on account of capacity building had been transferred in the financial year 2006-07, till the end of 2009, it had been used for the training purposes of PRI members as well as of the PRI employees indiscriminately in all BRGF and non-BRGF districts, because of the absence of any clear directive from the MoPR. According to the Joint Secretary, PRDD, GoWB, the complete training programme was conducted with the funds available with the state, i.e. RGSY funds clubbed with the funds of the BRGF and SRD Capacity Building component. After receiving the said directive, the funds have been segregated since the end of 2009-10.

**Table F4: Central and State's Share under RGSY-West Bengal**

Financial Year	Instalment	Fund from MoPR, GoI	Matching Grant from GoWB	Remarks
2006-07	First	100,00,000.00	25,08,878.00	Entire fund was clubbed with CB component of BRGF and SRD
2007-08	Second	100,00,000.00	0.00	State's corresponding grant was not released
2008-09	Third	159,98,000.00	53,32,000.00	The state's share was retained by SIPRD for CB
2009-10	Fourth	159,98,000.00	53,32,000.00	The state's share has only been utilised in 7 non-BRGF districts

Source: PRD Department, Government of West Bengal



During the field evaluation, the PRDD officials reported that though the RGSY funds had been distributed to the districts for capacity building of elected representatives of PRIs, and PRI employees through the respective District Magistrates, no detailed records of “account head wise utilisation” and of “unutilised funds” is available with the state. However, the department is presently developing a new MIS for maintaining all these financial records as well as all the related details of the forthcoming trainings. The only available information regarding the funds flow, as reported by the state officials is depicted in Table F4.

## F.5 Monitoring and Evaluation

Evaluation is one of the vital aspects of training which measures the desired outcomes of the training objectives at the end of the training programme. It checks whether training has been able to create the desired effect on the learner’s cognition in terms of knowledge, skill, attitude, awareness and conviction. It helps to reinforce the learning needs of the participants by ensuring that their learning results in improved performance at their respective workplaces. It involves reaction and learning which are manifested through the participant’s behaviour. Evaluation is an important part of the learning and development process and helps to improve the performance through shaping the attitudes and reducing the shortcomings.

During the training programme of PRI functionaries of the 7<sup>th</sup> general election, evaluation emerged as a focus area of intervention, which was largely missing in the last few capacity building programmes of elected members and officials of the Panchayati Raj system. It has been portrayed as an important step, which not only augments the process, but helps to assess the learning aspects in the total process. Different strategies have been designed to ensure the evaluation process, including external and internal assessments of the participants and the trainer, review training programmes for trainers and resource persons at regular intervals.

A comprehensive format has been developed for the participants, which helped to evaluate the total training programme under different categories like the training process, concept development on various subject matters, effectiveness of photographs, video clips, short films etc. used in the training, methodologies, facilitator’s transaction style, quality of handouts given for further/future reference, use of audio video aids for transaction and logistic arrangements including food, seating arrangements, training hall and other facilities. On the second day of training the feedback format is distributed among the participants and they return the completed one on the last day [6<sup>th</sup>] of the training. The completed formats of different batches across the district are returned to the state for assessment of the process through database management. A software package has been developed which helps to produce a detailed feedback report on the training process by the participant. The report would throw light on the process in terms of training needs assessment, training design, training materials, methodologies and use of audio visual aids.

External assessment of the training has been done through Receive only Terminal [ROT] links through the satellite based channel to every TDTC. This is an innovative approach of reviewing the programme which has been pioneered in this capacity building programme of PRI functionaries. This method is centrally transmitted from the state level to have an overview of the process conducted across the district. It simultaneously promotes interaction from both the ends, reducing the geographical distance. It acts as a bridge to minimise the gaps and limitations identified in the programme. It has

been organised with an interval of seven days after the training to review the process and deliver some suggestions for the effective and efficient execution of the training programme.

The report is another important strategy for external assessment. A reporting format has been developed by the Directorate of Panchayats and Rural Development which lucidly describes the participants in a quantitative form under categories of caste, sex and designation. This format is duly filled up by the trainer batch -wise and sent to the states to maintain the records centrally. Data are interpreted and a quantified report is generated at the end of the batch across the district. Apart from this, a daily reporting format has been developed which clearly evaluates each session of a trainer/resource person.

## F.6 Overall Conclusion and Recommendations

Owing to non-availability of secondary data and information, this report is largely based on the feedback of the respondents [elected representatives, functionaries, trainers/faculties and PRDD officials]. Based on the available information and feedback from the respondents, a few specific recommendations have been made.

**Manpower and Infrastructure:** In our interaction with the PRDD and SIPRD officials and ETC staff, the shortage of manpower and dedicated infrastructure for training has always been the centre of discussions. As the state does not have its own resource centres at the district level, the department was compelled to take these on rent and make temporary arrangements for trainings. SIPRD could only reach out to ZP members for training due to the scarcity of manpower. An increase in trained, efficient and dedicated manpower, especially in SIPRD/ETCs, and planned investments in developing permanent and equipped training/resource centres at the district level is recommended.

**Training vs. Capacity Building:** Capacity building covers a number of components of which training is one. It is required to address capacity building in totality rather than in a fragmented manner focusing only on training. So, along with training, other suggested measures need to be addressed using a comprehensive approach.

**Monitoring Mechanism:** Though the state department has a policy of monitoring the capacity building initiatives, it is not practiced. Many of the respondents, especially the elected representatives, highlighted the lack of follow-up by the department for providing knowledge support to them. However, it is extremely important to adopt a structured monitoring mechanism along with a specific follow up plan for making the capacity building endeavour successful. Thus the state should design appropriate monitoring mechanisms along with specific follow up plans at the state, district, block and GP levels. The monitoring mechanism can be either the developing of appropriate structures and systems at the department level or identifying a monitoring agency at the state and district levels or a mix of both.

A major responsibility of the state government should be the close monitoring of the progress of strengthening of the panchayats. The panchayats' assessment of their own performance through self evaluation as proposed in the roadmap should be effectuated *in toto*, which will help the state government rank the progress on various aspects of the panchayat's performance, to plan more facilitations and other interventions. The findings of various studies and evaluations of progress by expert organisations should be shared with the panchayats at every level for internalising the findings and taking corrective measures on their own.

**Resource Persons:** It is necessary that the trainers/resource persons selected from different departments and other sources should be trained at periodic intervals, at least once in a year. It would help to keep them updated and pass on the latest knowledge to elected representatives and functionaries during training sessions.

**Training Methods:** Innovations need to be encouraged in training methodologies to make training programmes more attractive, joyful and meaningful with steps such as:

1. Practical demonstrations during training on learning by doing mode;
2. Computer based self learning packages and multi-media devices;
3. Learner friendly environment;
4. Field visits during training;
5. Exposure visits of elected representatives and functionaries of the GPs and IPs;
6. Faculty exchange programmes between training institutions;
7. In-situ training of mixed groups for better understanding;
8. Sharing the findings of various studies with elected representatives and functionaries for improving their understanding.

**Sensitisation of Political Parties:** Sensitisation of political parties seems essential to regulate their influence on the elected representatives and functionaries. Many elected representatives are of the opinion that once they have completed the training, they are expected to adhere to the political mandate of their respective political parties. Wilful interference by the local political leaders often hinders the effective delivery of the subjects learned. This may be overcome by sensitising the local political leaders/decision makers on different issues related to PRIs along with the training of the PRI members and employees. Thus a specific policy and plan is required for sensitising the local political parties on the apolitical aspects of decentralisation and inclusive development.

**Funds Flow and Record Maintenance:** It was observed that neither the state department nor the district offices of the department have any detailed and compiled record of funds utilised in the training programmes. Only the information regarding fund allotment/disbursement has been made available to the evaluation team in the absence of actual records. It appears that there is no proper MIS and the flow of information from bottom to top is severely affected due to the existing system's inadequate functioning. So, a system based solution to information management is highly essential at the state level, linking all the administrative units.

**Participation of NGOs and Academic Institutions:** PRDD's proposal in the latest panchayat roadmap to secure the participation of NGOs and academic institutions in various collaborative works with the panchayats should be implemented in earnest immediately.

**Strengthening ETCs:** The ETCs need to be adequately staffed with core faculty and a theme based pool of resource persons, properly equipped with teaching aids.

**Focusing on GP level Elected Representatives and Functionaries:** The ETCs need to concentrate more on training the elected representatives and functionaries of the backward GPs.

**Strengthening Standing Committees:** It is important to strengthen the standing committees functionally so as to ultimately empower the PRIs. The functionaries also need to be motivated to act as technical support providing persons to the standing committees.

**Capacity Development Approach:** Innovations need to be encouraged in training methodologies to make training programmes more attractive, joyful and meaningful with steps such as:

- ◆ Practical demonstrations during training on learning by 'doing mode';
- ◆ Computer based self learning packages and multi-media devices;
- ◆ Creating a learner friendly environment;
- ◆ Conducting field visits during training;
- ◆ Exposure visits for elected representatives and functionaries of GPs and IPs;
- ◆ Faculty exchange programmes between training institutions.

**Capacity Development in Totality:** It would be very difficult to fulfil the capacity needs through training interventions alone; capacity building is indeed the main objective of which training can be one of the various inputs. However, capacity building interventions for all or most of the categories of elected representatives and functionaries revolves around institutional strengthening of PRIs, improved service delivery, implementation of various development programmes/schemes, decentralised planning and monitoring, depending on the actual roles to be performed by them. It is extremely necessary to equip the elected representatives with adequate knowledge, awareness and skills to enable them to discharge their responsibilities effectively.

**Trainers/Resource Persons:** SIPRD should draw more resource persons from NGOs and other sources. For wider coverage and imparting training in an efficient manner, some courses can be outsourced to other academic institutions, research agencies, training institutions, NGOs etc. Without multi-location and vertical and horizontal spread of training organisations, the state may not achieve the self set target as reflected in its Annual Training Calendar. Adopting this approach would also enable them to concentrate on other functions such as research, documentation, developing thematic films, development of modules etc.

**Developing Capacity of Other Stakeholders:** Although the panchayat has been centre-stage in all matters related to rural development, the role of different non-government and voluntary organisations and individuals should be accorded due importance. Their rich contribution in social and economic sectors has made a significant impact on local governance. Their expertise, experience, intimate knowledge of native conditions and the information accumulated through their experience should be utilised for building up capacity of the elected as well as appointed functionaries.



# TRAINING REPOSITORY FOR PANCHAYATI RAJ

## Capacity Development for Local Governance

<http://pri-resources.in>



The screenshot displays the website's header with the Government of India logo, the title "Training Repository for Panchayati Raj", and the UNDP logo. A navigation menu includes Home, Resource Material, Resource Persons, Resource Organisations, Training Courses, Useful Links, UNDP, and MoPR. The main content area features a photograph of women in saris, a "Participate" button, a "Sign in" button, and a "Hindi Version" button. A text box describes the repository as a one-point resource centre. Below this is a "CDLG Project" button and an illustration of a community meeting under a tree. A search bar with a "Go" button is present. On the left, there are expandable menu items for National Level Institutions, State Level Institutions, Other Government Institutions, and NGOs/Other Institutions. On the right, there are two boxes: "Highlights" listing regional workshops and a reference guide, and "Top Readings" listing a module for master trainers and a trainers manual.

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

**Ministry of Panchayati Raj  
Government of India**

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