



सत्यमेव जयते

# **National Capability Building Framework- 2014**

**Ministry of Panchayati Raj  
Government of India**



## Message to the States

Panchayats are local governments mandated in our Constitution. As institutions of local democracy that are close to the people, vibrant and effective Panchayats form the bedrock of transparent governance and context specific socio-economic development. At the level of the Panchayat, people can voice their felt needs and find solutions to their problems. Strengthening Panchayats is therefore a critical concern for improving governance. Capability building and training is a very important aspect of strengthening Panchayats. Elected representatives and Panchayat functionaries need to understand their role and have the skills to perform the role effectively. High quality capacity building, reaching out to all stakeholders of Panchayats, is necessary to ensure that Panchayats become effective.

The National Capability Building Framework 2014 is meant to assist States in expanding the outreach and enhancing the quality of their capability building initiatives. It provides numerous recommendations regarding training of large numbers, various modes of training, subjects of training, quality enhancing strategies, training of women as well as Scheduled Caste and Scheduled Tribe representatives, improving training institutions, etc.

It is important that States follow these recommendations, and bring about systematic improvements in their capability building efforts for Panchayats. In the forthcoming years, I hope to hear from each State about the ways in which they have strengthened their capability building initiatives for Panchayats.



**Nitin Gadkari**

Minister of Panchayati Raj  
Government of India

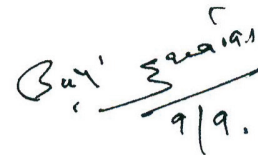


## Foreword

Strengthening the Panchayati Raj system across the country is a key objective of the Ministry of Panchayati Raj. The Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) launched in March 2013, seeks to enhance the capabilities and effectiveness of Panchayats and the Gram Sabhas to function in a democratic fashion. The revised National Capability Building Framework (NCBF) 2014, complements the initiatives taken under RGPSA. It is expected that as more funds become available under RGPSA for capacity building, its outreach and quality will be enhanced. However, this will not happen automatically. For this States, alongwith State Institutes of Rural Development (SIRDs) and other resource institutions will need to follow a systematic strategy for increasing the outreach of their capability building efforts and enhance the quality.

The revised NCBF 2014 attempts to assist States in following such strategies. It examines the key issues in capability building, documents best practices and makes recommendations. Because the level of capacity building efforts across States is diverse, each State needs to examine these recommendations in its context. By illustrating good practices, the NCBF enables SIRDs and training institutions to learn from each other. It is anticipated that each State will identify steps to be taken in its context incorporating the positive initiatives and experiences of other SIRDs and resource institutions.

I would urge all States to use this document as a base to make CB&T more extensive and meaningful.



**Upendra Kushwaha**

Minister of State, Panchayati Raj  
Government of India



# Index

<b>Message to the States</b>	<b>i</b>
<b>Foreword</b>	<b>ii</b>
<b>Executive Summary</b>	<b>vii-ix</b>
<b>Process of Review of National Capability Building Framework (NCBF)</b>	<b>x-xi</b>
<b>1. Expanding the Outreach</b>	<b>1-8</b>
A. Introduction	1
B. Key Issues and Challenges	1-2
C. Overview of Outreach Methods	2-7
(i) Reaching Out to Large Numbers	2-4
(a) Cascade Mode	
(b) Distance Learning through SATCOM	
(c) Establishing Training Institutes at Decentralized Levels	
(d) Collaboration with NGOs and Academic Institutes to expand outreach	
(ii) Reaching out to a range of stakeholders	4-8
(a) Elected Representatives	
(b) Core Panchayat Functionaries	
(c) Gram Sabhas	
(d) Departmental Functionaries	
(e) Functional Committees and CBOs Associated with Panchayats	
(f) Other stakeholders that support Panchayats	
D. Key Recommendations	8
<b>2. Modes of Training</b>	<b>9-22</b>
A. Introduction	9
B. Key issues and Challenges	9-10
C. Experiences with Modes of Training	10-21
(i) Various modes of training	10
(a) Institution-based Training	
(b) Cascade Decentralized Mode Training	
(c) Online (ICT) Mode Training	
(d) Mass Media-Based Training	
(e) Traditional and Folk Media	
(f) Exposure Visits to Good Performing Panchayats/ NGOs/Projects	
(g) Distance Learning	
(h) SATCOM Training	
(i) Quiz-Contest Based Learning Events for Capacity Building of PRIs	

(j)	<i>Information, Education &amp; Communication (IEC) Events</i>	
(k)	<i>Peer-Education Mode of Training</i>	
(l)	<i>Experiential Learning Mode</i>	
(m)	<i>Help Desk/Help-Line</i>	
(n)	<i>Model Learning Outreach Centres</i>	
(o)	<i>Video – Conferencing</i>	
D.	Selection of the Appropriate Mode of Training	21
E.	Building institutional capacity for several modes of training	21
F.	Key Recommendations	22
<b>3.</b>	<b>Areas of Training</b>	<b>23-34</b>
A.	Introduction	23
B.	Key Issues and Challenges in Areas of Training	23
C.	Strategies to Include Relevant Subjects	24-25
(i)	Range of Subjects	24
(ii)	Core and State Specific Curricula	24
(iii)	Mandatory and Optional training	24
D.	Suggested Content Areas for Different Types of Training Courses	26-33
(i)	Basic Orientation - Foundation Course	26
(ii)	Thematic Sector-specific Course	27
(iii)	Refresher Courses	29
(iv)	Special Courses	30
(a)	<i>Special courses for marginalized groups</i>	
(b)	<i>Special courses for Panchayat functionaries</i>	
(c)	<i>Leadership Courses</i>	
(d)	<i>Thematic Focused Courses</i>	
(e)	<i>Training in IT and Computer Literacy</i>	
(f)	<i>Special Training for Sectoral Functionaries of PRIs</i>	
E.	Planning for CB &T	34
F.	Key Recommendations	34
<b>4.</b>	<b>Quality of Training</b>	<b>35-42</b>
A.	Introduction	35
B.	Key Issues and Challenges	35
C.	Strategies for Addressing Training Quality	35
D.	Systematic Approach to Training	36-39
(i)	Training Needs Assessment (TNA)	36
(ii)	Training Material Development (TMD)	37
(iii)	Training of Trainers (ToT)	37
(iv)	Training of PRIs (TPRIs)	37
(v)	Training Impact Assessment (TIA)	39



E. Planning and Organising Training	39
F. Quality of Trainers	39-40
G. Training Methods and Design	40-42
H. Promoting Sectoral Convergence	42
I. Institutional Structure and Quality	42
J. Key Recommendation	42
<b>5. Elected Representatives of Scheduled Castes, Scheduled Tribes and Women</b>	<b>43-54</b>
A. Background	43
B. Key Issues and Challenges	43-44
C. Capacity Building and Training Strategies for ERs of Marginalized Sections	44-50
(i) Need for a Special Strategy	44
(ii) Focused Training Needs Assessment (TNA)	45
(iii) Training Modules and Material Development	45
(iv) Training of Trainers	48
(v) Special ToTs for Sensitizing Trainers	48
(vi) Focused Training Campaign	48
(vii) Mainstreaming Inclusion of Concerns of ERs of Marginalized Sections in Common Training Campaigns for PRIs	50
D. Special Training in PESA Region for ERs and Officials of PRIs	50-53
E. Key Recommendations	54
<b>6. Institutional Structures and Processes</b>	<b>55-66</b>
A. Background	55
B. Key Issues and challenges regarding institutional capacity	55
C. Key Strategies for Rational Development of Institutional Structure	56-66
(i) Establishm. Development of State Panchayat Resource Centre (SPRC)	56
(a) <i>Role of SPRCs</i>	
(b) <i>Infrastructure in SPRCs</i>	
(c) <i>Human Resource in SPRCs</i>	
(d) <i>IT cell &amp; Media cell in SIRDs</i>	
(e) <i>Management of SPRC</i>	
(ii) District Panchayat Resource Centres	60
(a) <i>Role of DPRCs</i>	
(b) <i>Staffing pattern</i>	
(c) <i>Infrastructure in DPRCs</i>	
(d) <i>Functioning and Management of DPRCs</i>	

(iii) Block Resource Centres (BRCs)	62
(a) Role of BRCs	
(b) Physical Infrastructure / Satellite-Based Training	
(c) Human Resource at BRCs	
(iv) Network of Training Institutes	62
(a) Linkages among core training institutes	
(b) Partnerships with other specialist institutions	
(c) Empanelment of Resource Persons	
D. Key Recommendations	66
<b>7. Summary of Key Recommendations</b>	<b>67-70</b>
1. Expanding the Outreach	67
2. Modes of Training	67
3. Areas of Training	68
4. Quality of Training	69
5. Elected Representatives of Scheduled Castes, Scheduled Tribes and Women	69
6. Institutional Structures and Processes	70
<b>Abbreviations and Acronyms</b>	<b>71-72</b>

## Executive Summary

The revised National Capability Building Framework 2014, or NCBF 2014, seeks to develop a common understanding and identify key points of action regarding Capability Building and Training (CB & T) of various stakeholders involved with Panchayats. The document has been prepared in participation with State Institutes of Rural Development (SIRDs) and other government and non government resource institutions. It incorporates the experiences of government and non government resource institutions in CB &T since the last NCBF was prepared in 2006, and recommends the way forward.

Capability Building and Training (CB & T) of various stakeholders of Panchayats is a complex task, as it involves large numbers - there are 28.5 lakh Elected Representatives (ERs) alone - as well as a range of stakeholders such as ERs, Panchayat functionaries including Panchayat Development Officers, secretaries, accountants, water pump operators etc., departmental officials who work with Panchayats, Gram Sabhas or citizens, as well as people who impact Panchayats in various ways such as public representatives, experts, media persons etc. The challenge is to reach out to this diverse group while ensuring high quality, context specific CB &T.

For reaching out to large numbers, the key strategies are: the cascade mode of training, whereby resource persons are trained, and they then provide training at multiple locations; the use of distance modes of education, especially satellite communicate or SATCOM based training; establishment of training institutes at decentralized, i.e. district and block, levels; and collaboration with NGOs and academic institutes to provide training as per a common framework. These strategies need to be continued and strengthened across States. An especially important issue for reaching out to large numbers is the need to train newly elected representatives after elections. Some States are able to train all newly elected representatives within six months of elections, but others take longer. It is important that each State develops the capacity and strategy to train all ERs after elections within six months. While all States address the training of ERs, efforts to train Panchayat functionaries such as secretaries, accountants etc. are less uniform. Several institutes have begun to address new stakeholders, such as training of Panchayat Development Officers and watermen in Karnataka and training of Gram Sabhas, public representatives and media persons in Kerala. All States need to increase the range of stakeholders that they address reaching out to all those involved with Panchayats.

CB & T should not be restricted to the chalk and talk method, but various modes of training can be used. While institution based training remains important and the cascade mode as well as distance education are necessary to train large numbers, a range of other training modes have been used to good effect. The use of media for CB & T, especially for the education of Gram Sabhas, is critical: radio programmes have been used effectively, and several SIRDs publish newsletters and use hoardings, wall posters, pamphlets etc. There is need to make more effective use of the television as well. Resource agencies have also used folk media including inspirational songs, skits, street plays, puppet shows etc. to get the message across. To strike a balance between theoretical and practical knowledge, exposure visits can be very useful. SIRDs and resource institutions have also

developed innovative ways of CB & T such as quiz contest based training, peer education, on site training, experiential mode i.e. learning by doing etc. In recent years, e learning modules have been developed in a few institutes and the use of such methods will become more important in the future. The appropriate selection of these various training modes to suit the needs of trainees is vital. All SIRDs need to develop the capacity to use a wide range of training modes and use these suitably to make their CB & T efforts inclusive and of high quality.

Because Panchayats are mini governments, the range of subjects to be addressed during CB & T is quite large. Consequently, each SIRD needs to have some mandatory and some optional training programmes. A basic foundation course which covers legal provisions for Panchayats, management of the Panchayat, decentralized planning, financial management, revenue raising etc. needs to be provided for all ERs as well as core Panchayat functionaries and this should ideally be undertaken within six months of Panchayat elections. In the second year, ERs and functionaries may be exposed to thematic courses in areas such as provision of civic services, health, drinking water and sanitation, education, gender, child development, natural resource management, social justice and empowerment etc. For such courses SIRDs need to either develop in house resources or collaborate with specialist institutes. Finally, around the third year after elections, refresher courses to reinforce learning and address emerging needs should be undertaken. In addition, a range of special courses for marginalized groups, for Panchayat functionaries dealing with specific sectors, in leadership, information technology and various themes of socioeconomic development are needed. Careful planning and management at the State level is essential to ensure that relevant courses are available to various stakeholders at appropriate times.

A very important challenge to be addressed by all States is the quality of CB & T. A systematic approach to training, which includes training needs assessment (TNA), development of training materials, training of trainers and actual training followed by training impact assessment is vital. The quality of trainers is key in this context. The selection of trainers, who can be drawn from line departments, universities, former ERs, NGOs, social activists, should be well planned and systematic. Several good practices are emerging in this area, such as certificate courses for new trainers and various other testing techniques used by SIRDs. The types of materials and training techniques also play a vital role, as does the planning, organization and supervision of training. SIRDs need to work systematically on all these aspects, while promoting sectoral convergence and up-grading institutional structure and quality to enrich capability building initiatives.

Special initiatives for the CB & T of women as well as SC & ST ERs are necessary to ensure that these ERs feel enabled to perform their role. SC, ST and women ERs often have limited formal education and experience, and also face hostility and discrimination. Dominant members in their family or in society try to use them as proxy candidates. In this context, each State needs to develop a strategy to address the special needs of these ERs. This can include focussed TNA exercises, selection of trainers sensitive to their needs, special sensitization of trainers, focussed training campaigns, sensitization of all ERs to the need of various communities and women etc. In several States special measures for CB & T of women as well as SC and ST ERs have been taken. These need to be strengthened across States. For Schedule V areas, where the Panchayat Extension to Scheduled

Areas Act (PESA) 1996 applies, special training programmes to activate the Gram Sabhas, as also to train the PESA mobilizers provided under the Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA), already attempted by some States, need to be taken up rigorously.

To achieve the required outreach and quality of CB & T, a strong institutional structure is necessary. At present the availability of resource institutions below the State level is very variable across States, yet institutions at decentralized levels are necessary for high quality training for large numbers. Under RGPSA, funds are available to States to establish State Panchayat Resource Centres (SPRCs) at the State level, District Panchayat Resource Centres (DPRCs) at the district level and Block Resource Centres (BRCs) at the block level. States can take advantage of this opportunity to create a strong institutional structure. But to get the full advantage of this institutional structure, it is necessary to develop a good human resource policy for staffing along with appropriate infrastructure. Continuous professional development of the faculty as well as autonomy in functioning are also vital. Networking within these institutions as well as with various sectoral institutions is critical.

# Process of Review of National Capability Building Framework (NCBF)

The National Capability Building Framework (NCBF), a guiding document, was first created in the Eleventh Plan by the Ministry of Panchayati Raj (MoPR) for appropriate and regular capability or capacity building of Elected Representatives (ERs), officials and other stakeholders of Panchayats. During the Eleventh Plan period, the capacity building of ERs and other stakeholders of Panchayats grew in terms of numbers as well as enhanced in quality. Several State Institutes of Rural Development (SIRDs) and other resource organisations undertook numerous initiatives. In this background, Ministry of Panchayati Raj (MoPR) decided to update the NCBF document, building on the previous NCBF, to incorporate initiatives and experiences of SIRDs and other resource institutions. An important development that has taken place in the Twelfth Plan is the launch of the Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA), whereby funds are now available not only for training programmes but also supportive activities, such as the setting up of State Panchayat Resource Centres (SPRCs) and District Panchayat Resource Centres (DPRCs), training module preparation, training evaluation, material development etc. With an increased availability of funds, efforts for capability building have to become even more focussed to ensure maximum returns.

The process of making this document was inclusive, incorporating a wide variety of views and experiences across the country. To begin with, regional convenors i.e. Indira Gandhi Panchayati Raj and Gramin Vikas Sansthan (IGPR&GVS), Rajasthan, Abdul Nazir Sahib State Institute of Rural Development (ANSSIRD), Karnataka, and State Institute of Rural Development (SIRD), Assam were identified to organise regional consultations with representatives of SIRDs, NGOs and other relevant stakeholders of their region, document success stories of the region in capability building and training, and formulate recommendations. These institutes worked with great vigour. The SIRDs held regional consultations with other SIRDs & NGOs and got prepared case studies of best practices. The regional coordinators submitted their regional reports in August 2013, along with recommendations.

Subsequently, a National workshop was held under the chairpersonship of Secretary, MoPR at the National Institute of Rural Development & Panchayati Raj (NIRD & PR), Hyderabad on 3rd – 4th September, 2013 with the representatives of SIRDs, NIRD & PR, NGOs and other important stakeholders involved in capacity building. About 5-8 success stories were presented from each of the three regions, after an overview presentation by regional convenors - on the process, the highlights and the recommendations of their region. Detailed discussions were held in this workshop among the participants on the regional reports. Subsequently, five working groups were formed from among the participants on identified thrust areas (1) Expanding the outreach of CB&T, (2) Modes of training (3) Areas & quality of training (4) Training of ERs of SC, ST and women and (5) Institutional structure & processes. These groups deliberated among themselves, and gave key recommendations across these areas.

To prepare the final NCBF 2014 document, the various chapters of the revised NCBF were drafted by 5 institutes as follows:

Sl. No.	Name of institute	Chapter allocated
1	SIRD, Karnataka	Expanding the outreach
2	SIRD, Rajasthan	Modes of Training
3	KILA, Kerala	Areas & Quality of Training
4	YASHADA, Maharashtra	Training of Marginalised Sections : ERs of SCs, STs, Women and PESA Region
5	SIRD, Assam	Institutional Structures and Processes

As the authors submitted the chapters in January 2014, MoPR constituted an editorial team of three members namely, Dr. Anita Brandon, Professor and Nodal Officer PRI Training, SIRD-Rajasthan, Dr. K. Jayalakshmi, Professor and Head, Centre for Panchayati Raj, NIRD & PR Hyderabad and Dr. Peter M. Raj, Associate Professor, KILA, Kerala, to collectively revisit, edit and refine each chapter. The draft revised NCBF was again shared with States, and subsequently finalized.

It is hoped that this will be a friendly, guiding document for ready reference for all stakeholders engaged in the challenge of sustained capability building & training of Panchayats.





## Expanding the Outreach

### A. Introduction

Comprehensive outreach of capability building & training (CB&T) implies provision of appropriate training to Elected Representatives (ERs) and functionaries at all levels of Panchayats or Panchayati Raj Institutions (PRIs), especially ensuring the inclusion of the cutting-edge level ERs and functionaries. Expanding the outreach of training also entails ensuring coverage of the diverse groups of stakeholders in Panchayats. For CB&T for Panchayats, the challenge is to, on the one hand, cover very large numbers of ERs of the three tiers of Panchayats, as well as the core officials functioning at all these levels, and on the other hand, undertake appropriate capacity building of various stakeholders such as Gram Sabhas, departmental functionaries, and even experts, media and other groups.

Comprehensive outreach ultimately also implies reaching out to heterogeneous groups in terms of gender, age- group, socio-economic background, geographical location, educational profile as well as addressing a comprehensive range of subjects, while maintaining the quality of training. In this chapter, two key aspects of expanding outreach are discussed: expanding outreach to large numbers and to diverse stakeholders. In subsequent chapters, issues related to subjects, modes, quality and organization of training, training of marginalized groups and the institutional structure for training are discussed.

### B. Key Issues and Challenges

The following are the key issues and challenges for expanding the outreach of training:

- (i) CB & T of Panchayats involves huge numbers. There are about 28.5 lakh Panchayat ERs alone in the country, apart from officials and other stakeholders. Further, soon after Panchayat elections, the need to reach out to large numbers becomes vital, as several new ERs have to start functioning and many of them work in a public institution for the first time. It is necessary to train this target group within the first six months of Panchayat elections. Further, as ERs change every five years, new ERs are to be trained with every electoral cycle.
- (ii) Apart from ERs, there are several other stakeholders who must be trained to ensure that Panchayats perform optimally. These include:
  - (a) Core Panchayat functionaries, who perform the basic functions of Panchayats, such as Panchayat secretaries, accountants, Panchayat Development Officers, technical staff such as watermen, cleaners etc.
  - (b) Gram Sabhas and citizens, who need to be enabled to play a vigilant role in Panchayats, as good governance for effective last mile service delivery is possible only through the watchful and constructive engagement of citizens. So the level of knowledge of the citizens about local governments and their own responsibilities in improving the planning and delivery of services needs to be enhanced.
  - (c) Departmental functionaries, especially of departments devolved to Panchayats, who need to understand the Panchayati Raj system, as well as their role in it. Departmental functionaries need to be trained to plan in their sector in the local area and support the Panchayats in preparing and implementing various projects.

- (d) Several other stakeholders that function as support groups to Panchayats, such as management committees, working groups and community based organisations (CBOs) that have a critical role in the formulation and implementation of local development plans especially in States such as Kerala where the level of devolution is high. As States strengthen their Panchayati Raj systems, and establish committees, working groups, etc., for planning and implementation, it is likely that the need for the capacity building of such bodies will grow.
  - (e) A host of support systems which can play a critical role in supporting Panchayats, such as local government associations, political parties, media persons, MLAs, etc.
- (iii) While reaching out to a large number of stakeholders, it is necessary to ensure that the quality of the training programme is maintained, and the needs of people with diverse backgrounds are addressed. This requires a great deal institution building, networking, monitoring mechanisms, etc., which are addressed in subsequent chapters.

## **C. Overview of Outreach Methods**

### **(i) Reaching Out to Large Numbers**

State Institutes of Rural Development (SIRDs) along with resource institutions, NGOs and other support training institutes have dealt with the issue of capacity building of a large number of persons in several ways. The main strategies include the cascade model of training, distance education, expansion of the number of institutes to decentralized levels and networking and collaboration with NGOs.

#### **(a) Cascade Mode**

The cascade mode of training enables decentralization of training to many locations, such as the district and block level, so that many training programmes can be conducted simultaneously, thereby enabling face-to-face training of large numbers. For this type of training, there is need to ensure that an adequate number of trainers is available, as well as appropriate locations. Usually, the trainers too have to be trained. Training through the cascade mode may be done institutionally, with the help of NGOs and district and block Panchayats. Considerable amount of organization and planning is required in preparing training modules and materials, monitoring, addressing emerging problems, etc., as is illustrated in the example of SIRD Rajasthan detailed in the chapter 2. It is important to maintain quality in the cascade mode through rigorous monitoring.

#### **(b) Distance Learning through SATCOM**

In order to ensure wider coverage of stakeholders spread out in different locations, appropriate distance learning systems have been used. SATCOM training, used successfully by many SIRDs, is based on satellite communication through a central studio relay centre and decentralised Satellite Interactive Terminals (SITs). It allows outreach to a large number of trainees from a central location. The SATCOM strategy has been effectively used in several SIRDs, including Karnataka and Assam, whose case studies are summarised in Box 1.1 and Box 1.2.

**Box 1.1**  
**SATCOM**  
**Training:**  
**ANS-SIRD,**  
**Mysore**

SATCOM has been established at ANS-SIRD, Mysore, with modern technologies, comprising an Earth Station which is connected with 176 block level centers, 22 District Training Institutes (DTIs) and 20 District Institutes of Education and Training (DIETs) across the State. The SIRD at Mysore has a technical team of well qualified professionals, headed by a faculty member. The SATCOM system enables the institute to outreach training to large target groups in short durations. The identified Resource Persons (RPs) are positioned across the State. The RPs include: ERs, development practitioners, professionals, representatives from the community, and act as local facilitators in training modules relayed through SATCOM by SIRD. Thus ANS-SIRD, Karnataka is able to channelize the expertise of all these RPs effectively for the benefit of widespread target groups through the distance mode. In the satellite -- based training, pre-prepared training films / AV - presentations are screened from the Earth Station at Mysore for all district and block level centers. After the presentation, discussion is facilitated by local RPs, followed by a question and answer session in an interactive mode.

**Box 1.2**  
**Interactive**  
**SATCOM**  
**Training:**  
**SIRD,**  
**Assam**

SIRD, Assam has been successfully managing the interactive SATCOM based training with a satellite hub at Guwahati and 16 SITs after establishing the same with assistance from Ministry of Panchayati Raj (MoPR) under the Backward Regions Grant Fund (BRGF). Indian Space Research Organization (ISRO), Ahmedabad, North Eastern Space Application Centre, Shillong and Development and Educational Communication Unit (DECU), Ahmedabad have been providing technical support to the SIRD to run the system.

Newly elected representatives of Panchayats in Assam have been exposed to the first round of training through its satellite based training system. The institute prepared a day long module covering different aspects of the Panchayati Raj system, decentralised planning, management of Panchayats and flagship programmes. Sessions are conducted from the State level satellite hub situated at SIRD's Kahikuchi campus. Newly elected representatives are seated in 14 SITs, situated mostly in different Extension Centers of the institute. Around 600 ERs attend the day long training programme in 14 SITs. By continuing this effort for two months, the SIRD has been able to conduct basic orientation training of more than 18,000 new ERs.

(c) *Establishing Training Institutes at Decentralized Levels*

The availability of training institutes at decentralized levels also enables training of large numbers. At present, the availability of training institutes is highly variable across States. While some States, such as UP and Maharashtra, have a large number of district level institutes, in other States, few exist - such as Rajasthan, which is a huge State of 33 districts, but has only three functioning Extension Training Centres (ETCs). Similarly, another huge State, Madhya Pradesh, has only five ETCs. Even these minimal ETCs do not have adequate human resource and appropriate training infrastructure. Under the Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA), States can access funds to establish District Panchayat Resource Centres (DPRCs) and also Block Resource Centres (BRCs). The establishment of such centres will enhance the capacity to outreach to a large number of ERs and functionaries.

(d) *Collaboration with NGOs and Academic Institutes to Expand Outreach*

Several States that lack an adequate number of training centres at decentralized levels, have collaborated with NGOs to organize multiple training programmes. This involves selecting good NGOs and then training trainers to undertake capacity building in a cascade mode. The selection of NGOs and rigorous monitoring are key aspects of this exercise. SIRDs of Rajasthan, Andhra Pradesh, Chhattisgarh, Jharkhand, Odisha, Kerala Institute of Local Administration (KILA) in Kerala are capitalising on partnering with NGOs and academic institutes to expand the outreach for CB&T initiatives.

(ii) **Reaching Out to a Range of Stakeholders**

As stated earlier, CB&T of Panchayats involves training of several stakeholders. Strategies regarding addressing these stakeholders are discussed below.

(a) *Elected Representatives*

The training of ERs has been the core of CB &T efforts. Though all States have organized training of ERs, the extent to which SIRDs are able to outreach training to ERs varies. While some SIRDs are barely able to reach out to all ERs in one complete election cycle, others are able to cover all ERs several times in an election cycle. Ideally, all ERs should get CB&T inputs three times in an election cycle. Specially important here is reaching out to newly elected ERs within the first six months, after elections- as is being done by KILA-Kerala and SIRDs of Andhra Pradesh, Karnataka, Rajasthan, Odisha.

(b) *Core Panchayat Functionaries*

While training of ERs is the central concern of CB &T, the training of core Panchayat functionaries, who perform the day to day functions of Panchayats is also very important. Only when Panchayats are assisted by well trained staff, will their performance be optimal. This issue becomes especially important as new staff is being hired under RGPSA at the Gram Panchayat level. Some SIRDs have become aware of the importance of training core Panchayat staff. The efforts of SIRD Mysore to train Panchayat Development Officers and watermen are illustrated in chapter 3.

(c) *Gram Sabhas*

For strengthening grassroots democracy, efforts have to be made to sensitize the village community at large, i.e. the Gram Sabha members – who are mandated to prepare local development plans and review the working of the Gram Panchayat through social audit and other means. A good example of capability building of Gram Sabhas is provided by KILA, Kerala, which has embarked on sustained training of Gram Sabha members (Box 1.3).

**Box 1.3**  
**Capability**  
**Building**  
**of Gram**  
**Sabha**  
**Members:**  
**KILA,**  
**Kerala**

The fundamental principles of decentralized governance include participation, transparency and efficiency. It is in the Gram Sabha that people get the opportunity to plan, monitor and evaluate all the development activities and also to participate in the decision making processes that affect their life. Yet the role of Gram Sabhas is not always satisfactory. One of the main reasons for poor participation of the community in development programmes and in Gram Sabhas is their lack of awareness about their rights and responsibilities. In order to overcome this gap of citizen awareness, KILA, Kerala has launched an innovative programme of training the Gram Sabha members throughout the state. The main objective of this programme is to create a proactive attitude among the voters (Gram Sabha members), by building their capacities to engage in local development. This Gram Sabha awareness programme aims to find ways to revamp the social life of Kerala with active public involvement to promote people-centric planning. A cadre of dedicated trainers has been created at district and block levels to sustain the Gram Sabha training campaigns.

In fact, KILA has attempted to involve future citizens too, by bringing higher secondary school students into the sensitisation ambit, as is illustrated in Box 1.4.

**Box 1.4**  
**Radio**  
**School**  
**Panchayat:**  
**KILA,**  
**Kerala**

KILA, Kerala has taken up a programme in schools to promote parliamentary democracy by organizing youth parliaments. The programme is titled RADIO SCHOOL PANCHAYAT (RSP) and covers all the high schools and higher secondary institutions in Kannur and Kasaragod districts. The programme includes seminars, interactive sessions, quizzes, debate, class room lectures, audio/video presentations, cultural programmes and exhibitions. It provides general awareness about the Panchayati Raj System. These students are the prospective leaders and members of the country and can also inspire their parents to participate in Gram Sabhas

The training of Gram Sabha members is also being taken up by other States like Assam, Andhra Pradesh and West Bengal. Awareness generation camps, with appropriate reading materials taken up in West Bengal may be seen in Box 1.5.

**Box 1.5  
Awareness  
Generation  
Camps among  
Communities  
through  
Participatory  
Reading &  
Learning:  
West Bengal**

In West Bengal, an innovative practice of “Participatory Reading & Learning” is in vogue and found effective for awareness generation among communities on specific issues. The following steps are involved:

- a) Booklets are prepared at the State level on various themes e.g. “Public Health”, “Education for All”, “Gender Issues and Development of Women & Children” in the simplest possible vernacular with pictures, cartoons etc.
- b) Awareness generation camps are organised at the village level on one specific issue across one Gram Panchayat (GP) or block. Around 100 members of the community, particularly women, are encouraged to join the camps in the forenoon. The entire transaction is done by community volunteers who are selected and oriented beforehand.
- c) Members of the community are formed into groups of five in such a way that at least one educated person is there in each group.
- d) Each group is given one copy of the booklet. When the anchors give signal, the educated member of the group reads out the first question, tests whether the question is understood properly, clarifies the question if necessary, then reads out the answer, tests whether the answer is understood properly, clarifies the answer if necessary, then moves on to the second question and then moves on to the third. The process of group reading is generally completed in 3 hours.
- e) A one-hour quiz session is organized in a large group after the group reading is over. One group after another gets an opportunity to answer the questions asked by the anchors. The answer is given by any member of the selected group other than the educated one. After two or three rounds, scores are announced. A prize like a pencil box, pen, water jug or tea cup is also given to the winning groups.

This method is suitable for illiterate and semi-literate community members who cannot read the booklets, but who can learn through group reading, listening and common understanding of the issues of their interest and real-life necessity. This method is also used extensively as a joyful tool of activity-based learning among educated persons in formal training for a common understanding of the issues.

(d) *Departmental Functionaries*

The training of departmental functionaries can be undertaken in two forms. Firstly, SIRDs may try to train them through their own training mechanisms. This is a demanding task, as the number of departments with which Panchayats are concerned is fairly large, and the capacity of various SIRDs to train departmental functionaries is highly variable. Where there are a large number of decentralized training institutes and good facilities for distance education, SIRDs can reach out to at least some departmental functionaries, as is illustrated by the case of SIRD Assam in Box 1.6.

**Box 1.6**  
**Training**  
**Programmes**  
**for Agriculture**  
**Extension**  
**Workers,**  
**Barefoot**  
**Engineers,**  
**Women**  
**Activists**  
**/ Social**  
**Activists etc.**  
**under BRGF :**  
**SIRD Assam**

SIRD, Assam has been organising a large number of training programmes for youth, women, barefoot engineers on different subjects like agriculture, horticulture, handloom, animal husbandry, plumbing, electrical works, cane and wood craft etc. The main objective of the training is as follows:

- To build the capacity of various stakeholders at the grassroot level to assist Panchayats in different development works.
- To develop a team of agriculture extension workers to help rural people in agriculture and allied sectors and to develop a team of barefoot engineers so that they can help rural people, Panchayats and line departments in technical works at the grassroot level.
- To develop social activists and women activists as animators and facilitators for guiding rural people, particularly women.

However, the task is still huge. It would therefore be appropriate that SIRDs establish strong linkages with training institutes of various departments to ensure that curricula relevant to Panchayats are included in their training programmes, and also organize programmes in collaboration with such institutes for departmental functionaries.

(e) *Functional Committees and CBOs Associated with Panchayats*

As stated above, as the Panchayat system is strengthened, it becomes more complex. While in States such as Kerala, Panchayats set up their own functional committees to advise on various issues, in all States, there exist various CBOs related to health, education, women and child welfare etc. The need to make CBOs accountable to Panchayats has been stressed by MoPR, and several Central Government departments as well as State Governments are taking steps in this direction. As the interface of CBOs with Panchayats grows, it will be necessary to ensure that they are adequately trained to perform their role in collaboration with Panchayats. As in the case of departmental officials, it would be important to form networks with departmental training institutes, as well as NGOs.

(f) *Other Stakeholders that Support Panchayats*

The support of policy makers, especially Members of Legislative Assemblies (MLAs) and Members of Parliament (MPs), activists as well as of the media can be obtained by sensitizing them to Panchayats. Such programmes need not be very formal, but can be in the form of workshops, discussions, as is being done by KILA-Kerala, by way of 'Interface Programme' with the MLAs, leaders of political parties and the media, to sensitise them for empowerment of PRIs.

## **D. Key Recommendations**

- (i) SATCOM training may be used by all SIRDs for follow up and reinforcement, in addition to direct training, to further expand the outreach of training.
- (ii) The cascade mode training used by SIRDs needs to continue with qualitative improvement and effective supervision.
- (iii) States need to ensure that they have an adequate number of training institutes at decentralized levels. Up-gradation of Extension Training Centres (ETCs)/ Panchayat Training Centres (PTCs) is needed. Also, District Panchayat Resource Centres (DPRCs) and Block Training Centres (BTCs) need to be established in a phased manner for increased and sustained outreach of PRI CB&T.
- (iv) Networking with NGO partners needs to be nurtured in order to expand outreach.
- (v) All SIRDs need to ensure that they reach out to ERs within six months of elections and also three times during the training cycle.
- (vi) Each SIRD should aim to expand the range of stakeholders that it can address. SIRDs that focus exclusively on ERs can begin to focus on core Panchayat officials and Gram Sabhas. SIRDs that have already done so can include other stakeholders such as extension workers, local government associations and various segments of the community.
- (vii) Training of core Panchayat functionaries is vital. All SIRDs need to develop a calendar to train core Panchayat functionaries.
- (viii) SIRDs need to evolve ways to reach out to departmental functionaries. Linkages with existing departmental training institutes can be vital for this
- (ix) SIRDs need to start addressing functional committees of Panchayats as well as CBOs
- (x) There is need to reach out to decision makers and other people with influence, such as MPs and MLAs and the media to create a supportive environment for Panchayats.



## Modes of Training

### A. Introduction

The number and range of stakeholders to be addressed for CB &T of Panchayats has been described in the previous chapter. Strategies to reach out to large numbers have also been delineated. It is clear from the forgoing discussion that different modes of training, i.e. the cascade mode, distance education etc. differ in terms of the number of persons that can be reached. Similarly, different modes of training have varying potential for ensuring quality, reaching out to marginalized groups, etc. In this chapter the various modes of training are discussed.

### B. Key issues and Challenges

The key issues and challenges while considering various modes of training are:

- (i) Elected Representatives differ in age, experience, educational status, income group, caste, ethnicity, and gender. Modes of training have to be selected to cater to the different needs of different groups. For example, if women ERs find it difficult to leave their homes for a length of time, various distance education modes, or on-site training, may be better suited to them. The needs of trainees have to be kept in mind while selecting a mode of training.
- (ii) The mode of training has to be suited to the number of persons to be trained. While distance education may be suitable to train a large number of people, institution based training may be more desirable when a small number is to be trained.
- (iii) The quality of training also has to be kept in view while choosing an appropriate mode of training. Quality can be improved in all modes of training, but is harder to maintain in some modes of training. While institution-based training is inadequate for delivering fast track training to all ERs and officials because of their huge numbers and short tenures, the cascade training mode poses the problem of ensuring quality, in view of possible transmission losses in content and methodology. Modes of training can affect quality in the following ways:
  - (a) The extent of interaction between the trainer and trainee is different in various modes of training. While in distance modes it is less, in face to face modes it is much more.
  - (b) A common refrain articulated by ERs and officials, especially in case of experienced persons, when they come for training, is that class room learning is 'theory' while the practical reality is different. Therefore, training modes have to be devised to address the need for a practical approach.
  - (c) The level of participation needed also has to be kept in view while selecting a mode of training. In general, greater participation of trainees in training programmes is desirable. But with some groups, participation becomes critical, and the training has to take this into account.
  - (d) Training modes can also make a topic more or less interesting for the trainee. Several participants may find classroom training dull, while enjoy lively media based training.
  - (e) Different subjects are also better or worse addressed in different modes of training. For example, training in accounts through mass media is difficult.

- (iv) Different modes of training also vary in cost, which has to be kept in mind while selecting a particular mode of training
- (v) Institutional capacity is a key issue. If specialised manpower and infrastructure for a particular mode of training is simply not available, it is not a suitable mode of training in that particular context.

## **C. Experiences with Modes of Training**

### **(i) Various modes of training**

In approaching the challenging task of capacity building of Elected Representatives, officials and other stakeholders of Panchayats, SIRDs and other resource institutes have been using a range of approaches/methods for training of PRIs, described below.

#### *(a) Institution-based Training*

As validated from the experience of SIRDs and NGOs in the country, institution-based training is critical, as such training allows participants to interact with a wide range of subject experts, in an atmosphere that is conducive to learning and spot-problem solving.

For core officials of Panchayats, such as secretaries, accountants, Panchayat Development Officers (as in Karnataka) etc. institution-based training can be structured as per their job profile. For training in specialised subjects such as accounting, or different thematic area-based training, SIRDs may also develop a support network of resource institutions and resource persons, who can provide such training with desired competence.

#### *(b) Cascade Decentralized Mode Training*

Looking to the huge numbers of ERs and officials to be trained in every State, even institutional training has to be decentralized at multiple locations, e.g.- Zilla Parishad (ZP) chairpersons, vice-chairpersons & Chief Executive Officers (CEOs), Additional Chief Executive Officers (ACEOs) can be trained at the SIRD/State level. Block chairpersons, vice-chairpersons and BDOs can be trained at divisional headquarters. Zila Parishad members & district level officers can be trained at all Zila Parishads simultaneously. Similarly, 2 types of training can be decentralized simultaneously at the block level, i.e.-training for Intermediate Panchayat members and block level officers. Training of Sarpanches & Gram Sevaks-cum-secretaries and training of ward members can be further decentralized at sub-block levels-at a cluster of 10 to 15 Gram Panchayats. This decentralized training system enables training for ERs which is more accessible-near their locations, affordable- minimizing travel costs, time saving, reducing travel time and is more user friendly- enabling inclusive training for all- including women- who are more than 50 per cent in PRIs and cannot easily leave their homes, on account of continuing gender roles in the family. Thus, the decentralized approach of PRI training at multiple locations helps to ensure higher participation rates, gender-inclusion and fast tracks the training delivery to all PRIs within a reasonable time-frame of about 3 months – as validated by experience of Rajasthan (See Box 2.1).

This approach results in a cascade (water fall) spread-effect of training flowing to all PRI-ERs & officials through trained trainers, deployed at multiple locations; hence, the name-‘Cascade Decentralized Mode Training’. Many SIRDs have been following this approach with commendable success for ensuring wider coverage and outreach of PRI training, at a fast pace-which is compromised in institutional campus-based training, confined to SIRDs or PTCs.

**Box 2.1**  
**Cascade**  
**Mode: SIRD-**  
**Rajasthan**

SIRD-Rajasthan has been consistently using this cascade decentralized training mode resulting in near universal coverage and speedy training delivery to all PRIs, in a time-bound campaign of approximately 75 to 100 days, since 2000-A.D. onwards. In the last decade, 10 mega-training campaigns for PRIs have been successfully conducted in Rajasthan, with different thematic focus - which begins with State level training of trainers, with 100 to 125 master trainers trained, who in turn deliver training to district training teams, drawn from every block of the State - thus, creating more than 1250 trainers, @ of 5 trainers per block, thus creating a strong training team in every block of the state. The cascade approach of holding simultaneous training camps at multiple locations for different levels of PRI-ERs and officials, is premised on the training of a strong cadre of trainers, to be first rolled out by SIRD.

Soft copies of recorded trainings can also be kept in the District and Block Panchayat Resource Centres and libraries, to enable trainers as well as participants to access them.

*(c) Online (ICT) Mode Training*

Web and computer-based self-learning modules can be created and made available online, for easy, cost-free access of all PRI-ERs & officials. This mode of training holds immense potential for promoting self-learning at the learner's own pace, time and space. However, presently, it is constrained by the fact that e-literacy among ERs is very limited. Also, there is a paucity of self-learning ICT applications available online for capacity building of ERs & officials. This mode can be channelized through outsourcing to ICT professionals, creation of online self-learning ICT Modules relevant for PRIs, and promoting e-literacy among elected representatives and officials of PRIs.

Initiative has to be taken by SIRDs to encourage the creation of more user-friendly learning materials for PRIs in online/ICT applications, with the support of professional agencies, in Hindi and other regional languages, which after creation, has to be made available on websites/online. Such material can address roles, responsibilities, flagship programmes of development, financial management, important laws & rules to be complied with by PRIs, mandatory meetings to be organized, statutory standing committees of PRIs and their functions. A brief description of the initiation by SIRD-Andhra Pradesh (AMRAPARD) on online training has been given in Box 2.2.

**Box 2.2**  
**Online**  
**Learning:**  
**APARD**

AMR APARD has done some innovative work on creation of online learning materials for PRIs, in the regional language. APARD has also created short training documentaries/films on different relevant themes – which can be screened for triggering off discussions among participants of training. The discussion can be summarized for culling out learning points by the facilitators positioned at different locations, who have been trained as trainers by SIRD.

*(d) Mass Media-Based Training*

Various forms of mass media can be very effectively utilized for raising awareness on Panchayati Raj & Rural Development issues, not only among PRI-ERs & officials, but also among Gram Sabha members, to play an effective and informed role. The various channels that can be tapped for mass communication with people at large and PRI stakeholders in particular, include-

- (i) **All India Radio**-Radio serials can be promoted covering Panchayati Raj & Rural Development related issues, for building sustained awareness among people & PRIs. These experiences can be up-scaled and promoted both in country-wide initiatives of radio programmes as well as State level radio serials.
- (ii) **FM Radio**-Similar use for promoting PR&RD related awareness can be made through FM radio, which is accessible on public transport, buses and also on mobile phones- and thus, can reach individuals in the rural community-who are now frequent users of mobile phones.
- (iii) **Community Radio**-This can also be gainfully used as a powerful communication tool for reaching out to rural audiences, such as Gram Sabha members, Self Help Groups (SHGs), village Panchayats-where rural people can listen in groups. Hence, community radio, which has been successfully tried by NGOs-as in Mewat Region of Haryana by Institute of Rural Research & Development (IRRAD), Unnati Sanstha in Jodhpur-Rajasthan and others, can be replicated (See Box 2.3).

**Box 2.3**  
**Radio**  
**Programmes**

**SIRD-Chhattisgarh**

Radio serials on All India Radio have been started by SIRD-Chhattisgarh, through the programme titled 'Hamar Gram Sabha'-which covers different themes related to Panchayati Raj & Rural Development, in weekly broadcasts running continuously over the last 3 years. This is very popular. The programme also provides a toll less telephone service, which people use to get information.

### **KILA, Kerala**

KILA, Kerala has successfully promoted radio programmes for PRIs and people with a focus on Gram Sabha and participatory planning.

### **IRRAD, Haryana & Unnati, Jodhpur**

Institute of Rural Research & Development (IRRAD), working in Mewat Region of Haryana and Unnati Sanstha, working in Jodhpur District of Rajasthan, have both successfully tried the initiative of community radio, for outreaching important development education to the village community.

- (iv) **Doordarshan and other TV Channels-** Success stories of Elected Representatives and officials of PRIs can be serialized in institutionalized channels of TV, including Doordarshan-for which documented stories of good performing Panchayats-who have won National Awards such as the Panchayat Sashaktikaran Puraskar, Nirmal Gram awards or any other National or State awards can be televised as documentaries for TV relay, for inspiring other elected leaders and officials of PRIs. The Hunger Project has also documented success stories of Elected Women Representatives (EWRs), published in newspapers. SIRDs have also brought out success stories of elected women leaders-as in Rajasthan, Jharkhand, Madhya Pradesh etc.
- (v) **Print Media-National and Regional Newspapers-** Print media such as National & regional newspapers and magazines can also be motivated to serialize positive stories of Panchayats who have performed well and can become role-models for inspiring other PRIs. The newspaper dailies/magazines may be asked to dedicate a weekly space or column on Panchayats-success stories/challenges faced and overcome and even Question & Answer columns/weekly quiz on Panchayati Raj.
- (vi) **Newsletters-** The Ministries of Panchayati Raj and Rural Development bring out periodic newsletters. Similarly, State departments of Panchayati Raj and Rural Development also publish their magazines, along with some SIRDs and NIRD & PR also publishing newsletters. The Institute of Social Sciences, New Delhi has sustained a newsletter for Panchayats, since over 20 years, with national circulation (Box 2.4).

### **Box 2.4 ISS, New Delhi: Newsletter**

The newsletter titled 'Panchayati Raj Update' of the Institute of Social Sciences (ISS), has been published without any break for almost 20 years. This newsletter enjoys a readership of about 5 lacs across the country, covering topical issues and success stories related to Panchayats, as well as, concerns and challenges faced by PRIs. It is published in both English and Hindi.

(e) *Traditional and Folk Media*

For training of Gram Sabha members, Mahila Sabha members, Ward-Panches of Panchayats, Sarpanches and Gram Sevaks, use of traditional or folk media can be explored as a creative means of 'Infotainment' i.e. audio-visual folk-media can be successfully deployed for providing information along with entertainment on Panchayati Raj & Rural Development issues, for rural semi-literate/non-literate audiences (See Box 2.5).

**Box 2.5 Use of Folk Media: NYKS, THP, Astha Sansthan, SIRD-Rajasthan**

Nehru Yuva Kendra Sangathan- district units, the Hunger Project State Offices, Astha Sansthan in PESA Region (Udaipur Division) and SIRD of Rajasthan have been pioneering use of folk media, inspirational songs, street plays/role plays in training sessions focusing on gender & social change issues, in regular training of PRIs.

Folk and traditional media which are popular with rural audiences can include:

- (i) **Inspirational Songs and Slogans**-on Panchayati Raj, Gram Sabha, Ward Sabha, Mahila Sabha, rural development schemes, social audit, gender issues, social issues and citizens' rights can be created for building mass awareness. These inspirational songs and slogans can be popularized for awareness generation amongst rural masses through 'Prabhat Pheris', rallies, FM radio, community radio, All India Radio, Doordarshan & other local TV channels, as well as through creation of audio & video CDs. Additionally, local youth groups, school competitions for children, women SHGs, 'Bhajan/Sangeet Mandalis' can also be trained to sing these motivational songs and chant these developmental slogans for spreading awareness in the village communities.
- (ii) **Skits and Street Plays** – Nukkad Natak Mandalis can be trained to stage/enact performances amongst rural communities on emerging concerns of Panchayati Raj and Rural Development schemes, with a view to increasing community participation in planning, implementation and ongoing review of development interventions.
- (iii) **Puppet Shows, Folk Dances, Local Traditional Dance-Drama** -These forms of traditional and folk-media can be popular means of catching public attention for building understanding on the community's role in development planning, social audit and enjoying their human rights. The traditional and folk media have been largely used for capacity building of PRIs and Gram Sabhas by NGOs working in rural areas. SIRDs can network with NGOs who are experienced in using traditional folk-media for awareness generation and mobilization of rural people.
- (iv) **Village Contact Drives**- For effective development communication, village contact drives can be planned, so as to outreach development awareness in a campaign mode, covering every village by deploying village contact teams, including folk and traditional artists for rapport building with the community and providing development messages in an entertaining locally popular traditional/folk format- which can be chosen in keeping with

prevailing folk traditions. Participatory Research in India (PRIA) and the Hunger Project have been partnering with other NGOs for mobilizing voter awareness preceding Panchayat elections-called PEVAC-initiative i.e.-Pre-Election Voters Awareness Campaign-which adopts the village contact drive strategy.

*(f) Exposure Visits to Good Performing Panchayats/ NGOs/Projects*

Different SIRDs and NGOs have been promoting exposure visits to best practice areas of Panchayats/NGOs/projects-within and outside their states, to promote experiential learning to motivate PRI-ERs & officials, for direct practical exposure-in a 'seeing is believing' peer-interaction mode. Generally, exposure visits entail some class room briefing sessions on the status of Panchayati Raj and RD programmes in the State/districts/Panchayats/projects being visited, innovations made therein, and their reliability in other states. This briefing is followed by field visits for spot-study and direct learning from field experience, coupled with interaction with PRI stakeholders, project officials, field-based NGOs, etc.

A catalogue of success stories in different thematic areas like water, sanitation, health, women & child- development, nutrition, agriculture, social justice, forestry, poverty reduction, skill training and Self-Help Groups, good local governance, etc., has been created of Panchayats that have got National awards. This kind of directory/inventory of success stories of Panchayats, along with details of communication can facilitate SIRDs, as well as PRIs themselves, to identify possible exposure visit sites every year, as per their interest and priorities, and plan their travel and peer-learning arrangements, by getting in touch with Panchayats/NGOs/projects to be visited, through e-mail, telephones & SIRD's backup support.

*(g) Distance Learning*

As already explained in chapter-I, many institutions like National Institute of Rural Development & Panchayati Raj (NIRD & PR), Indira Gandhi National Open University (IGNOU) and regional/ State specific open universities are already running distance education courses-by way of post graduate diploma, certificate courses on Panchayati Raj, rural development, tribal development etc.

These courses, although open to any interested person, may have limited value for a majority of Elected Representatives of PRIs, as the medium of instruction in the distance learning materials is either English or Hindi. However, to promote distance learning courses among PRI-ERs and officials who can benefit from these, MoPR, Gol and State Departments of Panchayati Raj, as well as NIRD & PR can display on their websites - the names of universities and organizations, conducting distance learning programmes with contact details, types of courses, eligibility and course fees etc. Further, to make these courses attractive and user-friendly, regional language packages of learning materials may be developed, along with the facility of writing the course exams in preferred language of one's region. Sponsorship of the course-fee of distance learning programmes, in case of ERs keen to pursue such courses may also be considered. Similarly, NIRD & PR, MoPR, Gol and State Governments need to institute scholarships for youth, good performing trainers, ERs and officials to promote specialized education in RD and PR area - to popularize this mode of capability building of PRIs.

### (h) SATCOM Training

As already discussed in chapter-I, Satcom training is also an effective mode of training. However, to increase the effectiveness of the Satcom mode of training, a two way audio & video connectivity system has to be installed at all SATCOM centers. SATCOM training is recommended to be used for problem-solving, follow-up training and experience sharing after basic training, and is not a substitute for direct training. The SATCOM mode of training has limitations of lack of opportunity of enabling direct interaction, lively questions and answers, live contact/face to face communication-as in direct training, especially when the SATCOM facility is limited to two-way audio and one way video facility-as in Rajasthan-which constrains eye-contact/direct communication with learners/trainees-sitting in remote locations.

As shown in chapter 1, ANS-SIRD, Mysore, Karnataka and SIRD, Guwahati are both experienced users and promoters of SATCOM-based training approach. They have been using SATCOM training as an ongoing methodology for training outreach to district and block levels, even for basic orientation and refresher training rounds, with the help of training films, power point presentations and expert panel discussions. The SATCOM methodology also relies on the availability and creation of good trainer teams positioned in every district and block, to facilitate discussion, questions and answers, among the viewer PRI-ERs and officials, on the PPT/film/panel-discussion screened through SATCOM relay.

### (i) Quiz-Contest Based Learning Events

This mode of capability building has been effectively used by SIRD Chattisgarh in an innovative manner (Box 2.6). Quiz-contest based learning events for capacity building of PRIs are especially useful in years 4 and 5 of the electoral cycle of PRI-ERs, who through exposure to training opportunities in previous 3 years, as well as gaining experience in on the job handling of their roles and responsibilities, become knowledgeable to actively participate in quiz contest-based learning events.

Quiz contests at State and National levels can be promoted on Doordarshan-TV Network, on Panchayati Raj issues, on the lines of-*'Kaun Banega Crorepati'*-with Bollywood anchors being the hosts of the quiz programme. Such programmes can help generate public consciousness on Panchayati Raj issues, across all sections of the population in the country at large.

#### Box 2.6 Quiz Based Training : SIRD, Chhattisgarh

SIRD-Chhattisgarh has used the quiz contest methodology in an innovative manner, by holding quiz contests from bottom-up-at the block level for Gram Panchayats, at the district level for block level winner teams and at State level for winning district teams. Pre-quiz contest Q&A booklets on Panchayati Raj and Rural Development themes are prepared and distributed to all Panchayats for preparation. Thus, a competitive learning zeal is created among PRI-ERs and officials-who participate at various levels in these quiz contests, thereby updating their knowledge and winning prizes and recognition at higher levels.



(j) *Information, Education & Communication (IEC) Events*

- (i) **IEC Events**-Other than quiz contests, to increase community awareness, IEC events can be organized on PR & RD issues-such as-debate contests, essay writing, poster-making, photography, mock Panchayats and mock Gram Sabhas, for incentivizing learning among school and college youth, as well as among PRIs. These IEC events can be organized similar to the quiz-contest format, i.e. starting from block level, going up to National level, ensuring an inclusive and representative process of drawing in participation from all levels of PRIs.
- (ii) **Mobile Training Vans and IEC Chetna Trains** can also be deployed. These mobile training vans/IEC Chetna trains can be equipped with state of the art AV-aids, training films, power point presentations and also be manned with technical knowledge experts on PR & RD issues, to provide on the spot problem-solving assistance. These mobile training and awareness building strategies can be planned to outreach training to all rural areas-linked by road network and rail network. These mobile training approaches can be a very novel, fast track methodology.
- (iii) **Chetna Shivirs (Awareness Camps)**- holding awareness camps amongst the disadvantaged sections of society viz.-tribals, dalits, rural women, minorities living in rural areas and facing exclusion in community decision making platforms like ward & Gram Sabhas, can foster their inclusion and participation. This has been validated as a time-tested tool for conscientization / awareness generation of the downtrodden and the oppressed by NGOs/CBOs working with the rural communities. Notable examples are the efforts of Astha Sansthan, Rajasthan in holding Chetna Shivirs for awareness raising of tribals and Mahila Chetna Manch, Madhya Pradesh – for awareness camps of rural women. The Chetna Shivirs approach of training used by SIRD, Rajasthan has been brief in Box 2.7.

**Box 2.7**  
**Chetna Shivirs**  
**: SIRD,**  
**Rajasthan**

The Chetna Shivar approach of training can also be used for training of ward Panches, Gram Sabha & Mahila Sabha members-as experimented in Rajasthan by SIRD, for ward member level training camps taken up every year with a different thematic focus and for training of Elected Women Representatives and Mahila Sabhas.

(k) *Peer-Education Mode of Training*

This mode of training entails involvement of Elected Representatives as trainers. ERs who have gained hands-on experience and have emerged as good performing leaders during their tenure and effective PRI officials are inducted as trainers in State/district/block training teams. The advantage of involving experienced and effective ERs and officials as trainers is not only in their becoming inspiring role-models for newly elected PRI-representatives, but also of increased receptivity and acceptability of their own peer group among newly elected representatives.

This mode of training has been used to great advantage by SIRD, Nilokheri, Haryana and SIRD-Rajasthan, which includes by design in its decentralized training teams at district and block levels-a combination of trainers including-2 officials like-BDOs, PEOs/CDPOs/BEOs, 2 ex-PRI-Elected Representatives-who have been effective in their time and 2 NGO persons-in every training team-positioned at district and block levels. Out of this 6 member training team, at least 2 members are women. Some NGOs have also used the peer educator mode of training, in the context of elected women representatives. The experience of Mahila Chetna Manch, Madhya Pradesh, in the action research project called 'SWADHYAYA' is an inspiring example. (Box 2.8)

**Box 2.8 Peer Learning**

**SIRD, Nilokheri, Karnal, Haryana** has evolved a system of empanelment of effective members of PRIs of all 3 levels-as resource persons/ trainers of SIRD. Similarly, they have also inducted effective District Development and Panchayat Officers (DDPOs), BDOs, Panchayat secretaries, bankers, Agriculture Development Officers etc., as faculty members/resource persons in SIRD. Female resource persons have also been empanelled for training of EWRs.

**Mahila Chetna Manch, Madhya Pradesh**, under their project SWADHYAYA, has used women elected leaders and block level panchayat officials as trainers for the upcoming new generation EWRs, also forming a 'Madhya Pradesh Swadhyaya Mahila Network'-taking EWRs/Master Trainers from every block of the district. The beauty of the network of EWR Master Trainers is that they are continuing their efforts for peer education and self learning, beyond the project life.

Thus, a conscious effort is made to carefully include multi-disciplinary insights and experiences in the trainer team, along with ensuring gender inclusion. This inclusive approach of trainer selection from the peer-circle creates learning comfort, ease of communication and interaction without hesitation, among new ERs and officials.

(l) *Experiential Learning Mode*

'Learning by doing' or 'On the job training' have been established modes of learning one's job by practice. In this approach, priority-based dedicated efforts are made by Panchayat functionaries to learn all about the chosen sector, ensure its quality implementation in their area and improve their knowledge and skills in relation to the sector under focus, thereby, learning on the job, through immersion in grappling with emerging challenges. (See Box 2.9)

**Box 2.9**  
**Learning**  
**by Doing :**  
**Vikas Bharti,**  
**Jharkhand**

Vikas Bharti, NGO has pioneered a creative method of PRI training called- '*Panchayat Me Kar Ke Seekho*' or Learning by Doing in Panchayats. The mentor NGO encourages panchayats to pick up focus areas viz. health, education, livelihoods, drinking water, etc. and channelize their energy and attention in promoting quality-assured standard of service delivery in the chosen area in their Panchayats. This learning becomes useful in work in other spheres also.

(m) *Help Desk/Help-Line*

For providing hand-holding support to PRIs beyond training, the system of Help Desk/ Help-Line can be established, for enabling problem- solving in the day-to-day field reality and actual job performance. Help Desk / Help-Line system can be established at state and district levels. This can act as a forum for bringing together experts and advocates of decentralization, including, experts drawn from several departments/ sectors devolved to PRIs like education, health, women & child, agriculture and social justice and empowerment etc. for addressing queries received from various districts from PRIs or citizens. (Box 2.10)

**Box 2.10**  
**Help Desk:**  
**KILA, Kerala**

It is a platform to clarify doubts related to Panchayati Raj and other governance problems at a single point. The main aim of the Help Desk is to provide facilities to the institute or individual to support public awareness and create problem-solving platform for PRIs. This Desk facilitates answers to frequently asked questions or FAQs. Many problems are recurring and are quickly solved, based on previous experience.

The district level Help Desk can comprise of 5-10 subject experts drawn from the officials and NGOs of the district. SIRD may be the secretariat of this district level Help Desk. One faculty member could be made in charge of the same. A booklet containing the names and phone numbers of these Help Desk members in different districts of the State, could be prepared, published and circulated among all PRIs.

(n) *Model Learning Outreach Centres*

For showcasing good practices in decentralised planning, governance, effective public grievance redressal, as well as in sectoral interventions like agriculture, watershed, health, education, water and sanitation, women empowerment etc., model learning centres can be established at different Panchayats, with support of SIRDs and ETCs. (See Box 2.11) These beacon Panchayats can then become learning centres for promoting peer learning through exposure visits. Some good examples of beacon Panchayats that have provided good learning exposure to PRIs in the country are : Hiware Bazar Gram Panchayat in Ahmednagar district , Maharashtra, Pipalantri Gram Panchayat in Rajsamand and Bardod GP in Alwar district, Rajasthan, Adat GP in Thrissur, Kerala, Gangadevapalli GP in Warangal and Ramchadrapuram GP in Karim Nagar district in Andhra Pradesh.

**Box 2.11 Model Learning Outreach Centre - Gangadevapalli GP**

Gangadevapalli GP in Warangal district of Andhra Pradesh has been recognised as a beacon Panchayat for water and sanitation and community participation related good practices. AM-APARD has set up a committee called Chaitanaya Sikshana Committee – which is responsible for carrying out training and awareness-creation activities of SHG members, community and also training of ERs and officials making exposure visits to this GP. So far delegates from several countries and PRIs from more than 20 States of the country have visited this GP, to understand the community dynamics. This GP has become a new training centre which functions as an extended arm of AM-APARD, for facilitating ‘lab to land’ peer learning.

(o) *Video - Conferencing*

This is a very effective approach for face to face interactive problem-solving, programme monitoring, sharing of feedback of field problems and impact of training and development initiatives. For training, this technique has been used by MANAGE, Hyderabad for outreaching exchange of knowledge with regional centres, equipped with video - conferencing facilities.

(p) *Social Media*

Increasingly, social media and networking can be included as one of the tools of training. Face book pages/ You Tube videos of best practices can be promoted.

## **D. Selection of the Appropriate Mode of Training**

While several tried and tested modes of training by various SIRDs and NGOs have been delineated and explained in this chapter, the essence of arriving at an appropriate combination of different modes of training varies from time to time and place to place. The number of people to be trained, quality control, special problems of trainees, costs and institutional capacities have to be kept in view while selecting the appropriate mode of training. It may also be necessary to combine various modes of training to optimise learning. For example, institution based training, combined with exposure visits can be extremely effective. It is also necessary to assess the impact of various modes of training to improve and supplement them from time to time.

There cannot be a 'one size fits all' formula for choosing effective modes of capacity building of PRIs. Each SIRD or other training institute has to explore best options for increasing user-friendly, participatory, demand-driven modes of learning, thereby, maximizing outputs of capability building of ERs and officials of PRIs. Designing demand-driven, user-friendly, customized training interventions is an iterative process-where past experiences and experiments become guiding lamp-posts to move on to new horizons.

## **E. Building Institutional Capacity for Several Modes of Training**

Too often, a particular mode of training is used simply because institutional capacity exists only for that particular mode. For example, an institution comfortable with cascade based training may continue to use only that, simply because it has trained manpower and infrastructure to undertake such type of training. To have a genuine choice regarding the mode of training, institutions must develop capacities for various modes of training. It is incumbent on each SIRD to review whether it has the capacity to use the large range of options regarding modes of training and develop the expertise and infrastructure to work with various modes.

## **F. Key Recommendations**

- (i) Modes of training have to address the large numbers required to be trained, as well as maintain and upgrade the quality of training programmes. Needs of special groups also have to be kept in mind. Therefore, the mode of training to be used should be considered with care when deciding on a training plan.
- (ii) While the cascade mode of training and distance education, along with the use of media, can form the bedrock for training all ERs, there is also need to continue diverse training methods such as hand-holding through Help Desk/Help Line, peer interaction, quiz contests, experimental learning etc. to meet the diverse needs.
- (iii) Mass-media, i.e., radio, community radio, television, print media folk-media etc. need to be used effectively, as these can enable training at lower costs and can also generate interest. Mass media based orientation can complement regular training programmes.
- (iv) E-Modules and distance learning material can be designed and disseminated to supplement direct training.
- (v) Innovative modes of training, such as quiz contest based training, the experiential learning mode etc. should be attempted, especially with ERs who have experienced other modes of training.
- (vi) For optimal learning, various modes of training should be combined to expose the trainee to theoretical and practical understanding, greater interaction with trainers or peers etc.
- (vii) SIRDs and other training institutes need to review training modes for various training programmes and select the most suitable ones.
- (viii) Institutional capacities need to be built to undertake training in various modes. Each SIRD can increase its range continuously to use various modes of training for effective delivery.

## Areas of Training

### A. Introduction

Areas or subjects of training have to be defined in the context of different types of training programmes designed for various stakeholders of Panchayats. The subjects of training would obviously differ for accountants and Gram Sabhas. However, ERs as well as Chief Executive Officers of Panchayats need CB&T across a wide range of subjects. This chapter is focussed on the range of subjects in which training needs to be provided.

### B. Key Issues and Challenges in Areas of Training

The key issues and challenges while identifying appropriate areas of training for the various stakeholders of Panchayats are:

- (i) While a basic training is provided by most SIRDs, Panchayat ERs and functionaries are not provided adequate concurrent knowledge and skill-building support, in continuation of basic training exposure, by all SIRDs.
- (ii) Most States lack a perspective plan or framework for CB&T specifically customised for Panchayats, in tandem with their electoral cycle of five years to ensure that all the relevant subjects are covered.
- (iii) Gender is not integrated as a cross-cutting issue in the major training courses for PRIs.
- (iv) The focus of the training content is largely on the information and knowledge part, with the result that skill development and attitudinal change is not significantly impacted.
- (v) New policy measures, legislations, new schemes and guidelines and field-based success stories of good initiatives are not quickly disseminated to PRIs.
- (vi) There is lack of a common level of understanding among ERs and officials, with regard to desired service delivery standards in implementation of devolved subjects and schemes, operational procedures of government functioning, and relevant Acts and Rules.
- (vii) There is lack of capacity of SIRDs to take up training in devolved subjects like agriculture, health and promotion of IT-skills like computer training, mobile applications online self-learning modules etc. , which includes:
  - (a) Inadequate availability of sector subject experts as master trainers.
  - (b) Lack of networking with sectoral training institutes to undertake sectoral training in a synergistic mode.
- (viii) Training needs of multi-termers are not properly addressed, as they are exposed to the same training as first time elects – leading to their alienation from training.

## C. Strategies to Include Relevant Subjects

The key strategies to ensure that CB&T across all relevant subjects are:

### (i) Range of Subjects

The areas or subjects in which training needs to be provided to ERs and other stakeholders largely depend upon the existing status of devolution in different States, in respect of the 3Fs viz.: Funds, Functions and Functionaries. Key areas to be included in the training also need to be spelt out based on the target groups to be trained. In India, there is an increasing policy pressure for accelerating decentralisation through devolution of more and more subjects – as suggested in the 11th schedule of the Constitution – to the Panchayats by State Governments. Further, the role of Panchayats in Centrally Sponsored Schemes (CSSs) is also increasing. As a result, new stakeholders (departmental functionaries and CBOs) are continuously being added to the training ambit. New training areas also emerge with every additional sector devolved to Panchayats. Moreover, new concerns of human rights, environmental issues such as global warming, climate change, disasters, changing demographic profile etc. are also important local governance issues. Depending on the clientele to be addressed, the range of subjects to be addressed in CB&T include the functioning of Panchayats, such as accounts and management, sectors in which Panchayats have to work such as drinking water, sanitation, education, livelihoods etc. as well as issues relate to social justice and marginalized groups.

### (ii) Core and State Specific Curricula

The subjects that need to be addressed while training ERs and Panchayat functionaries vary from State to State, corresponding to the extent of devolution, as well as the socioeconomic context. Therefore, it is not meaningful to design and implement a uniform training framework for the country as a whole. The training curricula and modules can be categorized under the following two broad headings:

- a. Core curriculum, consisting of 'Fundamentals of Panchayati Raj' - that are common and need to be addressed by all States, with reference to 73rd and 74th Constitutional Amendments, the National policy framework, and core issues related to Panchayats such as functioning of Panchayats, provision of civic services etc. Even in the core curriculum, state specificity is important.
- b. State specific curriculum, as per the identified CB & T needs of the target groups in line with the extent of powers devolved to PRIs and the socioeconomic context.

### (iii) Mandatory and Optional Training

The CB&T strategy for Panchayats may be planned to offer five types of training courses under two broad categories: Mandatory courses, which are non-negotiable for ensuring effective functioning of PRIs and Optional courses of two types, which should be demand and need-based, to be planned for State-specific needs. Some training institutes may be able to go beyond this also.



There can be three mandatory courses for Panchayats, namely:

- Basic Orientation-Foundation Course, which can be given to all stakeholders of Panchayats, though in different modes
- Theme-Sector- specific Course, which may be provided as relevant to various stakeholders. For ERs, several themes would need to be addressed, while for functionaries dealing with various sectors, the focus would be on the specific sectors.
- Refresher Course, which can touch upon key issues, problems faced etc.

Optional Courses could be of following two types viz.:

- Special Courses for ERs of special categories or Panchayat employees working in a particular sector such as accounts
- Advanced Thematic Focussed Courses

The Foundation Course should have all the basic contents related to Panchayati Raj and the day to day functioning of Panchayats. The thematic-Sector- specific Course and the Refresher Course should further update the Panchayat stakeholders with knowledge and skill inputs for handling sector-specific responsibilities with regard to devolved subjects, and coping with challenges of disaster management, conflict resolution, inter-sectoral coordination, effective monitoring and supervision, leadership and team building etc. for promoting convergence across transferred subjects. This may be the supply-driven part of training, but designed in response to emerging training needs, based on Training Needs Assessment (TNA). With regard to the design of the demand-driven training interventions, in response to new articulated needs of Panchayat, which may vary from State to State, special courses and thematic focussed courses may be designed. The course content and material for such demand-driven courses should be prepared based on the needs articulated by the ERs and officials.

The duration of Panchayat training can vary from 1 to 6 days, depending upon the training delivery strategy adopted by States and the profile of participants and their entry-behaviour i.e. first term/ multi-term, educated/non-literate etc.

The criteria for prioritising the course content may be guided by the framework of Must, Should and Could- as explained in the matrix below:

**MUST** – Topics that must be included - **Content of Top Priority to be covered in Foundation Course**

**SHOULD** – Topics that may be included - **Second Order of Priority in Thematic-Sector-specific Course**

**COULD** – Topics that may be included - **Third Order of Priority in Refresher Course**

The above prioritization has to be arrived at based on the findings of Training Needs Assessment (TNA) – to be conducted with PRI stakeholders in every State, in tandem with the electoral cycle, to be updated at least every five years. Besides the common core content, state-specific content should also be incorporated by the respective States, as per the identified training needs.

## **D. Suggested Content Areas for Different Types of Training Courses**

### **(i) Basic Orientation - Foundation Course**

The Foundation Course is a mandatory course designed to orient all the new ERs, as well as core Panchayat functionaries such as Panchayat secretaries, with the fundamental concepts related to Panchayati Raj. This should be conducted within six months of every fresh PRI election. The desired duration may be three days, in a face-to-face, direct interactive mode.

The suggested course content for Basic Orientation – Foundation Course is as follows:

#### **(a) Common Core Content:**

- Concept of democracy and people's participation in development
- Meaning of local self-government
- Overview of Panchayati Raj in India
- 73rd and 74th Constitutional Amendments
- Gram Sabha and participatory development
- Human development, gender equality, social justice and women empowerment
- e-Governance and e-Panchayats
- Good governance
- Quality-assured service delivery of all development programmes

#### **(b) State-Specific Content:**

- Overview of State Panchayati Raj Act and Rules
- Roles and Responsibilities of Panchayats – at all three levels
- Devolution of '3Fs' with respect to XI-Schedule-29 Subjects
- Activity-Mapping for 3 tiers of Panchayats actually devolved by respective State Governments
- Relevant issues related to Scheduled V Areas - such as PESA (in respect of 9 PESA – specific States)
- Participatory and decentralised planning
- District Planning Committee
- Conduct of mandatory meetings by Panchayats – General Body and Standing Committees
- Office management of Panchayats
- Maintenance of registers and records
- Transparency & accountability mechanisms: RTI and social audit
- Financial management: budgeting and accounting systems, including Panchayat data base of funds received, expenditure incurred and own income
- Revenue matters related to Panchayats – Collection of taxes/fees/penalties; Removal of encroachments from Panchayat lands and common property resources; Issue of housing Pattas and land records and mutation.
- Registration of births, marriages and deaths

- Flagship programmes of devolved subjects (e.g. agriculture, health, education, women and child development etc.)
- National flagship programmes - including MGNREGS, NRHM, NBA, SSA, Mid-Day Meal etc.
- Team building (coordination and convergence)
- Inclusive development planning, with focus on disadvantaged communities, viz. – SCs, STs, minorities, women, senior citizens, children, differently abled

An example of the content of such a course is in Box 3.1

**Box 3.1 Basic Orientation - Foundation Course Content (2010), followed by SIRD Rajasthan as per TNA of 2009**

- Roles, Responsibilities and Management of PRIs
- Flagship Development Programmes
- Accountable & Transparent Governance
- Gender Responsive Decentralized Planning
- Natural Resource Management & Human Resource Management
- Good Local Self Governance
- Global, National & Local Development Goals (MDGs/LDGs)
- Rights-Based Inclusive Development Planning, Implementation & Monitoring

**(ii) Thematic Sector-specific Course**

A detailed thematic sector-specific training course could be planned for ERs and officials or for Standing Committees, in a direct interactive face to face mode. The duration could be 2-3 days for these thematic courses, which should be planned during the second year after election. The sector-specific training can emphasize on service delivery, infrastructure and governance aspects in the given sector. This can be delivered through a series of interactive exercises, presentations of live cases that can guide the Panchayat functionaries on different modalities of planning, implementation and concurrent review of sector-specific initiatives. (See Box 3.2) The broad themes for the sector- specific training could be decided by each State based on the extent of devolution. The suggested list is as follows:

- Provision of civic services
- Health
- Water and sanitation
- Education
- Women and child development
- Social justice and empowerment
- Natural Resource Management/Agriculture

The topics and discussion can centre on the following:

- Overview and status of the concerned sector

- (b) Core issues to be addressed
- (c) Decentralized planning process in each sector
- (d) Role of PRIs related to planning, supervision and coordination of devolved subjects
- (e) Management of flagship programmes under each sector

**Box 3.2 GP  
Training  
on Child  
Development:  
Key Contents  
KILA - Kerala**

A two day training was conducted on child development by KILA Kerala for Panchayats. The training was attended by GP presidents, chairpersons of Welfare Standing Committee, chairperson of Child Development Working Group constituted in GPs, ICDS supervisor and Village Extension Officers of GPs. The content of the course is as below:

1. Comprehensive Child Development: An Overview
2. Issues faced by children
3. Status of children - An analysis
4. Comprehensive Child Development - Role of GPs
5. Standards and indicators for improving quality of services for children
6. Field visit to school/Anganwadi/Primary Health Centre in three groups
7. Assessing status of institutions for children against prescribed standards (School, Anganwadi, Primary Health Centre)
8. Child-centric planning by GPs
9. Preparation of action plan

One of the important issues relating to the key areas of training is that most SIRDs do not have sector specialists who can facilitate quality training in devolved sectoral areas e.g.: agriculture, health etc. APARD in Andhra Pradesh has attempted to overcome this gap by creating specialized centres as cited in Box 3.3:

**Box 3.3  
Specialized  
Centres  
: APARD,  
Andhra  
Pradesh**

- The Specialised Centres in APARD are:
- Centre for Decentralization
- Centre for Livelihood
- Centre for Natural Resource Management
- Centre for Water and Sanitation
- Centre for Research and Documentation
- Centre for Volunteerism (CBOs & NGOs)
- Each centre has one centre head, two project staff, a number of research assistants (based on the need of the centre) and four support staff.

Such specialization can be developed by other SIRDs, or, SIRDs may collaborate with other specialized institutes for thematic courses.

### (iii) Refresher Courses

The mandatory Refresher Course may be of 2 to 3 days' duration. This should be designed for reinforcement of knowledge generated in the Foundation Course in the first year of the electoral cycle and could ideally be during second or third year after election. The Refresher Course should be organized after the basic orientation and thematic sector-specific courses have been considered. The content of the Refresher Course should be developed based on the TNA conducted with the ERs and officials of Panchayats (See Box 3.4)

#### Box 3.4 Topics of Refresher Training: SIRD Rajasthan

- RECAP of main issues of year-1
- Improving service delivery of flagship programmes
- Right To Information
- Social audit
- Conducting effective mahila Sabhas, ward & Gram Sabhas
- Planning and review of devolved subjects
- Conducting effective General Body and Standing Committee meetings in PRIs
- Mobilizing own income in PRIs
- Financial management
- Record keeping

The Refresher Training Course may be in the face to face or distance mode of training, supported by documentary films, e-learning tools, video-conferencing, newsletters, etc. to refresh the members with the latest information and to relate their learning to real life examples and coping with field-based challenges (See Box 3.5).

#### Box 3.5 Training for Inter-Sectoral Convergence for Strengthening Institutional Linkages among Panchayats and Devolved Departments : SIRD-Rajasthan Refresher Campaign

A Refresher Training Campaign for ERs and key officials of 5 devolved departments was planned with an overall perspective of updating their knowledge regarding the schemes of 5 devolved departments i.e. Education, Health, Women & Child Development, Social Justice and Empowerment and Agriculture-(which were devolved to PRIs with effect from 2nd October, 2010 in the State). The emphasis was on the role of Panchayats in promoting convergence and team building for better implementation of schemes. All ERs and officials of Panchayats and devolved departments were covered by way of this refresher joint training campaign in 3 months' time from-2nd May -31stJuly, 2012.The outreach in terms of numbers entailed

coverage of 1.20 lac ERs- from Zila Pramukhs to ward members and about 15000 officials- from district level Officers to Gram Sewaks. This Refresher Training Campaign was customized based on TNA, training modules and reference materials were prepared including 6 books and a set of 6 posters.

The resource kit for PRI Refresher Training Campaign: 2012 was as follows:

- Compendium of Refresher Training Modules for PRIs:2012
- Prashikshan Sandarbh Samagri Sankalan: Covering schemes of 5 devolved departments, RD& PR, and role of Panchayats
- Role of Standing Committees of Panchayats
- Meri Panchayat Mere Kaam-Booklet for GP level
- Haq Hamara (compendium of important laws related to women)
- Vishisht Sandarbh Samagri: Focus on water and sanitation schemes (CCDU Support)
- Set of 6 posters for GP level for awareness on water and sanitation issues (CCDU support)

The heartening impact of this Refresher Campaign was seen in examples of district & block Panchayats taking up proactive measures such as launching campaigns like 'Zila Parishad Aapke Dwar'-as done by ZP-Ajmer in 2012-13, by mobilizing all devolved department functionaries with PRI functionaries for on the spot grievance-redressal camps at the block level. Several District and Block Panchayats have also been strengthening inter-sectoral convergence through regular organization of 'Gram Sachivalaya'-weekly meetings of all departmental GP level functionaries at the Gram Panchayat for joint planning, review & problem solving of village problems related to all sectors.

#### (iv) Special Courses

##### (a) *Special Courses for Marginalized Groups*

Special attention needs to be given to SC, ST and Elected Women Representatives (EWRs) to enhance their involvement in decision making, institutional management and team building, so that they can emerge as assertive local leaders. This course may ideally be designed for 2 to 3 days, and be conducted within six months to one year of PRI election. This is discussed in greater detail in chapter 5

##### (b) *Special Courses for Panchayat Functionaries*

Similarly, specifically designed courses may be organized for the Panchayat officials, taking into account their designated tasks/job profile – as experimented by SIRD, Karnataka in designing special training for PDOs (Box 3.6). Under RGPSA, several States are providing new staff at the Gram Panchayat level. It is vital that special courses be designed for such staff, such as accountants and data entry operators.

**Box 3.6**  
**Training of**  
**Panchayat**  
**Development**  
**Officers**  
**(PDOs): SIRD,**  
**Karnataka**

2500 Panchayat Development Officers (PDOs) were recruited by the Government of Karnataka to shoulder the additional responsibilities given to the GPs. SIRD Karnataka followed a systematic approach in designing the training of PDOs. The training module, materials, e-learning package were developed based on TNA.

The duration of this training was 8 weeks (4 weeks classroom training, followed by 4 weeks of practical exposure). The training had 42 sessions. Reading materials consisted of 5 handbooks covering topics of all 42 sessions. A book on compilation of all circulars pertaining to GPs, additional books on office administration and public works were also developed.

An e-learning package was developed on 29 subjects to maintain the uniformity in content delivery. Twelve documentaries, 7 short films, and PPTs for screening in the planned 42 sessions were also developed. Opportunity was given to interact with State officials and subject experts, during the weekends through satellite telecast. Competency assessment was done through a weekly test of 75 marks and field assignment of 25 marks. A final evaluation of the performance of PDOs was done by an external agency.

*(c) Leadership Courses*

Leadership courses can help ERs in playing the leadership role that is expected of them. The suggested topics of Leadership Training could be as below:

- Leadership and motivation
- Communication/public speaking
- Meeting management
- Office management
- Conflict management
- Inter-personal relationships
- Coordination and convergence
- Public speaking
- Time management
- Stress management
- Management of assets of PRIs
- Participatory decision making

(d) *Thematic Focussed Courses*

Thematic focussed courses are optional courses designed to provide detailed exposure to Elected Representatives, based on their indicated interests and preferences to pursue further learning. These may be planned as short term courses of individual modules ranging from 3 to 5 days in a direct interaction mode. Such courses may be planned in the third year after election. These courses may be specially relevant to the needs of experienced, multi-term ERs, who understand the basic functioning of Panchayats and need to move ahead.

The suggested themes for special courses are given below:

- Participatory inclusive planning
- Water conservation, harvesting, water audit etc.
- Food security and public distribution system
- Rural housing
- Waste management
- Tapping non-conventional sources of energy
- Environmental management
- Livelihoods (agriculture, horticulture, animal husbandry, fisheries, dairy etc.)
- Micro-enterprise management
- Education, health, nutrition etc.

(e) *Training in IT and Computer Literacy*

ERs and Panchayat functionaries also need to be supported in becoming computer literate, so that they can manage their work efficiently. SIRD, Tripura has successfully tried out computer trainings for ERs and officials of Panchayats, by networking with expert private partners as detailed in the Box 3.7.

**Box 3.7**  
**Public-Private-Partnership Mode in Training on Basics of Computer: SIRD Tripura**

Department of Panchayats & Rural Development, Government of Tripura has made special arrangement with a private IT organization for organising training programmes on Basics of Computer Application for ERs of Panchayats and Autonomous Developmental Councils (ADCs). These training programmes are organised in a decentralised manner for wide and quick coverage. Modules are prepared for different client groups for conducting the training programmes for different durations. This approach will help to speed-up computer literacy for ERs of Panchayats. Officials, like secretaries of GPs, are also being trained on similar lines. This computer training will not only make them computer-literate, but also help them to handle different software like - PLANPLUS, PRIASOFT etc. The practice of networking with an expert organization has been helpful in delivering time-bound training with good quality.



MoPR also provides computer literacy support in collaboration with the National Institute of Electronics and Information Technology (NIELIT), which States can access.

Equally important is training on the Panchayat Enterprise Suite (PES) applications. Master Trainers have been trained in States by the MoPR. Each of the PES applications also include computer based tutorial and application specific presentations that users can engage for self-learning. Use of these may also be encouraged.

The Geographic Information System (GIS) may be promoted in decentralised planning and training programmes on this aspect may be included.

(f) *Special Training for Sectoral Functionaries*

In addition to the thematic focused training of ERs and officials of Panchayats, special trainings may be planned for other sectoral functionaries assisting the Panchayats. An interesting effort has been made by SIRD, Karnataka (Box 3.8) for outreaching training to watermen (hand pump mechanics) – responsible for the maintenance of hand pumps in rural areas, under the supervision of GPs.

**Box 3.8**  
**Special**  
**Training for**  
**Watermen**  
**(Hand Pump**  
**Mechanics)**  
**SIRD,**  
**Karnataka**

Panchayats are mandated to take care of rural water supply. This necessitates engaging watermen – hand pump mechanics or watermen, who take care of the water supply system on a day to day basis. They are responsible for ensuring the functional effectiveness of hand pumps in villages. Depending upon the size of the GP their number in each GP varies from 4-8. These watermen never had any sort of formal training.

Because of change of technology and requirements of maintenance, a two days orientation was viewed as necessary to equip watermen for the proper upkeep and maintenance of hand pumps. To start with, one waterman per GP was oriented. To accomplish this task, 176 programmes had to be organized i.e. one batch in each taluk. This massive task of covering all GPs under 176 taluks was achieved through partnership with NGOs working in water sector. Accordingly, a network of institutions with expertise in the water sector was identified for each district. A core committee was constituted to look into the technical aspects of training, headed by a faculty member of SIRD. A manual on 'Hand Pump Maintenance' was brought out in the local language as an operational guide. The entire training was practical and skill-based, delivered by technical experts. A documentary was shown during the training – showing both a faulty hand pump system and a well managed hand pump system, to educate the participants on the difference. The entire cycle of training was accomplished in 3 months time. Resource persons included engineers with a good understanding of the technical aspects and individuals with an understanding of the roles and responsibilities of Panchayats related to the water sector and especially, maintenance of hand pumps.

## **E. Planning for CB &T**

The varying needs of different stakeholders of Panchayats, and the large number of subjects to be addressed during training, requires careful planning at the State level, across the five year electoral cycle, so that appropriate CB & T efforts can be made. For this, SIRDs would need to identify the needs of different stakeholders, as well as suitable subjects of training for them at different points of time, and also develop or access expertise to deliver CB & T for different subjects. There is a need to develop in-house expertise, as well as network with other resource institutes. Also, there is a need to develop suitable training modules and learning material, relevant for training needs of different stakeholders. Ideally, preparing a five yearly perspective plan for CB&T of Panchayats, covering all important stakeholders, for each electoral cycle would be a systematic way of well planned comprehensive CB&T efforts.

## **F. Key Recommendations**

- (i) SIRDs need to plan for mandatory basic and thematic courses for Panchayats along their five yearly electoral cycle – with a basic Foundation Course in year one, soon after elections, and subsequent Thematic and Refresher courses in second and third years.
- (ii) A five year perspective plan may be evolved for each State, based on TNA of PRI stakeholders.
- (iii) SIRDs need to take up and sustain subject-specific specialised training, related to the devolved subjects. For this:
  - o SIRDs may develop expertise in devolved–sectoral areas like agriculture, health, water and sanitation, maintenance of assets etc. by setting up specialised centres and appointing desired subject-specific expert faculty.
  - o SIRDs may identify and network with sectoral training institutes to undertake in-depth sectoral trainings.
  - o Sectoral experts may be developed as master trainers with the help of sectoral training institutes and also be exposed to basic understanding of PRIs.
- (iv) Training for various functionaries should match the skills they need. In particular, training modules for core Panchayat functionaries such as secretaries, accountants, Panchayat Development Officers should be developed.
- (v) All SIRDs need to develop context specific training modules for mandatory and optional training courses for various stakeholders, especially:
  - a. Special courses for marginalized groups.
  - b. Special courses for Panchayat functionaries
  - c. Leadership training
  - d. Thematic focussed courses
  - e. IT and computer literacy, training on Panchayat Enterprise Suite (PES), GIS
  - f. Special training for sector functionaries.

## Quality of Training

### A. Introduction

The impact of CB&T depends on its quality. Poor quality CB &T can be meaningless, while high quality CB & T can be inspiring and invigorating, and build skills of the trainees to perform their roles. Therefore, it is important to strive towards high quality CB&T.

### B. Key Issues and Challenges

The following are the key issues and challenges regarding the quality of training:

- (i) Given the large number of ERs who have to be trained, the emphasis on training largely tends to be on quantitative coverage of ERs and officials.
- (ii) Training outcomes are not properly defined, nor systematically measured.
- (iii) There is a shortage of competent trainers, and in the wake of high attrition rates of trainers, retraining new trainers is a continuous challenge.
- (iv) There is a paucity of good quality training modules and learning materials, especially in regional languages.
- (v) Monitoring and supervision mechanisms for ensuring training quality during implementation are not well developed.
- (vi) PRIs are not supported with continuous hand- holding beyond training, for day to day mentoring and problem solving.
- (vii) The challenge of concurrent/regular impact assessment of training of PRIs not adequately addressed by most SIRDs.

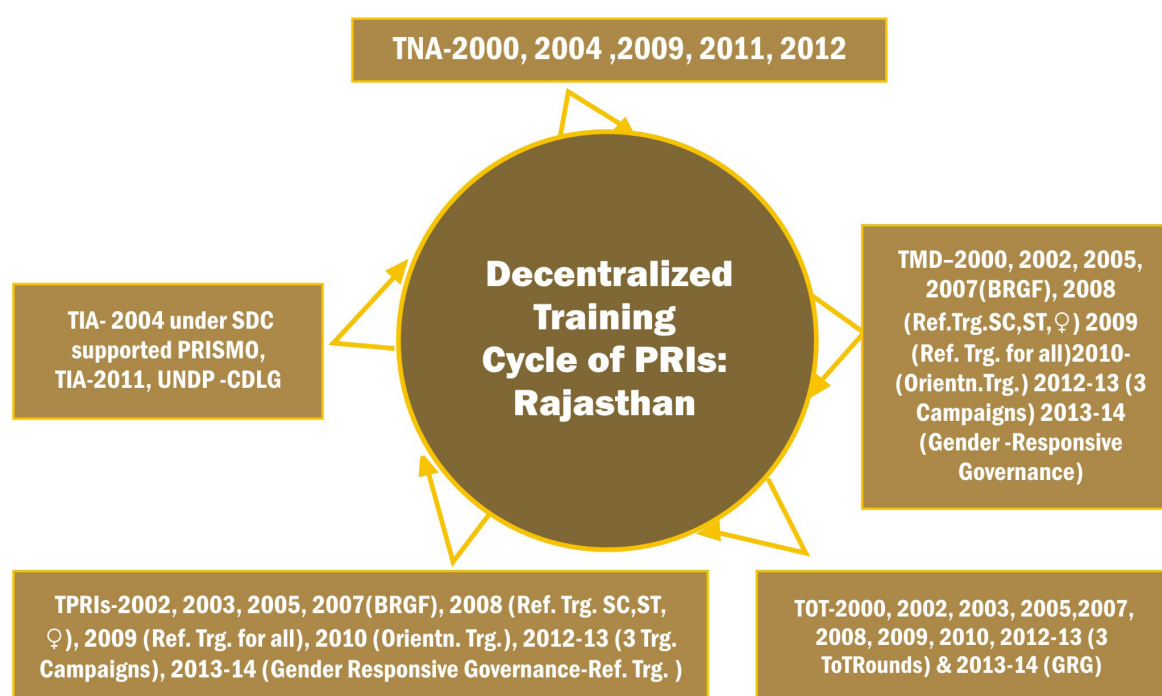
### C. Strategies for Addressing Training Quality

SIRDs and other resource institutions have come up with different strategies for improving training quality. Some have consciously followed the Systematic Approach to Training - SAT Cycle, as can be learnt from the example of SIRD, Rajasthan. Some others have experimented with the peer interaction mode of training- as exemplified by Haryana Institute of Rural Development (HIRD) based upon inclusion of experienced Panchayats ERs and officials in their team of resource persons. In West Bengal, a host of innovative training methods have been developed. Certain SIRDs have evolved good assessment systems of taking exams at the end of the courses, designed for Panchayats functionaries- as in case of PDOs' training by SIRD, Karnataka. Many SIRDs are now widening their trainer pool, to be deployed at decentralised locations at district and block levels as can be learnt from SIRDs of Rajasthan, Karnataka, Odisha, Maharashtra, Assam, West Bengal and KILA, Kerala. These strategies deployed for enhancing the quality of CB&T are discussed below.

## D. Systematic Approach to Training

A Systematic Approach to Training (SAT)-Cycle which can be followed by all institutions engaged in capability building of PRIs, entailing 5 stages, is described below and is being consistently followed by SIRD-Rajasthan, since the year 2000 onwards. The SAT Cycle mandates the following stages:

### Systematic Approach to Training of PRIs: 2000 AD Onwards



#### (i) Training Needs Assessment (TNA)

This stage entails the conduct of an investigative exercise of identifying the training needs as perceived by ERs & officials at the three levels, i.e. Zila Panchayats, Block Panchayats & Gram Panchayats. This can be done through facilitating multi-stakeholder workshops at decentralized locations of divisional/district headquarters. In these workshops, different stakeholders can be invited for interaction on different days, viz. - on day one - ZP level ERs & officials, on day two - block level ERs & officials, on day three- GP level ERs & officials and on day four-Gram Sabha members can be consulted. The TNA tools can include interactive methods like: brainstorming on key questions in plenary sessions through participatory methods, eliciting responses to the questions raised, focus group discussions-with homogenous small groups of 10 to 15 members, viz.-general category ERs, SC-ERs, ST-ERs, women-ERs & officials, In-depth interview-with key informants, opinion poll-by show of hands and expressing group's choice through strength of numbers. The training needs emerging from each TNA round can be shared, discussed and prioritized at the state level Experience Sharing of TNA.

## (ii) Training Material Development (TMD)-

Based on the training needs prioritized after TNA, need-based training modules and learning materials have to be developed, in a user-friendly, easy to understand language. The training modules comprise of a compendium of a design briefs of the training plan and session-wise programme schedule. Training modules for different levels of Panchayats entail- spelling out of programme objectives, profile and number of participants with their entry-behaviour, profile of trainers, key content areas to be covered, training methodology to be used, training media to be used viz.-flipcharts, flash cards, audio-visual aids, training films, LCD projector, marker pens, games-kits etc., training outputs and outcomes expected and the session plan-from the start of training to close of training. The accompanying learning materials may include: reference booklets for building clarity of knowledge, PPTs-for AV aids, flipcharts on specific themes, training films, Frequently Asked Questions (FAQs) with Answers etc.

Standard training materials should be designed for training. Toolkits, handbooks and manuals for training should be prepared for each category of functionaries, as per needs, keeping in view the diverse characteristics of Panchayats in each state. The training manuals should contain must know, should know and could know aspects. These manuals/materials should be field- tested and modified accordingly. The line departments should also be involved in developing sector-specific training module and reading material.

A specific training module may be prepared for PESA region ERs and officials. Likewise separate modules may also be designed for EWRs, SC and ST- ERs. ICT- based interactive learning materials need to be developed, including video-films on best practices of beacon Panchayats.

## (iii) Training of Trainers (ToT)

Addressing the challenge of training a huge number of Panchayat ERs and functionaries, without dilution of quality, requires identification and training of quality trainers. The more efficient way of outreaching trainings all stakeholders of Panchayats is the decentralized training mode-in which trainings for Panchayats are held at multiple locations, viz.-state, division, district, block, sub-block/cluster of Gram Panchayats etc., thereby ensuring universal and speedy coverage. An essential pre-condition for holding decentralized trainings at multiple locations is creating a strong cadre of trainers. Trainers can be trained by SIRD to deliver training at the decentralized locations. This strong cadre of trainers deployed by SIRD can help outreach training to all Panchayats in a fast track mode, within 3 to 6 months, without transmission loss, as trainings can be delivered based on a common training design, content, methodology and session plan, with the help of training modules & learning materials created by SIRD, for ensuring uniformity of curricula and inputs of knowledge, skills and attitudinal re-orientation.

## (iv) Training of PRIs

For delivering high quality inclusive training for Panchayats, the decentralized training system, held at multiple locations simultaneously, an example is that of Rajasthan-SIRD, where training for PRIs is completed in a campaign mode, within a span of 3 months on an average. Ten mega rounds of PRI training in a decentralized campaign mode have been completed in Rajasthan, in the last

decade with changing thematic focus. Each training round is designed on the needs emerging from TNA and implemented with the help of trained trainers, based on SIRD designed modules and learning materials. In order to enhance the quality of training, joint trainings may be organised for elected and official functionaries of Panchayats on specific topics as done by KILA (Box 4.1).

**Box 4.1 Joint Training on the Right to Services Act for Gram Panchayats**  
KILA, Kerala

The Right to Services Act came into force in Kerala in 2012. Prior to this, Panchayats had already published Citizen's Charters listing the services and standards to be provided to citizens by GPs. Based on quick studies, it was found that Gram Panchayats were following different service delivery standards, leading to public complaints. To overcome this situation, KILA proposed a joint training for officials and Elected Representatives, to ensure a uniform standard in providing services throughout the State. Workshops were conducted involving senior level officers in Panchayat Department, Gram Panchayat secretaries and retired officials to prepare the training manual.

Participants in the training included two ERs- President/Vice- President and subject specific committee chairperson along, with three officials from each Gram Panchayat. To ensure time bound training, the training was organised in three regional centres.

The training covered the following content :

- Introduction to Right to Service Act and Citizen's Charters
- Services rendered by Gram Panchayats
- Birth, marriages & death registration
- Social security pensions
- Building rules and permits
- Licenses & permits
- Services related to property tax

This joint training of ERs and officials built team synergy and uniform understanding of the services to be delivered by GPs.

**(v) Training Impact Assessment (TIA)**

After completion of each Panchayat training campaign, with a due gap of about 6 months, Training Impact Assessment (TIA) also needs to be conducted, either through multi-stakeholder workshops to take feedback or through field-based sample research study, among Panchayat- stakeholders. TIA helps to validate as to how and to what extent training has proved beneficial for improving the effectiveness of performance of roles and responsibilities by PRI-ERs & officials. This stage of the SAT-cycle also reveals insights regarding the extent to which transfer of learning has taken place, in terms of updating knowledge, improving skills and re-orienting towards desired attitudinal attributes among PRI-ERs & officials. Further, it can also help evaluate the quality of training

infrastructure provided, arrangement of logistics, quality of trainers and training materials, as well as, to what extent the objectives with which the training was designed, have been achieved. In addition, TIA can also throw light on future training needs and thereby feed inputs for designing of future training interventions. TIA serves the purpose of validating the training design and generates ideas for ongoing corrective action. SIRDs can also consider regional impact assessments to identify region specific issues.

## **E. Planning and Organizing Training**

One of the key issues relating to quality of training is that many States do not have a perspective plan for CB&T spread over the five year electoral cycle. The Hunger Project has evolved a 5 year Strategic Framework for Capacity Building of EWRs as detailed in chapter-5. Such planning is absolutely vital to ensure high quality training. SIRD Maharashtra prepares a checklist/ calendar to map the entire training cycle. Such a calendar / checklist needs to be prepared by all States and should include deadlines for various activities. To ensure a high quality of training, it is essential that training programmes be based on the needs of individual ERs to the extent possible. For this, a comprehensive data base of Elected Representatives and officials of Panchayats needs to be developed. At the very minimum, training needs to be customized to the needs of first and multi-term ERs. It should also take into account the educational level of ERs.

Poorly organized training programmes are rarely effective. If participants have to deal with problems of logistics such as stay, food etc., their motivation to learn is affected adversely. Poor classroom conditions can hamper the whole process. Lack of availability of appropriate materials can obstruct trainers. Given the large number of persons that have to be trained, it is especially important that adequate attention be given to these organizational aspects. There is need to ensure that:

- Participants are informed about the training well in advance
- An adequate number of trainers, who are aware of their responsibilities, are provided at each training location.
- Appropriate materials are available to each participant.
- Participants do not have logistic problems of stay, food etc.

For all large scale training programmes, logistics need to be reviewed from time to time to ensure that emerging problems are addressed quickly. There is also need to ensure appropriate supervision of training and monitors at various levels can be appointed for this. An online tracking system of training can also be put in place.

## **F. Quality of Trainers**

Good trainers form the bedrock of high quality training. The desired attributes among trainers of PRIs include – Pro-Panchayat attitude, knowledge of basic functions of Panchayats, gender sensitivity, exposure to participatory training methods, experience of working in rural areas, inclusive development vision, rights-based perspective and commitment for engaging with sustained capacity building of PRIs. SIRDs need to ensure that good selection processes to identify trainers are undertaken.



Developing trainers resource persons is a key aspect for improving the quality of training. Certificate course for creation of new pool of trainers as done by KILA may be considered by all States. Trainers may be drawn from officials of line departments, serving and retired, serving and former ERs, teachers of universities, educational institutions, NGOs and social activists. ERs from best performing Panchayats may be brought in for experience sharing. NGOs having expertise in Panchayati Raj are also to be identified.

## G. Training Methods and Design

Along with interactive lectures, a proper mix of ICT applications will make the learning process more interesting. The traditional style of long monotonous lectures should be replaced with modern participatory training methods (see Box 4.2 and Box 4.3). Group discussion, role-play, brainstorming, experience- sharing, guided reading of work book/case study etc are to be adopted to make training more participatory. ICT- based applications like video, audio, film, video- recording and replay etc can be used for maximising learning among ERs and officials. Interesting simulation exercises such as mock Panchayat meetings, routine and ideal Gram Sabhas- enactment and analysis, games, quiz sessions, visioning exercises for micro-planning, debates on topical issues related to Panchayats, making diagrams for village planning, field-visits to beacon Panchayats etc. can be included for promoting experiential and practical learning.

### Box 4.2 Workbook Concept in Training: SIRD Karnataka

The workbook concept involves structured reading material with session, schedule & performance aids which are arranged in a chronological order. There is provision to take down notes and learning. The systematic handling of the workbook would lead to effective training. The key points are:

- The course coordinator has to design the work book in consultation with subject experts for different types of courses.
- The work book may start with listing the possible expectations of the participants from training and expectations as per their job profiles.
- A comprehensive schedule of the course and session details are to be arranged in a sequence of 'simple to complex'- to be synchronised in context of content for different types of courses.
- Each session has details of training content and methodology, list of important reference materials & notes for the trainer.
- At the end of each session, a few exercises / games / simulation / action points / FAQs / action planning spaces under suggested titles may be added for providing a useful 'training take away'.
- A guided reading of the work book is to be facilitated for greater assimilation.



**Box 4.3  
Strategic  
Tools for  
Making  
Training  
Compulsorily  
Participatory:  
West Bengal**

Participatory training methodology is more often preached than practiced. In West Bengal, to facilitate a process of learning achieved through common understanding, based on “experiential learning cycle”, PPT based learning tools have been prepared by state level trainers/resource persons. The PPT-based sessions are laden with video clips, case studies, examples from the field, references, anecdotes, pictures, scope for brainstorming, experience sharing, and question-answers every now and then. At the end of each session, there is an in-built wrap-up session on the quiz mode. Besides, at the end of each training programme, there is a quiz session addressing all the subjects covered. The quiz sessions in the residential training programmes motivate the learners to go through the learning materials in the evening because everyone wants to “win” in the quiz sessions. Hence the training sessions become joyful, effective and outcome-oriented.

On-site visits, as attempted by West Bengal (Box 4.4), can also result in high quality, context specific training.

**Box 4.4  
Mobile  
Training:  
West Bengal**

Mobile trainers and resource persons frequently visit Panchayats, especially Gram Panchayats, on appointed dates to provide hand-holding support as per demand and interact with elected representatives and functionaries together. Demand-driven mobile training has become very popular and effective for the following reasons:

- Elected representatives and functionaries can learn at their own places of work and do not have to move out.
- This type of day-training can be conducted as and when required at the GP office and does not require any training infrastructure except a laptop and an LCD projector which the mobile trainers carry with them.
- The mobile trainers can focus on local issues as per demand.
- There are opportunities to ask questions on issues which are generally debated between ERs and functionaries, and to get the issues resolved at the GP office itself, leading to healthier organisational dynamics.
- Trainers/resource persons too become more and more experienced and enriched because of their exposure to varying situations at the field level. This enhances their scope to refer to the specific cases for resolving a lot of unforeseen issues in both face-to-face training sessions and mobile training at other GPs.

How training is designed also goes a long way towards addressing its quality. The modular training method is more suitable to attain the goals of PRI training. Instead of leaving the resource persons to decide the why and how of training, pre-designed training modules can be provided to the RPs. Each training module should be prepared in a comprehensive format-spelling out the objectives, key content areas, methodology, duration, training media and support infrastructure desired and notes for the trainer to be fully prepared for delivering effective training sessions. This will help to ensure training quality and uniformity-while outreaching to all PRIs.

## **H. Promoting Sectoral Convergence**

As Panchayats are mini-governments, training of Panchayats requires sectoral convergence. Ensuring quality in sectoral trainings requires collaboration with practitioners and resource institutions working in that sector. The following strategies may be considered:

- SIRDs may network with other sectoral institutes and NGOs, for sharing of expertise and infrastructure facilities, available with different agencies to conduct time-bound training.
- Various departments like Education, Health, Agriculture, Animal Husbandry, Women and Child Development, Industries, Revenue etc have their own training institutions at the state, regional and district levels. SIRDs need to establish strong networks and conduct joint training programmes with such institutes.
- SIRDs could also consider outsourcing some of their training activities to sectoral training institutions or local NGOs having adequate expertise and known for their professionalism.

## **I. Institutional Structure and Quality**

The institutional structure available has an important impact on the quality of training. Particularly, cutting edge training institutes such as Extension Training Centres (ETCs) and District Panchayat Resource Centres (DPRCs) need to be upgraded with adequate human, financial and infrastructure facilities, to work as effective outreach centres of SIRDs. There is a need to establish and equip Block Resource Centres at the block level, for providing continuous hand-holding support to PRIs. These issues are discussed in greater detail in chapter 6.

## **J. Key Recommendations**

- (i) The Systematic Approach to Training Cycle, SAT-Cycle, should be followed by all SIRDs to ensure quality of training of PRIs. This entails Training Needs Assessment, Training Material Development, Training of Trainers, followed by actual training and Training Impact Assessment. The quality of each of these processes needs to be continuously improved.
- (ii) SIRDs need to focus on training design to maintain quality. New methods and materials should be used to enhance the quality of training.
- (iii) Creation of need - based training modules, work-books and learning materials has to precede each PRI training campaign/ round for ensuring quality and uniformity of training across the State.
- (iv) Training of an adequate number of competent trainers, committed to deliver training to PRIs at decentralised locations, is of prime importance for ensuring high quality and high speed training in decentralised mode. SIRDs should develop certificate courses for trainers to ensure quality.
- (v) Good organization is vital for high quality training. Regular feed-back should be taken to ensure that no lacunae remain. Further, state level observers/monitors may be deployed.
- (vi) Convergence with other sectors such as agriculture, education, health etc. can enrich training.

## Elected Representatives of Scheduled Castes, Scheduled Tribes and Women

### A. Background

Article 243D of the Constitution mandates reservation for women, Schedule Castes (SCs) and Schedule Tribes (STs) at all tiers of PRIs. In Panchayats across the country, Elected Women Representatives (EWRs) constitute 42.3%, SCs-13.7% while STs constitute 14.6% of all ERs. Further, among the EWRs, almost one-third belong to the deprived sections i.e. SCs and STs. Thus a large number of women ERs face multiple deprivations of caste, class and gender. The practical impact of this revolutionary Constitutional provision would only be evident when these EWRs and SC and ST ERs, are fully empowered and made aware of their rights and duties. Thus, capacity building of these historically marginalized ERs is extremely essential, so as to help realize the Constitutional vision of inclusive and participatory democratic governance at the grassroots.

### B. Key Issues and Challenges

The key issues and challenges to be addressed regarding CB&T of women SCs and STs are:

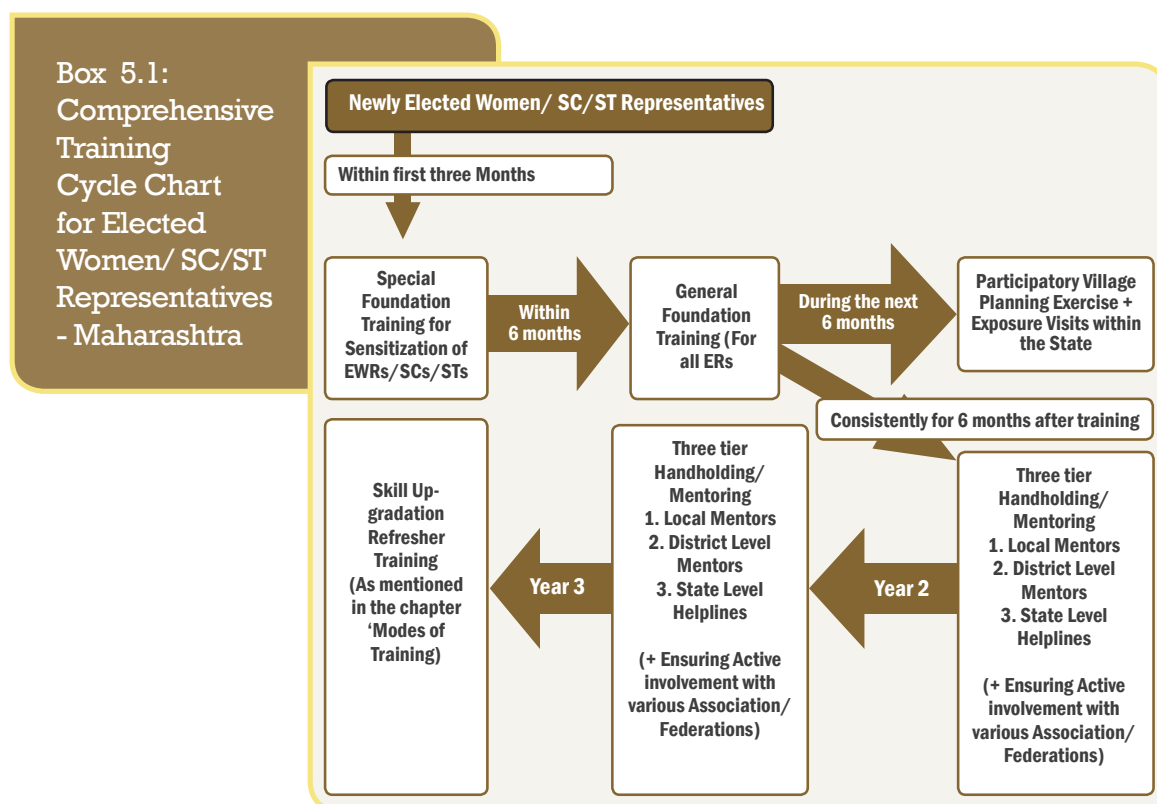
- (i) These ERs face socio-cultural exclusion and discrimination and therefore, have greater difficulty in performing their roles.
- (ii) Often, ERs from marginalized groups have low self-esteem and confidence level.
- (iii) ERs from marginalized groups tend to be inexperienced and often have no previous exposure to political and administrative functioning
- (iv) Women ERs are bogged down because of the triple burden of roles and responsibilities viz., - house-work role, rural economy role and their public elected representative role
- (v) EWRs are often not able to travel for training and exposure.
- (vi) ERs from marginalized groups often lack exposure to formal education, legal literacy and general awareness
- (vii) The proxy participation syndrome is still continuing, whereby these ERs are forced to continue to function as dummy candidates, due to pressures of prevailing dominant role players
- (viii) These ERs experience lack of freedom in participating fully in opportunities of training, exposure visits, Panchayat meetings – where powerful groups may dominate.
- (ix) These marginalized section ERs are also victims of oppression; violence-verbal, non-verbal, physical, emotional and even sexual abuse; continuing exclusion even in the public domain of Panchayats – exemplified in instances of being stopped from hoisting the National flag, being stopped from occupying the chairperson's seat, being offered tea/water in different utensils, being hushed into silence when they try to make a point in Panchayat meetings, not being allowed to conduct the Gram Sabha, suggestions being made by them not recorded in meeting resolutions, inequity in fund allocation to Panchayats headed by these sections.

- (x) There is a lack of specifically designed focused training campaigns and lack of hand-holding support beyond training for the marginalized categories of ERs in the early part of their tenure.
- (xi) There is a lack of support services for EWRs. Although many States have increased reservation of seats for women to 50 percent in PRIs, setting up of child care centres and the Grievance Redressal Committee for lodging complaints of sexual harassment (as per Supreme Court guidelines) lag behind.
- (xii) In the Schedule V areas, Gram Sabhas have been given special powers through the Panchayats Extension Scheduled Areas Act 1996. The ERs and Gram Sabhas of this region need to be enabled to undertake this task.

### C. Capacity Building and Training Strategies for ERs of Marginalized Sections

#### (i) Need for a Special Strategy

It is essential to have a specialized strategy for CB&T of women, SC and ST ERs and ERs in PESA regions. As these ERs continue to face many socio-cultural barriers to their effective participation in public life, one uniform basic orientation training for all ERs is not adequate. These categories would often require special training, in addition to the common training programme with other ERs. In this context, the Maharashtra training plan may be seen in Box 5.1 and a strategic framework followed by the Hunger Project in Box 5.2.



**Box 5.2 Five  
year Strategic  
Framework  
for Capacity  
Building of  
EWRs:**

**The Hunger  
Project  
Initiative**

The Hunger Project's strategies and activities are oriented towards building elected women's leadership and advocating for an enabling environment, to ensure their active participation in governance processes. The five year Strategic Framework includes a combination of CB activities :

- 1) Strengthening Women's Leadership
- 2) Making Panchayats effective—primarily through mobilisation of Gram Sabha, to make women's leadership in the Panchayats effective
- 3) Influencing Public Opinion—through media partnerships, workshops for journalists, institution of Sarojini Naidu Prize for Best Reporting on Women and Panchayats
- 4) Building Alliances for Advocacy and Action—partnerships with civil society organizations, advocacy forums and building alliances on women's effective participation in local governance.

SIRD Jharkhand has created a special Women's Resource Centre for capacity building of EWRs. Special courses on leadership can also be designed. For example, KILA, Kerala has initiated training of Elected Women Standing Committee Chairpersons on leadership. The steps that may guide the designing of special focused trainings for elected women/SC/ST representatives, which can be taken up by SIRDs for effective outreach of CB&T for these sections, are listed below.

**(ii) Focussed Training Needs Assessment (TNA)**

A high degree of sensitivity is required for facilitating TNA for women/SC/ST ERs, wherein apart from ensuring stakeholder participation in terms of numbers, special efforts have to be made to draw them out to articulate their problems, concerns and aspirations. Special TNA exercises can be undertaken to identify the training needs of women/SC/ST ERs by conducting focussed TNA workshops for these sections. TNA tools like brainstorming sessions, focus group discussions, in depth interviews with select key informants from each category may be used for culling out their training needs. These TNA workshops could be conducted regionally, with compilation of training needs for each category undertaken with the technical support of SIRDs.

**(iii) Training Modules and Material Development**

Based on the emerging training needs for EWRs, SC & ST ERs, identified through TNA, special modules and materials sensitive to their needs have to be created, preferably in pictorial illustrated format, with the use of simple language, thought-provoking exercises for learning by doing, spaces for listing out problems faced in relation to each topic of study, area specific issues and action planning for problem solving. The print materials should be accompanied by enabling self-learning audio-visual e-materials, for enabling learning at their own pace, beyond training. A range of activities can be taken up to cater to the needs of the ERs as illustrated in Box 5.3, Box 5.4 and Box 5.5.

Box 5.3  
'Broken  
Chains'

Special  
Innovative  
Training for  
EWRs, MP

The Umaria pilot, a short and intensive field-based intervention of four months duration (Sept. to Dec., 2012) aimed to enhance leadership skills of women GP Sarpanches in the tribal majority district of Umaria, in Madhya Pradesh. The intervention also involved the male family members of the women GP Sarpanches in the entire intervention, to ensure better cooperation and create sensitivity on gender issues among their family members. This intervention focused on 127 women Gram Panchayat Sarpanches. Low educational attainment made it necessary that the CB&T inputs be largely verbal communication based, with support of audio-visuals or pictures and graphics. First-timers required basic orientation and inputs to develop confidence and skills for the public roles to be performed by them. The following strategies were followed as part of this initiative:

- (a) **Residential Capacity Building Workshop:** A three day residential workshop was conducted, at the SIRD, MP campus for women GP Sarpanches and their spouses. Separate and joint sessions were held.
- (b) **Exposure-cum-Training Visits:** Women GP Sarpanches and their accompanying spouses were taken for an exposure visit to see some beacon Gram Panchayats.
- (c) **GP Level Community Development Festival (Mela):** A day long festival was organized to create awareness on various development issues, including women and child health. The concerned government departments were invited to put up their stalls and provide information.
- (d) **Formal Gram Sabha Meetings:** Formal Gram Sabha meetings were organized in select GPs, under the chairpersonship of the women GP Sarpanches, with handholding support. These Gram Sabhas were theme-based-such as water, sanitation, health, preventing child marriages etc. Focus was on the issue perceived as the most important by the Gram Sabha, in a consensus mode.
- (e) **Setting up of EWRs' Forum:** A platform was created under the name of 'Umaria EWRs Forum', with membership of all 127 women GP Sarpanches, the intention being to encourage experience-sharing and cross-learning and to identify women GP Sarpanches with good leadership qualities.

**Box 5.4**  
**Krantijyoti**  
**Project for**  
**EWRs :**  
**SEC,**  
**Maharashtra**

The Krantijyoti project was launched in 2010 by the State Election Commissioner (SEC) of Maharashtra in ten selected pilot districts. This project was started by way of tribute to the late Savitri Bai Phule – who made an exemplary contribution towards empowerment of Women in the State. The innovation under this project was to design and deliver a non-residential training programme at the doorstep of EWRs in the villages of their residence. The basic aim of the project was to empower the EWRs to emerge as future role models. The programme was designed in five stages as follows:

- Training of core trainers – 50 core trainers from the ten pilot districts were trained.
- Training of trainers – Block level trainers were trained in their respective districts.
- Training of EWRs - The block and district level trainers delivered training to EWRs.
- Local Hand-holder/NGO Support Call Centre – Local NGOs provided the trained EWRs with support and information beyond training, acting as problem solvers, mentoring friend, philosopher and guide.
- Toll Free Help-Line – Help-lines with toll free numbers with conference call facility were established. The calls received and problems raised were referred to concerned authorities for advice and problem solving. All calls have a recording facility for research and analysis.

**Box 5.5**  
**Tutorial**  
**Packages for**  
**Semi-Literate**  
**SC/ST/BC/**  
**Women: West**  
**Bengal**

In West Bengal, specially designed tutorial packages have been developed for ERs from SC/ST/OBC/Minority categories and elected women leaders so that they can ask questions freely and get their issues resolved at the tutorial sessions, which are organized at block offices. In such sessions, brainstorming, group reading and group discussions are held with a lot of video clips and cases from the field. Such sessions help the learners overcome their hesitations which are generally noticed when they are trained together with advanced and forward learners. This enhancement of their knowledge and awareness and attainment of appropriate attitude lead to their empowerment.

#### (iv) Training of Trainers

Special attention has to be paid to the proper selection of trainers. The additional attributes desired in trainers responsible for training for EWRs and SC, ST-ERs are:

- (a) Gender sensitivity, and sensitivity to concerns of SCs and STs
- (b) Inclusive vision of development
- (c) Effective communication skills to draw out participation of relatively inhibited/hesitant people
- (d) Experienced trainers, especially those who have had hands-on experience as elected leaders, civil society members/activists or as Panchayat functionaries, who have closely interacted with these marginalized groups and are committed to empower them.
- (e) Competent women trainers, SC and ST trainers, who have proven credentials as PRI trainers, from the point of view of social inclusion.
- (f) Felicity in the use of local dialects and participatory training methods relevant for these categories.

#### (v) Special ToTs for Sensitizing Trainers

In addition to the ToTs conducted by SIRDs for PRI training in general, special ToTs by way of sensitization of specially selected trainers for training of marginalized section ERs have to be arranged. Such ToTs should be arranged under SIRD technical support and supervision, at the state and regional levels, for enabling communications skills of delivering effective training for these categories, based on the special modules and learning materials designed for them. Also, role-reflection exercises for continuing the hand-holding support by trainers as mentors to the marginalized section-ERs have to be specially integrated in these ToTs.

#### (vi) Focused Training Campaign

A specially designed and targeted training campaign for the reserved categories has to be conducted in the first year after PRI elections – either before or soon after the common basic foundation course for all ERs and officials. This will enable confidence building, development of soft-skills and overcoming inhibitions for effective participation in public domain, as can be seen from the example in Box 5.6 and Box 5.7.

##### **Box 5.6** **Focused Training Campaign for ERs of Marginalized Sections: SIRD Rajasthan**

Based on the feedback emerging from PRI Training Impact Assessment, a special focused training campaign was designed along with special training modules and easy self-learning booklets for ERs of SCs, STs and women. This was conducted by the State in 2008-09, wherein due attention was paid to induction of specially selected trainers, focused ToTs – integrating aspects of socio-cultural profile of these categories in Rajasthan, sensitization to field problems faced by ERs of these sections, communication skills like – role plays, ‘Just A Minute’ – extempore public speaking exercises on social issues, image sharing exercises for building inter-personal effectiveness etc. were tried out for building confidence,



public speaking potential and self-esteem of the disadvantaged category ERs. A state level training campaign was undertaken for these ERs in a decentralized mode, covering all levels of SC, ST and women PRI members, through trainings held at districts, blocks and sub-block levels. About 65,000 ERs of these marginalized categories could be outreached in this focused campaign, held after the basic orientation training – common for all ERs and officials. A state level review workshop was also held under the chairpersonship of Principal Secretary, RD & PR of the state. The effort was rated as very useful and desirable to be repeated in every five yearly cycle of PRI electoral tenure – at least once in the first year. It was also articulated by marginalized category ER chairpersons that after one specific campaign for confidence and awareness building, designed specifically for them, follow up refreshers should be held in common with all ERs and officials, to help mainstream their concerns in the common perception of all PRI functionaries and also to avoid segregation of separate training every time.

**Box5.7 District level Training cum Workshop for Women Panchayat Representatives: Gujarat**

SIRD Gujarat undertook district level training for women ERs on health & nutrition in district Anand, as women representatives can play an important role in reducing malnutrition and bringing about social awareness on the issue. Women resource persons, who had done substantial work in health & nutrition, sanitation and education were also invited. Women Sarpanches and members were sensitized to their roles and responsibilities as well as the problems and challenges in reducing malnutrition. They were provided lists of children with malnutrition in their villages and were facilitated to take up group work to strategize for getting these children out of the malnutrition zone.

A special ‘Know Your Role and Your Panchayat’ booklet may be given as a ‘Training Take-Away’ – which demystifies in simple language - the main roles and responsibilities of Panchayat ERs in simple bullet points, along with do’s and don’ts, as a user-friendly reference guide for these marginalized section-ERs, in the discharge of their duties on a day-to-day basis. This booklet may also contain a page for listing important contact persons with mobile numbers, a page for recording basic socio-economic profile data of their Panchayat, another page for recording basic development infrastructure available in the Panchayat, a page to record important mandatory meetings with their periodicity and few pages for identification and prioritization of local development needs may also be included.

### (vii) Mainstreaming Concerns of ERs of Marginalized Sections in Common Training Campaigns for PRIs

While a special focused training campaign for the ERs of marginalized groups is needed to empower them for effective participation, simultaneously, it is also desirable to sensitize all ERs and officials in the common PRI training campaigns, to the concerns, problems and aspirations of these historically excluded categories. This mainstreaming of inclusive and gender sensitive ethos among all PRI functionaries is of prime importance to inculcate the work culture of social inclusion and gender responsiveness in the day-to-day working of PRIs. There is a strong need to integrate at least two special thematic sessions – (i) on gender issues in development planning and local governance and (ii) on social inclusion and elimination of all forms of discrimination against the disadvantaged categories, in every type of training i.e., Foundation Course, Thematic Sectoral Training and refresher courses, for bringing the desired attitudinal change among PRIs. Spouses of EWRs may also need to be sensitized.

### **D. Special Training in PESA Region for ERs and Officials of PRIs**

Ten States in the country have areas which come under Schedule-V of the Constitution – which have predominant population of Scheduled Tribes. Panchayats have been extended in Scheduled Areas through the Panchayat Extension to Scheduled Areas (PESA) Act 1996. PESA confers special powers to Gram Sabhas for self-governance. Therefore, it is important to undertake special CB&T measures in Schedule-V areas to ensure that ERs and officials are aware of the special powers of Gram Sabha under PESA and ensure compliance of the same. PESA provides for special powers for Gram Sabha with respect to land acquisition, control of minor water bodies, and issue of licence and permits for mining of minor minerals, management of minor forest produce, control of intoxicants and liquor, control of money lending, along with natural resource management, local dispute resolution, development planning and social audit etc.

Although PESA has been enacted, States vary a great deal in the extent to which they have made their laws PESA compliant. This poses special problems for designing appropriate CB&T for PESA areas, because when provisions of PESA are explained to trainees they point out the discrepancies with State laws as well as actual practice. PESA training therefore has to be undertaken with special care, interweaving in the design as well as implementation – training of ERs and officials along with the concerned subject specific departmental officials like – Forests, Mines, Excise, Revenue, Water Resources, Police, Cooperatives etc.

The National Institute of Rural Development and Panchayati Raj (NIRD & PR) was entrusted by MoPR with the task of preparing a special training manual for training of ERs and officials of PESA States. Under this initiative, NIRD & PR partnered with SIRDs of PESA States to first undertake TNA of PESA region ERs and officials of respective states. Based on the TNA, a comprehensive training manual for training of trainers was created by NIRD & PR with support and inputs of linked SIRDs. States have been asked to adapt and customise this NIRD & PR PESA training manual as per their needs.

SIRDs have undertaken special training programmes in PESA areas for ERs and functionaries as is illustrated by the case of SIRD, Rajasthan and SIRD Gujarat in Box 5.9 and Box 5.10.

**Box 5.9**  
**Special**  
**Training**  
**Programme**  
**in PESA**  
**Area : SIRD**  
**Rajasthan**

SIRD, Rajasthan held a special training campaign for the ERs and officials of 5 PESA districts, and 26 PESA blocks and 1040 PESA GPs in 2012-13, after notification of PESA Rules in the State in November, 2011. The focus was on salient provisions of PESA Act, Rules and special powers of Gram Sabhas under these legal provisions. The strategy included the training of state level master trainers at SIRD – wherein, departmental officials were also involved in panel discussions to throw light on status of compliance of PESA provisions in thematic sessions. The master trainers included SIRD and PTC faculty, NGOs working in PESA districts and blocks and a few officials drawn from PESA related departments, so as to ensure a training team of 10 members per PESA district. These master trainers then trained block training team members in two regional ToTs held at Astha Sansthan, Udaipur and PTC, Dungarpur – for training teams of 26 PESA blocks of the state, ensuring five members per block team. The block training teams included – two officials, two NGO person and one ex-PRI elected representative, working with PESA Gram Sabhas. After this the training, the campaign was rolled out in October-November, 2012, covering all ERs upto ward member level in these blocks and GPs. Special effort was made to include officers of PESA related departments as resource persons to share knowledge of Forest Rights Act, 2006, status of Minor Forest Produce (MFP) collection and profit sharing with Panchayats, revenue officials such as SDMs & Tehsildars for knowledge sharing on land acquisition and restoration of alienated lands to tribals, and police officials in helping the Peace Committees to become activated in the role of local dispute settlement, as per provision under PESA Rules of the State.

A refresher training campaign was also undertaken in 2013-14 for PESA areas of ERs and officials of the GP level – through refresher based on FAQs – for which a book called ‘PESA Chalisa’ was created – containing 40 key questions with answers in simple language for to be used in a quiz game mode. These 40 questions were aimed at refreshing participants on provisions of PESA Act, Rules and powers of Gram Sabha.

**Box 5.10:  
PESA  
Training:  
Gujarat**

SIRD Gujarat organized a Training of Trainers (ToT) on “Effective Implementation of Panchayats Extension to Scheduled Areas (PESA) Act – 1996” and trained government officials, representatives of NGOs and the experts to inculcate a better understanding of the PESA Act, its implementation and its importance for the people. Trainers were selected from tribal areas, so that they could understand the problems of people living there and speak the local language. Subsequently, “PESA Gramsabha Empowerment Programme” was held in 200 Gram Panchayats in the first phase and another 266 Gram Panchayats in the second phase. The programme generated awareness regarding PESA and also sensitized the Gram Panchayat members for a more active role of men and women in Gram Sabhas. Trainers moved in the village streets while drums were played by local volunteers and Gram Panchayat members. Leaflets and brochures were distributed among the villagers. A role play was enacted by trainers and the local peer group volunteers. On the next day, detailed information about the PESA Act and Gram Sabha was given by the experts, followed by a panel discussion to solve issues and queries. More than 35,000 people participated in the first phase and more than 50,000 people in the second phase. The programme led to increased participation of people in Gram Sabha, increased women’s participation, and resolution of issues in the Gram Sabha.

SIRD, Madhya Pradesh, Jharkhand, Chhatisgarh, Odisha, Andhra Pradesh have also undertaken CB&T efforts for empowering PRI functionaries and Gram Sabha members. Some NGOs like Aastha Sansthan, (Box 5.11) Udaipur (Rajasthan), CENCORED, Ranchi (Jharkhand), have also undertaken training in PESA areas for Gram Sabha members and PRI-ERs.

**Box 5.11  
Empowerment  
of Gram  
Sabhas in  
PESA Region :  
Aastha  
Sansthan,  
Udaipur**

To strengthen the Gram Sabhas in the Tribal-Sub-Plan or PESA Region of Rajasthan, Aastha Sansthan has been working in 23 blocks of 5 PESA districts of the state, with a view to make them vibrant examples of PESA empowered Gram Sabhas. For facilitating this process, Aastha has been conducting training of these Gram Sabha chairpersons, NGO volunteers, local opinion leaders, as well as, training of local officials & Elected Representatives of selected Gram Panchayats of the region. Through its sustained efforts, Aastha Sansthan has created 315-Model PESA Gram Sabhas in these districts, with the help of a network of local NGO partners.

The outcome of CB&T efforts of Astha Sansthan for empowerment of PESA Gram Sabhas are visible in the demonstrated and documented capacity of these Gram Sabhas who have been enabled to exercise their powers, in relation to :

- Issue of Land Pattas to tribals under the Forest Rights Act, 2006.
- Enhancing the income of Gram Sabha members through enforcement of their ownership rights on collection and sale of Minor Forest Produce (MFP).
- Execution of Gram Sabha approved works under MGNREGA & disbursement of full wages to MGNREGA workers of local tribal panchayats.
- Regulation of money-lending activity through village co-operative societies & local money lenders, by negotiating just & fair interest rates.
- Protection of forest wealth by forest protection committees of tribals.
- Regular monitoring of local development works and functionaries by the Gram Sabha.
- Exercise of control over local natural resources like-minor water bodies, pasture lands, village tanks, control over illegal mining of minor minerals etc.

Creation of Peace Committees for local dispute resolution is also ensured in these Gram Sabhas and hand-holding support is provided to enable their smooth functioning.

Under RGPSA States may provide for PESA mobilisers in Gram Panchayats as well as block and district level PESA coordinators. It is expected that these mobilisers and coordinators will support Gram Sabhas in exercising their rights as per PESA. Several States have begun to hire these personnel. Training and capacity building of these personnel also needs to be undertaken systematically to ensure that they are able to play the role envisaged. Further, RGPSA also provides for orientation of Gram Sabhas in PESA areas. For this too, appropriate training modules materials etc. would need to be developed. Finally, RGPSA allows States to contract NGOs to provide hand-holding support to Gram Sabhas in PESA areas. Through such support in-depth onsite training of Gram Sabhas can be facilitated.

## **E. Key Recommendations**

- (i) For undertaking special training of ERs of marginalised sections, focused TNA has to be undertaken with EWRs, SC and ST ERs – to identify their specific training needs for designing customized training interventions
- (ii) Gender may be included as a cross cutting theme in all major courses.
- (iii) Training modules and learning materials created for these ERs of marginalized categories need to be well illustrated, pictorial and simple in text.
- (iv) Selection of trainers who are sensitive and pro-empowerment of these marginalized categories needs to be done carefully, after which sensitization ToTs have to be conducted to equip them with effective communication skills and interactive methods for enabling ice-breaking, confidence building and familiarization with specially designed modules for these marginalized sections.
- (v) The SAT-cycle for all training programmes of PRIs has to become consciously inclusive and gender responsive, for mainstreaming the training needs, strategies for specific module and material development, proper trainer selection, effective training delivery and ongoing impact assessment for continuing up-dation, refinement and making CB&T initiatives holistic.
- (vi) All types of training programmes – Foundation Course, Thematic Sectoral Course, Refresher Courses – should include sessions on gender sensitisation and social inclusion in development planning and practice, especially in the context of SCs and STs.
- (vii) Hand-holding and mentoring support has to be interwoven in the ToTs, to enable trainers to continue to be mentors of ERs of marginalized sections, beyond training.
- (viii) NGOs and resource organisations have to be identified and networked with for providing the friend, philosopher and guide role for these ERs and support their empowerment in a continuing manner after training. These NGOs can also partner with SIRDs in implementation of decentralized training for ERs of these reserved categories and especially for PESA region training.
- (ix) Special focused training interventions have to be designed for training of ERs and officials of PRIs and PESA related departments in PESA regions of the nine Scheduled-V area States.
- (x) Training for empowerment of Gram Sabhas in PESA areas, has to be taken in a campaign mode so as to make the Gram Sabha truly vibrant in the spirit of PESA provisions.
- (xi) Functionaries hired under RGPSA especially mobilizers for PESA areas have to be rigorously trained for effectively supporting Gram Sabhas in PESA region.

## Institutional Structures and Processes

### A. Background

As the previous chapters show, to deliver high quality CB &T to a large number of trainees in varied subjects, a high order of institutional capacity is needed. Given the large number of trainees, institutional capacity is required not just at the state level, but at decentralized levels too.

As per the Ministry of Rural Development (MoRD), GoI mandate, most States have established State Institutes of Rural Development (SIRDs), which are state level apex organizations for conducting training and research in Rural Development and Panchayati Raj. These organizations are expected to act as think-tanks of the State Departments of Rural Development & Panchayati Raj. They are also required to provide objective feedback on the implementation of the rural development schemes and on the functioning of Panchayati Raj Institutions. The SIRDs in different States have developed at different paces, presenting a varied growth pattern and engagement with training and capability building activities. A great degree of variation exists among the SIRDs in terms of faculty strength and expertise, infrastructure and autonomy.

Extension Training Centres (ETCs) below the state level have also been supported by MoRD, and some states have their own sub-state level Panchayat Raj training institutes. Block Resource Centres have also been funded under BRGF and RGPSA.

### B. Key Issues and Challenges regarding Institutional Capacity

The key issues and challenges with respect to institutional capacity are:

- (i) The SIRDs are yet to develop a long term human resource policy, including a career advancement scheme for the faculty members and other support staff. There is no logical, planned, area-specific expertise based faculty recruitment and development policy.
- (ii) The placement of personnel in SIRDs tends to be ad hoc, deputation-based (borrowed human resource from different departments) whereby often people seeking deputation at SIRD are basically looking for parking slots for personal reasons, which is detrimental to quality and institutional growth.
- (iii) Hardly any SIRD is truly autonomous and several SIRDs are under the direct control of the concerned departments, which hampers their day to day functioning. At times, SIRDs face inordinate delays in receiving funds from the state governments, which impedes their planned training activities.
- (iv) States vary a great deal in the institutional structure that exists below the state level. Several districts in the country have no training institute that caters to the needs of Panchayats, through there are 3000 to 4000 ERs per district on an average.

- (v) The ETCs suffer from lack of a clear policy on administrative control of the ETCs by the SIRDs, instead of departmental control. Therefore, there is no organic linkage between SIRDs and ETCs.
- (vi) The training infrastructure and human resource quality available in ETCs and at other institutes at district/block level, is highly inadequate.
- (vii) There is a lack of institutionalized networking of NIRD & PR, SIRDs and ETCs-as linked specialized academic institutions for CB&T of PRIs.
- (viii) There is also no parity in terms of sanctioned fund-flow, faculty strength, parity of pay-structures, recruitment and promotion policies, infrastructure, etc. among these institutions.

## **C. Key Strategies for Rational Development of Institutional Structure**

There is an urgent need to strengthen and synchronize the institutional structure for capability building of PRIs at the National, state, district and sub-district levels. The key suggested strategies are detailed ahead.

### **(i) Establishment and Development of State Panchayat Resource Centre (SPRC)**

The RGPSA scheme of MoPR, Gol provides for the establishment of State Panchayat Resource Centres (SPRCs) in SIRDs or any other state nodal institute, to focus exclusively on Panchayati Raj – CB&T and in case of PESA States, focus also on PESA region CB&T. Under RGPSA, SPRCs can be provided with extra faculty positions, additional infrastructure, including promotion of distance learning through satellite. As several states have decided to establish SPRCs, there is need to ensure role clarity, appropriate staffing and infrastructure, as well as appropriate processes and linkages as discussed below.

#### **(a) Role of SPRCs**

The SPRC has to be created to accelerate the capability building of Panchayats, develop and disseminate knowledge about Panchayati Raj across the State and function as a think-tank on Panchayati Raj for the State Government. The specific responsibilities of the SPRCs may be as follows:

- Formulation of a strategy for capability building of Panchayats.
- Development of appropriate training modules and materials
- Support to district and block resource centres in conducting training at decentralized levels
- Development of technical master trainers and resource persons for training of Panchayat representatives and functionaries.
- Establishment of linkages and coordination with specialist institutes to provide training in various subjects such as education, health, sanitation, women and child, agriculture, etc.
- Networking with NGOs and other resource institutes to share experiences, mutual learning and sharing of training material.



- Conduct of training, seminars, conferences, workshops in the broad field of Panchayati Raj, decentralized planning, decentralized development and other emerging needs of topical relevance.
- Promotion and coordination of research work on its own and also in association with universities, specialized research institutes etc. on Panchayati Raj, decentralised development and other related contemporary issues.
- Analysis of specific problems of PRIs and formulation of strategies for problem solving.
- Act as a resource house for all the literature relating to Panchayati Raj system, decentralized development and other allied matters. The resource centre will also be the store house of all relevant information, baseline data relating to various developmental aspects of the state to facilitate planning process in the rural areas.
- Prepare, print and publish papers, periodicals, books relating to various subjects in the field of Panchayati Raj and decentralized development.
- Provision of guidance for or conduct of monitoring and evaluation on various aspects relating to Panchayati Raj system in the state.

The importance of a good State level institute is illustrated by the example in Box 6.1

**Box 6.1**  
**Model**  
**Panchayat**  
**Training**  
**Institute :**  
**KILA**

KILA is an autonomous institution supported by the Ministry of Local Self Government, Government of Kerala. KILA has been engaging in various capacity building activities on local governance. As a nodal agency supported by Government of Kerala for strengthening the Local Self Government Institutions (LSGIs)- both rural and urban, KILA is committed to the following:

- Conduct trainings for the ERs and officials of LSGIs (rural and urban), Gram Sabha members, and other stakeholders like NGOs, political leaders, media, etc.
- Facilitate participatory planning process and provide consultancy
- Interface between MLAs and local governments for convergence
- Undertake action-research programmes and document best practices on local governance for wide dissemination and learning
- Organize conferences, seminars and workshops at national and international level.
- Provide handholding support to LSGIs and information dissemination services
- Publish policy documents, manuals, and toolkits

KILA has been able to manage massive training programmes by availing the services of pool of resource persons comprising of policy makers, academicians, administrators, researchers and practitioners in the field of local governance and development.

KILA follows Systematic Approach to Training (SAT) cycle in the training programmes and every training has a module and reading material. KILA has established a decentralized training system, so as to cater to the needs of massive trainings at district and block level. KILA houses specialized centers viz. South Asia School of Local Governance, Child Resource Centre, and SC and ST Resource Centre. Other than Government of Kerala and Government of India, KILA collaborates with several national and inter-national organizations.

*(b) Infrastructure in SPRCs*

The physical infrastructure of the SPRC should enable it to perform its role and to ensure quality training. The following basic infrastructure is recommended:

- Conference rooms.
- Auditorium.
- One computer training centre/lab with facilities for internet connection.
- Well equipped library-cum-study room.
- Separate hostel facility for male and female trainees and trainers with twin sharing rooms.
- A dining hall with adequate seating capacity
- Office accommodation for faculty, academic and office staff.
- Staff quarters for campus housing.
- Physical infrastructure for the State Satellite Hub, for satellite based training system with facilities for linkages with Satellite Interactive Terminals to be set up in the block resource centres-with two way audio-video connectivity.
- Transport facility for taking trainees to field visits

Capacity for coordination and exchange arrangements for utilising facilities of other training institutes should also be developed.

*(c) Human Resource in SPRCs*

Recruitment and development of competent training faculty in training institutes is the prime mover for ensuring sustained quality PRI training. A sound human resource policy of proper recruitment of competent and experienced trainer-faculty in SIRDs and ETCs has to be drawn up, with judicious prescription of essential and desired educational and training-related qualifications and other knowledge and skill based attributes, with a system of regular, time bound and merit-based selections to be ensured by setting up expert selection committees.

Faculty members should be selected based on merit and interest, and there should be a continuing training and development of faculty members. The SPRC is anticipated to have 5 core faculty, preferably in the following areas of specialization:

- i. Panchayati Raj, Decentralized Planning, Micro-Planning etc.
- ii. Women Empowerment, Gender Issues and Social Justice.
- iii. E-governance, PES, Accountancy & Budgeting etc.
- iv. Sectors such as Rural Development, Skill Development and Livelihoods.
- v. Social sectors such as Education, Health and Sanitation, etc.

One of the five core faculty members may be a senior person to head the Resource Centre, under the administrative control of Director SIRD or other state nodal institute.

Faculty development programmes should be initiated by MoPR, Gol, for giving exposure to trainer-faculty of PRI and RD training institutions, through linking up with premier training institutions, like IRMA-Anand, ASCI-Hyderabad, IIMs, TISS, Mumbai etc. in India and institutions/universities of repute abroad running training courses on effective local governance, good governance, development issues, gender issues, human rights etc. A human resource manual should be prepared highlighting provisions like recruitment policy of these SPRCs, selection procedures, terms and conditions of services, performance management system etc.

*(d) IT Cell and Media Cell*

Each SPRC needs to have an Information Technology cell equipped with all the facilities for organising various courses on computer application, use of tools and software and other ICT related matters. As an IT cell, it can facilitate the growth of e-governance, including use of Panchayat Enterprise Suite (PES). The IT cell will also promote computer literacy among ERs and other grass root level functionaries.

The SPRC should also develop a media cell to help the resource centre in training, capacity building and wider dissemination of knowledge. The activities of the media cell could include:-

- Wide dissemination of knowledge undertaken at national or state level for strengthening Panchayati Raj system and decentralized development.
- Preparation of IEC material of various types.
- Documentation of best practices for wider dissemination and replication.
- Preparation of short films and CDs.
- Establishment of linkages with print and electronic media.
- Preparation of news letter on a regular periodic basis.
- Collection and compilation of articles, research papers etc.
- Collection and compilation of news items.

(e) *Management of SPRC*

Attempts need to be made to evolve a strong administrative system for the smooth management of the SPRC, as well as, management of its district and block resource centres. An effective mechanism should be evolved for maintaining financial discipline in these centres. Efforts may also be made to prepare financial manual, procurement manual and human resource manual for maintaining effective administrative system over a period of 2/3 years. Academic committees may be set up to decide on curricula, training strategies etc.

(ii) **District Panchayat Resource Centres**

RGPSA provides funds for staffing and infrastructure for District Panchayat Resource Centres (DPRCs). DPRCs can be established by strengthening existing institutions such as ETCs or other Panchayat training institutions or, where no Panchayat training institutions exist, by establishing new institutions. The key importance of district level centers may be seen from the example in Box 6.2.

**Box 6.2:  
Expanded  
Infrastructure  
for  
Residential  
Face-to-Face  
Training:  
West Bengal**

Till 2007 there were only six institutions for training in West Bengal namely one State Institute of Panchayats & Rural Development (SIPRD) and 5 not-so-well-equipped Extension Training Centres to address the capacity building of nearly 1,00,000 elected members and employees of Panchayats. At that time residential training of ERs and functionaries of GP level was unthinkable, because the SIPRD and the ETCs could train at the most 10,000 persons in a year.

To conduct residential training for ERs and functionaries of GP level regularly, the State in 2008 set up 30 temporary District Training Centres (DTCs), mostly in hired buildings, in 17 districts of West Bengal. Residential training programmes for ERs and functionaries of GPs have been going on in the said temporary DTCs since 2008. Subsequently, over the years, DTCs have been set up in permanent buildings in 10 out of 18 districts mostly with own resources of the State, and by December 2015, all the remaining DTCs in 8 district will have permanent buildings. It is due to the augmented training infrastructure that residential face-to face training of around 30,000 elected representatives & functionaries of Panchayats for 4 to 6 days is now possible per year.

At every block in the State there is SATCOM-based training facility (ROT) which is extensively utilized for both Face-to-Face training and non-residential training. At the level of each GP too, non-residential training facility has been created by suitably converting the meeting hall into a meeting-cum-training hall, for community level functionaries like SHG members and Resource Persons for NRLM.

(a) *Role of DPRCs*

The role of DRPCs would include the following:

- Better outreach to cater to the training needs of increasing number of ERs and other functionaries of PRIs, as well as a more diverse set of stakeholders.
- Networking with local NGOs working in Panchayati Raj and associated fields for training and knowledge dissemination
- Handholding/on the job training programmes.
- Coordination & convergence of different sectors at the grassroots.
- Wider dissemination of knowledge.
- Adaptation of State level training programmes as per local needs.
- Promotion of networking among the ERs at the grassroots.

(b) *Staffing Pattern*

The staffing pattern of the DPRCs may be as follows:

1. One Senior faculty cum Principal – 1
2. Faculty – 4 (four).
3. Support staff as needed

The areas of specialization of the faculty suggested are as follows:

1. Panchayati Raj & Decentralised Planning.
2. Women Empowerment, Gender Issues and Social Justice.
3. Sectoral Programmes-including Skill Development & Livelihoods.
4. Information Technology.

(c) *Infrastructure in DPRCs.*

The DPRC should have the following infrastructure:

- 2 Training Halls & dormitory.
- One small library cum study room.
- Computer lab with facilities for internet connection.
- Office accommodation for faculty, other academic and office staff.

(d) *Functioning and Management of DPRCs*

The DPRCs should establish close links with Panchayats, local NGOs and resource institutions. The SPRCs should provide resource support and guidance to the DPRCs and supervise its activities. However, the DPRCs should also have the autonomy to take up programmes as per local needs and demands.

### (iii) Block Resource Centres (BRCs)

Block level satellite resource centres need to be established, to facilitate satellite based and other training programmes. In fact, there is an increasing realization that strong block level facilities are needed, as non residential training programmes can be organized at the block level. Such centres should be attached to the block level or Intermediate Panchayats to the extent possible.

#### (a) *Role of BRCs*

The role of BRCs would include the following:

- Be critical nodal points for satellite-based and distance mode training.
- Conduct decentralized training programmes, which reduce costs and allow ERs to access training easily.
- Facilitate Panchayat members for congregating at these resource centres for smaller meetings, mutual consultation and networking.

#### (b) *Physical Infrastructure / Satellite-Based Training:*

Basic physical infrastructure for the BRCs should be created in the premises of Intermediate Panchayats, along with facilities for running the Satellite Interactive Terminals for satellite based training programmes. BRCs can also have a library hosting soft and hard copies of all CB&T activities, details of flagship programmes, IEC activities etc.

#### (c) *Human Resource at BRCs*

Master trainers should be deployed as per felt needs from time to time. State and District Panchayat Resource Centres should identify field level resource persons to facilitate the process at block level satellite resource centre. The field level resource persons attached to the centres may also provide handholding support to the grass-root level ERs and functionaries as and when required.

### (iv) Network of Training Institutes

CB & T can be enriched vastly with collaboration among institutes and experts. Each State needs to develop a network of training institutes and resource centres to support Panchayats.

#### (a) *Linkages among Core Training Institutes*

The core institutes needed have been described above. It is important to ensure that these are well linked together. SPRCs should provide support and have administrative control over the DPRCs and BRCs. DPRCs would assist the SPRCs to regularly supervise and monitor the BRCs (Box 6.3).

### Box 6.3 Network of Training Institutes: Assam

To cater to the training needs of large number of ERs of Panchayats belonging to three tiers and other functionaries, SIRD, Assam has made elaborate arrangements to organize training programmes for ERs of Panchayats and functionaries at different levels. To ensure organization of training programmes simultaneously, the institute has developed 12 ETCs and 7 ETC cum Resource Centres (under BRGF), besides its two HQ campuses at Guwahati.

The objectives of organizing training programmes in a decentralized manner are:

- To ensure better accessibility of the training programmes to the grassroot level functionaries.
- To ensure better coverage and outreach.
- To cover large number of participants simultaneously in different parts of the state.
- To develop teams of Faculties, Resource Persons locally, under different centres of the institute and build their capacity for organizing the training programmes in a decentralized manner.
- To involve local line department officials as Resource Persons and also to establish a rapport between the ERs of PRIs and local line departments officials.

A resource centre for IT & Skill Development has also been set up with MoPR, Gol support at Kahikuchi campus of Assam SIRD.

#### *(b) Partnerships with other Specialist Institutions*

Given the very wide range of topics on which CB & T is required for the Panchayat system, SIRDs would need to develop very strong partnerships with other government and non government resource institutions, especially to provide CB & T in various sectors such as education, health, drinking water etc. In some sectors, such as education, there is a strong network of government resource institutions such as State Council of Educational Research and Training (SCERTs) and District Institutes of Educational Training (DIETs) as well as numerous NGOs. In other sectors, such as drinking water, there may be few government specialist institutes. Each SIRD needs to survey the resource institutes available in the state and form a partnership to ensure appropriate sector based training.

#### *(c) Empanelment and Training of Resource Persons*

Given the vast and varied CB & T required for Panchayats, active collaboration with a range of resource persons is required. A panel of resource persons may be developed for quality training in a decentralized mode can be developed at the State, district and sub district level.

The number of resource persons needed at different levels will depend on the total number of courses to be covered per year, total number of participants at different levels, number of subjects to be handled by resource persons at different levels etc. For example KILA has created teams of resource persons called 'Extension Faculty', ranging from 30-50 persons in every district. Attempts made by Rajasthan and West Bengal may be seen in Box 6.4 and Box 6.5.

#### **Box 6.4 Block Resource Persons (BRPs) in Rajasthan**

SIRD Rajasthan has created and nurtured teams of 5-6 block resource persons (BRPs) in each of the 248 blocks (Intermediate Panchayats) of the State, honing their knowledge and skills before each round of PRI training campaign-through regular ToTs for BRPs held every year. Thus, a strong BRP cadre of about 1250 trainers is in-place for assisting fast-track training delivery to PRI ERs and officials at block level.

#### **Box 6.5 Development of Trainers & Resource Persons: West Bengal**

Over the years, about 400 trainers (full time) and 400 resource persons (part time) have been developed in West Bengal. On an average, each full-time trainer has been trained rigorously for around 100 days, whereas the resource persons, drawn from among government officers, NGOs and academic institutions, have been trained for around 20 days on an average. Besides, they are reoriented frequently through face-to-face refresher training and SATCOM so that they can update themselves on various issues and training methods.

A process for the selection and certification of trainers may be devised. Such trainers may be identified by SIRDs, or reputed learning and development institutions may be assigned the task of selecting and certifying the trainers. A directory of resource persons (generalists and specialists) can be prepared and published by SIRD.

Suitable and qualified experts can be identified among the practitioners and advocates of decentralized governance. They may be drawn from officials of line departments, both serving and retired, serving and former Elected Representatives, teachers of universities and other educational institutions, social activists and the public. Elected leaders from best performing PRIs should be brought in for experience sharing. NGOs having expertise in Panchayati Raj should be identified. The broad categories of resource persons to be empanelled at various levels are suggested below:

- Academicians / professors of colleges and institutes- committed to CB&T of PRIs-and knowledgeable in desired fields.
- Retired professors committed to support PRI training in related fields.



- Eminent bureaucrats and technocrats-having experience in RD&PR Sector.
- Retired officials having good track record in RD&PR sector.
- Eminent social workers, social activists in relevant subjects.
- Sectoral officials belonging to different line departments.
- ERs of Panchayats who have performed well in more than one tenure at different tiers of Panchayats.

Many training institutes have already developed teams of resource persons belonging to line departments, to help them to cover different subjects on different flagship programmes, in the training courses for ERs of Panchayats and other functionaries. This also helps in building a rapport between the ERs of PRIs and line department officials, which ultimately helps them in planning and implementation of flagship programmes in the field.

The practice of involving experienced ERs of PRIs as RPs, who have experience of serving more than one term, as members or chairpersons in PRIs has been adopted by different state institutes. They have been able to take sessions and interact with new ERs meaningfully on the basis of the vast experience they have gathered. Sessions taken on practical experience based ground reality become more meaningful.

The primary criteria for selecting the RPs/master trainers must be their competence. The RPs/master trainers should be competent in the subject matter and skilled in the training methods being used. Trainers may also be involved in assessment activities, either to provide informative feedback to the trainees or to assess competence of trainees.

The important criteria for selection of RPs/ master trainers are:

- Effective communicator with the trainees.
- Range of experience and competence in the desired subjects.
- Availability and commitment for decentralized training.
- Skill in participatory training methods.
- Gender sensitivity.
- Experience of RD&PR sector related work.
- Pro poor, pro-rural & pro-disadvantaged orientation

The broad areas in which Resource Persons /Master Trainers are required include:

- General Orientation on Panchayati Raj System, Decentralized Development including 73rd Amendment, Gram Sabhas, etc.
- Management of Panchayati Raj Institutions.
- Roles and responsibilities of ERs and officials of PRIs
- Interpersonal, motivational, leadership and soft-skills.
- Planning & management of RD & sectoral programmes.
- Decentralized / micro planning.

- Flagship programmes of Gol
- Livelihood promotion.
- Resource mobilization, management and budgeting.
- Maintenance of accounts, record keeping & audit compliances
- Social development and human development.
- Social justice and women empowerment.
- Participatory development and monitoring.
- Social audit, grievance redressal, transparency, RTI etc.
- Disaster management and environmental issues.
- Land and water resource management.
- IT related training programmes.

Data base of the resource persons from national to sub-district level may be maintained and uploaded in the website for easy access by different States and by NIRD & PR & SIRDs.

## **D. Key Recommendations**

- (i) States need to create a sound institutional and human resource policy for sustained and systematic arrangement for CB&T of PRIs.
- (ii) RGPSA guidelines and funding provisions may be used optimally for creation of SPRCs, DPRCs and BRCs-for developing a logically spread-out training institutional at various decentralized locations.
- (iii) The human resources in training institutions need to be carefully selected and also trained and encouraged for professional growth
- (iv) Adequate infrastructure in training institutes at various levels needs to be ensured.
- (v) Networking of training institutions across National, state, district and block levels needs to be promoted and given mentoring support for facilitating best utilization of infrastructural and human resources available in them.
- (vi) PRI CB&T requires creation and sustenance of strong trainers and resource persons at decentralized locations for faster and wider outreach.
- (vii) Synergy has to be encouraged across PRI & RD related training institutions, with sectoral and other resource institutions, for widening the exchange of RPs, knowledge products and training materials.
- (viii) Autonomy of SIRDs needs to be promoted and their exposure to National/international institutes of excellence has to be institutionalized for building their potential to themselves become centres of excellence for PR & RD sector.

## Summary of Key Recommendations

### 1. Expanding the Outreach

- (i) SATCOM training may be used by all SIRDs for follow up and reinforcement, in addition to direct training, to further expand the outreach of training.
- (ii) The cascade mode training used by SIRDs needs to continue with qualitative improvement and effective supervision.
- (iii) States need to ensure that they have an adequate number of training institutes at decentralized levels. Up-gradation of Extension Training Centres (ETCs)/ Panchayat Training Centres (PTCs) is needed. Also, District Panchayat Resource Centres (DPRCs) and Block Training Centres (BTCs) need to be established in a phased manner for increased and sustained outreach of PRI CB&T.
- (iv) Networking with NGO partners needs to be nurtured in order to expand outreach.
- (v) All SIRDs need to ensure that they reach out to ERs within six months of elections and also three times during the training cycle.
- (vi) Each SIRD should aim to expand the range of stakeholders that it can address. SIRDs that focus exclusively on ERs can begin to focus on core Panchayat officials and Gram Sabhas. SIRDs that have already done so can include other stakeholders such as extension workers, local government associations and various segments of the community.
- (vii) Training of core Panchayat functionaries is vital. All SIRDs need to develop a calendar to train core Panchayat functionaries.
- (viii) SIRDs need to evolve ways to reach out to departmental functionaries. Linkages with existing departmental training institutes can be vital for this.
- (ix) SIRDs need to start addressing functional committees of Panchayats as well as CBOs
- (x) There is need to reach out to decision makers and other people with influence, such as MPs and MLAs and the media to create a supportive environment for Panchayats.

### 2. Modes of Training

- (i) Modes of training have to address the large numbers required to be trained, as well as maintain and upgrade the quality of training programmes. Needs of special groups also have to be kept in mind. Therefore, the mode of training to be used should be considered with care when deciding on a training plan.
- (ii) While the cascade mode of training and distance education, along with the use of media, can form the bedrock for training all ERs, there is also need to continue diverse training methods such as hand-holding through Help Desk/Help Line, peer interaction, quiz contests, experimental learning etc. to meet the diverse needs.

- (iii) Mass-media, i.e., radio, community radio, television, print media folk-media etc. need to be used effectively, as these can enable training at lower costs and can also generate interest. Mass media based orientation can complement regular training programmes.
- (iv) E-Modules and distance learning material can be designed and disseminated to supplement direct training.
- (v) Innovative modes of training, such as quiz contest based training, the experiential learning mode etc. should be attempted, especially with ERs who have experienced other modes of training.
- (vi) For optimal learning, various modes of training should be combined to expose the trainee to theoretical and practical understanding, greater interaction with trainers or peers etc.
- (vii) SIRDs and other training institutes need to review training modes for various training programmes and select the most suitable ones.
- (viii) Institutional capacities need to be built to undertake training in various modes. Each SIRD can increase its range continuously to use various modes of training for effective delivery.

### **3. Areas of Training**

- (i) SIRDs need to plan for mandatory basic courses and specialised thematic courses for Panchayats along their five yearly performance cycle – with a basic foundation course in year one, soon after elections, subsequent thematic refresher/specialised courses in second and third years.
- (ii) A five year Capacity Building Strategic Framework (Perspective Plan) may be evolved for each State, based on TNA of PRI stakeholders.
- (iii) SIRDs need to take up and sustain subject-specific specialised training, related to the devolved subjects. For this:
  - (a) SIRDs may develop expertise in devolved–sectoral areas like agriculture, health, water and sanitation, maintenance of assets etc. by setting up specialised centres and appointing desired subject-specific expert faculty.
  - (b) SIRDs may identify and network with sectoral training institutes to undertake in-depth sectoral trainings.
  - (c) Sectoral experts may be developed as master trainers with the help of sectoral training institutes and also be exposed to basic understanding of PRIs.
- (iv) Training for various functionaries should match the skills they need. In particular, training modules for core Panchayat functionaries such as secretaries, accountants, Panchayat Development Officers should be developed.
- (v) All SIRDs need to develop context specific training modules for mandatory and optional training courses for various stakeholders, especially:
  - o Special courses for marginalized groups.
  - o Special courses for Panchayat functionaries
  - o Leadership training

- o Thematic focussed courses
- o IT and computer literacy
- o Special training for sector functionaries.

#### **4. Quality of Training**

- (i) The Systematic Approach to Training Cycle, SAT-Cycle, should be followed by all SIRDs to ensure quality of training of PRIs. This entails Training Needs Assessment, Training Material Development, Training of Trainers, followed by actual training and Training Impact Assessment. The quality of each of these processes needs to be continuously improved.
- (ii) SIRDs need to focus on training design to maintain quality. New methods and materials should be used to enhance the quality of training.
- (iii) Creation of need - based training modules, work-books and learning materials has to precede each PRI training campaign/ round for ensuring quality and uniformity of training across the State.
- (iv) Training of an adequate number of competent trainers, committed to deliver training to PRIs at decentralised locations, is of prime importance for ensuring high quality and high speed training in decentralised mode. SIRDs should develop certificate courses for trainers to ensure quality.
- (v) Good organization is vital for high quality training. Regular feed-back should be taken to ensure that no lacunae remain. Further, state level observers/monitors may be deployed.
- (vi) Convergence with other sectors such as agriculture, education, health etc. can enrich training.

#### **5. Elected Representatives of Scheduled Castes, Scheduled Tribes and Women**

- (i) For undertaking special training of ERs of marginalised sections, focused TNA has to be undertaken with EWRs, SC and ST ERs – to identify their specific training needs for designing customized training interventions
- (ii) Gender may be included as a cross cutting theme in all major courses.
- (iii) Training modules and learning materials created for these ERs of marginalized categories need to be well illustrated, pictorial and simple in text.
- (iv) Selection of trainers who are sensitive and pro-empowerment of these marginalized categories needs to be done carefully, after which sensitization ToTs have to be conducted to equip them with effective communication skills and interactive methods for enabling ice-breaking, confidence building and familiarization with specially designed modules for these marginalized sections.
- (v) The SAT-cycle for all training programmes of PRIs has to become consciously inclusive and gender responsive, for mainstreaming the training needs, strategies for specific module and material development, proper trainer selection, effective training delivery and ongoing impact assessment for continuing up-dation, refinement and making CB&T initiatives holistic.

- (vi) All types of training programmes – Foundation Course, Thematic Sectoral Course, Refresher Courses should all include sessions on gender sensitisation and social inclusion in development planning and practice, especially in the context of SCs and STs.
- (vii) Hand-holding and mentoring support has to be interwoven in the ToTs, to enable trainers to continue to be mentors of ERs of marginalized sections, beyond training.
- (viii) NGOs and resource organisations have to be identified and networked with for providing the friend, philosopher and guide role for these ERs and support their empowerment in a continuing manner after training. These NGOs can also partner with SIRDs in implementation of decentralized training for ERs of these reserved categories and especially for PESA region training.
- (ix) Special focused training interventions have to be designed for training of ERs and officials of PRIs and PESA related departments in PESA regions of the nine Scheduled-V area States.
- (x) Training for empowerment of Gram Sabhas in PESA areas, has to be taken in a campaign mode so as to make the Gram Sabha truly vibrant in the spirit of PESA provisions.
- (xi) Functionaries hired under RGPSA especially mobilizers for PESA areas have to be rigorously trained for effectively supporting Gram Sabhas in PESA region.

## **6. Institutional Structures and Processes**

- (i) States need to create a sound institutional and human resource policy for sustained and systematic arrangement for CB&T of PRIs.
- (ii) RGPSA guidelines and funding provisions may be used optimally for creation of SPRCs, DPRCs and BRCs-for developing a logically spread-out training institutional at various decentralized locations.
- (iii) The human resources in training institutions need to be carefully selected and also trained and encouraged for professional growth
- (iv) Adequate infrastructure in training institutes at various levels needs to be ensured.
- (v) Networking of training institutions across National, state, district and block levels needs to be promoted and given mentoring support for facilitating best utilization of infrastructural and human resources available in them.
- (vi) PRI CB&T requires creation and sustenance of strong trainers and resource persons at decentralized locations for faster and wider outreach.
- (vii) Synergy has to be encouraged across PRI & RD related training institutions, with sectoral and other resource institutions, for widening the exchange of RPs, knowledge products and training materials.
- (viii) Autonomy of SIRDs needs to be promoted and their exposure to National/international institutes of excellence has to be institutionalized for building their potential to themselves become centres of excellence for PR & RD sector.

## Abbreviations and Acronyms

APARD	Andhra Pradesh Academy of Rural Development
ASCI	Administrative Staff College of India
ATIs	Administrative Training Institutes
BDOs	Block Development Officers
BEO	Block Education Officer
BRC	Block Resource Centre
BRGF	Backward Regions Grant Fund
BRPs	Block Resource Persons
CB&T	Capacity Building & Training
CBO	Community Based Organisation
CCDU	Communication and Capacity Development Unit
CSSs	Centrally Sponsored Schemes
DECU	Development and Educational Communication Unit
DPRC	District Panchayat Resource Centre
ERs	Elected Representatives
ETCs	Extension Training Centres
EWR	Elected Women Representative
FAQ	Frequently Asked Question
IEC	Information, Education, Communication
IIMs	Indian Institute of Management
IRMA	Institute of Rural Management Anand
ISRO	Indian Space Research Organisation
KILA	Kerala Institute of Local Administration
MoPR	Ministry of Panchayati Raj
MoRD	Ministry of Rural Development
NCBF	National Capability Building Framework
NGO	Non-Government Organisation
NIRD & PR	National Institute of Rural Development & Panchayati Raj
PDOs	Panchayat Development Officers
PEO	Panchayat Extension Officer
PESA	Panchayat Extension Schedule Areas

PEVAC	Pre-Election Voter's Awareness Campaign
PRI	Panchayati Raj Institution
PTC	Panchayat Training Centre
PPT	Power Point Presentation
RD&PR	Rural Development & Panchayati Raj
RGPSA	Rajiv Gandhi Panchayat Sashaktikaran Abhiyan
SAT	Systematic Approach to Training
SATCOM	Satellite Communication
SEC	State Election Commission
SHG	Self Help Group
SIRD	State Institute of Rural Development
SIT	Satellite Interactive Terminals
SPRC	State Panchayat Resource Centre
TIA	Training Impact Assessment
TMD	Training Material Development
TNA	Training Needs Assessment
ToT	Training of Trainers
TPRIs	Training of PRIs.
YASHADHA	Yashwantrao Chavan Academy of Development Administration