



पंचायती राज मंत्रालय
Ministry of Panchayati Raj
भारत सरकार | Government of India



National Capability Building Framework 2022





National Capability Building Framework 2022

MAIN REPORT

Volume 1



Dreams at first seem impossible, then improbable, and finally, when we commit ourselves, become inevitable

-Mahatma Gandhi

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MESSAGE

Capacity building has always been an integral part of empowering the Panchayati Raj Institutions in the Country. Nobody can deny the fact that without proper capacity building, the system cannot be strengthened. Development activities and capacity building have to go hand in hand. Capacity Building should be a continuous process ensuring sustainability. A well structured framework for capacity building and training (CB&T) can be the torch bearer in our way forward.

In the context of National Capability Building Framework (NCBF) 2014, MoPR felt that a lot of changes have taken place in recent times especially in terms of devolution of 3Fs including remarkable increase in allocation of grants by 15th Finance Commission, formulation of development plans by all the three tier Panchayats, Revamped Rashtriya Gram Swaraj Abhiyan (RGSA) and Ministry's Vision Statement-2024. All these have necessitated revision and restructuring of NCBF 2014.

The NCBF 2022 is meant to strengthen PRIs for attaining comprehensive development in all spheres of life. CB&T is an integral part of the development activity to be carried out by various training and academic institutions and organisations down from Panchayat learning Centre (PLCs) upto the level of SIRDs and NIRD. When the Panchayats in India are moving towards the concept of Local Self Government, it is necessary to introduce a holistic Capacity Building Framework to enable the system to perform meticulously.

The NCBF Report-2022 is prepared by involving all stakeholders from different parts of the country. It is also noteworthy that inputs from the NCBF of other countries such as South Africa, Philippines and the one formulated for European Union, have also been considered. The Report can be commended for its participatory nature and practical approach.

I congratulate Dr. W.R. Reddy, the Chairman and his team for undertaking the strenuous task of preparing the NCBF Report 2022 within the stipulated time period. I am sure that the report would ultimately serve the purpose of capacitating all the stakeholders involved in local governance.


(Sunil Kumar)

ACKNOWLEDGEMENTS

Ministry of Panchayati Raj, Government of India has considered the necessity to review the National Capability Building Framework and revise it to suit the present circumstances, which is a laudable step in reinvigorating and strengthening the Panchayati Raj Institutions in the country. The constitution of the Expert Committee under my chair is a great leap in recognition of my contribution to the PRI system, and I am eternally grateful for the same. The members of the Committee have richly contributed their experiences and insights to the discussions and formulation of the report during the functioning of the committee. They have gone the extra mile in coming up with ideas and innovative approaches without any hesitation or reservations, which have become part of this report. I am extremely thankful and express my appreciation to all the members of the Committee.

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My gratitude goes to all those elected representatives who passionately participated in virtual consultations across the country and all other functionaries who were instrumental in shaping the NCBF 2022, which is slated to change the course of the journey in strengthening the PRIs in the country and their role in nation building in making an equitable, sustainably developed and democratic India in the world of Nations.

W. R. Reddy

(Dr. W. R. Reddy)
Chairman

ABBREVIATIONS

BPDP	:	Block Panchayat Development Plan
CBC	:	Capacity Building Commission
CB&T	:	Capacity Building & Training
CBO	:	Capacity Building Organisation
CFC	:	Central Finance Commission
CSO	:	Civil Society Organisation
DDUGKY	:	Deen Dayal Upadhyaya Grameen Kaushalya Yojana
DP	:	District Panchayat
DPC	:	District Planning Committee
DPRC	:	District Panchayat Resource Centre
ER	:	Elected Representative
ETC	:	Extension Training Centre
EWR	:	Elected Women Representative
FFC	:	Fourteenth Finance Commission
GFR	:	General Financial Rules
GoI	:	Government of India
GP	:	Gram Panchayat
GPDP	:	Gram Panchayat Development Plan
LGD	:	Local Government Directory
LSDG	:	Localisation of Sustainable Development Goals
LSG	:	Local Self Government
M&E	:	Monitoring & Evaluation
MIS	:	Management Information System
MoRD	:	Ministry of Rural Development
MoPR	:	Ministry of Panchayati Raj
MGNREGS	:	Mahatma Gandhi National Rural Employment Guarantee Scheme
NCBF 2014	:	National Capacity Building Framework 2014
NCBF 2022	:	National Capability Building Framework 2022
NERC	:	North-eastern Regional Centre
NGO	:	Non-Government Organisation
NIRDPR	:	National Institute of Rural Development & Panchayati Raj
OBC	:	Other Backward Class
OSR	:	Own Source Revenue
PESA	:	Panchayat Extension to Scheduled Areas
PFMS	:	Public Finance Management System
PLC	:	Panchayat Learning Centre
PRI	:	Panchayati Raj Institutions
PRTI	:	Panchayati Raj Training Institute
RGSA	:	Rashtriya Gram Swaraj Abhiyan

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RGSY	:	Rashtriya Gram Swaraj Yojana
RGPSA	:	Rajiv Gandhi Panchayat Sashaktikaran Abhiyan
SATCOM	:	Satellite Communication
SC	:	Scheduled Caste
SDG	:	Sustainable Development Goal
SEC	:	State Election Commission
SFC	:	State Finance Commission
SHG	:	Self-Help Group
SIPR	:	State Institute of Panchayati Raj
SIRDPR	:	State Institute of Rural Development & Panchayati Raj
ST	:	Scheduled Tribe
TNA	:	Training Need Assessment
ToT	:	Training of Trainers
UC	:	Utilisation Certificate
UN	:	United Nations
VCDC	:	Village Council Development Committee
VLDC	:	Village Level Development Committee
UT	:	Union Territory
ZP	:	Zilla Panchayat

APPROACH AND METHODOLOGY TOWARDS NCBF-2022

The Ministry of Panchayati Raj (MoPR) constituted a Committee (Expert Group) to assess the suitability of National Capacity Building Framework-2014 in the present context and revise the NCBF. The MoPR felt that

“In the context of greater devolution of funds to all the three tiers of Panchayats under 15th FC, execution of important central and state schemes at Gram Panchayat level, preparation of Gram Panchayat Development Plan (GPDP), Block Panchayat Development Plan (BPDP), District Panchayat Development Plan (DPDP) and also need for alignment of training framework in the State/UTs with Rashtriya Gram Swaraj Abhiyan (RGSA) and Vision – 2024 of the Ministry, there is an imperative need for revision of NCBF.”

Accordingly, a Committee was constituted vide OM dated 27th January 2022. The constitution and the terms of reference are given in Appendix I. The Committee held their first meeting on 4th February 2022, in which the representatives of the MoPR also participated. Subsequently, the Committee organised virtual consultation meetings/discussions with various stakeholders, the details of the meetings and stakeholders consulted are given in Appendix II.

Evidence-based recommendations/framework will be highly essential to make the framework relevant to the existing situations and practically implementable. Therefore, extensive research was conducted by the Committee through collecting primary data and reviewing secondary data across the country. Primary data was collected through well-structured questionnaires canvassed digitally from 13 functionaries, trainers, SIRD and NIRDPR faculty. About 4000 respondents could be touched through this survey, and the data has been analysed. The outcomes of the analysis covering a wide range of parameters dealing with the profile, experience of training, expectations of training, constraints, etc., have been used to set the tone for the approach of this framework. The functionaries covered and the number involved are given in Appendix III. The format of questionnaires is given as Appendix IV.

In order to have deeper thinking and structured assessment of the existing systems of CB&T, and to design the framework taking the “persona and empathy” mapping of the elected representatives, a series of Design Thinking workshops were conducted with the help of the School of Design Thinking, Intellect Arena, Chennai and Mission Samriddhi, Chennai, a Social Sector NGO associated with PRI strengthening in the country. The outcomes of these workshops have been integrated appropriately into the Framework.

Thanks to digitisation and familiarisation with virtual meetings, interactions/consultations with various groups of elected representatives were held covering PESA areas, ERs of SC/ST/Women/NorthEast, etc.

Fruitful deliberations were held with experts who have worked for long years at policy and execution levels to capture their insights. Having believed that the role of the State Election Commissioners is critical in enabling/promoting the entry of right leaders to lead these institutions, an effective consultation was held with selected State Election Commissioners and took their views on how to empower the Local Self Governments by creating the right ecosystem for ensuring the right leadership.

Extensive consultations were also held with NGOs associated with Panchayats, Panchayat Associations, etc.

The NCBF 2022 is the outcome of extensive and valuable inputs and suggestions received from different stakeholders, practitioners, researchers, etc.,. The report is the result of the combined efforts of all the committee members, who, despite their office commitments, made it possible to attend meetings and extended all possible support in preparing this document.

The Committee is confident that the proposed Framework, if implemented effectively, will transform the functioning of the PRIs, see accelerated development on all fronts, and bring equity and social justice in the community.

W. R. Reddy

(Dr. W. R. Reddy)
Chairman

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CHAPTER-1

INTRODUCTION

1.1 The Constitutional Mandates for Panchayats

The 73rd Constitutional Amendment Act, 1993 mandated that every State shall constitute Panchayats at the village, intermediate and district levels (Article 243B) and that a Gram Sabha, comprised within the area of Panchayat at the village level, may exercise such powers and perform such functions as the Legislature of a State may, by law, provide (Article 243A). The Constitutional Amendment Act also mandated that the Legislature of a State may, by law, endow Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government, and such law may contain provisions for the devolution of powers and responsibilities upon Panchayats at the appropriate level, subject to such conditions as may be specified therein (Article 243G). The core functions of the Panchayati Raj Institutions (PRIs) flow from these provisions of the Constitution, and the PRIs are to prepare plans for economic development and social justice and implement them in matters listed in its 11th Schedule. Thus, economic development and social justice for all the people living in rural areas through participatory planning process will be the core objectives of the PRIs. Accordingly, the States have carved out and created Gram Panchayats, Intermediate Panchayats and District Panchayats in compliance with the Constitutional mandate.

1.2 Importance of Capability Development in the Functioning of PRIs

The implementation of provisions of the 73rd Constitutional Amendment Act was a historic moment in Indian democracy, which revitalised the concept of local self-governance. These reforms were designed to redefine the entire structure of our democracy from being representative to participative in nature. A third tier of government was created, which paved the way for a paradigm shift in governance and governments. However, all of this is possible only if all stakeholders are engaged/ do participate in the institutions of self-government – the PRIs. Their capability to perform by way of ensuring participation, deliberations, governance, planning and service delivery as well as understanding their roles and responsibilities is even more important, and it includes their knowledge, skills and attitude, which lead to the need for developing their capabilities and, thus, CB&T becomes a key area for strengthening of the PRIs.

1.3 What should We Understand by Capacity/Capability, Particularly for PRIs?

Capacity' can be literally defined as "the ability or power to do something". Indeed, it can be defined as the development of core knowledge, skills and abilities to build and enhance the effectiveness and sustainability of an individual or an organisation. Although the twin words are used interchangeably (and will be used so) to mean the same concept, 'capability' may be defined as the ability to apply the attributes of capacity to perform effectively and achieve the desired output. However, capacity/capability building is the process of assisting an individual or a group in identifying and addressing issues and gaining insights, knowledge and experience needed to perform effectively. Capacity building also includes the creation of an enabling environment with appropriate policy and legal framework, institutional development, human resource development and strengthening of managerial systems. In fact, these are preconditions for decentralisation and effective PRIs. Building and development of capacity/capability are

facilitated through the provision of technical support activities, training, specific technical assistance, resources and networking. Building and development of capacity are recognised as a long-term, continuing process in which all stakeholders participate. Thus, capacity development for strengthening PRIs is centred on core competencies and capabilities of Elected Representatives and other functionaries of PRIs, especially aligning the line department functionaries with that of PRI functioning, and to effectively perform their roles and responsibilities and function as institutions of self-government. Capacity development is a continuous activity that must be conducted regularly to enhance the skills to meet emerging needs and maintain the inputs and abilities acquired. A participatory approach to capability development is required to increase effectiveness. As a result, any training design must incorporate provisions for active participation of all stakeholders to provide scope for thinking and acting, as well as to inspire interest and stimulate creativity.

1.4 Variation in the Context of Capacity/capability Development of PRIs from State to State

In terms of devolution of powers, functions, finances and functionaries, status of local governance varies from State to State. Furthermore, the social climate, work culture, educational status and ethos can also differ from one State to another. As a result, the particular training requirements will vary from State to State, and it can be best reviewed at the State level. As a result, to cater to this, training modules must be developed to allow incorporation of state-specific needs, which would not jeopardise the uniqueness of local requirements; some conceptual uniformity must be maintained by the States across the country.

1.5 The Perspective & Need for Revising the National Capacity/Capability Building Framework

The Ministry of Panchayati Raj (MoPR) had earlier come up with the National Capacity Building Framework (NCBF) 2014, which acts as a guide for the capacity development of PRIs at all levels. Now that the extent of devolution to all tiers of PRIs has increased, systems and processes for Gram Panchayat Development Plan (GPDP), Block Panchayat Development Plan (BPDP) and District Panchayat Development Plan (DPDP) have been launched, and the focus of governance and development has been shifted towards the achievement of Sustainable Development Goals (SDGs), the NCBF-2014 needs to be redefined to address the new and emerging sets of capacity needs. It is in this context that the MoPR has decided to revamp the NCBF 2014.

1.6 The Broad Vision of the National Capability Building Framework 2022

In the above perspective, a comprehensive outreach of capability building, and training (CB&T) is considered essential at Panchayat as well as community levels, especially to ensure effective coverage of the cutting-edge level Elected Representatives (ERs) and functionaries of PRIs. Expanding the outreach of training also entails ensuring coverage of the diverse groups of stakeholders in PRIs. The challenge of CB&T is to cover a large number of ERs at all levels of PRIs and associated stakeholders, truly embodying the concept of 'Whole of Government' and 'Whole of Society' approaches. Comprehensive outreach also implies reaching out to heterogeneous groups such as gender, age group, socio-economic background, geographical location, educational profile and also addressing a comprehensive range of subjects while maintaining the quality of CB&T. NCBF 2022 is an attempt to address all the above issues, taking the national as well as local priorities into account and redefining the role of the institutions of self-government as growth engines to achieve the primary objective of making the Nation, a 5 Trillion economy, by empowering and strengthening them, thereby contributing towards Atmanirbhar Bharat.

CHAPTER-2

NCBF 2014 – IMPLEMENTATION, SWOT ANALYSIS AND LEARNINGS

2.1 Background

Capacity Building and Training (CB&T) of Elected Representatives, functionaries and other stakeholders of PRIs have always been held in high esteem for strengthening the local governance system. To begin with, the issue was discussed in detail in the Seventh Round Table organised by the Ministry of Panchayati Raj at Jaipur from 17th to 19th December 2004. The Conference unanimously passed 150 resolutions in which CB&T was given a prominent place. It emphasised CB&T of various stakeholders, starting from the orientation of Gram Sabha members at the lowest level to sensitisation of MLAs and MPs at the higher level. The resolution also focused on CB&T for senior officials, standing committee members and special training for SCs and STs, women and various stakeholders in PESA areas. The thematic curriculum suggested coverage on Human Resource Management, Natural Resource Management, Disaster Management, generation of Own Source Revenue (OSR), etc., and suggested following sectoral approaches. The training strategy suggested was inclusive and participatory with a composite mixture of various interventions. The resolution also stressed the need for a systematic approach to CB&T. After this event, the overall perspective of training conducted by many of the States was in a way to reinforce the issue of social equality, gender sensitivity and inclusion.

The Ministry of Panchayati Raj (MoPR) prepared a National Capacity Building Framework (NCBF) in July 2006, which outlined a comprehensive approach with the overall objective of enabling Elected Representatives of PRIs to upgrade their capacity and skills for performing their duties and responsibilities entrusted to them efficiently and effectively. Since then, the MoPR has made several efforts to assist the States in working out the modalities of their CB&T plans. The thrust given to CB&T through schemes of the MoPR such as Rashtriya Gram Swaraj Yojana (RGSY), Backward Regions Grant Fund (BRGF) and Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) needs special mention. However, the performance in implementing CB&T efforts has been uneven and slow across States. Although some States prepared plans as per the template provided in the NCBF, it could not be implemented as visualised. Efforts were also made in the CB&T area with support from International Organisations. The project named Capacity Development for Local Governance (CDLG) mainly focused on visit to best practices, strengthening of training institutions, supporting action research programmes, publishing training handbooks and related documents. Though the project was confined to seven States, it had its impact in other States too, especially from the experience gained through exposure visits replicated in some PRIs.

In a meeting held in December 2008 with the States, SIRDs and other stakeholders, the lapses in the then-existing CB&T systems were highlighted. The deliberations were mainly on revitalising NIRD, SIRDs, networking of institutions, and creating a nationwide pool of trained master trainers ensuring training coverage and continuity. Accordingly, the NCBF 2010 was introduced with the thrust to bridge the gaps in CB&T. It highlighted the basic principles of capacity building, components and logistics required, creation of resource persons, material development, programme management, monitoring and evaluation.

2.2 The NCBF 2014

The RGPSA, launched in March 2013, sought to enhance the capabilities and effectiveness of PRIs and Gram Sabhas to function as democratic institutions. The revised NCBF 2014 complements the initiative taken under RGSY and BRGF and assisted States and UTs in expanding the outreach and enhancing the quality of their CB&T activities. The recommendations broadly cover:

- The outreach
- Modes of Training
- Areas of training
- Quality of Training Coverage of ERs from Scheduled Castes, Scheduled Tribes and women
- Institutional Structures and processes

With an emphasis on CB&T of PRIs and usage of NCBF over the years, it is observed that the States have varied approaches towards the CB&T of the PRIs, creating need-based content as per the requirements of a given group with multi-layered planning and management structures for CB&T, involving trained persons and putting in place a mechanism for ensuring outreach and quality of training. Since the inception of NCBF 2014, a lot of interventions for CB&T of PRIs, ERs and stakeholders have been undertaken across the States in varying degrees. A brief status of the progress is summarised in the following table.

2.2.1 NCBF Targets vis-à-vis Achievements – an Analysis

Conceptual		Operational
		A. Outreach
1.	Enlarging SATCOM-based training	SATCOM-based training has been reinforced, but later, the focus shifted to web-based training in the context of the COVID pandemic.
2.	Continuance of Cascade mode with qualitative improvement	New Institutions such as State Panchayat Resource Centre (SPRC), District Panchayat Resource Centre (DPRC) and Block Panchayat Resource Centre (BPRC) came into existence to support cascade mode training. However, they are yet to establish their credibility on the designated purpose. There is no uniformity in the activities, and there exists overlap and duplication. There is a dilution of the quality of training held in cascade mode.
3.	Expanding the range of training of SIRDs	There has been an increase, but not with the expected outcome.
4.	All SIRDs need to develop a calendar	Most of the SIRDs have no integrated training calendar pertaining to PTCs, ETCs.
5.	Training of functional committees	Functional committees such as standing committees are not given much importance in the training programmes.
6.	Reaching out to MPs and MLAs for convergence	No state except Kerala has initiated the orientation of higher-level ERs like MPs and MLAs.
		B. Mode of training
1.	Large number required to be trained to ensure quality	Could not cover the major number of ERs within the stipulated period of six months. Only a few States could achieve the target.
2.	Use of diverse training methods – peer-to-peer learning, Distance learning, etc.	Some States used peer learning and other innovative strategies. Some of them are distance learning, help desk, community radio, video clips, and smartphone apps.
3.	Use of e-modules in training	In order to supplement direct training, e-modules are being used by training institutes.

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4.	Innovation in training	Experience sharing and case study methods have been used in the training programmes. 'Panchayat to Panchayat' programme has been initiated by a few States.
5.	Review of training modes	SIRDs are increasing their range of CB&T using various modes and review is done periodically to know its suitability.
C. Areas of Training		
1.	SIRDs to plan for mandatory basic and thematic courses – basic foundation in the year one, followed by thematic and refresher courses in the second and third years	Two focus areas of SIRDs were on orientation course within six months and refresher after two years. Some of the SIRDs could complete the orientation course. In many States, refresher courses were not carried out after completion of two years and training on thematic areas still remain a challenge.
2.	Networking with sectoral training institutes	This is a weak area because of lack of support from line departments. However, some SIRDs could establish linkage with agriculture, animal husbandry, health and education departments.
3.	Sectoral experts as master trainers	SIRDs are using the service of retired persons and in-service persons as master trainers.
4.	All SIRDs to develop context specific training modules	Focus on competency development programmes and managerial skills is lacking.
5.	Skill development programmes	Training modules for skill development of core Panchayat functionaries such as Secretary, Accountant, Panchayat Development Officer are found lacking.
D. Quality of Training		
1.	To follow Systematic Approach to Training (SAT-cycle) covering Training Need Assessment (TNA), Training Material Development (TMD), Training of Trainers (ToTs), Training of PRI stakeholders (TPRIs), Training Evaluation and Monitoring (TEM) and regular feedback on trainings by appointing field monitors etc., was expected to have been taken up.	Across the States, it has been reported that CB&T have largely followed the systematic Approach to training. TNA was conducted through a consultation process followed by development of training material. ToT was conducted before launch of training and many States could not ensure quality of each programme. Training impact study was not conducted even by a single State and monitoring and evaluation conducted by many States are not in a qualitative manner. There was no difference between training of first time ERs and second timers when sessions are organised. This led to erosion in quality. No field monitors were engaged for evaluating the progress.
2.	Ensuring trainer quality and capability through a process of selection	Trainer capability was not ensured properly by some States. Refresher courses for trainers were not ensured. The services of NIRDPR's certified master trainers were not properly used by States.
3.	Convergence with other sectors	This is a weak area. Lack of support from line departments including agriculture, animal husbandry, fishery, education, health led to the erosion of quality of training relating to convergence.
4.	Preparation of need-based training	SIRDs prepared need-based training materials. But e- learning materials and video-based programmes are less.
E. Elected Representatives of Scheduled Castes, Scheduled Tribes and women		
1.	All types of training programmes should include sessions on gender sensitisation and social inclusion	Separate modules also have been prepared. Most of the SIRDs could conduct special courses for SCs, STs and women. Weaker sections living on coastal areas were left out.

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2.	Selection of Trainers for marginalised sections needs special focus. Handholding and mentoring support have to be interwoven in the ToTs, to enable trainers to be mentors of ERs of marginalised sections, beyond training	External professionals are involved in training programmes but there is no choice for the persons within the community (SC/ST). Formal training sessions are normally conducted with little effect. The Tribal Advisory Councils are not involved in many of the cases especially in Fifth Schedule Areas.
3.	Special focussed training interventions have to be designed for training of ERs and officials of PRIs in PESA areas	Only a few of the SIRDs have holistic approach to CB&T for PESA areas. Focus of training is mostly on entitlement, livelihood, economic development, eco-system-based development and strengthening of traditional dispute resolution systems.
4.	Training for empowering Gram Sabha's in PESA areas	Only a few SIRDs have regular awareness programmes on the provisions of the PESA Act.
F. Institutional Structures and Processes		
1.	States need to create a sound and institutional human resource policy	A human resource policy for sustained and systematic arrangement for CB&T of PRIs is yet to be developed by States.
2.	Funding provision from RGSA for SPRCs/ DPRCs/BPRCs	Funding provisions exist but are inadequate in terms of quantity and timely releases.
3.	Networking of training institutions across National, State, District and Block	It has been partially successful because of lack of support from line departments.
4.	Autonomy of SIRDs needs to be promoted leading to centres of Excellence	There are limitations of infrastructure, resource persons and resources. NIRDPR has prepared a detailed report for developing SIRDs as Centres of Excellence, but its adoption is yet to begin.
5.	PRI CB&T requires creation and sustenance of strong trainers and resource persons in decentralised location.	The number of competent resource persons groomed by States is inadequate. Only a few of the States are using the services of the pool of Master Trainers certified by NIRDPR.

2.3 SWOT Analysis of Implementation of NCBF 2014

Based on detailed consultations with various stakeholders, interaction with the SIRDs/ETCs/ SPRCs/ DPRCs/BPRCs/Experts, Implementers, etc., SWOT analysis has been carried out and the important features are presented in the following Table 1.

Table 1: SWOT Analysis of Implementation of NCBF 2014

<p>Strengths:</p> <ul style="list-style-type: none"> • NCBF 2014 had clear objectives related to the capacity building of PRI Functionaries and other stakeholders. • Strong framework and policy support for effective CB&T. • Extensive Institutional Infrastructure (SIRD/ ETC/SPRC/ DPRC/BPRC/ETC already in place. • Rich experience of NIRDPR/SIRDs and good practices related to CB&T. • Availability of NIRDPR certified Resource Persons. • Availability NIRDPR - LMS / YouTube channel. • Availability of resources under different programmes including RGPSA/RGSA. • MoPR Vision 2024 for developing ward members as agents of change/sector enabler. • Modes & Methods of trainings to be covered are indicated with successful models. • Robust software modules/portal put in place by MoPR for improving administrative efficiency and e-governance. 	<p>Weaknesses:</p> <ul style="list-style-type: none"> • Overall approach of CB&T of PRIs is supply driven rather than demand driven. • Lack of common multi-modal perspective plans and benchmarks of CB&T for PRIs. • Disconnect between policy and practice, gaps in policy, design and delivery of training and capacity building programmes. • Utilisation of services of NIRDPR certified MRPs not monitored and are underutilised. • Perspective Plan for CB&T for PRIs is rarely prepared by States, following the 5-year term of PRIs. • Outcome-based planning for CB&T is rare. • Annual Actions Plans for CB&T are rarely prepared with reference to TNA outputs. • Many States do not take CB&T seriously. • Lack of passionate leadership for CB&T at various levels of institutions • Only a few States perform the jobs professionally, based on TNA, delivery, etc.
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Table 1: SWOT Analysis of Implementation of NCBF 2014

<p>Strengths:</p> <ul style="list-style-type: none"> • Areas and steps for training of PRIs in different stages are well defined. • Systematic approach to training and assessment after training is included. • For quality training the requirements of the Resource Persons (Trainers) as well as infrastructure are defined. • Planning for trainings in PESA areas/regions are covered in detail. • Strengthening of the Institutions is also included in the draft framework. • Most States have started realising the importance of institutional strengthening of PRIs as pre-requisites for quality governance and SDG-focused quality GDP. 	<p>Weaknesses:</p> <ul style="list-style-type: none"> • Cascade mode of training in many States is inadequate owing to various reasons including lack of proper infrastructure. • SATCOM is successful only in few States. • The pedagogy is not adapted to the profile, educational status of the trainees. • Participatory approaches, based on adult learning principles, are rarely practised. • Lack of quality trainers at various levels. • DPRCs and BPRCs are not equipped enough to meet their objectives for want of quality faculty and appropriate leadership. • Motivation of PRI functionaries continues to be low and nothing much is done in leadership development mode. • PRI functioning is mostly considered the job of ERs, as against participation of all other stakeholders.
<p>Opportunities:</p> <ul style="list-style-type: none"> • Various national flagship programmes have provision for training component. • CB institutions and related infrastructure are readily available in many States. • Strong network of CSR institutions/society organisations separately working for capacitating PRIs can be integrated in the mainstream CB&T of PRIs. • SHGs can form the base of local capacity building efforts. • Sectoral Ministries/departments are also looking at PRIs for the implementation of their programmes – their efforts can be integrated in the mainstream CB&T of PRIs. • For funding, though not steady, many sources are available. • IT/AI leveraging is possible • Social Media has become a major tool for reaching out to vast PRI functionaries. • Rising digital literacy among the stakeholders. • More youth coming to the role of ERs. • Women ERs have started asserting and taking lead role almost across the country. • NIRDPR certified Master Trainers are available across the country on a wide range of subjects. 	<p>Threats:</p> <ul style="list-style-type: none"> • Lack of clarity of roles of Panchayats across 29 subjects, leading to huge gap between theory and practice. • Investment on conducting ToT programmes not capitalised by not focusing on actual field level training. • No dedicated staff for SPRC/DPRC/ BPRC even though MoPR has funded to for the purpose. • Many States are not releasing their 40 per cent share in time under RGSA for completion of approved Annual Action Plans resulting delayed fund flow from MoPR also. • CB&T not significantly impacting ward members / local communities. • Insufficient documentation of Panchayat case studies / best practices for using as tools for motivating others. • Insufficient HRs at Panchayat level • Continued apathy on the part of MLAs & MPs towards PRIs, their roles and potentials. • Inadequate appreciation about the role of PRIs by the official bureaucracy. • Equipping SIRDPRs and other training institutions with quality HRs is not a priority to many States. • Weak leadership at SIRDPR level owing to apathetic attitude of many States to CB&T of PRIs.

The NCBF 2022 should be aiming at addressing the weaknesses, take strategies to manage the threats, leverage strengths and catalyse the PRIs through fully utilising the opportunities.

2.3.1 Performance of States in CB&T of ERs and Other Stakeholders

The States have been ranked, based on their performance on important training parameters namely outreach, modes of training, areas of training, quality of training, coverage of socially backward ERs, setting up of proper institutional structures and processes. The ranking details are given in the following Table 2.

Table 2: Ranking of States as per Focused Areas of NCBF 2014

States	NCBF 2014 Thrust Areas							Total	Rank
	Expanding the Outreach of CB&T	Modes of Training	Areas of Training	Quality of Training	Training of ERs of SC, ST and women	Institutional Structures & processes			
Weightage	20	15	15	15	20	15	100		
West Bengal	20	13.5	15	13.5	18	15	95	I	
Kerala	18	15	15	15	18	13.5	94.5	II	
Karnataka	18	13.5	13.5	12	16	13.5	86.5	III	
Assam	18	10.5	13.5	12	16	12	82	IV	
Maharashtra	16	12	12	12	16	12	80	V	
Odisha	16	12	12	12	16	12	80	V	
Uttarakhand	16	10.5	10.5	10.5	14	10.5	72	VI	
Sikkim	14	10.5	10.5	10.5	14	10.5	70	VII	
Jharkhand	14	10.5	10.5	9	16	9	69	VIII	
Andhra Pradesh	14	10.5	10.5	10.5	14	9	68.5	IX	
Himachal Pradesh	14	10.5	10.5	9	14	9	67	X	
Rajasthan	14	10.5	10.5	9	14	9	67	X	
Uttar Pradesh	14	10.5	9	9	12	12	66.5	XI	
Goa	12	9	9	9	12	9	60	XII	
Madhya Pradesh	12	9	7.5	9	12	10.5	60	XII	
Gujarat	12	9	9	9	12	7.5	58.5	XIII	
Haryana	12	9	9	9	12	7.5	58.5	XIII	
Arunachal Pradesh	10	7.5	7.5	7.5	10	7.5	50	XIV	

Source: Impact Assessment Study on Training and Capacity Building of selected States. The study was conducted by CDECS for the Ministry of Panchayati Raj in 2021.

The performance of the States in physical numbers of coverage over the years is given in **Annexure 1**. The data on the coverage of ERs, functionaries and other stakeholders during the last five years reveals the following:

- The coverage in terms of number has come down progressively in most States over the years based on the reported figures by the States.
- The data includes multiple training sessions; therefore, absolute coverage of the functionaries cannot be deciphered from this data.

- More or less consistent performance has been seen over the last five years in states, viz., Karnataka, Kerala, Madhya Pradesh, Odisha and West Bengal.
- Performance of all other States is not commensurate with the requirement.

The recommendations as laid down in the NCBF 2014 were followed by the States in varying degrees. However, updates have to be made in the NCBF with regards to the change in circumstances of a higher level of devolution in terms of 3 'Fs'- Funds, Functions and Functionaries and with the introduction of Revamped RGSA, initiatives like People's Plan Campaign, allocation of funds by Central Finance Commission, focus on country-wide initiatives for thematic approach- based mainstreaming of Localised SDGs in PRIs, etc.

Despite the constraints in the execution of different elements of NCBF 2014, many States have created models and are instrumental in coming up with innovative practices. Some such important success stories are given in **Annexure-2**.

2.4 Recommendations of the Impact Assessment Study on CB&T

A Report commissioned by the MoPR, in 2021, on the Impact Assessment Study of Trainings of PRIs submitted by the Centre for Development Communication & Studies, Jaipur, has clearly brought out the issues clearly and suggested various recommendations for streamlining the CB&T activity. The evolution of policy approach in CB&T is also depicted in the report. The important stages of evolution and the issues taken up for addressing over the years and suggestions by various committees/discussions are given in **Annexure-3**. The important recommendations relevant for the NCBF 2022 are given in **Annexure-4**.

CHAPTER-3

NCBF 2022 – VISION, MISSION & OBJECTIVES

3.1 Aim of the National Capability Building Framework (NCBF) 2022

The flow of authority, mandate, financial resources, etc., for Panchayats is derived from the Constitution of India, which has been translated into reality through the Acts, Rules and Regulations of the States (Panchayat being a State subject). As per the Constitutional mandate, Panchayats are to function as institutions of self-government for economic development and social justice in their respective areas, prepare plans for the same and implement them for the overall development of the people.

National Capability Building Framework (NCBF) 2022 aims to achieve the spirit of the Constitutional mandate of the PRIs, and accordingly imbibe the vision of the MoPR, including moving towards the attainment of Sustainable Development Goals (SDGs) through decentralised planning and leveraging the new emerging technologies. Thus, NCBF 2022 focusses on building and enhancing capacities of the stakeholders in a saturation mode, with quality improvements and enabling them to actualise the classroom learnings of the CB&T sessions in the field. The framework also strives to ignite the minds of the core stakeholders to realise their potential and make use of their leadership to achieve the mandate of the PRIs.

3.2 Vision 2024 of the MoPR

The Vision 2024 of the MoPR focusses on inclusive development through effective capacity building of ERs to function as “Agents of Change” and improve the decentralised administration in rural areas. It aims to build capacities of nearly 3 million ERs in rural areas across the country to achieve the fruits of development by closely working with communities and providing better service delivery through effective use of technology. A special focus is also laid on achieving the Sustainable Development Goals through participatory planning by PRIs. In order to bring in this change, the RGSA scheme has provided adequate capacity building grants, besides strengthening the manpower and institutional & infrastructural facilities.

3.3 Focus on Attainment of Localised SDGs in all CB&T interventions for PRIs

The MoPR, on the basis of recommendations of the Expert Committee on SDGs, has come out with a detailed action plan on ‘Localising the Sustainable Development Goals’ that would go a long way in strengthening the PRIs as effective institutions to provide better services to the rural community. Elaborate arrangements are being made under the leadership of MoPR, NIRDPR, States and SIRDPRs to develop the capacity of ERs and functionaries of three-tier PRIs centring the Localised SDGs through nine thematic areas.

3.4 Revamped Rashtriya Gram Swaraj Abhiyan (RGSA)

The RGSA implemented from 2018-19 ended in 2021-22. The MoPR has come out with Revamped RGSA guidelines as a Centrally Sponsored Scheme which will be implemented from 2022-23 to 2025-26.

Under Revamped RGSA, CB&T would be targeted towards the attainment of the following goals:

- Viewing Panchayats as strong institutions of self-government and growth engines rather than just 'implementing agencies'.
- Adoption of an 'eco-system' having 'Whole of Government' and 'Whole of Society' approach.
- Redesigning CB&T content aligning with National and local aspirations.
- Redesigning CB&T content aligning with Localised SDGs.
- Appropriate use of new, emerging technologies in CB&T programmes.
- Link appropriate incentives to the attainment of CB&T goals.
- Put in place appropriate standards for institutions for CB&T activities.
- Association of Capacity Building Commission (CBC), Government of India as 'knowledge partner' in the above exercise.

Under Revamped RGSA, CB&T would be oriented towards:

- Being immersive and target oriented based on a practical approach, i.e. learning by doing and aligned with deliverables.
- Adoption of a suitable mix of virtual and face-to-face mode of training.
- Tailored audio-visual training materials and modules such as animation videos, audios, e- posters, etc., for different target groups to ensure effectiveness.
- Leveraging emerging technologies like Augmented Reality (AR), Virtual Reality (VR), Metaverse, etc., to ensure interactive CB&T
- Virtual platforms to facilitate anytime self-learning and self-certification for greater outreach
- Training on nine thematic areas (identified by Expert Group on LSDGs) aligned to various SDGs at various levels for Localisation of SDGs at the grassroots level.
- Creating a pool of Master Trainers/Trainers for focused CB&T in identified thematic areas at all levels.
- Envisioning CB&T with an 'ecosystem' approach wherein all stakeholders collaborate to facilitate and support PRIs to attain holistic, inclusive and sustainable development.
- Strengthening governance capabilities of ERs for assuming leadership roles by converging CB&T initiatives of other Ministries/Departments.
- Capacitating functionaries of line departments and other stakeholders for holistic, inclusive and convergent preparation of Gram/Block/District Panchayat Development Plans
- Convergence of training materials, training infrastructure/institutes, IEC materials, etc.

3.5 Vision of NCBF 2022

The CB&T initiatives need a proper vision to realise the dreams of vision 2024 of the MoPR as well as the broad guidelines of the Revamped RGSA to successfully realise the overall economic development, social justice and specifically the fruits of the SDGs. Thus, the Vision of NCBF-2022 envisages:

‘Institutionalisation of an integrated, inclusive capacity/capability building framework with decentralised and participatory mode for strengthening Panchayati Raj Institutions to enable them to become vibrant Local Self-Governments and achieve their mandate of economic development and social justice in a sustainable manner’.

3.6 Mission of NCBF 2022

The Mission of NCBF 2022 to achieve the above vision is to:

“Facilitate processes for competency building of all stakeholders of the ecosystem of Panchayati Raj Institutions with special focus on Elected Representatives to participate and realise the fruits of sustainable development for the community.”

3.7 Objectives of NCBF 2022

The major objectives of NCBF 2022 are to:

- Develop knowledge, and skills, and bring out the right behavioural change among all the Elected Representatives and other stakeholders of PRIs towards the attainment of the vision.
- Ensure the development of CB&T calendars for PRIs by respective states to ensure timely delivery of all training programmes
- Ensure that the CB&T interventions can strengthen PRIs through organisational development and function as vibrant Local Government Institutions.
- Increase the reach of CB&T initiatives at State, District, Block and GP levels by adopting appropriate strategies.
- Facilitate developing inclusive training programmes using differential learning methods to address the needs of trainees from diverse backgrounds and with different competencies.
- Encourage networking with institutions to improve the reach and quality of CB&T initiatives.
- Facilitate usage of emerging technologies to enable self-learning and self-certification anywhere, anytime, any device.
- Facilitate effective use of ICT for monitoring and feedback on the outcomes of the CB&T.
- Enable PRIs to deliver on SDGs to ensure holistic and inclusive development of rural areas
- Capacitate and motivate ERs to assume leadership roles at the grassroots level.
- Facilitate PRIs to be envisioned as strong units of local self-governments and growth engines rather than just implementing agencies
- Put special focus on empowering Elected Representatives of SC, ST and women.

- Strengthen/activate Standing Committees, Ward Committees, Mahila Sabha's and Bal Sabhas to enable participatory development.
- Put special focus on strengthening/activating Gram Sabha's in PESA Panchayats and the leadership.
- Enable appropriate ecosystem for effective implementation of provisions of the PESA Act
- Facilitate the development of a monitoring and evaluation framework for each state to track progress, coverage and outcomes, which can help in course correction and thus effective outcomes
- Enable Gram Panchayat to become the main engines of growth to make India a 5 trillion USD economy.

CHAPTER-4

STAKEHOLDERS OF CB&T, DIVERSITY AND PROFILE

4.1 Groups of Stakeholders

The revamped RGSA lays a strong focus on the improvement of the entire PRI ecosystem rather than CB&T of ERs and functionaries of PRIs. The consultations with various representatives/ functionaries/ stakeholders have clearly brought out that the effective functioning of PRIs will depend on many players connected directly or indirectly, having an impact on the outcomes. For example, district-level sectoral department officials, if they are not oriented to appreciate the Constitutional mandate of PRIs, they may not be in a position to direct their subordinate functionaries and extend their participation and involvement, right from the beginning of planning till the final execution of various developmental and welfare programmes by the PRIs.

It is to be understood that any activity/scheme/programme of any department at the Centre/State level must be executed at the ground level in the geographical boundary of a Gram Panchayat. The 29 subjects enlisted in the Eleventh Schedule of the Constitution and legislated by the PR Acts of the respective State Governments are to be implemented in the jurisdiction of the PRIs, indicating that PRIs are the fulcrum of various developmental and welfare activities. Further, there has been a policy orientation that the PRIs should be the growth engines of the Nation and have to play a role in creating wealth and contributing to GDP, making India a five trillion USD economy, and helping in attaining the SDGs.

4.2 Divergence in the Number of PRIs in the States and UTs

There are about 2,55,309 Gram Panchayats, 6,683 Intermediate (Block/Mandal/Taluka) Panchayats and 662 District Panchayats in the country. State wise number of 3-tier PRI institutions is given in Annexure-5. Considering that Gram Panchayats are large in number and their importance at the grassroots level is significant, the focus of the CB&T Framework is at this level of Panchayat system with a due emphasis on integrating three levels of the PRI system.

The State of Uttar Pradesh has the maximum number of Gram Panchayats, numbering 58184, constituting about 23.7 per cent of the total Gram Panchayats in the country. This is followed by 27,902 in Maharashtra (11.2 per cent), 22,714 in Madhya Pradesh (9.2 per cent), 13,241 in Punjab (5.2 per cent), 12,525 in

Tamil Nadu (5.0 per cent) 14,327 in Gujarat (5.7 per cent) and 11,658 in Chhattisgarh (4.4 per cent). Thus, these States account for almost 63 per cent of the total Gram Panchayats in the country, and any effort to improve their functioning would obviously require special attention.

4.3 Divergence in Size in Per-Panchayat Population

The States have demarcated the PRIs based on the population, geographical situation, etc.; thus, the size of each level of the PRIs varies from State to State. The details of the Gram Panchayats distribution according to the population size in the States are given in **Annexure-6**.

The data indicates that about 55.24 per cent of the total GPs have less than 2000 population raising the question of their economic and functional viability as institutions of self-government. This vast number with a small population size has significant implications on the CB&T activity and approach to strengthening them. The average population per GP also vary from state to state. The States with an average population below 1000 include Arunachal Pradesh, Manipur, Meghalaya, Mizoram, Sikkim and Uttarakhand. The States with more than 75 per cent of the Gram Panchayats with less than 2000 population include Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Sikkim, Uttarakhand, etc.

4.4 Ecosystem of Panchayati Raj Institutions

Considering the Constitutional mandate of achieving economic development and social justice by the PRIs, there is a general perception that the leadership of the PRIs, i.e. the ERs, have to play a major role in achieving the said mandate. No doubt the ERs have to play the leadership role at respective levels, but treating the complete mandate as their responsibility alone will be an over-expectation. Achievement of economic development and social justice would require effective appreciation by and involvement of various players whom we can call the "stakeholders", including the ERs. It is not only the stakeholders that matter, but the complete ecosystem has to play respective roles in achieving real Gram Swaraj.

The revamped RGSA focuses on the CB&T covering the complete PRI ecosystem, rather than the ERs and functionaries, directly associated with the PRIs. Based on various studies, it has come out clearly that the eco-system of the PRIs consists of not only the ERs and functionaries of PRIs but also other players at GP, Block & District levels, State level, Union level and other community- based organisations. It is not only these players that matter but also their synergistic interactions that would constitute the Panchayat ecosystem, and CB&T is needed to undertake capacity/capability development of the complete ecosystem. Based on the earlier studies and consultations held by the committees, a matrix of stakeholders has been drawn. Each of them will have to be capacitated to enable effective functioning ecosystem for the PRIs.

At the GP level, the ecosystem includes various stakeholders at both individual and institutional levels, and the interaction among various stakeholders and institutions working in and around the geographical area of the GP, in addition to the stakeholders and institutional arrangements at intermediate and district levels. The interactions that the committee held with various groups of stakeholders revealed that many more important players need to be involved in achieving the mandate. Based on the interactions, the range of stakeholders has been depicted in the Stakeholder Matrix and grouped according to their connectedness and importance - both physical and functional.

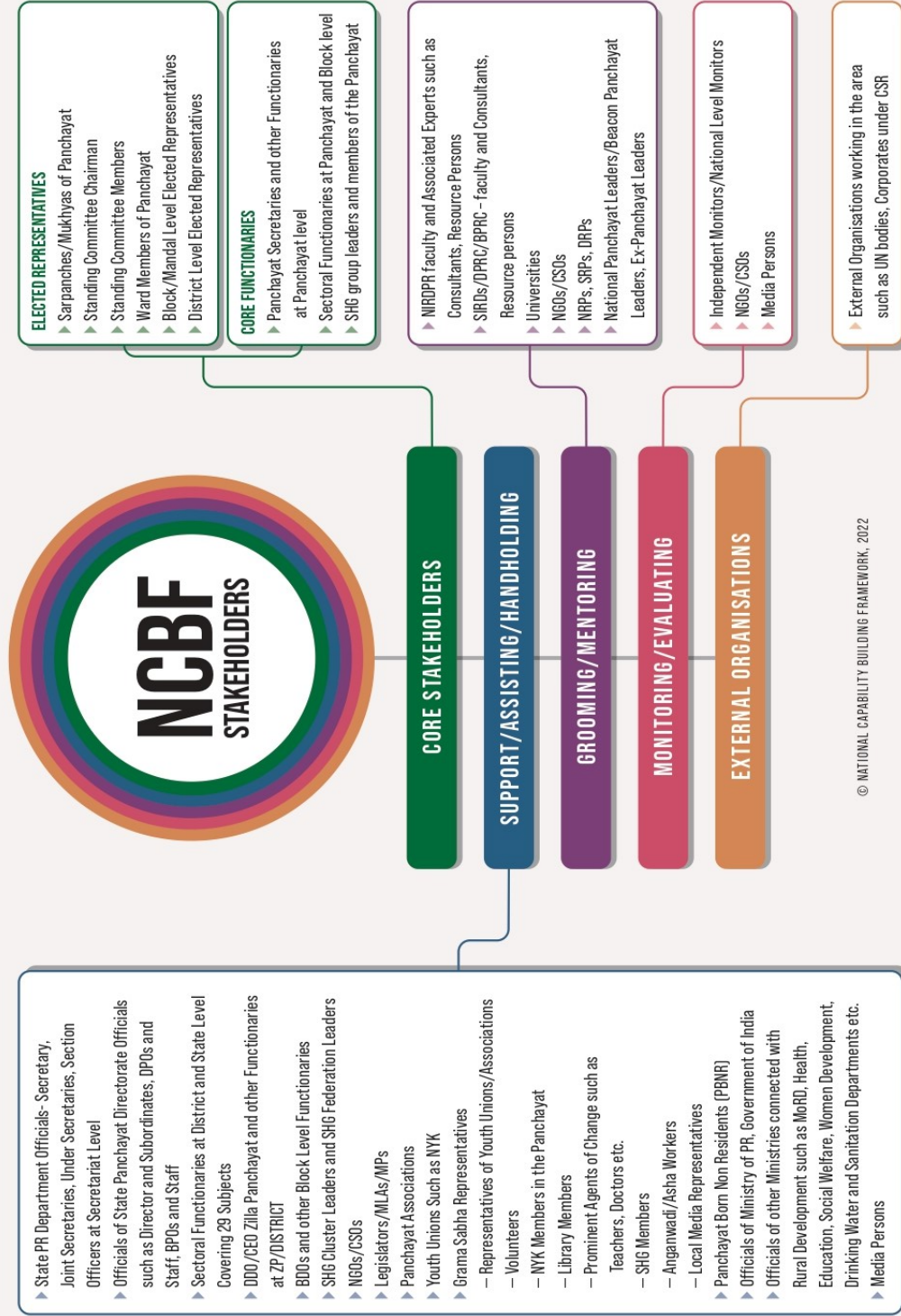


Figure 1: Stakeholder Matrix

As can be seen, the stakeholders can be broadly grouped as **Core Stakeholders** covering ERs and functionaries directly connected to GPs who are expected to play an important role in achieving the mandate of devolution of powers and functions to PRIs.

In order to realise the full potential of the core stakeholders in attaining the mandate through good governance, a large number of players have to be involved to support/assist, who are categorised as **Handholding Actors/Stakeholders**. The third category of the actors will be **Mentoring/ Grooming Institutions/Resources** covering NIRDPR/SIRDPRs, ETCs, Panchayat Resource Centres, Beacon Panchayats, Panchayat Learning Centres, Universities/UBA-connected Institutions, NGO/CSOs, etc. Another important element of effective governance will be the **Monitoring and Evaluation of activities of the PRIs** that may involve monitors, NGOs/CSOs, media agencies, etc.

The **external organisations** working in different parts of the country, viz. UN bodies, Corporates/CSRs can be categorised as another layer of stakeholders that can impact the governance and enable core stakeholders to achieve the mandate. Though the stakeholders at their individual level can impact the functions of the PRIs, their interactions as connected systems also need to be considered while contemplating any strategy for enabling their effective functioning.

It is not only the divergence of stakeholders that need to be focused at in CB&T, but it is also essential to reach out to the complete number of each of the stakeholders on a saturation basis, with differential levels of input for capacity, depending on their respective roles in strengthening of PRIs. In order to arrive at the number of each of the stakeholder category, an estimation, based on the importance of each of the level, has been arrived at. The range and numbers of each of the stakeholder category are given below in Table 3:

Table 3: Spectrum of Stakeholders of Panchayat Ecosystem

S. No.	Stakeholder	Number	Source
	No of Districts	755	https://lgdirectory.gov.in/
	No of Blocks/Intermediate Panchayats	7225	https://lgdirectory.gov.in/
	No of Panchayats	2,55,309	https://lgdirectory.gov.in/
	No of Traditional Local Bodies	16,096	https://lgdirectory.gov.in/
A. Core Stakeholders			
1	Sarpanches of GPs	2,55,309	https://lgdirectory.gov.in/
2	Ward Members of GPs	31,65,000	Annual Report of MoPR 2020-21
3	Block/Mandal level ERs	1,80,000	Annual Report of MoPR
4	District level ERs	17,527	Annual Report of MoPR
5	Representatives of Traditional Local Bodies VDCs/ AEC/District Councils	1,60,960	10 per Local bodies
6	Standing Committee Chairpersons/members	12,76,545	5 per panchayat as per the MoPR instructions
7	GP Secretaries and other functionaries at GP level	7,65,927	3 per panchayat
8	Sectoral functionaries at GP and Block level	30,63,708	On an average 12 per GP
9	SHG members in the GPs	25,53,090	On an average 10 CRPs/groupheads are taken per GP
	Total	76,59,270	

Contd...

B. Support/Assisting/Handholding			
S. No.	Stakeholder	Number	Source
10	State RD&PR department officials	500	
11	Sectoral functionaries at District and State levels	37,750	On an average 50 per district has been taken
12	DDO/CEO ZP and other functionaries at District	9060	12 per District
13	BDOs and other Block level functionaries	86,700	12 per Block
14	SHG cluster leaders and SHG federation leaders	72,250	10 per Block
15	NGOs/CSOs	36,125	On an average 5 per Block
16	MLAs/MPs	3464	
17	Panchayat Associations	36,125	5 per Block
18	Youth unions such as NYK	21,675	3 per Block
19	Volunteers/citizens representing Gram Sabha	22,97,781	9 per GP
20	Officials of relevant Ministries, Government of India	108	
21	Media Persons	4530	6 per District
	Total	26,06,068	
C. Grooming/Mentoring			
22	NIRDPR	50	
23	SIRDs	300	
24	Universities	5130	5 per university/ institution/UBA institutions
25	NGOs/CSOs/CBOs	33,150	
26	NRPs, SRPs, DRPs	21675	3 per Block/Intermediate Panchayat
27	National Panchayat Leaders/Beacon Panchayat Leaders	8516	Taken as one out of 30 Sarpanches
	Total	68,821	
D. Monitoring & Evaluation			
28	Independent Monitors/National Level Monitors	9060	About 12 Per District
29	NGOs/CSOs	1326	
	Total	10386	
	GRAND TOTAL	1,41,23,341	

As seen above, there are about 10.00 million core stakeholders, 1.46 million support/assisting/hand holding stakeholders, 0.67 lakh grooming/mentoring actors and about 0.1 lakh monitoring and evaluating category of stakeholders. Thus, a total of 11.54 million stakeholders relate to the PRIs that can impact the effective functioning of the PRIs in the country. These numbers are only based on rough estimation and some broad presumptions, and the same can vary from State to State depending on devolution status, functioning and importance of respective stakeholders in that State. It is absolutely essential to touch on the above matrix of stakeholders both in terms of quantity and quality for enabling the effective functioning of PRIs.

4.5 Profile of Stakeholders with Special Reference to Elected Representatives

The ERs constitute a significant group of stakeholders for CB&T; therefore, the strategy, methodology, training approach and modules have to be tailor-made based on the profiles of the ERs. In order to understand, a quick assessment of the profile of the ERs was undertaken based on the data provided by

Karnataka, Telangana and Assam. In addition to this, primary data collected through the questionnaires was also used to understand the profile and accordingly leveraged for arriving at the strategy for CB&T. A brief description of the profile of some of the important parameters in Karnataka is described below:

Out of 84,854 total responses collected immediately after the Panchayat elections in Karnataka by ANSIRD, Mysuru, various parameter-wise characteristics are given below:

- EWRs constitute 47.4 per cent, and the rest 52.6 per cent form male members
- 93.77 per cent of the EWRs are married; per cent per cent of this, 5.13 per cent are unmarried and 0.98 per cent are widowed.
- SC ERs form 23.13 per cent, ST ERs form 12.88 per cent, and the rest belong to OBC and general categories.
- A small population speaks minor languages such as Kodava, Konkani, Tulu and Urdu.
- 10.01 per cent of the ERs are differently abled.
- About 9.36 per cent constitute illiterate, 17.24 per cent have studied up to primary school level, 15.94 per cent studied up to middle school level, 26.71 per cent have gone up to high school level, 15.79 per cent at PUC level, leaving about 9 per cent with higher qualifications such as degree, diploma, etc. There are professional degree holders such as engineering, medical, PG, PhD, etc.
- In terms of occupation, 63.43 per cent are agriculture dependent, about 4 per cent are landless agricultural labourers, 24.08 per cent are in other occupations, and 8 per cent are self-employed.
- 76.27 per cent of the ERs are first-time winners leaving 23.73 per cent re-elected members. Of them, 88 per cent are re-elected for second and third times. About 11 per cent are third-timers and more.
- About 19 per cent of the ERs are SHG members.
- In terms of technology orientation, 63 per cent of the ERs use WhatsApp, 27 per cent have email IDs, 92 per cent have cell phones, just 13 per cent are computer literate, and 10 per cent of the ERs have internet facility.

Thus, there is a need to take the profile of the ERs into account while planning for CB&T. the important factors that should decide the CB&T strategy can be summed up as follows:

- A major segment of the ERs being educated below secondary level, including a chunk of illiterates, learning methods and materials have to be tailor-made in understandable forms with predominant pictorial depiction and abundant audio-visual clippings.
- Women being in predominance, a specialised approach needs to be adopted for their convenience with special facilities at the training centres, special handholding mechanism while at work, etc.
- Since SCs and STs constitute a major chunk of the ERs, a unique approach needs to be adopted to cater to their special needs, and the methodology has to be appropriately tailor-made.
- A considerable chunk is already with prior social mobilisation skills and team work by being members of SHGs. They can be leveraged to focus on building social capital and livelihoods.
- Almost a quarter of the ERs are experienced hands who have worked as ERs for the second, third or fourth time. Such competent persons can be groomed as resource persons in the respective States.

- The ERs are more or less -savvy, and the modern IT tools can be leveraged to develop their capacity.

4.6 National Level CB&T Profile of Important Stakeholders

The Committee felt that a quick assessment of the CB&T status of the core stakeholders in terms of their profile, experience, views, expectations and perceptions on various aspects related to training, etc., might be done. Accordingly, well-drafted questionnaires for different stakeholders were administered digitally, and their responses were compiled and analysed. The list of stakeholders covered is given below in Table 4:

Table 4: List of Stakeholders Covered for Primary Data Collection

Panchayat Level	
Elected Representatives at Panchayat level	Employees at Panchayat Level
1. President 2. Chairperson of Standing Committee 3. Ward Members	4. Executive Assistant or Secretary or PDO 5. Junior Engineer or Technical Personnel 6. Employees of GP other than Secretary & Junior Engineer 7. Employees of Line Departments Operating in GP Area
8. President 9. Chairperson of Standing Committee 10. Members of Intermediate Panchayat 11. CEO/EO/Secretary Panchayat	
District Panchayat Level	
12. President 13. CEO/EO	
Trainers / Faculty	
14. Trainers engaged by SIRDs for Panchayat Training	

In addition to the primary data collection and analysis, persona mapping and empathy mapping were also attempted with the help of Mission Samridhi, an NGO. A sample analysis report of Persona mapping and Empathy mapping is given in **Annexure-7**.

4.7 Profile of the Stakeholders

Based on the field survey and primary data collection, the profile and characteristics of key stakeholders have been analysed and used to arrive at an appropriate strategy and approach for the CB&T activity. The analytical reports of the above stakeholders are given in **Annexure 8**. The CB&T profiles of the GP Sarpanches are detailed below to substantiate how their profile can influence the CB&T.

4.7.1 Demographic Characteristics of President of the Gram Panchayat

About 54 per cent of the Sarpanches are in the age group of 31 to 45, followed by 30 per cent between 36 and 60 years. This productive age that covers 84 per cent would be the key for focus without leaving other categories of below 30 years of age and above 60 years of age. The data reveals that about 23 per cent of the Sarpanches belong to SC, and 15 per cent belong to ST within the mandated

reservation system. 23 per cent of the respondents are working in the PESA areas, which can also provide insights as to their perceptions to suit CB&T. In terms of education, which is the most critical attribute to affect CB&T, reveals that about 23 per cent of the respondents are graduates, 6 per cent are postgraduates, 27 per cent are of high school level, and 18 per cent belong to PUC or plus 2 levels. per cent Six per cent of the people have difficulty reading and writing that need to be handled by special means to equip them with appropriate grooming under CB&T. About 89 per cent of the respondents were per cent-time elected, and the rest 11 per cent had been elected more than once who can become a source of leadership or resource persons in the CB&T programmes. It is heartening to know that digital literacy is very encouraging among the respondents per cent per cent, with 87 per cent having access to social media and online meeting platforms and about 55 per cent actually using e-mail for their communication. It is fascinating to find out about their compulsion/motivation to participate and get elected representing the Panchayats, as 43 per cent of the respondents expressed that they became the ERs to get an opportunity of helping and improving their village and about 20 per cent by visualising the position and respect they are likely to get, if elected. 16 per cent jumped into the fray because of the inspiration of their leaders/mentors. 12 per cent are in the category of family occupation to be in politics/ Panchayat elections, leaving about 9 per cent who, even though not having interest, got elected being driven by the local people including elders perhaps because of their good reputation.

About 27 per cent of the respondents revealed that effective functioning requires active cooperation and support from other departments. About 25 per cent felt that better training could help them in better functioning, 13 per cent felt the timely release of funds was critical, and about 10 per cent wanted exploration visits as part of their CB&T programme for their better understanding and functioning. About 83 per cent of the Sarpanches have received induction training within six months, the rest getting trained over a period ranging from 9 months to 2 years. About 30 per cent had the induction for a day, 24 per cent for two days, 23 per cent for three days and four days or more. About 84 per cent got trained in face-to-face mode, leaving 16 per cent through online training. About 80 per cent of trained people opined that the induction training programme helped them. About 31 per cent of the respondents understood their roles and responsibilities because of the induction programme, and 30 per cent realised that good work could be done in the PRIs and how powerful they could be. Twenty-six per cent felt that their attitude has changed to positive through interaction with other leaders during the induction programme. About 28 per cent of the respondents found the training related to the roles and responsibilities of ERs interesting, along with information related to various schemes. Sixteen per cent felt that GPDP was an interesting area, 21 per cent of the respondents gave priority to women and child development sector, 18 per cent to health and hygiene and agriculture, 16 per cent to education and 13 per cent to infrastructure development. This analysis disproves the general misconception that Panchayat leadership gives priority to infrastructure works rather than social welfare and human development sectors.

About 57 per cent of the respondents did not attend refresher/sectoral training, and those who attended were trained within one year. 95 per cent expressed that refresher training was helpful in many ways. In total, during their term, about 49 per cent of the people have got less than four days of total training, about 11 per cent of the respondents claim to have attended training on PESA, about 8 per cent attended training specific to SC/ST, and 21 per cent attended special training related to women. It is very interesting to note that 49 per cent of the respondents who did not participate in any training programme cited long distance of the centre's location as the reason, adding that they could not bear the cost of travel

to the training centres. 16 per cent felt that training centres did not have the facility to stay and 14 per cent revealed that the training did neither create interest in them nor did they understand the content. About 11 per cent had children to attend and hence could not attend the training, and about 10 per cent did not attend the training as they could not afford to miss their work. About 65 per cent of the people have received very useful training material and the same was referred to by them subsequently. The training impact as perceived by the respondents vary in terms of enabling more people to attend Gram Sabha, taking new initiatives, making the meetings more productive, improving the financial position of the GPs, better connecting with the sectoral/line departments, and avoiding the errors/mistakes in their functioning. About 72 per cent of the respondents appreciated special awareness programmes before organising Gram Sabha through mainly public announcement in the GPs, house to house visit, etc. Only 40 per cent of them have visited model panchayats during their term. 80 per cent opined that the videos shared through mobile phone, related to panchayat working, would be helpful to them. 88 per cent would like to earn a certificate from reputed organisation by joining online training programmes, if available. About 47 per cent would demand training by approaching training institutions. About 79 per cent of the respondents believed that their Panchayat should have a vision for overall development. 72 per cent had adequate coverage related to powers, functions and responsibilities of GPs. Fifty-three per cent felt that the subject of good governance was adequately covered, 50 per cent felt that the coverage related to the management of Gram Sabha meetings was adequate, 45 per cent felt that management of various meetings was covered adequately, 42 per cent felt adequate coverage of maintenance of registers and records, 41 per cent opined in favour of adequate coverage of women and child development programmes, 40 per cent had adequate coverage of financial management and accounting, and 38 per cent alone had opined in favour of adequate coverage of preparation of GPDP.

The survey results of other stakeholders, as presented in **Annexure-8**, have also revealed an interesting and similar pattern of CB&T profile, and all those factors will play a critical role in formulating CB&T strategy. Broad conclusions that can be drawn based on the analysis of these primary data of various important stakeholders are as follow:

- Majority of the ERs are first-timers and hence require a holistic approach towards building their capacities. A positive element is that about 8 to 10 per cent of them were elected earlier and completed their term, and some were for more than two terms. This group could be a potential source for creating resource persons who can motivate and handhold the freshly elected members. The experts from this group can facilitate the experiential learning component at Panchayat Learning Centre as proposed in this Framework.
- Majority of them are digital-friendly, using smartphones and familiar with online meeting platforms such as Google Meet, etc. Majority also have e-mail facility through which they can comfortably communicate.
- The most positive factor that motivated them to come to this area is to get an opportunity to serve their people and improve their village in addition to the likely position and respect they may get. This disproves the perception of some that the ERs are despondent, lethargic, etc. There is about 10 per cent who were inspired by their political mentors to come into politics which can be leveraged to induce the right kind of people to join the fray for strengthening the Panchayat system.

- A major chunk of the ERs across different categories have been left out at the induction level of training and almost completely at the refresher/thematic training level.
- The average training for most people ranged between 1 and 4 days only. This indicates that the induction programme has to be of optimal duration instead of leaving it to the States.
- A major chunk of the ERs are of educational standard around high school, middle school PUC, etc. Of course, around 29 per cent of them are graduates and above. It cannot be ignored that a significant segment cannot read and write, who require special attention.
- Representation of women is more than 50 per cent at the GP level, and the same increases to 58 per cent at the level of President of Intermediate Panchayat and the Chairpersons of Standing Committee of Intermediate Panchayat. More than 50 per cent women are heading the District Panchayats.
- Most ERs at all levels are in the age group of 31 to 60 years. A positive trend appears to be that more youngsters are getting elected at GP level off late.
- About 23 per cent of the respondents are from the PESA areas, implying that the conclusions drawn are equally applicable to the ERs of the PESA areas.
- Eighteen per cent of the samples were indirectly elected and the rest were directly elected, implying power dynamics; accordingly, the CB&T strategy should be refined.
- Better training was felt as an important area that could support them for their better performance. Timely release of funds was also marked as an important area of concern.
- The coverage of Presidents of the GPs by induction training programme is considerable, whereas the coverage of Ward Members, and Chairpersons of the Standing Committees has not exceeded 50 per cent. In the case of Intermediate Panchayats, only 34 per cent of the Presidents and 20 per cent of the members attended induction training.
- The coverage of refresher/sectoral training is far below the desired level. The highest being 42 per cent at the level of Presidents of GPs, 25 per cent at the Ward Member level, and 16 per cent at the Intermediate Panchayat member level.
- The distribution of training material was inadequate at all levels.
- Many of the trained members felt that training was helpful and could introduce several changes based on the learnings from the training. The percentage of respondents visiting model Panchayats is around 30 per cent across the levels, which was inadequate, and many desired that it should go up.
- A significant observation is that 84 per cent of the Presidents at the GP level were members of Self-Help Groups, and a similarly high percentage were chairing the Standing Committees.
- A substantial portion of the respondents opined that audio-visual material through the mobile on the subjects related to the Panchayat system would be helpful.
- Most respondents expressed that they are interested in joining online training programmes to get certificate/degree from recognised institutions/universities.
- Only less than 50 per cent of the respondents approach the SIRD/ETC for specific training programmes, indicating inadequate demand for training programmes.
- A substantial percentage of the respondents were affirmative about the vision of their Panchayat.

- Seventy-six per cent of the Presidents of the Intermediate Panchayat responded that they had taken inputs from the representatives for preparing Block Panchayat Development Plan.

4.8 Election Cycle, Connect with CB&T and Timelines for Outreach

As mandated by the Constitution, State Election Commission conducts elections to 3-tier PRIs every five years. Thus, the schedule of Panchayat elections varies from State to State, and each State may have ERs of varying "elected age". From the National perspective, delivery of CB&T and monitoring will be convenient as the requirement for training of ERs for orientation, induction and thematic training programmes come at different times in different States. In one sense, this gives scope for staggered conduct and monitoring of the capacity building effort of the States/SIRDPRs. Every State should prepare their perspective plan of capacity building of the stakeholders of the PRIs for every election cycle prior to the actual conduct of the elections. With a good perspective plan, the State can immediately commence the training work without wasting time and accomplish the timely orientation and induction programmes. The Panchayat Election cycle given as **Annexure-9** can be referred to.

CHAPTER-5

STRATEGY FOR EFFECTIVE CAPACITY BUILDING & TRAINING

5.1 Introduction

The NCBF 2014 provided an understanding of CB&T activities for ERs and functionaries of PRIs and initiated the process of streamlining the cascading mode of training across the country. Some States adopted the Systematic Approach to Training, popularly known as **SAT Cycle approach**, which provided a detailed outline for organising CB&T, commencing from Training Need Assessment to conducting training programmes and ending with Evaluation of training. The NCBF 2014 also extended opportunities for establishing institutions at the State and District levels for rolling out an effective CB&T for Ers and functionaries of PRIs. The Covid Pandemic during 2020 was a challenge to institutions involved in organising CB&T activities. Many states took this as a challenge and came out with innovative ways of organising training that included more online programmes. The States also adopted different techniques and technologies to make these activities attractive to the stakeholders. However, the review of the progress of capacity building, feedback from stakeholders, Impact Assessment Report, 2021, etc., revealed several weaknesses in the whole approach to CB&T and also the achievements.

5.2 The Strategy of NCBF 2022

The strategy of NCBF 2022 is to address the said weaknesses, adopt the recommendations of various reports, reach out to the divergent stakeholders in a customised format based on the existing competencies, address the issues related to organisational development and leverage new and available technologies, etc., to enable achievement of the vision of NCBF 2022. The proposed vision of NCBF 2022 with its components, viz. institutionalisation of CB&T, adopting an integrated approach to inclusive and decentralised mode of CB&T, participatory and experiential learning, etc., is to make PRIs vibrant institutions of self-governments for achieving economic development and social justice in a sustainable manner. It is also pertinent to expand the coverage of “capacity” by transforming it into “capability” with an aim of focusing on end outcomes from effective CB&T. As already explained, capability building is much more than capacity building. (Capability building is capacity building- plus). Hereafter, NCBF means National Capability Building Framework. Thus, the strategy of NCBF 2022 shall focus on the following components/approaches:

5.2.1 Creating Right Ecosystem for Effective Functioning of PRIs

As discussed in earlier chapters, the PRIs function in a connected ecosystem with diverse and vast number of stakeholders. Effective functioning of PRIs will depend not only on post-election grooming of various stakeholders, but also on getting right people to get elected who can lead the system and creating the right mindset and understanding among the citizens and other players to enable them to participate effectively in the functioning of the PRIs. Effective support from other elected leaders at the State level/ National level and other players would also be essential, and special effort is required to align their thinking in line with the concept of decentralised Governments. Some of the important interventions to create the right ecosystem, though not exhaustive, are listed hereunder. States will have to innovate and adapt based on the local situations to create the right ecosystem for the effective functioning of the PRIs.

- a) Pre-election sensitisation/awareness campaign to ensure the right people get elected to the Panchayati Raj system as ERs
- b) Effective campaign to create awareness/sensitise the public at large about the Panchayati Raj system for their effective participation
- c) Recognition and celebration of the successful leadership initiatives
- d) Sensitisation of stakeholders like MLAs, MPs, senior officials, sectoral officials, and line departments to look at PRIs as vehicles of sustainable development in every sector.
- e) Sensitising the media for positive coverage

5.2.2 Pre-election Awareness Campaign

The success of capacity building depends on the personality and profile of the ERs. If a motivated person takes part in the election and gets elected, he/she can lead the Panchayat for sustainable development. Therefore, it becomes essential to encourage the right people to participate in the elections and make an effective team of the elected body.

The State Election Commission may be encouraged to take up campaigning with the help of NGOs/CSOs/SRLMs to create awareness and encourage the citizens to know about the importance of Panchayats, the need for the right people to get elected, what a good team of Panchayat body can achieve for the welfare of the people and development of the area. SRLMs can encourage the SHG leadership to take on the electoral process and join the leadership roles. The citizens can also be made aware through the success stories and celebrate the successful leaders through their presence in the awareness programmes. Since elections take place every five years and the date of election is known, the State Election Commission, the State Panchayat Raj Department and SIRDPR can launch the campaign at least 2 to 3 months before the scheduled date of filing nominations for election. This campaign can also create awareness about the importance of exercising their votes. In these awareness programmes/campaigns, the participation of the Member of Legislative Assembly and Member of Parliament can go a long way in creating a positive ecosystem for PRIs and publicising the importance of decentralised governments.

5.2.3 Post-Election Awareness Campaign

The Campaign can continue to create general awareness about the importance of Decentralised Local Governments, role of people in Gram Sabha and need to attend them, role of SHGs in Gram Sabha, awareness about the perspective plan for capacity building, role of various stakeholders, etc. NIRDPR and SIRDPRs should keep creating and communicating appropriate messages and creatives for publicity both in print, visual and social media across the country and States.

5.2.4 Engaging with Panchayat Associations

Panchayat Associations have been constituted in a number of states. But very few are active and vibrant. Associations are formed at different levels. Engaging with these associations by activating them in all States can go a long way in creating a favourable ecosystem for PRIs. They can be groomed to be spokespersons of PRIs and involved in every policy formulation discussion at the State and Central levels.

Kerala State has promoted these associations, and they play an important role in making the Local Governments vibrant institutions. The approach of the associations in Kerala in brief is given in Annexure-10.

5.2.5 Engaging with Media

Media plays a vital role in documenting/writing stories about day-to-day happenings. Instead of focusing on negative aspects of the system, the media should be encouraged to publicise the good work of successful PRIs. Publishing in the print media in the form of success stories and projecting the persons behind the same can create a positive impact on the public, and it can motivate the people to actively participate in the system and also look forward to participating in the elections. Such stories can encourage/motivate nearby ERs of PRIs to emulate the successful model. Similarly, audio-visual documentation of success stories can also play a significant role in proper recognition of the people who exhibit outstanding leadership quality and create success stories. The States/SIRDPRs can leverage social media to continuously project success stories and encourage a vibrant ecosystem in the country. Training media persons at local, State and National levels will do a lot of good for the PRI ecosystem.

5.3 Approach, Methods and Techniques for CB&T of ERs & Functionaries of PRIs

Some of the important strategies/steps/areas to be adopted for effective CB&T of PRIs are as follows: (the details of some of which are given in separate chapters).

- Adoption of Adult Learning Principles for CB&T
- Adopt a flexible training schedule, conduct training in decentralised mode with a hands-on training approach
- Focusing on experiential learning for ERs and functionaries of PRIs
- Conducting TNA
- Preparation of Perspective Plan for the election cycle
- Preparation of Annual Action Plan for CB&T
- Convergence of various CB&T activities
- Making learning inclusive, considering different competency levels - competency assessment, competency-based delivery/learning to enable the trainees to reach the prescribed competency levels
- Special mechanisms to support assisting and handholding the Panchayat leadership with a special focus on SC & ST members, elected women representatives, PESA Panchayats, etc.
- To facilitate change by keeping ERs at the centre of change

5.3.1 Approach for Adult Learning

The principles of adult Learning or 'Andragogy' are to be adopted for effective training and appropriate methodologies, content, etc., are to be enlisted depending on the profile of the participants of the training. The important characteristics of adult learning to be kept in focus for designing the strategy of reaching out to the PRIs are as follows:

- A preference for self-directed learning
- An ability to draw on experience to assist learning
- Willingness to learn when transitioning into new roles
- Focus on immediately applying new knowledge to situations and problems
- Tendency to be internally motivated

The basic principles of Adult Learning that are considered necessary in the present framework for capacity building are as follows:

Learning Principle	Explanation
Self-directed	Learning at one's own pace in one's own way
Transformational	Learning can change perspective
Experiential	Focuses on developing life experience or "hands-on" learning
Mentorship	Learning from an outside mentor (established figure) in the field
Orientation to learning	Adults need to reframe their emotions and assumptions around the experience and value of learning
Motivation	Adults often have internal motivation
Readiness to learn	Adults have already been through this development and need to rely on experience or life changes to develop a renewed readiness

A better understanding of the above principles would help in formulating appropriate tools required for CB&T of ERs and functionaries of PRIs. The trainers, resource persons and faculty of SIRDPs should be groomed on these principles on a regular basis. A detailed approach to Adult Learning is given as **Annexure-11**.

5.3.2 Experiential Learning through Panchayat Learning Centres

Over the years, since the inception of PRI system, a number of local initiatives by able leadership have enabled the Panchayats to become models, and such successful leadership initiatives are recognised in the form of awards at multiple fora. Such well-governed beacon GPs over a while can become a training ground in the form of a Panchayat Learning Centre (PLC) for the ERs and functionaries of other GPs in the neighbouring areas. The PLC approach is already included in the revamped RGSA, but for exposure visits alone. The approach in this Framework is to expand its scope and make a PLC a training ground for the functionaries from neighbouring Panchayats. The feedback from the survey of this framework has overwhelmingly indicated experiential learning, which is proposed through PLC.

In the PLC, they can get immersion training for 4-5 days on Panchayat Governance, preparation of GPDP, mainstreaming of Localised SDGs, etc., by physically participating in the day-to-day activities of the PLC and get acquainted with the effective functioning of the PLC through experiential learning and in peer learning mode. To begin with, one PLC in each district can be identified and supported to enable it as a learning centre, and over the years, the number of PLCs can be increased so as to reach one in each Block. PLCs can be supported under RGSA, and over the years, the activity can be made self-sustaining for the

host Panchayat. The immersion in the PLC for experiential learning of various stakeholders can be structured in such a way that more and more Panchayats would like to be recognised as PLCs, which itself can revolutionise the PRI functioning. An indicative approach for activating PLCs is given in **Annexure-12**. Proposed PLCs State-wise in phases is given in **Annexure-13**. The PLCs and other similar Panchayats can be leveraged for exposure visits as already being done now, with a structured programme as evolved by some organisations for better outcomes. A Samriddhi Yatra approach, as evolved by Mission Samriddhi, is given in **Annexure-14**.

5.3.3 Training Needs Assessment

In order to establish themselves as institutions of self-government, there is a need to address the capacity needs of the ERs and functionaries of PRIs, apart from the need for significant devolution and systemic changes. This requires an assessment of their capacities and training needs. The SIRDPRs undertake TNAs before designing training programmes. But in actual practice, the value of TNA results seldom gets emphasised in the design of the training programmes. There is also a scarcity of competency for the conduct of TNA in a scientific manner in the States. Further, there is no systematic method to translate TNA findings into training designs. The training programmes, therefore, did not change much over the years because of the TNA results. Most programmes are readymade and based on preconceived notions as they are mandated by government departments or funding agencies. Only in a few institutes, the training strategy and plan are developed based on regular and comprehensive TNA.

For effective CB&T, training programmes must be based on TNA that need to be made for five years, i.e. election cycle. The same can be updated depending on the changing priorities from time to time. It must be made mandatory that the training proposal for the funding, either from MoPR under RGSA or from MoRD or any other ministry or department, must be based on TNA results, and the proposal must explicitly indicate this fact. MoPR has brought out a guidebook on TNA, which can be the guiding document for all the States.

5.3.4 Preparation of Perspective Plan for CB&T

As discussed in earlier chapters, the election cycle will be the basis for planning CB&T in a State. About three months before the elections to the PRIs, each State should prepare a Perspective Plan of CB&T covering the complete term of the PRI system, i.e. five years. The Perspective Plan must cover the number of stakeholders and their profiles to be reached out, outcomes of TNA, frequency and strategy of CB&T, content preparation, institutions to be involved, additional resource persons to be created/refresher training to be given, training materials needed, organisational blueprint for implementation, financial resources required and sources, systems of monitoring, mechanism of evaluation of the outcomes. etc. It can also include modes of convergence of CB&T with other departments and refresher training programmes. A brief of the approach for preparation of the Perspective Plan is given in Annexure-14.

5.3.5 Preparation of Annual Action Plans

Based on the Perspective Plan prepared for the election cycle, the annual action plans can be culled out with detailed preparations for the actual conduct of CB&T after obtaining necessary funds. Annual

Plans can be generated at the beginning of the election cycle, which can be fine-tuned based on additional inputs if available or based on the government's priorities, which may change over time. However, the core approach for CB&T shall depend on the Perspective plan, existing competencies of the stakeholders and outcomes aimed at achieving the Vision of the Framework. The annual action plan must be made to cover all the stakeholders as envisaged in the perspective plan in the required manner. Funds need to be converged from multiple schemes/programmes to achieve the total coverage.

5.3.6 Saturation Approach to CB&T

The States/SIRDPRs have a stupendous task of rolling out CB&T programmes for nearly 36 lakh ERs, apart from a large number of officials functioning under the PRIs. Each State/SIRDPR should plan their strategy in the form of a Perspective Plan for CB&T to reach out effectively to all stakeholders in the first two years of the election cycle. Thus, the States should complete the Sensitisation cum Awareness Programme, which is prescribed in the Framework, within 15 days and the induction level training programme within 100 days for all the ERs of PRIs. This is a mandatory requirement which will be followed by thematic and other training programmes as per the annual action plans and with an aim of full coverage within the first two years of getting elected to the office of the ERs.

In order to achieve the desired results of CB&T, there is a need to initiate preparations much before the conduct of elections. The Training Need Assessment being the first stage of initiating the training programmes, needs to be organised with the outgoing ERs of Panchayats, who can share their experience of working in GPs for nearly five years and can also share adequate inputs for designing the training programmes. The findings of the TNA with outgoing ERs can be fine-tuned in the next six months after the elections are completed, based on the profile/competency levels of the first-time ERs.

An important step that needs to be taken up by all the States soon after the Panchayat elections is to prepare a profile of the ERs using the Election data from the SEC/any other source, which can include the social background, education status, experience as members of any tier of Panchayat or their families having public service exposition. Meticulous analysis of such data would provide opportunities to the institutions to add to the assessed Training Needs, select the appropriate mode of training, and improve training designs and contents.

The final stage is to plan the actual launching of the training programme with a suitable mode based on the facilities existing in the State. In all these steps, proper monitoring from the State level apart from District and Block levels is essential. Comprehensive outreach of CB&T implies providing and ensuring appropriate training of ERs and functionaries at all levels of Panchayats. Keeping this in mind, the training institutions across the States have been taking steps to reach out to all ERs and functionaries in a decentralised manner within the shortest available timeframe. A major success has been the innovations carried out by States across the country to reach out to nearly 3.6 million ERs. These include organising the training programmes at the level of Block/Cluster of GPs, which would minimise difficulties for the ERs. However, there are also major challenges to ensuring the quality of training programmes without any distortion in the contents of the programme or delays in organising them. The important outreach modes considered to meet the requirements are given below:

A. Cascade Mode, Distance Learning through SATCOM/IP Based Technologies/Web-based IT solutions (Zoom, WebEx, Google Meet, etc.)

The cascading mode of training is planned by simultaneously organising the programmes in different locations at District, Block and GP levels. It ensures common inputs by resource persons who are located in the decentralised centres and organise the programmes in a face-to-face mode. The adoption of distance learning through SATCOM by a few States has shown that a large number of trainees can be covered through cascading mode, which includes both face-to-face and technology-oriented interventions by way of playing videos and/or interactive sessions like question-and-answer sessions by the end of the day. This helps in the delivery of contents without any distortion apart from providing opportunities to the ERs and functionaries to directly interact with expert resource persons and senior officials of the State.

As discussed earlier, the Covid pandemic provided opportunities to explore other modes of training that included Web-based IT solutions using platforms like Zoom, WebEx, Google Meet, etc. These are organised by the States for a smaller group of trainees but provide opportunities for two-way video interactions with experts. The other advantage is that these can reach the trainees at their homes, GPs or other preferred locations. However, there are also major challenges in reaching out to large numbers and the level of engagement with the audience during the training.

B. Hybrid Model

The Hybrid model emphasises organizing training programmes with a combination of online and offline interventions, combining technologies to reach out to a large number of centres and adopting session plans with multiple strategies for delivering the contents during the sessions. During the Covid pandemic period, some states, especially Karnataka, Kerala, etc., adopted a strategy to reach out to all ERs in a time-bound manner. A brief of the strategy of Karnataka is given in **Annexure-15**.

C. Engaging with other agencies/departments, facilities/resource persons

Since the ecosystem approach is the way forward and covering all the stakeholders of the ecosystem requires massive CB&T effort, leveraging the existing training infrastructure of all departments, which could have been assessed and included in the Perspective Plan, is only the way to cover the number and ensure quality. It is also essential for converging CB&T initiatives of other Ministries/Departments for strengthening governance capabilities of ERs for assuming leadership roles, capacitating functionaries of line departments and other stakeholders for holistic, inclusive and convergent preparation of GPDP, BPDP and DPDP, for localisation of SDGs – the convergence to broadly include training materials, training infrastructure/institutes, IEC materials, etc. It is also to be explored for convergent use of the capacities of NGOs, Academic Institutions and empanelled agencies for CB&T at District, Block and GP levels.

Decentralised training through certified and competent resource persons requires a lot of preparation in identifying, certifying and capacitating the resource persons for different levels of training and handholding. Enlisting and preparing adequate number of resource persons is the key to effective and timely completion of CB&T.

Coverage on a saturation basis would also demand leveraging emerging technologies such as web-based learning platforms, Integrated Learning Management Systems, Virtual Reality/ Augmented Reality, Metaverse with assisted learning, etc.

5.3.7 Institutional Strengthening

Any successful implementation of Capacity Building strategy for the functionaries of PRIs will depend on institutional set-up at the National, State, Regional, District, Block and GP level to cater to the diverse stakeholders both in terms of numbers and frequency of capacitating them on a range of issues/subjects/ orientation efforts in the country in qualitative terms, that can really strengthen their hands in bringing change in their respective jurisdictions. The institutional set-up means and includes institutions/ organisations that are mandated to take up CB&T at various levels, their infrastructure to meet the peak demand at a given point of time, required quality human resources and proper organisational structure and leadership at the state level and national level and flow of funds required for utilising the full potential of this setup. A separate chapter is included in the Framework on this important area.

5.3.8 National Training Network

NIRDPR being the apex training institution for the country, should create a network of National Level Training institutions in related sectors, that can strengthen the hand of the institute in various respects. Their services can be utilised for preparing training material, writing case studies, training trainers, and mentoring the State level institutions, especially SIRDPRs. A prominent University in each district can be identified and enabled to handhold in training and PRI strengthening under Unnat Bharat Abhiyan.

5.3.9 Effective use of Training Institutions at Decentralised Level

The previous Capacity Building Frameworks provided excellent opportunities for establishing fully equipped training institutions at the State, District and Block levels. The process started with the MoPR providing for establishing State Panchayat Resource Centres under BRGF, and subsequently strengthening them under RGPSA by providing recurring grants to meet the expenses. An opportunity has been given to the States to establish District Panchayat Resource Centres (DPRCs) across districts in the States and to strengthen them under Rashtriya Gram Swaraj Abhiyan (RGSA) since 2018. These are in addition to the Training facilities that many States had at the Block level or using the facilities of the Administrative Training Institutes at the State level. Taking stock of the use of these facilities/systems created investing resources and evolving a strategy of utilising their potential can aid in quality CB&T. It may not be advisable to further add more such facilities henceforth and instead utilise existing institutional resources and other channels for effective CB&T.

5.3.10 Leveraging the Infrastructure of Other Training Institutions

Apart from the existing training institutions at District and Block levels, which are functioning under the control of SIRDs and/or ATIs, several other training institutions belonging to line departments are also available at State, District and Block levels. These training institutions have an adequate training ecosystem and can be used for organising training programmes on a cascade mode. There are also ETCs, RSETIs, and DDUGKY Centres supported by the Ministry of Rural Development that are functioning at the District level and have adequate training infrastructure to facilitate organising training programmes for ERs and functionaries of PRIs. The State Perspective Plan should encompass all these possibilities and leverage them for outreach to all the stakeholders in a qualitative manner.

5.3.11 Collaboration with NGOs and Academic Institutions

The SIRDPRs should also rope in NGOs functioning at District and Sub-District levels. Many of these NGOs have adequate training infrastructure, and the most important is their expertise in different areas of

rural development that can be used. Identification of such NGOs having expertise in different sectors would help in organising thematic training programmes on mainstreaming localised SDGs in PRIs. These apart, there are other academic institutions like universities and colleges that can be used to train a large number of ERs and functionaries of PRIs on different sectoral themes. These institutions have adequate expertise and can share their inputs with the stakeholders. All institutions must be connected to Panchayat level developments under the ongoing Unnat Bharat Abhiyan of Government of India.

5.3.12 Competency-based Capability Building of Panchayats

“Capability”, which is an ability of the individuals and the institutions to perform appropriate functions and address the community issues effectively, efficiently and sustainably, is to be built in accordance with this Framework. In the context of PRIs, the capacity building is a multi-dimensional and dynamic process for rural transformation, improving quality of life (QoL) and ease of living (EoL), etc. Presently, the PRI training programmes largely focus on rules/procedures/schemes, and they are mostly supply-driven rather than demand-driven. Further, they focus more on quantity rather than quality. The changing role of PRIs, with the devolution of more functions and funds, provides a context to the NIRDPR/SIRDPR to shape all future training programs of PRIs to maximise the potential of elected representatives and other functionaries for providing good local governance and delivering on sustainable development goals. In this regard, many expert committees have advised that it is to be focused on developing a “Comprehensive Competency Framework” for each category of existing staff as well as for the elected representatives, and CB&T is to be designed to fill the gap to ensure minimum levels of competence required for that position. An indicative approach for switching over to Competency Based Training is given as **Annexure-16**.

5.3.13 Special mechanisms to support assisting and handholding the Panchayat leadership with special focus on SC & ST members, elected women representatives, PESA Panchayats

In view of the importance of each of the categories mentioned above, a separate description of approach is included in the Framework. In this context, handholding becomes important in addition to actual CB&T for long periods. Accordingly, approaches have to be evolved and interventions must be planned and executed on a sustainable basis.

5.3.14 Mobile learning system for training at GP level

As successfully done, in some states, a mobile unit with audio-video learning and teaching materials can be enabled with adequate resource persons who can go to Panchayat according to a route plan and facilitate the grooming and handholding of ERs and other stakeholders. Such mobile learning labs can actually help the Panchayats in important events such as conduct of an ideal Gram Sabha, organising Panchayat meetings, and setting up of grievance redressal cells in the Panchayat premises, collaboration with SHGs and other CSOs, etc.

5.3.15 To facilitate change by keeping ERs at the centre of change

This Framework emphasises managing the complete ecosystem and its stakeholders of the PRIs. However, the main focus should not be crowded out from ERs at any point, and utmost care is to be taken to groom them for effective leadership. One or more motivated ER in each Panchayat can create miracles; hence, the change is to be enabled through ERs by keeping them at the centre stage. This should be kept in mind at every stage of CB&T.

5.4 Curriculum and Content

Having taken up the Competency assessment of stakeholders, the learning material should be so designed in a modular or capsule mode for delivery depending on the competency of stakeholders with the objective of competency building to the levels required to discharge the responsibilities. Broad principles for approaching the Curriculum and Content are given below:

- a) Content should be in the form of small capsules that can be aggregated to suit the competency levels of the participants.
- b) Curriculum can be formulated based on the competency levels, profile of the participants to enable them to achieve the desired competency levels by the end of the training.
- c) Common Core Content to be made available centrally, preferably at NIRDPR level (Trainer manual with outlines of training lesson/session plan has already been prepared by NIRDPR for induction, thematic and refresher programmes, which can become the guide for all the States)¹ which can be used by all the states with due customisation. On similar lines, State-specific content for participatory learning needs to be created
- d) Create an institutional set-up to constantly update the curriculum, prepare new modules, enable e-learning modules, etc., at the level of SIRDPRs
- e) Deliverable-oriented curriculum that answers 'What should I do?' and 'How should I do it?'
- f) Focus on problem-solving through experiential learning
- g) Use of visioning – case studies, models, exposure to successful/developed Panchayats to act as a base for visioning
- h) State-specific content having a substantial share of operational and administrative aspects and entailing management skills - to be facilitated through a series of group tasks, role plays, and engagement with PRIs.

5.5 Resource Persons

In view of a large number of diverse stakeholders that are to be covered in a time-bound manner, the trainers will play a key role in successful outcomes of the CB&T. Every SIRDPR/State has to empanel competent resource persons continuously and prepare them in training methods suitable for adult learning, experiential learning, etc. Since the training need to be conducted at a decentralised level, with a view to be easily accessible to all, especially ERs, training sessions at Block level, District level should be taken care of by competent resource persons. Certified resource persons should handle all training programmes in either cascade mode or hybrid mode or assisted mode. The certification process started by NIRDPR should be further strengthened and taken forward. The constituency of sectoral officers at various levels, experienced ERs, educated youth, and volunteers can be tapped to create an adequate force of resource persons. It is recommended that at least three certified resource persons should be enabled at each block, who can constantly be engaged for all the Panchayats in that block and at the block level.

¹ Model Training Modules for Induction level Orientation of Elected Representatives of Gram Panchayat. Available on <http://nirdpr.org.in/mtmfortergp.aspx>

There is a need to review the remuneration of the resource persons to attract passionate persons who can deliver the designated programmes. A detailed account of creating Certified Resource Persons is given in a separate chapter of this Framework.

5.6 Online Courses and Role of Learning Platforms

Considering the vast diversity of the stakeholders, a large number across the country and their capacity building need to be done in a limited timeline, extensive use of Information Communication Technology (ICT) has become a necessity. It not only enables extensive outreach but also can enhance the effectiveness if properly designed and implemented. Some SIRDs have also evolved hybrid models of using technology in a classroom mode with a facilitator to monitor the involvement and participation of the trainees. The quality resource persons, though limited, through the use of technology, could reach out to a vast number of stakeholders across the State. In addition to ICT, new technologies such as Artificial Intelligence (AI), Virtual Reality (VR), Augmented Reality (AR), etc., can be leveraged to create effective learning situations and for practice.

There is a need to have a system of empanelling digital content creators, who can regularly keep generating the learning material for use by the State and other agencies. Every State should have enlisted competent expert agencies to create the content and structure the learning process. The AV lab facility in NIRDPR is in that category that has done outstanding work in the past few years. A detailed account of the use of these technologies for making effective CB&T is given in a separate chapter.

5.7 Creating Agents of Change

There is a need to create a small army of passionate youth at each of the GPs, who can work with the local leadership and be called "Panchayat Bandhu." They can assist the panchayat leadership whenever needed, act as voluntary mobilisers in the Panchayats, be vigilant in the activities of the Panchayat and associate themselves with the process of development in their Panchayat. Such agents can be the local youth who can be sensitised as part of CB&T and recognised for their work. The agents of change can be in the form of beacon leaders/beacon Panchayats to create a spread effect, Panchayat Learning Centres (PLC) across the country for enabling experiential learning, Young Fellow guided clusters of Panchayats, etc.

5.8 Leadership/Organisational/Management Development

A motivated leader at the Panchayat level can create a vibrant PRI system. The leader could be a member of ERs, or sectoral functionary, a voluntary resource person, a local teacher, group of Self- Help Women etc. There is also a necessity to groom the local ERs as motivated leaders; hence, adequate leadership development and motivational programmes should be part of the training plan. It is also essential to focus on managerial aspects of Panchayat Governance, and hence right dose of management development programmes should be part of the training strategy.

Though the mandate and responsibility accorded to panchayats are large, and there is a mismatch between the constitutional mandate and the capacity of the panchayat as an organisation, the focus of CB&T has been mostly on ERs/functionaries and the importance of Gram Panchayat as an organisation was mostly missing, resulting in poor governance and lack of systems which in turn resulted in their

suboptimal performance. Therefore, it is essential to improve the GP as an organisation by special focused methods and tools, using the principles of Organisation Development, which are widely adopted by all corporates/organisations.

Therefore, it is essential to learn from some innovative pilots started by CSOs and other organisations on Gram Panchayat Organisational Development (GPOD) and institutionalise the successful approach as part of CB&T. Partnering with such successful organisations will also be a catalyst for speedier strengthening of the PRIs. A brief note on the approach to GPOD is given at Annexure 17.

5.9 Leveraging Technology for Data Capture, User Behaviour, Content Creation and Distribution

Any effort will be effective if it is based on sound and reliable data in a timely manner. The present data capturing system in PRI system is highly disorganised, fragmented and unavailable for use as and when required. In CB&T also, creating reliable data continuously is essential, which can be done by leveraging technology to understand user behaviour inclusively and intuitively for better planning and execution of CB&T. As part of CB&T, it is needed to enable every State to have a mechanism for data capture and profile understanding of each ER and monitor the progress of learning over his/her term. Depending on the existing competencies in terms of knowledge, skills and attitude of the stakeholders, training batches can be formed for better delivery of training, and they can be enabled with a customised learning plan and delivery (Navigated Learning technology).

5.10 Supporting/Assisting/Handholding

The approach for strengthening the Panchayati Raj system is to take the entire ecosystem into account, build capacities of divergent stakeholders and enable complementary and synergistic interaction and relationship among the stakeholders, which will, directly and indirectly, impact the functioning of the PRIs in a positive direction. As mentioned in the earlier chapters, the stakeholders that form the ecosystem of the PRIs are to be oriented, motivated and capacitated for the effective functioning of the institution. In addition to the above, many initiatives need to be taken to create a positive ecosystem for the effective functioning of the institutions. Based on the interactions/consultations, it has come out that there is an element of despondency among some of the important stakeholders and in order to remove such negativism and create a positive and vibrant ecosystem for the ERs and functionaries of PRIs, several initiatives need to be taken, and some of the important ones are detailed below:

- a) Creating awareness among Gram Sabha members about the Panchayati Raj System: Gram Sabha consists of all the electors residing in the GP area, and to make them effectively participate in the process of its functioning as an institution of self-government, they need to be made aware about the roles, responsibilities, organisational structure of the GP.
- b) The GP or the State can take up awareness campaigns through specially organised media communication strategy. The National print/electronic media can be leveraged to create awareness. The GP itself can take up frequent activities like organising debates, slogan writing, Kalajathas² to increase awareness about the role of the GP members, importance of Gram Sabha, etc.
- c) Organising mock Panchayat with the help of the volunteers and members of Nehru Yuva Kendra.

² Processions in rural India, prevalent in South Indian States

- d) The schools in the GPs may start school panchayats and enlighten the students in the form of mock meetings, preparation of sample development plans, etc. The teachers can be sensitised and made aware of the system, who, in turn, can take up such activities.
- e) Essay competitions can be organised in the schools and among the youth on development, Panchayat as an institution, vision of the GP, democratic system, etc., on important events such as Independence Day, Republic Day, etc.
- f) A public data system can be developed by utilising the ICT in such a way that the youth can view the data about their GPs and promote transparency and publicity for good work. In other words, create a social observatory for creating a notion of feedback loop in the Panchayat.
- g) Mahila/Bal Sabha can be organised to take up the discussion on various developmental activities and also awareness creation.

5.11 Recognition and Celebration

- a) There are a large number of success stories about Panchayat functioning across the country, and many a time, they are not known in other regions/States. The success stories may relate to a particular area or sector, which can be used to create a platform for recognising the good work and thus motivating other players.
- b) The exemplary work done by many PRIs should be celebrated and the State Governments must incentivise them from time to time. This will encourage and motivate other PRIs to work towards achieving economic development and social justice.
- c) TV programmes for award-winning Panchayat leaders highlighting their experiences and achievements should be telecasted at the National and regional levels from time to time.
- d) The good work of the PRIs must be covered in one of the special editions, at least once a month, by the National and regional print media agencies.
- e) The GPs may organise events to recognise the contributions made by prominent citizens of the GP area but living outside the GP or the Block or the District or the country by specially inviting them to participate in some of the activities. The NRIs of the GP can be connected and may be exhorted to contribute to development activities in the GP.
- f) States may bring out publications annually featuring selected success stories from PRIs and disseminate them through various means of communication.

5.12 Annual Conclaves of Important Stakeholders

5.12.1 Conclave for RD/PR Ministers

Organising a conclave of Ministers of Panchayati Raj to sensitise the political leadership should be an annual agenda in which best practices of PRIs, results of studies on the devolution index and the outcomes can be shared.

5.12.2 Annual Conclave of State Secretaries, high-level officials at GoI level

A high level-three-day conclave should be organised by the MoPR with Secretaries of the State, Directors of SIRDPR, NIRDPR, and Senior officials of the relevant Ministries, including MoPR, at a convenient location other than New Delhi. Successful local leaders can showcase their stories and express

the constraints in their respective States. This conclave should lay down the action plan for the entire year.

5.12.3 Conclaves of MLAs/MPs

Regular conclaves at the State level on decentralised governments will not only sensitise the MLAs/MPs to recognise the importance of PRIs but will also create the right ecosystem for effective functioning of the PRIs. The Lok Sabha Secretariat/State Legislature Secretariat can take the lead in organising such conclaves.

5.12.4 Interaction events of Political Leaders

Frequent State level interaction events with prominent political leadership can go a long way in sensitising the parties to take a stand and make PRI strengthening part of their party manifesto. They can be nudged to adopt the policy of giving preference to the candidates from PRI leadership for the MLA/MP positions.

5.12.5 Conclaves for Senior Level Officials

The States may organise senior-level functionaries of the 29 sectors in which the PRIs are expected to take part and sensitise them to work with PRIs.

5.12.6 Conclave for UN Bodies/NGOs/CSR Players

The States may invite senior-level functionaries of UN Bodies/NGOs and CSR Players, etc., to conclaves in for sensitising them to work with PRIs.

5.13 Panchayat Management Courses in the Universities and Educational Institutions

Short, medium and long term Panchayat management courses should be introduced in all educational institutions and in the form of modules/courses that can become part of their regular courses. A Learning Management System with robust courses/modules related to the Panchayat system, governance, management and their recognition as part of the course work in different courses, can go a long way in attracting the attention of the youth towards these institutions and that can trigger a positive ecosystem. The curriculum of the educational institutions should have adequate coverage of local self-governance and decentralised governments.

5.14 Moving from supply-driven to demand-driven approaches

The effective participation of stakeholders of the PRIs is the key to the successful organisation of training programmes. If the training programme does not provide appropriate inputs useful for their day-to-day functioning, the outcome of such programmes will not be effective. Many a time, the training institutions prepare training calendars based on the approved activity and availability of funds; however, many of them may not raise elements of curiosity about the programme among the stakeholders. Thus, it becomes very essential to shift from the supply-driven to the demand-driven training programmes. A successful demand-driven approach is to organise the Training Need Analysis in an effective manner and, based on the demands from the ERs and functionaries, training programmes can be organised for a particular group of stakeholders showing interest in a specific topic. This would help in rolling out training programmes effectively.

As seen from the field data, majority of the functionaries do not get adequate training as required to enhance their performance. To fulfil the objectives of revamped RGSA and to make training programmes more responsive to the actual training needs of the PRIs, there is a need for the PRI CB&T system to move from supply-driven to demand-driven. Demand-driven training programmes match with the training

needs of the ERs and functionaries and can address the gap between the existing and the required competencies and provide the functionaries reasonable opportunities to develop and enhance their competencies. It is suggested that if 20 or more stakeholders demand for a specific training, CB&T institution should organise the said programme at their convenient place and time.

5.15 Some Innovative Measures for Creating Ecosystem for Demand-Driven Training

Various innovative measures can be taken to create an ecosystem for demand-driven training. It is highly essential to focus on creating demand for the CB&T activities from among the ERs and functionaries of PRIs and other core stakeholders. Some of the measures that can create demand for training are indicated below:

- a) Training should be participatory and problem solving in approach and based on effective TNA.
- b) More of experiential learning should be promoted through Panchayat Learning Centres.
- c) Concentrating on grooming the leaders from among the ERs for Panchayat management.
- d) Incentivising success through publicity, awards, financial incentives, recognition, etc.
- e) Preparing content and adopting delivery mechanism attractive for capturing attention of the trainees and creating an urge upon them to learn more and more.
- f) The PRIs should be encouraged/motivated to prepare their own training calendar with programmes relevant to them/their area and the training institutions should be enabled to conduct such programmes perhaps on charging a fee.
- g) To move from free training to training on payment which will force the trainees to seek out their areas of interest and take keen interest in learning and use.
- h) Creation of non-financial incentivising system in the form of promotion for the official functionaries/ stakeholders.
- i) Celebrating the success stories of the PRIs through recognising and rewarding in public functions by eminent/senior officials such as District Collector, Members of Legislative Assembly, Members of Parliament and Minister.
- j) Creating system of delivery leveraging technology at the learners' convenience, time,
- k) method, channel, etc.
- l) Recognising prior learning skills and adding over the existing skills leading to a degree to be recognised by any reputed organisation.

5.16 Inclusive trainings for Transgenders and Physically Challenged members

In order to have social equity, an inclusive approach need to be adopted for covering the ERs or other functionaries of transgender category and physically challenged members. Enabling them to be part of trainings of other members will be the ultimate requirement for which, special effort is required and initially, if needed, separate mentoring not only for this category of people but also to the mainstream participants may be taken up. The State/SIRDPR may have to draw up a plan depending on the number of PRI functionaries in these social groups and their competency levels. Effort should be made so that these social groups will never feel out of place and enable them to take on their task with full esteem.

CHAPTER-6

COVERAGE/OUTREACH – INSTITUTIONAL ARRANGEMENTS

6.1 Institutional Arrangement for CB&T

Any successful implementation of Capacity Building strategy for the functionaries of PRIs will depend on institutional set up at National, State, Regional, District, Block and GP level to cater to the diverse stakeholders both in terms of numbers and frequency of capacitating them on range of issues/subjects/ orientation efforts in the country in qualitative terms, that can really strengthen their hands in bringing change in their respective jurisdictions. The institutional set up means and includes institutions/ organisations that are mandated to take up CB&T at various levels, their infrastructure to meet the peak demand at a given point of time, required quality human resources and proper organisational structure and leadership at state level and national level and flow of funds required for utilising the full potential of this set up.

6.2 Role of NIRDPR

NIRDPR Hyderabad is the National nodal institution that attends to the requirements of CB&T of PRIs in coordination with State institutions. NIRDPR is also mandated to undertake research on the CB&T areas and take up action research, impact assessment of CB&T activities and also guide, coordinate, work with State level CB&T institutions focusing on PRIs. NIRDPR is expected to organise/enable Training Need Assessment (TNA) at National level and also assist State level institutions to work out the TNA from time to time preferably before/immediately after the election cycle to the PRIs. NIRDPR has, over the years, attempted to accomplish the mandate and achieve stronger local government institutions across the country. In this regard, significant initiatives have been taken up by NIRDPR as propounded in NCBF 2014. Some of the significant and successful initiatives are:

- a) Establishing and organising certification of Master Resource Persons (MRPs) across the States.
- b) Undertaking Organisational Development (OD) and improve the quality of Gram Panchayat Development Plan (GPDP) and its execution by engaging and effectively handholding trained Young Fellows (YF).
- c) Setting up of Audio Visual (AV) lab to deliver the state-of-the-art learning material and catering to the needs of the MoPR, for its own use and the States on a selective basis.
- d) Collaborating with AICT/Central universities to create certified professionals in Panchayat related matters on distance education mode.
- e) Creating an IT learning Portal by name Gram Swaraj for self-learning by PRI functionaries on a modular mode and finally getting certified as qualified for a particular level.

6.3 Role of State Government

Notwithstanding the support from all corners for effective CB&T, unless State owns up the activity with clear and wholehearted intention of working with PRIs as real institutions of Local Governance, the PRIs will remain weak and cannot achieve their full potential. There is need to have motivated and

committed leadership who trust the PRIs, fully both at elected leadership and executive leadership levels. Some important suggestions are as follows.

6.4 Role of SIRDPRs

At State level, Rural Development and Panchayati Raj Department or Panchayati Raj Department is the focal point of CB&T through State level institutions. There are 29 SIDPRs, one in each State. In addition, some States have separate institute for CB&T of PRIs. For example West Bengal has created a Society for Training and Research on Panchayats & Rural Development (STARPRD), and the state of Jharkhand has Central Training Institute (CTI) at Ranchi, in addition to State Institute of Rural Development (SIRD). There are 89 Extension Training Centres (ETCs) and 50 Regional Institutes of Rural Development (RIRDs) associated with the CB&T in the areas of Rural Development and Panchayat Raj across the country. These institutions have evolved and developed at varying pace, depending on the thrust given by the respective State and the quality of leadership available. This varying pace of development present varying degrees of effectiveness in CB&T activities. The difference has also been accentuated by the differences in faculty strength, expertise, infrastructure, funding and the degree of autonomy provided for them.

6.5 Mode of Functioning of NIRDPR, SIRDPRs & Other Institutions for CB&T

The NIRDPR, SIRDPRs, ETCs, and RIRDs are under the administrative control of State Rural Development and Panchayat Raj departments wherever the sectors of rural development and Panchayat Raj are looked after by the single administrative command led by the Secretary at State Government level. In a few States, there are separate Secretary level control for rural development and Panchayat raj where these Institutions are managed and administered by the Department of Rural Development at State level. Depending on the convergence of RD & PR activities, the CB&T activities related to PRIs are attended by these institutions and wherever the PR sector is administered by a separate Secretary, the CB&T activities of the PRIs is attended by separate set up under the PR Department. Though the Government of India has advised for converting the SIRDs into SIRDPRs under a single roof, some States continue to have separate arrangements. This has caused confusion and led to dual control issues resulting in ineffective use of the infrastructure available and thus affecting the CB&T activities. It is always advisable to have a single command or control for RD and PR activities at State level so as to maximise the use of potential of these institutions.

At national level, NIRDPR is directly administered by MoRD through an Executive Council in which the Secretary, MoPR is also a member. The SIRDPRs, ETCs and RIRDs are supported financially by the MoRD through a specific budget allocation for expanding the infrastructure, supporting part of the faculty members and a skeletal CB&T activities. MoPR provides financial support to these institutions under RGSA on annual basis for undertaking the CB&T and research activities envisaged under the scheme. The proposals under this scheme from States are considered by a high-level committee named Central Empowered Committee (CEC), chaired by the Secretary of the MoPR and approved on an annual basis at the level of the MoPR. These institutions in some States have also been financially supported for meeting the establishment cost and undertaking various CB&T activities in different sectors. Though in a limited way, they also get funded on project basis by other ministries of the Government of India, Departments of State Governments, other organisations, etc., such sponsored programmes are few in nature and depend on the strength of the institution.

In variance to the above set up across the country, a unique institutional structure has evolved under single organisational structure in Kerala, to cater to the needs of all local self-governments under the name "Kerala Institute of Local Administration (KILA) that caters to CB&T, research needs of all local self-governments in all rural development sectors, including urban local bodies. A brief structure and the experience of the functioning of KILA is given in **Annexure-18**.

Based on understanding the functioning of KILA, a similar organisational arrangement is recommended to be taken up by bringing convergence at the State Government level and bringing all training institutions related to RD and PR under single banner as that of KILA of Kerala for better synergy. Convergence of both the RD and PR activities at State Government level, is very critical and the States that are working still in silos should be persuaded to converge the activities of RD and PR Departments/wings whose separate administration has no meaning.

6.6 Panchayat Resource Centres

In order to reach out to the grass root level functionaries in the area of CB&T, the MoPR also supports the States in creating dedicated training institutions at State, District and Block level PRIs. The MoPR provides funding for creating training infrastructure and continues to fund for meeting the recurring cost as permitted under RGSA. The three level institutions are as follows:

- I. State Panchayat Resource Centre (SPRC)
- II. District Panchayat Resource Centre (DPRC)
- III. Block Panchayat Resource Centre (BPRC)

The roles and responsibilities of these institutions are given in **Annexure-19**.

The structure and functioning of these institutions created under RGSA support in the States vary from State to State in terms of their positioning, administrative control, effectiveness of discharging their roles and responsibilities, infrastructure creation, etc. In majority of the States, SPRCs are part of the SIRDPRs, DPRCs are mostly co-located in the ETCs wherever ETCs exist and in other places separate set up for DPRCs has been created. Wherever established, the BPRCs are mostly located in the office of the Intermediate Panchayat. The levels of infrastructure creation, their utilisation vary from State to State. The number of DPRCs and BPRCs also vary from State to State and the process of creating such institutions is continuing on one hand and on the other, those created already, in number of cases, may not be undertaking any CB&T activities for which purpose they have been set up. Thus, it is eminently required to list out the State-wise institutions and infrastructure created, manpower positioning, activities undertaken and to take appropriate approach to utilise already created systems. A detailed independent study may be organised to optimise their utility for CB&T. If further requirements are envisaged, it is better to find alternate systems, instead of creating ineffective understaffed institutions.

The existing fractured system of institutional arrangements with varying competency levels may not be adequate to cater to the full requirement of the CB&T. For taking up the CB&T on the ecosystem approach, there need to be alternative approaches to cater to the full requirement.

6.7 Physical Infrastructure

The SIRDPRs over the years could successfully create excellent physical infrastructure for enabling a favourable learning environment utilising the financial support from the MoRD. However, it is an ongoing

process to fund for creating state of the art facilities including digital and virtual facilities for equipping the stakeholders.

6.8 Human Resources

Training set up is not a mere physical infrastructure availability but more of competent human resources with experience and passion to make a change in the pace of strengthening PRIs and achieving sustainable rural development. During the interactions held by the Committee with SIRDPRs, ETCs and other stakeholders, it has come out that the human resources availability in terms of number and competency at these institutions is no-where near the desired level, including NIRDPR. The chronic problem being referred and recommended for reform relates to the HR issues at SIRDPR level in terms of their engagement, their motivation levels, competency, and effectiveness. The chronic issues of human resources of SIRDPRs have been thoroughly studied and creative recommendations have been made in the number of reports, the last one being the one constituted by the SIRDPRs Conclave held at NIRDPR in the year 2019. The Committee of selected Directors of SIRDPRs have brought out clear issues and solutions for removing the chronic constraints and enabling them to become vibrant institutions. A brief of the recommendations is given in **Annexure-20**.

It is absolutely essential to address these chronic issues and pave way for vibrant functioning of SIRDPRs to effectively take up CB&T activities of PRIs.

6.9 Leadership of SIRDPRs and State PR Departments

SIRDPRs are generally headed by a senior State level officer. It has been seen that a passionate Director with appropriate support has transformed the functioning of the institution and made it effective in undertaking the full-scale CB&T of PRIs. Such vibrant leadership at SIRDPR level, wherever exists, has led to satisfactory CB&T activity, evolving, according to the needs of the changing ecosystem. Such SIRDPRs are also known for undertaking professional CB&T on a scientific basis taking training needs assessment, planning, execution, evaluation and reforming the future approach. Such evolved institutions are very few and can reach the status of institutions of excellence. Therefore, it is imperative to take due care in positioning the right leader at SIRDPRs, especially the Director, unlike posting of officers who wish to be Director as the last resort. Many States treat this position as parking slot for unwanted people as a matter of rehabilitating such people. Such action is taken mainly because either the State leadership does not value CB&T or does not realise the potential of transformation they can bring through effective CB&T. Thus, there is a need to lay down strict systems for selection and posting of Director of SIRD with competency, professionalism and passion in CB&T activities. It is also essential to incentivise the people to seek this position in terms of financial or non-financial benefits so that a right person with passion can make all the change and lead the CB&T activities for RD and PR sectors in the State.

The above suggestion also applies to the positioning of the administrative head of the department, i.e. Secretary /Principal Secretary/Additional or Special Chief Secretary at the helm of affairs of RD and PR Departments. If the Department is headed by a Secretary who believes that local governments, viz. PRIs can harness their potential through effective CB&T, the potential of sustainable rural development and prosperity of the people may be translated into reality. Therefore, it is highly essential to institute a system of selection of the leadership at the Department level who can bring vibrancy to the PRI institutions and

thus development to the people. An appropriate incentivising system also may be created to attract such leadership.

6.10 Funding

In addition to the physical infrastructure, competent human resources in each institution, adequate and timely flow of funds is absolutely essential for achieving the vision of NCBF 2022. There is inadequacy of fund flow and undue delay in their flow that has adversely impacted CB&T activities of various institutions. A system of adequate and timely release of funds by the MoRD or MoPR or the State Government should be put in place.

Lapse of funds or late release at the end of financial year affects CB&T activities in the first half of the financial year. The lapses in timely release of funds by the State Government or Central allocation or the matching contribution of the State is impacting the work adversely. The State Government should create a mechanism that can enable automatic flow of the resources of the Government of India, as and when released, to the institution directly. In order to tie down the contingency, the State or the MoPR should **create one-time corpus** which can save the drought period of funds, usually at the beginning of the financial year. The issues arise because PFMS, needs to be addressed immediately to unburden the already burdened system for effective CB&T. The issue related to PFMS that has been brought out repeatedly by various stakeholders is the prohibition of use of funds from savings or earnings of the institutions as initial advance at the beginning of the financial year, followed by adjustments as and when Government funds are released. This has prevented the commencement of the CB&T activities in April even if an Institution has created corpus from the previous years.

6.11 Strategies for Strengthening SIRDPRs

The SIRDPRs can be strengthened and made autonomous by considering the following approaches:

- a) **Promoting SIRDPRs as nodal training institution:** The SIRDPR and the SPRC may be housed under one roof and may function under the leadership of the Director of SIRDPR. This will help in convergence of funds, human resources and training needs resulting in effective delivery of training programmes. All the training institutions of any State including ATIs, if located in one campus, will make it easy for the State to raise state-of-the-art infrastructure and other facilities that can be leveraged to its fullest potential by SIRDPRs. Maharashtra model of YASHADA can be followed for giving autonomy to SIRDPRs. This would allow SIRDPRs to leverage the facilities of ATIs without much additional cost involved in administration, R&D, library, travel desk, accommodation, experts, etc., and these can be utilised by both SIRDPR and ATI.
- b) **Bridging the wide gap in the performance of SIRDPRs in different States:** SIRDPRs strength or their effectiveness vary very widely from State to State, both in terms of physical infrastructure, training capacity, support from the State etc. A National Standard can be set for these institutions, as being attempted by Capacity Building Commission for all Central Training Institutions under the Mission Karmayogi. Special plans should be drawn up to bridge the gaps among various state institutions and help them to reach the National Standard. NIRDPR/Network of National Institutions should take the lead in building the capacities of Human Resources of SIRDPRs on a planned way.

- c) **Bringing out annual status report of SIRDPRs/ETCs:** NIRDPR/Network of National Institutions should bring out annual status report of SIRDPRs functioning, capacity building efforts, outcomes, constraints and suggesting way forward for rectifying the same for their effective functioning. This report will be a score card of each of the institution which can nudge them to take steps to improve themselves. The state leadership can also be motivated to take appropriate measures to improve their status in the coming year or a year later.
- d) **Timely funding:** Financial support to SIRDPRs in time is essential for them to function as expected. SIRDPRs should get funds in time from MoRD in two instalments, of which the first should be released in April and the second after submission of UC for the last instalment of the previous year. Sufficient funding should be made available annually, and untied funds should be made available to cope up with uncertain funding for training.
- e) **Training Calendars:** Training Calendars of SIRDPRs should be prepared and sent in the month of April to MoRD/ MoPR. There should be an online mechanism to submit and communicate the Calendar to the Ministries in GoI, State Government and other sponsoring agencies. The same online mechanism should have a system of updating submitted records from time to time to avoid any delay and to minimise repeated correspondence for the same purpose.
- f) **Strengthening HR:** It should be ensured that posts sanctioned for SIRDPR are never left vacant, and any transfer of personnel should be replaced immediately. Expertise of the State service officers may be utilised in identifying training needs. A roster may be prepared for State service officers who can be deputed to SIRDPRs from time to time. There should be a policy of filling up at least 40 per cent of positions by deputation from field officers from the development cadre. Dedicated extension/ monitoring and evaluation team shall be set up at SIRDPRs so that the quality of training is measured and improved, if needed. For them, the cost towards field visits may be provided. Hence, posts such as monitoring and evaluation expert, course coordinator, MIS assistant, IT manager, etc., may be sanctioned. The HR issues need to be addressed as recommended by the Committee of SIRD Conclave.

6.12 Promoting SIRDPRs as Centres of Excellence

For SIRDPRs to emerge as Centres of Excellence, the following issues may be considered:

- A scientific research wing may be strengthened with permanent staff for the same. Research proves to be useful in planning and developing effective training strategies.
- Centres on subjects of importance may be promoted.
- Systematic documentation of the best practices and wider dissemination is significant.
- Faculties of SIRDPRs may have international exposure and skill-building training at regular intervals.
- Cascade mode of training should be further strengthened.
- SIRDPRs may be encouraged to develop case studies, success stories, and online training/ certificate courses. For this purpose, NIRDPR may provide special assistance, including technical expertise.
- SIRDPRs should develop an action plan to meet external demands by investing in developing internal capacities.

- SIRDPRs should promote a revenue-generating model of training so that they can put more financial resources into innovations and pilots.

6.13 Other Channels of Enabling CB&T

Considering the vast number of stakeholders to be covered multiple times every year, the existing government institutional infrastructure is highly inadequate and creating adequate infrastructure in terms of adding more institutions under the Government set up is not a viable option. Therefore, other players should be roped in to attend to the CB&T needs. A number of States have already been utilising the services of NGOs or other private institutions with definite criteria and outcomes to meet the requirements. SIRDPR Odisha has successfully created a mechanism of empanelling training partners across the State and utilising their services on agreed terms and conditions to cater to the CB&T needs.

In order to assist the States/SIRDPRs to empanel training partners as per their need, creating a system of execution and monitoring of the outcomes of the CB&T by these empanelled training partners should be laid down by the MoPR. These guidelines may help the State/SIRDPRs to quickly roll out the system for expanding the Capacity Building infrastructure. A model of empanelment criteria for the training partners, execution process of the training by the training partners tracking and monitoring of the outcomes is given as **Annexure-21**.

6.14 NGOs and CSR Institutions

In order to maximise training outreach, there is a need to explore the possibility of outsourcing PRI CB&T to NGOs. Further, the major area of CSR programmes as per Schedule VII of Companies Act 2013 is rural development projects and area of operations of CSR institutions includes improving the lives of the rural poor in terms of access to education, healthcare, sanitation, livelihoods, drinking water, agricultural improvement, etc. The corporates also share their resources by building partnerships with PRIs to impart knowledge and skills to Panchayat functionaries. The following are the strategic and operational reasons to justify the outsourcing of PRI CB&T to NGOs & CSR institutions:

- Large Target Audience:** The number of stakeholders in PRIs, their geographical dispersion, turnover rates, etc., make it difficult to ensure timely delivery of CB&T without vast external support.
- Time and Quality Consideration:** CB&T in PRIs needs to be implemented in a defined and definite time frame. The involvement of external resources may be necessary to enhance the quality of CB&T delivery.
- Bridging Resource Gap:** The dearth of human resources, infrastructure, and quality of delivery can be bridged through outsourcing.

The nodal training institutions will have to decide on the training activities to be outsourced based on (a) the existing capacity of the agency to carry out the tasks at high quality and in time bound manner and (b) cost-effectiveness and value for money - ensuring utilisation of funds in result-oriented manner. Each training activity should be clearly defined to ensure homogeneous understanding and consistent and precise performance. Outsourcing of PRI CB&T to NGOs / CSR institutions requires a well-defined framework and systems for promoting uniform understanding, transparency, and consistency. NIRDPR may prepare detailed guidelines for outsourcing PRI CB&T activities to such partnering institutions.

6.15 Educational Institutions

The Ministry of Education (MoE), Gol has launched Unnat Bharat Abhiyan (UBA) with an aim to connect institutions of higher education with local communities to address the development challenges and training needs through appropriate technologies. The MoE has advised all such educational institutions funded by the Central/State Governments to adopt clusters of backward GPs/villages in their vicinity and apply their knowledge and expertise in development activities, including CB&T of GPs. These educational institutions are expected to carry out detailed field study, participate in conceptualising and preparation of development plans. They also provide technical and managerial inputs to find innovative solutions to the issues of basic amenities & livelihood opportunities to improve the quality of life in rural areas. The institutions continue their engagement with chosen Panchayats and offer assistance to ERs and functionaries of PRIs.

6.16 Other Institutions

Given the extensive range of topics for training, there is a need to develop a strong partnership with other specialist institutions to provide CB &T in various sectors such as education, health, drinking water, agriculture, etc. Each State has a strong network of Government institutions such as the State Council of Educational Research and Training (SCERT), District Institutes of Educational Training (DIET), State Health Systems Resource Centre (SHSRC), Krishi Vigyan Kendra (KVK), and Rural Self Employment Training Institutes (RSETI), etc. A survey needs to be conducted to identify such resource institutes and develop a partnership with them to ensure appropriate sector-based training. Networking should be one of the key activities of nodal training institutions to gain access to a greater range of expertise and other resources. Such networking enables the pooling of available institutional resources, extends the reach of training, and avoids duplication of efforts. NIRDPR can empanel the renowned National / State Resource Institutions having first-hand experience in decentralised planning to extend handholding support to PRIs. The services of the empanelled institutions can also be utilised in CB&T of PRIs.

CHAPTER-7

AREAS AND DURATION OF TRAINING

7.1 Introduction

As detailed in the earlier section of the Framework, the stakeholders are vast and diverse in many aspects. The areas of training, duration and methodology will have to be devised based on the category and profile of the stakeholders. The core stakeholders belong to different types of PRIs – with a majority at the GP level and moderate numbers in the Intermediate and District Panchayats. As there are variations in terms of age, social background, education, skills, attitude, etc., at each level, it is impossible to prescribe a one-size-fits-all mode of training at National level. It is rather the State actors, especially the State PR Department, SIRDPRs and other State level training institutions, to strategise and prepare a detailed Perspective Plan for CB&T at the beginning of the Panchayat election cycle and accordingly fix the areas of training duration and methodology.

It is pivotal to assess the competency of each category of stakeholders and also undertake training need assessment at the beginning of the Panchayat election cycle in each level of the PRIs. The profile of the group of stakeholders needs to be assessed for their competency levels in terms of knowledge, skill and attitude and design the training modules to bring them up to the desired level of competencies through multiple modes of CB&T. Ideally, all individuals should get training depending on their competency in such a way that they are brought up to the level of the desired competency and attain proficiency in skills and behaviour appropriate to the role of the stakeholders for the effective and efficient functioning of the PRIs. This, however, may be a humongous task, and hence an appropriate grouping of the stakeholders has to be made so that coverage can be expanded by adopting multiple modes of delivery in the areas required with appropriate duration.

Based on the design thinking exercise done by the committee with the help of Mission Samriddhi, a Social Enterprise working in the area of strengthening Panchayat governance for sustainable development, it has come out that different areas of training should be made into small capsules and arranged to push to the stakeholders in appropriate combination, sequence and number so that the stakeholders can complete the module and acquire the required skills, knowledge and right attitude to perform efficiently and effectively. The content should be so modulated to fit the requirement of the stakeholders. For example, media persons have to be made aware of the roles and responsibilities of the PRIs and the potential of these institutions in bringing prosperity to the people. In addition, they should also be sensitised on positive ways of projecting the good work, identifying the stories for their presentation, and collaborating with SIRDPRs/NIRDPR to identify areas of publicity that can be created. Therefore, the areas of training, duration and method of delivery may vary from one category of stakeholders to another and accordingly, the system has to be created for effective outcomes.

7.2 Key Issues and Challenges

The key issues and challenges while identifying appropriate areas of training for various categories of stakeholders of PRIs are as stated below:

- i. Lack of basic orientation like functional literacy, digital literacy, financial management for developing skills and other components of capacity for PRI representatives
- ii. Lack of adequate follow-up mechanism after completion of the orientation
- iii. Lack of perspective plan or framework for CB&T customised for Panchayats in many States matching with the Panchayat election cycle
- iv. Lack of integration of gender as a cross-cutting issue in major training courses for PRIs
- v. Training should focus primarily on information and knowledge sharing rather than attitudinal change through participatory methods, leading to the result that two-way communication is missing in most cases.
- vi. Inadequate mechanism to disseminate the new policy measures, legislations, new schemes, and guidelines as well as success stories from State to the ground level
- vii. Lack of general understanding among ERs and officials with regard to desired service delivery standards in the implementation of devolved subjects and schemes, operational procedures of Government functioning and the relevant Acts and Rules
- viii. Inadequate capacities in SIRDPRs to take up training on devolved subjects like agriculture, health and promotion of IT skills like computer training, mobile applications, online self-learning modules, etc., which includes:
 - Inadequate availability of sector-based subject experts as master trainers
 - Lack of networking with sectoral training institutes to undertake sectoral training in a synergistic mode
 - Lack of customised training/training modules for new entrants/multi-termers, etc.
 - Inadequate availability/use of Audio-Visual learning materials during training
 - Lack of associated field visits as part of the training modules

7.3 Strategies to Include Relevant Subjects

The strategies should be developed right from the range of the subjects for the training programmes considering different clientele groups, the State specific curriculum of the training programmes to the mandatory and optional training programmes that are to be organised for ERs and functionaries of PRIs in association with the concerned line departments.

Syllabus based on expected/assigned roles: A syllabus may be prepared on the core subjects to cater to the requirements of different clientele groups, particularly ERs of PRIs and functionaries of these institutions. This may be prepared after a thorough analysis of the role requirements of different functionaries in the evolving scenario of development, initiatives for mainstreaming localised SDGs in PRIs and also in the light of the approaches under the major developmental programmes being implemented by different Ministries.

Syllabus for 29 subjects of the Eleventh Schedule: The preparation of Syllabus on each of the 29 subjects of the Eleventh Schedule may be considered for coordinated and integrated development of rural areas in consultation with respective line departments. The learning material/course modules on various

subjects available with line departments at the State or National level should be used. For example, the Ministry of Water Resources and Sanitation has already developed the training material for Swachh Bharat Campaign, Jal Jeevan Mission. Similarly, the training modules were already drawn up by NITI Ayog on Poshan Abhiyan. Such inputs/materials can be customised to suit the State.

7.3.1 Strategies Related to the Range of Subjects for Training

The areas or subjects on which training needs to be provided to ERs and other stakeholders largely depend upon the existing competencies of the Stakeholders and, to a certain extent, on the status of devolution in different States, in respect of the 3Fs, viz. Funds, Functions and Functionaries. The 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 Eleventh Schedule of the Constitution– to PRIs by State Governments. Further, the role of PRIs in Centrally Sponsored Schemes (CSSs) is also increasing. As a result, new stakeholders (departmental functionaries and CBOs) are continuously added to the training ambit. New training areas also emerge with every additional sector devolved to Panchayats. Moreover, new human rights concerns, environmental issues such as global warming, climate change, natural disasters, changing demographic profiles, etc., are also crucial local governance issues. Depending on the clientele to be addressed, the range of subjects to be addressed in CB&T includes the functioning of PRIs, their accounts and financial management, sectoral issues such as drinking water, sanitation, education, livelihoods, etc., as well as issues related to social justice and well-being of marginalised groups. Also, consider organising joint training of ERs and functionaries to promote collaboration, cooperation and coordination amongst them in terms of planning, budgeting, execution and monitoring.

7.3.2 Strategies for the Core and State Specific Curricula

The subjects that need to be addressed in the training of ERs and functionaries of PRIs vary from State to State, corresponding to the competencies of the stakeholders and extent of devolution, as well as the socio-economic context. Therefore, it is not meaningful to design and implement a uniform training framework for the country as a whole. However, training curricula and modules can be categorised under the following two broad headings:

- a. **The core curriculum** consisting of 'Fundamentals of Panchayati Raj' - that are common and need to be addressed by all States, with reference to the 73rd and the 74th Constitutional Amendments, the National policy framework, and core issues related to Panchayats such as the 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 socio-economic context.
- c. **Preparation of learning materials in local language:** Learning materials for all Training Programmes should be prepared and published in the local language for the ease of understanding by participants. Considering the education qualifications of the PRI members, publications in the local language will help better dissemination of the information. Moreover, these books can be referred by the PRI representatives during the implementation of the schemes in their areas. Any rectification, if required, can be done with reference to the information provided in the books/learning materials. Prepare a set of booklets in the local language on PRI Acts, circulars, guidelines, schemes for ready reference, and the same can be placed electronically with detailed FAQs. Development of training modules is also a

skilled and intuitive job which needs to be done carefully, keeping the clientele in mind. An indicative approach for preparing a training module is given in **Annexure 22**.

7.3.3 Mandatory and Optional Training

The CB&T strategy for PRIs may be planned to offer five types of training courses under two broad categories: **Mandatory courses**, which are non-negotiable for ensuring the effective functioning of PRIs and **Optional courses** of two types, which should be demand-driven 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 PRIs, namely:

- Basic Orientation - Foundation Course, which can be given to all stakeholders of PRIs, though in different modes. Training on SDG-focused GPDP, BPDP and DPDP for officials and field-level workers belonging to different sectors should also be mandatory.
- Thematic-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.

The Optional Courses could be of the following two types, viz.

- Special Courses for ERs of special categories and Panchayat employees working in a particular sector such as accounts, financial management, functional literacy etc.
- Advanced Thematic Focussed Courses.

7.4 Duration of Training

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. Besides this, online courses can be on a registration basis by the interested stakeholders, which may span over a period and at the convenience of the learner. Such online courses can cover a wide range of subjects, including mandatory, optional, refresher, management development, leadership development etc. The criteria for prioritising the course content may be guided by the framework of Must, Should and Could - as explained 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**

7.5 Suggested Content and Sequence of Different Types of Training Courses

7.5.1 One-day Orientation and Oath-Taking Function

Emphasis may be laid on conducting an induction programme immediately after the election of the ERs of PRIs. Many a time, the first training for ERs gets delayed in a number of States, beyond six months, and in several cases, many ERs are left out of this induction level orientation programmes. Prior to the induction programme, it is envisaged to organise a **one-day orientation programme for all the ERs within 15 days after announcement of election results across the State**. The fundamental objective of this orientation (which is proposed to be organised at block level or district level) is to enable them to take oath of office if they have not taken already and to pledge to lead the Panchayat into prosperity and sustainable progress. The oath to be taken should be in the local language and can be drafted based on the sample oath given as **Annexure-23**. This occasion can also be used to collect socio-economic and demographic details of the ERs, preferably updating the digital data of the SEC for future use in forming batches for training purposes.

After oath-taking, all the participants should take a pledge to do certain things in their office period. The pledge should be in the local language, and every State should come up with a draft pledge based on the sample given in **Annexure-24**.

The one-day orientation can be held in large numbers. All ERs of a district can be assembled at District headquarters and may be introduced to the important functionaries at the Block and District levels of all sectoral departments for facilitating future connectedness. The event may be attended by the District Collector and all district level Sectoral officials, and motivate the ERs to take on their roles, discharge their responsibilities, and encourage them to become outstanding leaders in their period of office. A motivational speaker, preferably a successful leader who made a difference in the earlier stint or any other motivational leader, can ignite the minds of ERs to move forward in their respective roles. The purpose of this session is basically to provide a broad idea of their roles, responsibilities, and the potential a Panchayat can achieve under their leadership in their term. A particular session may also be included on how to create a vision statement for each Panchayat based on which future work can be taken up. The political and administrative leadership can attend this one-day orientation virtually to infuse enthusiasm and confidence among the ERs for their term and create pride in themselves for becoming the ERs to lead their people. A small booklet of contacts of various sectoral players at both District and Block levels and other important contacts can be listed. A simple basic study material, preferably in a pictorial form, on prioritised fields of the State can also be distributed among them.

7.5.2 Basic Orientation – Foundation/Induction

The Foundation Course is a mandatory course designed to orient all the new ERs as well as core PRI functionaries, such as GP Secretaries, with the fundamental concepts related to Panchayati Raj. This should be **conducted within 100 days of every fresh Panchayat election**. The mandatory duration should be a **minimum of four to five days**, in a face-to-face direct interactive mode.

The prioritisation of the subjects to be covered may be 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. The suggested course content for Basic Orientation – Foundation Course may be 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
- The 73rd and the 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
- Tendering and Contract Management
- Organisation Development
- Leadership development
- Panchayat Management
- Own Source of Revenue Mobilisation (approach is given in **Annexure 25**)
- Gender sensitisation
- Preparation and integration of Gram Panchayat Development Plan, Block Panchayat Development Plan and District Panchayat Development Plan

B) State-Specific Content:

- Overview of State Panchayati Raj Act and Rules
- Roles and Responsibilities of PRIs – at all three levels
- Devolution of 3 'Fs' with respect to the Eleventh Schedule containing 29 Subjects
- Activity-Mapping for three tiers of PRIs actually devolved by respective State Governments
- Relevant issues related to Schedule V Areas - such as PESA (in respect of 10 PESA – specific States)
- Participatory and decentralised planning
- District Planning Committee
- Conduct of mandatory meetings by PRIs – 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 the Panchayat database of funds received, expenditure incurred and own income

- Revenue matters related to PRIs – collection of taxes/fees/penalties; removal of encroachments from Panchayat lands and common property resources; issue of house pattas, 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, JJM, SBM, NRHM, NBA, SSA, Mid- Day Meal, etc.
- Team building (coordination and convergence)
- Inclusive development planning, with a focus on disadvantaged communities, viz. – SCs, STs, minorities, women, senior citizens, children and differently-abled
- An example of the content of such a course is given in **Annexure-26**.

7.5.3 Thematic Sector-Specific Training

A detailed thematic sector-specific training course could be planned for ERs and functionaries or 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 the election. The sector-specific training can emphasise 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.

Each State could decide the broad themes for sector-specific training based on the extent of devolution. In view of the main focus on SDGs, the prioritised targets of SDGs can be considered for thematic training programmes. Each of such targets would cut across the sectors; thus, each theme will be a convergence of multiple sectors. The suggested list may be as follows:

- Provision of civic services
- Poverty-free village
- Self-sufficient infrastructure in the village
- Health/Healthy Village
- Water and Sanitation/Water sufficient village
- Education
- Women / Engendered Development in village
- Child Development/child-friendly village
- Socially secured village /Social Justice and Empowerment
- Natural Resource Management/Agriculture
- Disaster Management
- Clean and Green village /Climate Change Adaptation
- Village with Good Governance/Organisation Development

- Capacitating SHGs to collaborate with Local Governments through creation of CRPs for Local Governance
- Social Accountability
- Sourcing of local statistics and their interpretation
- Participatory Rural Appraisal

The topics and discussion can centre on the following:

- Overview and status of the concerned sector/SDG
- Core issues to be addressed
- Sectors that feed into the final outcome
- Different indicators need to be looked at
- Decentralised planning process connected sectors
- Role of PRIs related to planning, supervision and coordination of devolved subjects
- Management of flagship programmes under each sector
- Measurement of outcomes in terms of identified indicators
- Impact assessment

Long Duration Thematic Training Programmes: Provision for long-duration thematic training programmes may be introduced for the ERs and functionaries of PRIs and other local institutions. These thematic programmes may be organised in the initial five years of joining the service for future progression. The functionaries may select thematic areas and complete the training in hybrid mode – both classroom sessions and field assignments. Thematic areas will cover different core subjects on rural development, Panchayati Raj, etc.

7.5.4 Refresher Training

The mandatory Refresher Course may be of **3 to 5 days' duration**, depending on the felt need. This should be designed to reinforce knowledge generated in the Foundation Course in the first year of the electoral cycle and could ideally be during the second or third year after the election. The Refresher Course should be organised 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 functionaries of PRIs. An example is given in **Annexure-27**.

The Refresher Training Courses 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 to cope with field-based challenges.

7.5.5 Special Courses for Marginalised Groups

a) Special Courses for ERs belonging to Marginalised 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 the Panchayat election. As part of these programmes, the number of mock or actual events needs to be incorporated. For example, a mock event on ‘how to conduct Panchayat meeting, how to draft the minutes, how to conduct an effective Grama Sabha, etc.,’ can be organised as part of these training programmes. Other focus areas can be:

- I. How active engagement of women can help in the proper selection of schemes related to the development of women of children.
- II. How active participants of women in Gram Sabha can help in including women and child issues and creation of their demand.
- III. How can women and child issues be discussed in women sabhas and brought to the Gram Sabhas for solving them.

b) Special Courses for Panchayat Functionaries

Similarly, specifically designed courses may be organised for the functionaries of PRIs, taking into account their designated tasks/job profile – as experimented by SIRD, Karnataka, in designing special training for Panchayat Development Officers (**Annexure-28**). Under RGPSA, several States are providing new staff at the GP level. It is vital that special courses be designed for such staff, such as accountants and data entry operators. Effective capacitating and motivating the Panchayat Secretary/PDO can transform the Panchayat functioning.

7.6 Capacitating Elected Representatives for Leadership Role

Decentralised governance, introduced through the 73rd Constitutional Amendment Act, has brought about 3.6 million ERs into the system and more than 7 million other stakeholders of the Panchayat ecosystem. Since the ERs are the soul of the institutions of self-government with varied socio-economic strata and educational backgrounds, grooming their leadership qualities will be critical for making the PRIs vibrant. The ERs, as elected leaders, play a crucial role as agents of change for rural transformation. All ERs need to be trained, oriented and sensitised to enhance governance capability. One of the focus areas of revamped RGSA is capacitating the ERs for the leadership role. Thus, the CB&T initiatives should have adequate coverage on grooming them as passionate leaders to enable the welfare of their people. The UN -HABITAT has published the “Training for Elected Leadership Series”, wherein the following competencies are required among the ERs:

a) Representation: ERs are public officials and community leaders, and representation is their key responsibility. Through representation, they serve the citizens. The elected men and women are responsible for representing the rights and needs of all citizens residing within their jurisdiction in the appropriate forums.

b) Communicating: Effective communication is critical to good governance, transparency and accountability. The communicating competency involves giving and receiving information, ideas and feelings with accuracy and understanding. The ERs, with effective communication skills, can ensure people's participation and make the planning/decision-making process more meaningful.

c) Facilitating: Facilitating is a process of mediating disputes, building active teams, and managing interpersonal and inter-group conflicts. The ERs can effectively organise meetings and discuss and solve problems through better facilitating skills.

d) Using Power: ERs are vested with powers to utilise resources and approve plans/works. Using power responsibly is the single most important requirement of ERs. In no case should there be scope for misuse/abuse of powers for private gains.

e) Decision-making: ERs have a lot of options when it comes to making decisions. Decision-making competency helps to identify/analyse problems and explore options for finding better solutions. Decisions are judged by its quality and acceptance by those who have to live by its consequences. ERs have to make appropriate impartial decisions at the appropriate time.

f) Policymaking: Good governance is an important factor in strengthening PRIs. The ERs, by the power invested in them, have to make good policies that are responsive to the needs and ambitions of the citizen. Policymaking involves examining alternatives while preparing plans and determining implementation strategies. Gender analysis is an integral part of policy-making process.

g) Enabling: Enabling defines what others can do to provide programmers and services to the community rather than what the Panchayat should do. The enabling competency involves a wide range of options like forming partnerships with NGOs, beneficiary committees, women SHGs, etc., for local economic development. Such partnership initiatives can include awareness generation, community interface and monitoring of development activities.

h) Negotiating: Negotiation involves interaction between two or more parties representing divergent interests and positions. The negotiating competency will help ERs to take the best decision from the perspective of all stakeholders. The Panchayati Raj system provides vast opportunities to ERs for negotiation while formulating plans and implementing projects.

i) Financing: Financing involves allocating and spending funds according to the prioritised needs. A better understanding of financing and budgeting from different perspectives, including gender equity, is very essential in the functioning of PRIs. Apart from government grants, the Panchayats also need to raise their own source revenues (OSR). Proper financial management is must for good Panchayat governance.

j) Overseeing: Overseeing involves the supervision and monitoring of all development programmes. The success of democratic decentralisation largely depends upon an effective monitoring system. The overseeing competency helps ERs to put in place various safeguards for effective administration and better service delivery.

Thus, the CB&T initiatives should have enough coverage for developing leadership qualities, as indicated above, among the ERs of PRIs. A specialised training strategy needs to be evolved by each State, and motivating inputs should be used to groom them. It is seen that peer learning and observing their mentors can influence them for positive leadership qualities. Touching the hearts of these key stakeholders through psychological tools and approaches can be explored. Every training programme should have a component of immersion in the form of meditation, Inner Engineering, etc. The Perspective Plan of the State should have a special mention and detail the approach for grooming the leadership of the stakeholders of the PRIs.

7.6.1 Leadership Development Courses for other functionaries

Leadership Development courses can also be conducted for other stakeholders, especially the core stakeholders who are directly connected to the PRIs and the local youth, in the form of "Panchayat Bandhu" Films on the successful leaders from various States or countries can be shown during the training to show different styles of leadership. The PRI stakeholders should get enough motivation during the Training Programmes so that they can start working for the community. They should understand their roles and powers and how they can exercise their powers for developing the PRIs. Role models should be developed in every State from the successful ERs of PRIs and other functionaries who can be invited for interactive sessions with the present PRI representatives. A few leadership exercises can also be tried, and mock sessions may also be conducted to give them practical learning.

7.7 IT and Technology-related courses

The ERs and functionaries of PRIs need to be supported in being computer literate so that they can manage their work efficiently. The PRI members' knowledge of using computers should be considered when designing training modules. Initially, a basic course can be given to all who are first-time users of computers. That should include basics like writing a letter, sending an email, visiting different websites, and monitoring the status by using the internet applications. Even topics on using a smartphone and apps in a smartphone can also be included. The 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 application of Panchayat Enterprise Suite (PES). The Master Trainers have been created in the States by the MoPR. Each of the PES applications also includes computer-based tutorials and application-specific presentations that users can use for self-learning. The Geographic Information System (GIS) may be promoted in decentralised planning, and training programmes should orient them to know what services they can expect from these new technologies and how to leverage them for planning, execution, and monitoring. **Training does not make them experts but makes them aware of their potential and who can help them in actually using them.** The Panchayat Bandhu can be trained on the detailed usage of these technologies.

The modules for the officials should be different. As they are already working with computers, they must be given training as required for their jobs. Computer courses should be designed from Basic Computer Knowledge for beginners to the Advance Level Courses such as Auto CAD for Engineers working at different levels of PRIs.

SIRD, Tripura has successfully tried out computer training for ERs and functionaries of PRIs, by networking with expert private partners. The Presidents/ Chairpersons of different tiers of PRIs/core functionaries also need to be trained on the use of PFMS and digital banking. They must be trained soon after taking charge so that they can get well accustomed to the process of digital banking.

Even training programmes on IT may be designed for the Engineering or Technical persons working with the Department so that they can refresh their knowledge and make themselves comfortable to work with the latest IT tools and applications. 4-5 days' training programmes every six months may be proposed. For conducting IT-based training programmes, tie-ups with the Local Engineering Colleges and Universities can be made for Faculty support if the infrastructure is available; otherwise, the courses can be conducted in those colleges or universities as per the requirements of the participants. These training programmes will definitely enhance the technical competencies of both ERs and functionaries of PRIs.

7.8 Functional literacy/Panchayat Management

The ERs and functionaries of PRIs should be given training on functional aspects. This training should repeatedly happen, at least 2-3 times a year, to keep them updated with the PRI system. The quality of work culture in the PRIs can be improved through such training programmes. Important areas to be covered are listed below:

- Importance of discipline in workplace, respecting time management
- The need to work as a team and team-building exercises
- Record keeping
- Meeting management
- Conflict management
- Personal management
- Project management
- How to initiate a file, file numbering, maintain office files, track file movement, registering and document correspondence, issue orders based on approvals, stock the orders for future reference etc.
- Need for computerisation of the records and how to go about
- Basic computer knowledge for those who are in need
- Record keeping
- Grievance redressal and tracking the grievances and action taken thereon
- Records to be maintained for social audit and account audit purposes
- Maintaining good public relations
- Public speaking, negotiating skills
- Protocols to be followed while meeting others
- Presentation skills and how to make a good presentation
- Communication skills, including how to write an e-mail, letter, etc.

The list is only indicative; actual training/grooming can be based on TNA and the necessity based on the profile of the stakeholders.

7.9 Training on areas and methods of outsourcing, preparation of EOIs/Bid documents, etc.

Outsourcing is an important method of performing a function. Sensitising the PRI stakeholders on the possible areas that can be outsourced for efficiency and cost-effectiveness and how to go about will be a key area in the present circumstances. They also need to know the process of outsourcing, methods to be followed for selecting a successful outsourcing agency, which would require them to be sensitised on the content of the EOI, general and special conditions etc. They need to be exposed to the possibilities of outsourcing, and how to go about, but not to make them experts. They should know as whom to approach for help for such interventions.

7.10 Special Training for Sectoral Functionaries

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

Specialised Training programmes for Barefoot Engineers, Masons, Plumbers, and Electricians can also be organised at GP and Block Levels which will help in the timely implementation of the Rural Development Programmes. The Barefoot Engineers can help the officials during the implementation of MGNREGS. They can be useful during the construction works under MGNREGS. The Masons can play an important role in the implementation of PMAY(G) to meet the target of the rural houses to be built in each GP. The plumbers and electricians will also help complete water and electrical connections in houses in rural areas. SIRDPRs can conduct skill training programmes in association with Skill Councils and the Skill Development Department in their States concerned.

7.11 Preparation and integration of GPDP, BPDP & DPDP

People's Plan Campaign (PPC) was launched by MoPR for the preparation of GPDP, BPDP and DPDP with objectives as below:

- Preparation of participatory, comprehensive GPDP, BPDP and DPDP in the Gram Panchayats, Intermediate Panchayats and District Panchayats, respectively, in a time-bound manner across the Country.
- Evidence-Based Assessment of Progress made during previous years based on Mission Antyodaya Indicators and consideration of new proposals in relevant sectors/subjects
- Organise Structured Gram Sabha meetings with active participation and presentations by Frontline Workers/Supervisors of all Sectoral departments
- Gram Sabha meetings preceded by 'Bal Sabha' and 'Mahila Sabha' apart from 'Ward Sabha' –would facilitate enumeration and articulation of demands of children, women and vulnerable groups
- Integration of Sustainable Development Goals (SDGs) in GPDP, BPDP and DPDP.

The process being intensive in nature, training and capacity building becomes an essential aspect. The linkages among GPDP, BPDP and DPDP have to be understood, and the capacity-building activities should address this. This asks for a systematic training framework to be adopted by the States through their respective SIRDPRs.

7.12 Linkages with GPDP, BPDP and DPDP

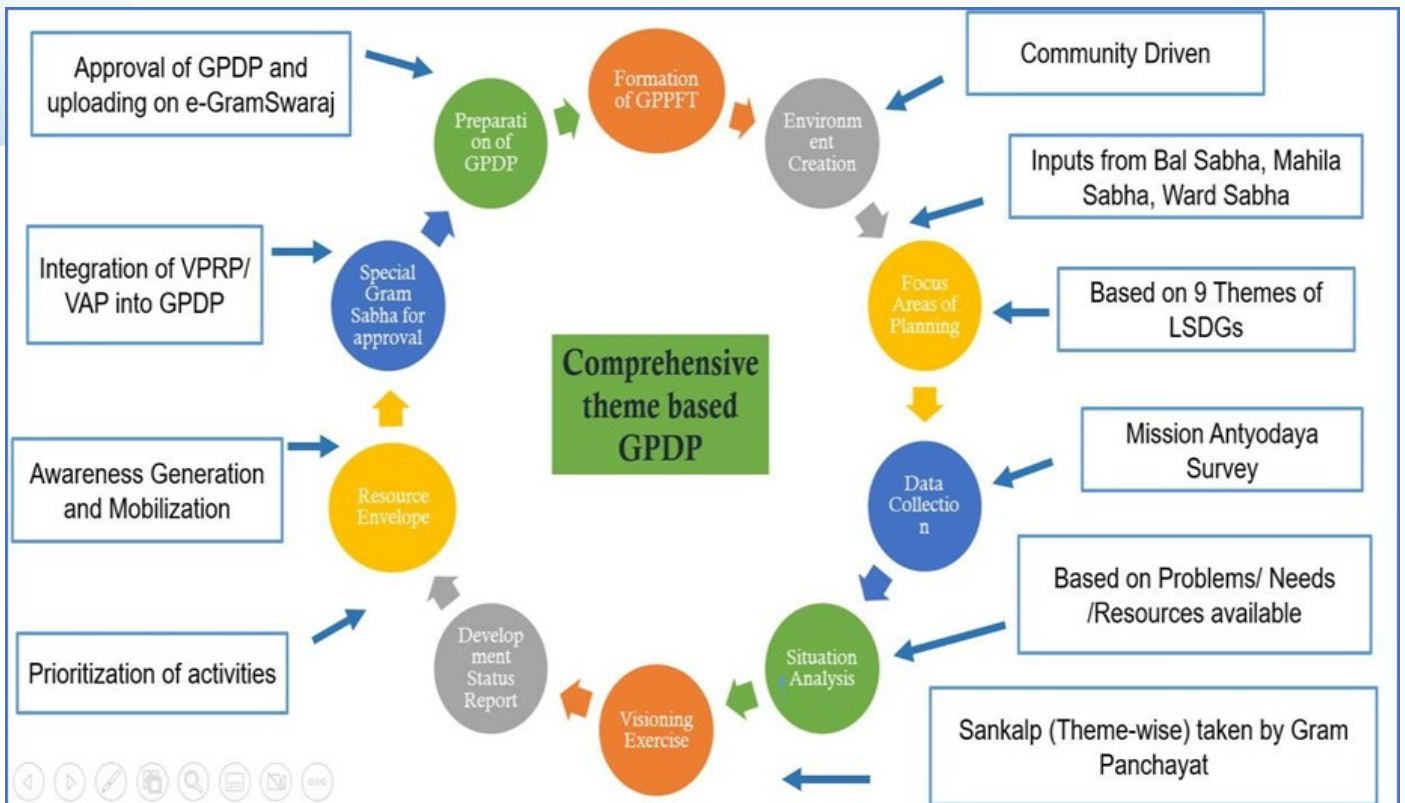
All the activities have to be focused and happen at various levels. It is vital to have linkages and integration of development plans of all the tiers of local governments to achieve the goals. While there has been much effort in building the capacities of GPs for the preparation of the GPDP, similar measures have not been taken up in the case of BPs and DPs. However, with the new approach of results/goal-based planning to achieve SDGs, these tiers also need to be seriously considered for capacity development. Creating linkages between each of them is crucial. Naturally, CB&T should be able to focus on this aspect

also – where even while the capacity of each tier is dealt with; it should not be in isolation. GPs should be able to see the perspectives of development and the vision for development envisaged by the higher tiers. Similarly, the BPs and DPs should know how the GPs plan. Thus, the GPs should have an overall perspective about planning by higher tiers and be able to provide inputs to BPDP and DPDP. Similarly, the BPs and DPs should be able to provide guidance and perspectives to the lower tiers. Thus, capacity building has to focus on the knowledge and skills of the GP to provide inputs to the higher tiers. The BPs and DPs should have the capacity to guide the lower tiers to feed the inputs for incorporation into BPDP and DPDPs. SIRDPRs need to carefully devise the training and capacity-building strategy given the thematic approach adopted by MoPR while planning for training of GPDP, BPDP and DPDP. The following aspects need to be outlined clearly:

- a) State action plan for GPDP, BPDP and DPDP training need to consider SANKALP taken by each GP which would help SIRDPR and ETCs schedule training calendar for the state. Sankalp-wise, GPs need to be clubbed together for the training.
- b) Separate modules for all of the prioritised nine themes of SDGs, vis-à-vis GPDP guidelines, need to be developed and Sankalp-wise training programmes organised at all levels for better results. Similarly, the BPDP and DPDP also have to be considered. In all these modules, the linkages and integration with development plans of GP, BP and DP have to be considered.
- c) Exposure visits to beacon GP/BP/DP or Model SDG GP may be planned to showcase the modelling for experiential learning to PRIs. At least 10 GPs on each thematic priority may be promoted and identified for this experiential learning.
- d) Awareness creation/environment building for GPDP, BPDP and DPDP shall be given more focus on the thematic approach and community orientation on the changing policy environment. Community awareness of LSDGs will help PRIs make their plans comprehensive, inclusive and SDG-centric leading to human development face to the plans.
- e) The GPDP, BPDP and DPDP preparation process needs to be revised in view of adopting nine themes. Data collection formats and process, especially PRA tools, need to be revised.
- f) Appropriate PRA tools should be identified for each theme and the process to be followed while adopting the same in field. For instance, for a Socially just and secured panchayat theme, Social mapping can be an appropriate tool as it will help the community to identify vulnerable HHs/ individuals for social protection measures, while for poverty free Panchayat theme, PRA tools like resource mapping, seasonality calendar would prove to be helpful.
- g) Training content needs to be aligned with SDGs based on the thematic priorities adopted for LSDGs. It shall cover SDG principles, thematic approach, resource and localisation mapping exercise, participatory plan development through PRA tools, including visioning and prioritisation exercise in Gram Sabha, and inclusion of concerns raised in Mahila Sabha, Bal Sabha, and Vulnerable Sabha. E-Gram Swaraj portal to be explained.
- h) Training modules shall be revised as appropriate with the help of PRA and GPDP technical experts.
- i) It is desired that all PRIs are motivated through training and handholding support for achieving prioritised SDGs by 2030, with the backing of MTs/Resource Persons/Officials who have adopted five GPs as happening in Maharashtra.

j) Mentoring support should be a part of the State action plan for training with the help of revamped RGSA funds. Necessary provisions have to be made in the Annual RGSA plan for mentoring support to PRIs in a sustained way.

A pictorial depiction of GPDG is given below. Similar comprehensive flow diagrams can be evolved for BPDP and DPDP also.



Besides the strategy suggested above to better achieve the results of SDGs by 2030 in PRIs, the following framework should guide NIRDPR and SIRDPR to plan their training and capacity-building initiatives for SDG localisation through GPDG, BPDP and DPDP. Given the complexities involved in developing PRI plans in a resource-constrained environment with a thematic approach, PRIs need to be extended with sustained support through training and capacity-building initiatives by SIRDPRs. Hence, the framework below may be considered while devising training strategies for each state.

CHAPTER-8

TRAINERS & RESOURCE PERSONS

8.1 Necessity of 'Trainers', not 'Teachers', for Effective Capacity Development

It is generally observed that a majority of the training institutions at State, District and Sub-District levels practise "teaching" rather than "training", which is obviously different from teaching. Teaching is done based on the conventional mode of 'pedagogic' practice, which is applicable to formal education in schools, colleges and universities, whereas training is to be done on the basis of 'andragogic' practice following adult learning principles, as discussed earlier. Unlike the conventional approach adopted in formal education in colleges and Universities, in the case of adults, this conventional approach of 'teaching' does not hold good. Adults have their own points of view. So, they generally do not accept what they are taught in a sermonising style; they want to judge everything from their own experiences and points of view. In the case of adult learners, there can be no 'teacher' to 'teach' but 'trainers' to 'facilitate' the process of learning through joint efforts. Trainers, no doubt, need to transfer knowledge, which is one of the components of CB&T, but should also focus on important components of CB&T, such as the development of attitude and skill and giving much more focus on the both-way process of 'learning'. As generally observed, the reason for the functioning of the so-called trainers in these institutions as teachers is that they have rarely been groomed as trainers and facilitators whose responsibility is largely to create an environment for learning through joint efforts rather than to try to fill the learners as 'empty bottles'.

8.2 Need for Practitioners of 'Participatory Training' for Effective CB&T

'Participatory Training' is a distant reality because it is preached more than it is practised. Allowing participants to speak during a session or asking them to sit in groups for collective decision making or using a few popular Participatory methods and techniques does not necessarily make a training Participatory. Indeed, prerequisites for Participatory Training are a strong belief among trainers that learners may have at least some knowledge and practical experience about the subjects of learning; that, if facilitated and encouraged, the learners can discover viable options for solving problems and creating new things; that the responsibility of the trainers is not to insert ideas into their minds but to take ideas out and to pave thereby the path for more suitable options of solving problems. What is essential for effective CB&T of PRIs is this Participatory approach with strong conviction and rigorous practice. The subject matter specialists and Resource Persons operating at State, District and Sub-District levels need to be properly groomed to function as 'Trainers' in the light of the above.

8.3 Grooming of Trainers and Resource Persons at State, District & Block Levels

The quality of local governance and performance of ERs and functionaries of PRIs directly depends upon their competence and motivation levels. Their competence and motivational levels can be enhanced by appropriate and quality CB&T. Again, the quality of CB&T depends on the competence of Trainers and Resource Persons. CB&T of PRIs is a planned process to build skills and knowledge and bring behavioural change through specific training and learning experiences. As discussed earlier, the stakeholders to be covered are large in number and diverse in their profile, socio-economic background, etc. The core

stakeholders include the ERs and functionaries of 3-tier PRIs, functionaries at GP and Block level, and selected CRPs of SHGs, and their number — is estimated to be 10.26 million. Other stakeholders covering supporting/handholding, grooming and mentoring, monitoring/evaluating functions, amount to about 1.6 million. Thus, for reaching out to them at the induction stage and subsequent periods, there is a need for having a robust system of creating competent Trainers and Resource Persons to take up the training and grooming them in a decentralised manner. The existing human resource of the training institutions is inadequate, and it is necessary to co-opt/collaborate with other resources/organisations to achieve this enormous task as stipulated in this framework. The stakeholders have to be reached out at the orientation stage immediately after Panchayat elections, induction training within 100 days of their election and capacitating them in various thematic areas within 18-24 months of their election. The Trainers and Resource Persons have to be competent in dealing with diverse stakeholder groups, and they need to be familiar with andragogic/adult learning principles and Participatory approach and methods in the true sense.

In order to reach out to the stakeholders, it is envisaged to create a minimum of three Resource Persons in every Block who can undertake the training activity at the decentralised level, preferably at the Block Panchayat level. They can also coordinate the experiential learning programme at Panchayat Learning Centres. These Resource Persons will have to be certified for their competencies at regular intervals, may be at a frequency of once in two years, and the use of such certified Resource Persons will bring in the uniform quality of training across the country. The Resource Persons will have to be on empanelment basis and work as per the planned programmes as prescribed in the State Perspective Plan and Annual Training Calendar of SIRDPRs, on eligible remuneration. NIRDPR has created and certified and can create further Certified Master Trainers to meet the increasing needs. Professional certification with well-defined criteria establishes credibility and enhances their public image. The certification also reveals that the Resource Persons have demonstrated a desired degree of knowledge and skills. The training institutions at State, District and Sub-District levels must choose the right Resource Persons for the right task from the empanelled pool of trainers. The Resource Persons can be drawn from the pool of competent people already working in the system, including other programmes such as NRLM, Sanitation mission, etc. The Resource Persons may be privately working people, government officials with a flair for training, employees of NGOs/CSOs, etc. The broad categories of sources of enlisting Resource Persons may be as follows:

- a. Existing Resource Persons/faculty associated with SIRDPRs, SPRCs, DPRCs, etc.
- b. Experienced Elected Representatives (current/former)
- c. Government functionaries (in-service or retired) who have a flair for training
- d. NGO functionaries working in the PR & RD sector
- e. Academicians of educational /training institutions
- f. The students who have passed out with subjects related to Panchayati Raj management
- g. Private sector employees who have an interest in training
- h. Retired employees with an interest in training in the relevant areas
- i. Educated and qualified homemakers

NIRPDR, in association with the Ministry of Panchayat Raj, has implemented an innovative project

named “Transforming India through Strengthening PRIs (TISPRI)” by continuous training and enablement of PRIs since 2017-18. Under this programme, more than 5000 Master Resource Persons have been assessed and empanelled as Certified Master Resource Persons on Panchayat-related matters based on a set of definite assessment criteria. The assessment framework and the assessment and certification criteria are given in **Annexure 29**. TISPRI may be suitably strengthened and continued to produce a larger number of Certified Master Resource Persons to meet the emerging and increasing needs.

NIRDPR/SIRDPRs depending on the election cycle of the Panchayats, may initiate the process of enlisting, shortlisting and certifying Resource Persons. To start, this process can happen in all the States at one go, and subsequently, it can be done on a regular basis from time to time, depending on the necessity. NIRDPR may create an online application system to enlist the interested persons continuously, and the SIRDPR/NIRDPR can take up the certification process in batches. Those persons who are interested but not getting qualified can apply again during the next cycle after improving themselves by completing the online courses as an additional qualification or acquiring the required experience in other sectors relevant to the type of training needed for this sector. The certification process should be one of the components of the training plan/calendar of NIRDPR/SIRDPRs. The ERs of PRIs who have interest and experience can be trained/groomed to function as Resource Persons in appropriate areas. The ERs who have been elected for second, third and fourth times with rich experience can be a good source of candidates for roping them in as Resource Persons who especially will be invaluable for handholding the experiential learning programme at Panchayat Learning Centres. The Resource Persons required for the year will be oriented by the SIRDPRs and will keep them ready for undertaking CB&T activity as and when required as per their Training Calendars. The Resource Persons will have to be familiar with the local language, and selection/certification will consider this factor. The Resource Persons, whenever engaged for their services, will be eligible for the remuneration as stipulated by the Government/SIRDPR from time to time. In order to attract competent Resource Persons who are going to make a difference in CB&T should be incentivised robustly as the investment in the Resource Persons will be the best investment in enabling effective CB&T.

8.4 Empanelment of Agencies for CB&T at District, Block and GP Levels

In view of the huge mandate in terms of numbers, frequency and quality, the existing institutional framework in the form of SIRDPR, SPRC, ETCs, DPRC, BPRC, etc. may not be adequate to execute and manage training programmes within the stipulated timelines. For example, the induction training has to be completed within 100 days; hence, the support of agencies who can manage the training programmes/ execute them with the help of Certified Master Resource Persons will be essential. Some States have empanelled the agencies and executed the programmes with positive feedback. SIRDPRs can invite Expression of Interest (EOI) from reputed organisations to undertake CB&T at District, Block and GP levels across the State. The EOI will specify the roles and responsibilities, eligibility criteria and interested organisations can compete based on the cost they would like to charge. The cost criteria can be modified by the SIRDPR whenever necessary depending on the competency of the organisation. The empanelment of these agencies will be for five years, with mid-term review and appraisal of performance. The scope of work, eligibility criteria, format for the proposal submission, documents required to be submitted along with the proposal submission, selection procedure, the evaluation criteria, terms of engagement, etc., as developed and used by SIRDPR Odisha is given as **Annexure 28** for ready reference.

Empanelled agencies can execute MoU/agreement with SIRDPRs for definite outcomes. Monitoring of the functioning of these organisations can be done through concurrent video streaming and tracking of the progress. When such a large number of agencies are involved in the activity of CB&T, monitoring of the delivery is very important. Since the training programmes have to happen in a short period across the State in a large number of centres in a decentralised manner, their work has to be tracked for effectiveness. Each State should develop a proper system for effective monitoring. The monitoring can also be enabled through live video streaming, which can be tracked by designated block level or district level departmental functionaries. Daily report generation, surprise visits by SIRDPR officials and dashboard monitoring can also be utilised for effective execution and training management.

8.5 Beacon Panchayat Leaders

In accordance with the adult learning principles, the learners can easily emulate and adopt proven strategies of governance. Several Panchayat leaders have done excellent work over the years, and their details are available with the Government/NIRDPR/SIRDPR. Such leaders can be used as “Beacon Leaders” who can visit States/Districts/Blocks/Panchayat clusters on request and motivate, guide, and handhold the local leadership to excel in their areas and create models of development. Such leaders can be empanelled and allot different states to accomplish the task. The State/SIRDPRs can meet the cost as part of their training programmes. Some of the certified resource persons can become Beacon leaders.

8.6 Mentors/Counsellors/Young Fellows

Many elected members of the PRIs may not be emotionally engaged with their Panchayat institution. In such a situation, classroom training may yield minimal results. Earmarked mentors/counsellors for a defined number of Panchayats can keep track of non-participating and non-engaged members and reach out to them and motivate/guide them to join the larger purpose of development. The successful cluster approach adopted by NIRDPR by engaging well-trained “Young Fellows” should be expanded, and CSR resources can be diverted to make it a nationwide programme in about 50000 clusters covering all Gram Panchayats in the Country.

8.7 National, State level Trainers for other activities

Training of trainers and certification require high-level, competent national and State level trainers. Such resources can be evaluated, enlisted, and make them available to States/SIRDPRs. There are other areas of supporting the States through empanelled National/State level resource persons. Some such areas of assisting the State/SIRDPR are given below:

- a. Preparing a Perspective plan before every election cycle
- b. Conducting TNA before every election cycle and updating from time to time
- c. Preparing and updating the learning material both in physical and digital formats
- d. Conducting research on CB&T and evaluation of CB&T from time to time
- e. Appraising RGSA proposals by States before they are placed for CEC approval
- f. Constantly innovating/preparing out-of-the-box modules, areas for augmenting the existing approaches of CB&T
- g. Exploring the ways and means of using AI, AR and Metaverse for effective CB&T

8.8 Role of NIRDPR in Developing Trainers and Resource Persons across India

In addition to whatever NIRDPR is doing at present, it can adopt the following measures in developing Trainers and Resource Persons across India to meet the incremental needs of quality human resources for quality CB&T of PRIs through the following means:

- Adoption of a policy for the development of an additional pool of, say 20000, quality Trainers and Master Resource Persons across India may be with support from TISPRI, in
- collaboration with the SIRDPRs/SPRCs/ETCs, line department officials, universities under Unnat Bharat Abhiyan, CSOs, educated youths and erudite citizens, as stated earlier
- Preparing a group of 20 to 30 National Resource Persons from SIRDPRs, other institutions and their own faculty to be available to States/SIRDPRs to draw upon to help the States in the areas mentioned in para 8.7 above
- Coming out with a sound Participatory Training and Communication methodology to be used uniformly by Trainers and Master Resource Persons in CB&T of PRIs
- To refresh them through a series of Training of Trainers on Participatory Training and
- Communication methodology to enable them to function as effective 'Trainers'
- To orient/reorient them on a wide range of subjects based on demand for CB&T of PRIs
- To develop a wide range of Learning materials and tools to be used by the Trainers and Resource Persons for CB&T of PRIs
- To strengthen and effectively use the digital platforms to enrich and refresh the empanelled Trainers and Resource Persons dealing with CB&T of PRIs.

CHAPTER-9

SPECIAL EFFORTS FOR CB&T OF SC, ST, AND ELECTED WOMEN REPRESENTATIVES (EWR)

9.1 Rationale for Special Efforts for CB&T of SC, ST & EWRs

CB&T for SCs, STs and women on an aggregate basis must be on special lines owing to their special background, profile, educational status, etc. It is generally observed that in many training sessions and public gatherings including PRA/PLA exercises, most of these categories of ERs remain passive and silent. One reason for such passiveness is their lack of self-confidence and low self-esteem, while the other reason is that they are overshadowed by the participants belonging to the organised and better-off sections (in the case of SC & ST) and male domination (in the case of women). However, SC and ST ERs are almost one-third of the total number, and EWRs represent more than 50 per cent of them. These categories of ERs need to be separately engaged in imbibing knowledge and skills along with a special mechanism for handholding for a prescribed period in performing their functions. It has been observed when they are separately dealt with, they can articulate their voices freely and comfortably. As such, there is a great need for additional and special efforts for their CB&T and to inspire them to take a lead role in their organisations.

9.2 Key Challenges in CB&T of SC, ST and EWRs

Following are the key challenges to meet in the process of CB&T for SC, ST and EWRs:

- a) **Illiteracy/low educational level:** Educationally, they are among the backward sections – a fact that hinders their capacity to grasp as well as participate in theoretical lectures.
- b) **Language barriers:** Most often, the language they speak is colloquial or in their dialect (spoken locally). As such, the delivery of sessions and communication in the official language makes it difficult for most of them to understand the contents. This is most applicable to tribals whose language is never an official one.
- c) **Different customs and traditions:** Certain customs among these sections prevent them from participating effectively in training sessions. On many occasions, they are not much encouraged or even ignored because of these reasons.
- d) **Reluctance in participating in public gatherings/platforms:** Culturally, these sections are not comfortable in participating outside their communities owing to many aspects such as low confidence level, feeling of exclusion, inferiority complex, etc. Despite women having confidence, they suffer due to gender-based biases and prejudices, which hinder them from fully participating in training. Moreover, not all trainers are sensitive and capable of taking into consideration the socio-gender exclusion aspects.
- e) **No conscious efforts/strategies to make them feel included:** It becomes the responsibility of trainers and policymakers to have a systematic plan of action for consciously including these stakeholders. Unfortunately, the desirable sensitivity and approach are yet to be incorporated into the training plans. All training programmes are formulated keeping mainstream ERs in mind, and the special needs of these sections are often neglected, citing targets, practicality and other such constraints.
- f) **Low income:** Poverty and low income hinder their participation as they cannot afford to lose wages

for a few days. When training or wage is the question, they tend to choose the latter owing to their needs. A sizable number of ERs of such categories shyly express their failure to attend training in distant areas due to their inability to pay transportation costs.

- g) **Geographical hurdles:** Often, training programmes are kept in cities or areas which may not be accessible or comfortable for these stakeholders to attend, firstly for not having transportation on time and secondly, because their areas are in hilly or rugged terrains.
- h) **Apathy towards training:** Many a time, they are not very active in decision making, which makes them think that it is not worth to attend the training. Sometimes, their earlier experience prevents them from attending training for the second time.
- i) **No gender lens to training:** While formulating a training plan (venue, logistics, content, methods, etc.), it is not considered whether women from all heterogeneities (e.g. women having kids and pregnant women) can participate fully without facing any constraints.

9.3 Strategies to make Training for SC, ST ERs and EWRs effective

There are so many strategies which can be used to increase the participation of these groups and to make training for them productive and effective. Some of these are stated below.

- a) **Inclusionary approach to TNA:** While devising training content and methods, it will be appropriate to consider the views and perspectives of SC, ST and EWRs separately so as to understand their training needs. This would help assess their attitudes, knowledge, skills and felt needs for devising tailor-made training strategies. This will certainly increase participation and effectiveness. Moreover, it is essential that training formulating agencies recognise that there is heterogeneity in ERs based on caste, religion, gender, age, language, educational level, etc., which need consideration while devising training strategy.
- b) **Categorisation based on the number of terms in office:** There are many ERs who get elected for more than once, which means they have had exposure to decentralised governance, and their needs could be different from that of the first-timers. Therefore, it would be prudent to plan training batches considering the number of terms in office. However, categorisation should not be based on social background as it may further distance them from mainstream ERs in training programmes.
- c) **Participatory methods:** All contents need to be delivered through participatory methods as one-way learning method does not attract participation and facilitate learning. These sections learn better through experiential methods. So, games, exercises and such methods need to be used based on their culture and traditions to which they can easily relate.
- d) **Mentoring and handholding support:** Owing to their cultural marginalisation, these groups are not very comfortable in learning at one go. They need continuous support while in office so that they do not feel helpless or vulnerable in taking decisions. For this, mentoring plans need to be devised in the beginning itself and mentors are allotted to ERs from among SC, ST and women. Block level and District level master trainers should be specially oriented for handling CB&T activity for these sections. Mentors should preferably be from their geographical areas and socio-economic setting who have rich experience in decentralised governance. Ex-ERs may be given priority as mentors. Timely mentoring support will undoubtedly boost their confidence in decision-making. Also, officials from the Block administration may be directed to provide handholding support in administrative matters. An effort

should be made to position a resource person for a week to be present along with the SC/ST or women Sarpanches and guide them in organising meetings, preparation of agenda, preparation of minutes, maintenance of records, sanctioning procedures, organising Gram Sabha, etc., on the lines of the project having been implemented by NIRDPR in Jharkhand with support from National Commission for Women in the year 2017-18.

- e) **Additional training:** Based on inclusionary TNA, some additional training components should be added to their training plan. Moreover, protective legal frameworks should be added to their training programmes to apprise them of such issues.
- f) **Discouraging proxy governance:** It has been seen that these sections sometimes are utilised for proxy governance. To reduce the instances, the training plan should boost the confidence level and decision-making capabilities through different strategies like exposure visits, frequent interactions with the successful ERs from their category, additional training components on proxy governance, etc.
- g) **Dedicated soft skill training:** Considering the possible low self-esteem among these sections and considering that they may not be well versed in public skills, they must be given personality development and soft skills component trainings.
- h) **Training in local language:** Training content development and dissemination need to be encouraged in the local language. Regional trainers may also be identified who are conversant and familiar with the social background of these sections for effective training.
- i) **Timely intimation and personalised follow-up:** Timely intimation of training, venue and other details need to be given in advance. They should be personally contacted by officials, and it should be followed up to ensure their participation.
- j) **Accessible venue and logistic support:** Venues of training should be selected in such a way that it becomes possible for them to avoid long hours of journey and are easily accessible. Facilities at the venues should have good amenities. There should be an arrangement for taking care of lactating EWRs and their babies in arms at the training centre and local SHGs can be given the job of taking care and the cost of such support can be borne from the training programme.
- k) **Residential training and timely payment of Travel Expenses:** All training sessions for these sections should be residential as women find it difficult to attend training on time if it is not residential. Residential facilities should be comfortable for women, and a provision should also be made in special cases to enable stay for their accompanying caretakers. Moreover, Travel Expenses should be paid in time, preferably during their stay at the training venues.
- l) **Peer support from SC, ST and EWRs:** The ERs who have excelled in governance sphere need to be utilised for training and mentoring these sections. Video documentation of best performing Panchayats of similar nature to be done and shown in training to boost their confidence.
- m) **Follow-up plan by SIRDs and other Training Institutions:** All SIRDs should have a mechanism to follow up with the working of their Panchayats and take corrective measures to enhance the adoption/use of the skills being acquired through training.

SIRD YASHADA, Maharashtra has implemented a special programme titled 'Krantijyoti' for capacitating the EWRs, which has shown good results. Broad outlines of the Programme are given in **Annexure-30** for reference.

CHAPTER-10

SPECIAL TRAINING IN PESA AREAS

10.1 The PESA and its Objectives

The Panchayat (Extension of the Scheduled Areas) Act, 1996 or PESA Act is an important central legislation to empower the tribal communities in the country. The Act seeks extension of Panchayats in Schedule V areas in conformity with the customary law and social, religious and traditional management practices. In other words, the objective of PESA is to safeguard and preserve the traditions and customs of tribal communities and to empower Panchayats at the appropriate levels with specific powers conducive to tribal requirements. The two main pillars on which the emphases of the PESA Act rest are tribal autonomy and tribal self-governance. PESA Act recognises the rights of tribal communities to govern themselves through their own systems of traditional and customary laws and acknowledges their traditional rights over natural resources such as forest, land and water. It is aimed at undoing the historical injustices done to tribal communities over the ages. PESA stands on three main principles: (a) Gram Sabha is competent to manage its own affairs in accordance with the traditions and customs; (b) the unit of administration is a hamlet or a group of hamlets based on social and customary norms rather than on population, and Gram Sabha refers to that unit of administration, and (c) any State Panchayati Raj Act that is enacted in conformity with PESA shall be subject to the customary laws and practices of the village. The Act is applicable in 10 States with predominant tribal population, namely Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Telangana. Each State has made laws and issued executive instructions to implement various provisions of the PESA Act. However, they vary from State to State as per local requirements.

10.2 Significance of FRA in PESA Areas and its Objectives

The Forest Rights Act (FRA), another Central legislation (2006), seeks to establish tribal self-governance over natural resources in PESA areas. The FRA recognises Gram Sabha as the crucial body in the process of recognition and vesting of forest rights. The FRA acknowledges that the forest-dwelling tribal communities are integral to the very survival and sustainability of forest ecosystem. This Act provides for recognising thirteen different rights that are central to the lives and livelihoods of tribals and other forest-dwelling communities. PESA and FRA are the two most important legislations with significant potential for sustainable governance in PESA Areas.

10.3 Role of Tribal Advisory Council (TAC) in PESA Areas

Each PESA State establishes a Tribal Advisory Council (TAC) to protect the rights of the tribal community. The Governor of any PESA State is empowered to direct that any particular Act of Parliament or the State legislature can apply with specified modifications and exceptions. The Governor can also make regulations for the peace and good governance of PESA areas after consulting the TAC.

10.4 Role of Communities in PESA Areas

The most valuable resource in the community is the people themselves. The community knows its affairs best, and for any development intervention, the community's inputs are required. Empowering the community will help them to solve their problems through shared responsibilities and cooperation.

Community Mobilisation is a vital part of making Gram Sabhas fully functional in PESA areas. It is a capacity-building process through which the community formulates plans and implements activities in a participatory manner.

10.5 Support from the Ministry of Panchayati Raj in PESA Areas

The Ministry of Panchayati Raj (MoPR) undertakes a number of initiatives to implement PESA. The Ministry offers financial support for engaging State, District and Block level coordinators, Gram Sabha Mobiliser for GPs and Gram Sabha orientation at the level of cluster of GPs. The MoPR also supports for capacity building of all stakeholders for effective implementation of the PESA Act. The key role of the Gram Sabha Mobiliser includes –

- To facilitate dialogue, establish contacts and working relationships with the community;
- To contribute to bridging the gap between service providers and local communities;
- To strengthen self-confidence and capacity to voice their interest;
- To create a culture wherein people unreservedly express their ideas, fears, needs and aspirations;
- To act as a link between line departments and the GPs; and
- To facilitate the preparation of a convergent plan, including the funds devolved to PESA villages.

10.6 Gram Sabha is the Key

Under PESA, every Gram Sabha is empowered to safeguard and preserve the traditions and customs of the people, their cultural identity, community resources and the customary mode of dispute resolution. The beneficiaries for the poverty alleviation and other programmes are selected in the Gram Sabha. The power of prevention of land alienation and restoration of illegally alienated land is vested with the Gram Sabha. The State needs to consult Gram Sabha before acquiring land for development projects and before resettling or rehabilitating persons affected by such projects. Under the PESA Act, Gram Sabha is empowered to issue utilisation certificate for work undertaken in their jurisdiction and funds devolved to them.

GPDP provides an opportunity to the people in PESA areas to actively participate in the process of local governance and find solutions to the problems through the forum of Gram Sabha. The Gram Sabha has the power to approve the plans for social and economic development before they are taken up for implementation by the GP. In the planning process, involvement and consent of Gram Sabha are necessary for land acquisition, resettlement and rehabilitation, mining of minerals, use of intoxicants, ownership and management of minor forest produce, management of village markets, management of water bodies and control over money lending, etc. Therefore, the spirit of this law should be adhered to while preparing GPDP. The plans have to be prepared at each village/habitation level and then consolidated at the GP level without making any changes.

10.7 Special Provisions to be Made for CB&T of PRIs in PESA Areas

Since the enactment of the PESA Act, some advancements in the development of tribal communities have been made, yet many challenging gaps need to be bridged towards fulfilling the aspirations of the tribal people in PESA areas. For improved governance, transparency and accountability, one of the major

thrust areas of the MoPR is strengthening of Panchayats in PESA areas through CB&T. The RGSA scheme provides funds for CB&T of Panchayats in PESA areas to become more responsive towards local development needs, prepare participatory plans by leveraging technology and efficiently utilise available resources to achieve SDGs.

As explained above, the governance of Panchayats in PESA areas is significantly different in the sense that Gram Sabha is endowed with all the powers to decide on various aspects. The problem areas of PESA Panchayats are also interconnected with forest resources management, and hence effective owning up and handholding of the development process by the Forest Department and revenue officials, besides officials of other departments, including the Panchayati Raj, are very critical. Effective CB&T of these coordinators to enable them to discharge their roles effectively can transform the governance in PESA Panchayats.

The ecosystem of the stakeholders, as brought out in this report, is applicable to PESA GPs also, although the emphasis will shift to forest and revenue sectoral departmental functionaries. The social customs and beliefs also greatly influence the approach to CB&T in these areas. Gram Sabha being the fulcrum of governance, there is a need for sensitising/awareness creation among Gram Sabha members about their rights, responsibilities, developmental opportunities, need for effective participation, etc. The educational levels of the Gram Sabha members and Panchayat elected representatives may demand different approaches to effectively reach them through appropriate and adequate CB&T activities. Efforts should be made to conduct any interaction/training at Block/Cluster of GPs, convenient to the local community and the training delivery mechanism has to be formulated accordingly. The resource persons handling CB&T activities in PESA areas will have to have sensitivity in dealing with the tribal communities and also should have adequate working experience in these areas. They also need to be aware of the local language, customs, culture, etc., prevalent in these areas. Thus, while selecting resource persons for CB&T in these areas, special attention needs to be given to these aspects. The content development should also be handled sensitively by incorporating the symbols and pictorial forms familiar to the tribal communities.

The Community Resource Persons of NRLM and the Elected Representatives who have shown outstanding performance can be included as trainers. The resource persons should have experience in conducting grassroots level training for programmes related to health and nutrition, education, poverty alleviation, water supply, sanitation, livelihoods, etc. The methodology for general training programmes for GPDP may also be followed in PESA areas. The funds required for training can be pooled from different sources such as RGSA, MGNREGS, NRLM, SBM and Schemes for Tribal Welfare Development, etc. The CB&T interventions should aim at mainstreaming the development process through self-governance and community mobilisation.

10.8 Focus of CB&T in PESA Areas

The focus of CB&T in PESA areas should be to:

- a) Generate awareness among Gram Sabha members about the powers and functions and its role in decision-making process;
- b) Mobilise the community and facilitate participatory need assessment for planning;
- c) Mobilise regular and active participation of Gram Sabha members in meetings;
- d) Facilitate Gram Sabha to take collective decisions in participatory mode by observing the principles of accountability and transparency; and
- e) Make special efforts to groom youth leadership for participation in the process.

Working with NGO/CBO/CSR players will be the way to ensure effective CB&T and, thus, the overall development of PESA areas. Intensive and regular handholding and mentoring should be a key component in the CB&T in PESA areas. The Standing/Sub-Committees of GPs should also be strengthened in these areas by effective coverage in CB&T. Achieving the full potential of PESA areas in terms of development, social welfare, natural resource management, etc. depends on the policy, governance and administrative issues that need to be modified/elaborated. A list of such interventions that can transform the PESA panchayat functioning and their development is given in Annexure-31. The stakeholders of CB&T in PESA areas have to be sensitised on all these issues so that they can pursue with State departments and make a difference.

CHAPTER-11

SPECIAL TRAINING IN SCHEDULED AREAS OF NORTH-EASTERN STATES

11.1 Special Features of Rural Local Governance in North-Eastern States

All the eight North-Eastern (NE) States have varying structures of rural self-governance. In Sikkim and Arunachal Pradesh, there is 100 per cent coverage under Panchayati Raj. In the case of Assam, Manipur and Tripura, there are both Panchayati Raj and Traditional Local Bodies in the scheduled areas. The States of Meghalaya, Mizoram and Nagaland are non-Part-IX areas (i.e. where Part-IX of the Constitution dealing with Panchayati Raj does not apply), and only Traditional Local Bodies function as self-governments which are counterparts of PRIs in Part-IX areas. As in all other Part-IX areas, there are District and Block administrations in all these States to implement government schemes. In Sikkim, Arunachal Pradesh and Manipur, there are only 2-tier Panchayats – Gram Panchayats and District Panchayats. In Nagaland, however, there is a local governance system of Village Councils based on the traditional Naga way, and it enjoys Constitutional sanction vide Article 371(A) of the Indian Constitution. The representatives in the Tradition Local Bodies are either selected or nominated. Since most of the Traditional Local Bodies lack staff, office infrastructure and adequate resources to plan with, they are weak as institutions of local governance. More significantly, the representatives of the Traditional Local Bodies have little capacity to plan and implement activities for the development of villages.

11.2 Focus of CB&T of the PRIs in NE States

Interventions for CB&T of the ERs and functionaries of PRIs in Sikkim, Arunachal Pradesh, Assam (except in the 6th Schedule areas), Tripura (except in the 6th Schedule areas) and Manipur need to be guided by the same provisions as are applicable to the PRIs in other States, i.e. the Part-IX States. So, whatever suggestions have been made for CB&T in this report may be followed in the case of the PRIs in these Part-IX areas, of course, keeping in mind the local context.

11.3 Focus of CB&T on the Traditional Local Bodies in NE States

For proper management of the Traditional Local Bodies in the Sixth Schedule areas and Nagaland, CB&T should be conducted as per the Constitutional authority given to the local bodies in the respective States in the locality-specific context. Training should be designed for the elected or nominated members with a focus on the subjects related to powers and functions of the Traditional Local Bodies, role of the members, whether elected or nominated, State-specific legislations, financial rules and regulations, official hierarchy (vertical and horizontal integration), etc.

For developing Village Council Development Plans, Block Panchayat Development Plans, District Panchayat Development Plans, training programmes for the resource team members from Village Level Development Councils, Development Blocks, and Districts may be conducted as per the relevant guidelines. Training programmes on implementation of works under Financial Grants for Technical persons can be organised regularly. Training programmes on Financial Management, Functional Literacy, Digital Literacy, and attainment of SDGs need to be held for all members and officials of VLDCs concerned. There

need to be specialised training programmes for the Chairman and Members as well as officials of the VLDCs on various programmes and their implementation in these areas. Training for the other stakeholders like women SHG members may be organised on Women Empowerment, Gender Mainstreaming, Management of SHGs, Financial inclusion for the overall development, and participation of women in the planning process in these areas, according to the locality-specific context and needs for CB&T.

Awareness training programmes for NGOs, CBOs and other social organisations need to be organised on different topics and development issues so that these organisations can get involved in the implementation process.

District Level workshops for the Block Level Officials may be organised every month so that the progress of each Development Block and VLDCs under each Block can be monitored, and feedback can be taken from the performing and non-performing VLDCs or Development Blocks. The District Council can accordingly suggest corrective measures, and if required, assistance can be provided to the VLDCs/ Development Blocks concerned. There can also be training programmes on basic subjects related to the management of the VLDCs, and there may be subject or area-specific training programmes for the officials of the VLDCs.

In non-Part-IX areas, basic training programmes may be organised on the following subjects:

- Local Self Government and its importance.
- Gram Sabhas and Participatory Development.
- Human Development, Gender Equality, Social Justice and Women Empowerment.
- E-Governance and Good Governance.
- Proper implementation of all Development programmes.
- Relevant subjects related to Scheduled VI areas.
- Participatory and decentralised planning.
- Office management.
- Maintenance of registers and records.
- Transparency and Accountability mechanisms including RTI and Social Audit.
- Financial Management.
- National flagship Programmes.
- Team building (coordination and convergence).
- Inclusive Development Planning for Women, Senior Citizens, STs, children, differently-abled, etc.

In non-Part-IX areas, specialised subject-specific training programmes may be organised on the following topics:

- Provision of civic services.
- Health.
- Education.

- Women and child development.
- Social justice and empowerment.
- Natural Resource Management.
- Specialised training programmes for officials on different tasks/ job profiles (functional literacy).
- Specialised training programmes for marginalised groups.
- Leadership training programmes for the VLDC members (both elected and nominated as per constitution in different North-Eastern states).
- I- related training on MIS, GIS, Digital Literacy, Geo Tagging, e-commerce, and net banking.
- Implementation of various Rural Development Programmes.

11.4 Tie-up with Universities and Specialised Institutions

The SIRDs can tie up with the Universities at the local level as well as with the specialised Universities for designing the course content as per the requirements in different States. Moreover, to ensure

quality of training, even in remote areas, these tie-ups will help in getting experienced Resource Persons for taking sessions on specialised topics. Efforts should be made to reach the remote areas. Proper guidance and information on the Rural Development Programmes can ensure proper implementation of the programmes. The SIRDs can ensure participation of the stakeholders by organising training programmes followed by refresher courses for the stakeholders frequently (at least 2-3 times a year) so that the villages in the North-East are not deprived of the benefits under different Rural Development programmes. All SIRDs in the North- East can take help from NIRD&PR-NERC for conducting quality training programmes in their States. SIRDs can enter into MOUs with other institutions in the region, which can take up special modules as being done in Assam, as stated below:

MoU between SIPRD, Assam and Central Institute of Technology, Kokrajhar

An MoU has been signed between SIPRD Assam and Central Institute of Technology (CIT), Kokrajhar in 2021. As per the MoU, training programmes are to be organised jointly by the Institutes for the officials of Panchayat and Rural Development Department in Bodoland Territorial Region (BTR). The infrastructure and Faculty support from CIT will help to organise skill training in agriculture-based enterprises, small industry enterprises, etc., for livelihood creation for the local people. Such training sessions can be arranged through the local bodies, which can ultimately can forward on their own.

CHAPTER-12

ROLE OF ONLINE LEARNING PLATFORM/ICT INTERVENTIONS FOR CB&T

12.1 Application of IT in CB&T of PRIs

The application of Information & Communication Technology (ICT) for education, training, mentoring, and monitoring of development programmes is growing in leaps and bounds. A large number of private start-ups are trying to reach out to the “learner” community in various sectors. Survival during the Covid pandemic has created an ecosystem for the use of IT tools on a large scale for diverse needs. The States and their training institutions have effectively reached out to the ERs and functionaries of PRIs through web-based meeting platforms such as Zoom, Google Meet, Microsoft Teams, Webex, etc., on Covid pandemic management-related training programmes. NIRDPR/ SIRDPRs have also reached out to ERs and functionaries of PRIs for their regular training programmes and also Covid-related knowledge dissemination. The profiles of the ERs and functionaries of PRIs have revealed that most of them are well versed in using smartphone and applications like WhatsApp for communication and watching training modules. Similarly, more than 50 per cent of the people are familiar in using e-mail facility. This clearly indicates the potential of technology for connecting with the ERs and functionaries of PRIs, and delivery of training modules through smartphone utilising various applications. However, the consultations with various categories of stakeholders made by the committee have brought out some issues that hinder the effective outcomes of training interactions using web-based platforms. Some of the important issues are as follows:

- Poor network/bandwidth
- Lack of smartphones
- Lack of confidence in using online technologies
- Lack of motivation to learn through virtual means
- Content not being well designed
- Short attention period

Considering the vast diversity and large number of stakeholders across the country and their capacity building need to be fulfilled in a limited timeframe, extensive use of Information & Communication Technology (ICT) has become a necessity. It not only enables extensive outreach but also can enhance the effectiveness if properly designed and implemented. Some SIRDs have also evolved hybrid models of using technology in a classroom mode with a facilitator to monitor the involvement and participation of the trainees. Using technology, the experts can reach out to all the stakeholders across the State.

12.2 Scope for Enhanced Application of ICT in CB&T of PRIs

In addition to the use of ICT for data capturing, compilation and analysis, the same has utility in CB&T in multiple ways. The important ones are as follows:

12.2.1 Competency Assessment of the Stakeholders

As brought out in the Framework, interventions for CB&T should be designed based on competency gaps of various stakeholders. The baseline Competency Assessment of the stakeholders, in view of large numbers, has to be done by developing IT-enabled applications. Psychometric assessment has to be captured on the interaction of the stakeholders with the application. NIRDPR has effectively developed/is using an application, namely Kaushal Aapti, to assess the attitude/orientation of the youth seeking skilling. The participants will respond to several questions on a system, mostly pictorial, and their responses can indicate their knowledge, skill level and attitude and possible status on other competency parameters such as gender friendliness, leadership, effective member of a team, etc. A brief note on Kaushal Aapti is given in **Annexure-32**. A Competency Assessment application has to be developed to enable all the States to assess and benchmark the competencies of the stakeholders. Based on the existing level of the competencies of the participants, the system can indicate the competency gaps by comparing them with the ideal competency levels required for the ERs and functionaries of PRIs. Training interventions need to be structured to fill the competency gaps.

12.2.2 Integrated Learning Management System (ILMS)

After assessing the competency levels and mapping the gaps, the ILMS will deliver the modules/case studies/exercises in a tailor-made way to any user to bridge the gaps once she/he completes the modules. The ILMS will facilitate an online learning experience quite suited to any user through any device, at any time, at her/his own pace, at her/his language, etc. The learner can use the system at her/his convenience. The content creation for ILMS should be such that each module will be of short snippet form in an attractive audio-visual quality. These snippets will flow in the pre-determined order to enable the participants to learn in a sequential manner. The platform can also enable the use of case studies and response capturing by any user, writing her/his experience, or submitting an assignment based on actual field experience, etc. The system will also enable concurrent assessment of the progress of the learning through queries/multiple choice questions in between the snippets. Upon completion of the prescribed module, depending on the response to the assessment, the system will certify the user as having acquired the required competencies and issue a certificate. Completion of such pre-determined modules on a subject of designated duration, it will be certified to have moved up the skill ladder by self-learning. The content/snippets/modules should have been prepared considering the diverse matrix of understanding the persona and empathy of the learners. There is a need to prepare any user scientifically after considering the user behaviour.

12.2.3 Tracking, Monitoring, Mentoring through ILMS

The ILMS has a provision to track the progress of the learning and monitor the behaviour of the user in terms of using the platform and accordingly can adjust the pace of delivery, level of difficulty, etc.

12.2.4 Roadmap for Creation of an ideal ILMS

(i) Understanding user behaviour

- To ensure the right levels of learning outcomes, it becomes so fundamental to understand who the users are and what they really want to understand.

- Understanding their Personas (using Persona mapping tools) and understanding how they really feel (Empathy Mapping) is important to design an effective solution.
- Gauging their attitudes using appropriate psychometric tests could be considered. Apart from demographic profile data, a psychometric test for better understanding of the profile of the users, something along the lines of Kaushal Aapti based on The John Holland Interest Inventory, may be used. Kaushal Aapti has been used to gauge the aptitude of
- DDU-GKY potential candidates to ensure that the right candidates are provided with the right skills for the jobs for which they have the aptitude for.
- It provides opportunities to gauge what motivates them to learn, what will encourage them to learn, what can be fun, easy and intuitive, at what time of the day they would like to learn, how they can apply their learning to solve real-life problems and once they do that, how they can be recognised, appreciated and awarded/rewarded.
- Once we have a good understanding of these questions, appropriate content can be designed and delivered through the most appropriate platform of choice in the most appropriate manner.
- States can consider the above guidelines and work with entities such as Mission Samridhi, School of Design Thinking, etc., for the design and implementation of a rigorous framework around this Theme.

(ii) Understanding of the competencies required for various PRI stakeholders

- Unless the CB&T covers the different competencies required by different PRI stakeholders, the outcomes will not be achieved on the ground in terms of actual development impact at the community level.
- For example, let us say there are seven different types of PRI stakeholders at the GP level. It is not enough to understand what competencies are required for each of them to do their jobs effectively. It is also important to understand their current levels of understanding of these competencies, identify the gaps and then ensure a personalised training roadmap that covers the gaps.
- Different tools for Individual Assessment as well as Organisation Mapping based on self-assessment and rating of a GP can be used for determining the current capability status of the ER/GP as against where they ought to be.
- The help of CSOs can be taken for collecting information from these stakeholders.

(iii) Data Capture, Profiling and establishing a Learning Management System

- Though it is a mammoth exercise, every State must have a mechanism (a structured database) to accurately capture the PRI stakeholders' basic details.
- This data capture is important not just to effectively manage the CB&T process but also to track the progress of the ER over her/his term of office and ensure that they perform their jobs successfully.
- Once the data of the ERs is captured, needs are assessed, and a personalised training roadmap is created, then it has to be tracked – by PRI Administration as well as by the user herself/himself to some degree.

- Once the user undertakes a training programme and completes the same, her/his achievement is recorded, and her/his feedback is accepted for further improvement.

(iv) Content Design, Creation, Delivery and Monitoring

- There is no dearth of content for CB&T today through various modes – online, offline, hybrid, etc.
- Technology has advanced a lot since NCBF 2014, and there are so many communication channels, like, web portals, television channels, SATCOM, Zoom/other online meeting tools, social media platforms such as WhatsApp, customised Mobile Apps such as Udaan, etc.
- The larger issue is that most content, pedagogy and delivery mechanisms are supply-driven rather than demand-driven. Therefore, the larger question is how we really understand our user needs based on literacy, age groups, social groups, gender, local culture, context, etc.
- It is reiterated that based on our detailed understanding of user behaviour, we can create affinity clusters based on the following parameters – (a) what motivates them to learn, (b) what will encourage them to learn, (c) what can be fun, easy and intuitive, (d) at what time of the day they would like to learn, (e) how they can apply their learning to solve real-life problems and once they do that, (f) how they can be recognised, appreciated and awarded/rewarded.
- Once we have a good understanding of the above, appropriate content can be designed and delivered through the most appropriate platform of choice in the most appropriate manner.
- There are many examples of online training platforms to explore, such as COURSERA.
- Whichever may be the chosen System, the architecture should be a lightweight framework created at the Central level that will have specific basic and must-have protocols. The core properties of a course made mandatory at the central level cannot be altered. This kind of architecture will allow –
 - ◇ Deriving State-specific learning portal from central learning portal.
 - ◇ Availability of basic features until the State customises it.
 - ◇ Common core values/objectives of learning set at the central level.
- Face-to-face training can be blended with online training by sectoral experts. Such a hybrid approach can possibly address quality and scale.
- Having mentors and handholding support is critical and essential, and this can be achieved through State-specific Helpdesks – with Human intervention as well as CHATBOTS.
- Incorporating user feedback to understand and measure the success would be desirable. Instead of traditional lengthy form-based feedback collection, one must build an easy and comfortable system for a user to give some honest feedback/comments. A sentiment analysis-based system may be created to understand the success or failure of content/pedagogy/distribution.
- Finally, any such system that we implement has to be continuously linked and monitored for the actual impact that the learning has led to on the ground for the development of the community.

In summary, these broad-level recommendations can all be classified under the umbrella of a single framework – an integrated Learning Management System for PRIs, under NCBF 2022. Integrated Learning Management Systems have been in existence for more than two decades in large corporates across the world. While these systems are a structured and organised means to improve the productivity of organisation, more than anything else, they progressively shape the career of the individuals – the most important asset for organisation. In this case, we need to establish it for more than 36 lakh ERs of PRIs and help them make a difference at THE FIRST MILE (and not at the LAST MILE as often stereotyped!).

12.3 Approach to Leveraging e-Learning for PRIs

NIRD&PR and SIRDPRs have to cater to the learning needs of around 10.26 million core actors of PRIs covering ERs and functionaries, including sectoral functionaries associated with PRIs and Community Resource Persons at the GP level. The critical stakeholders are the ERs that alone account for 3.6 million in number. As they remain in office only for five years, their CB&T is very important, and it has to be delivered in a time-bound manner to enable them to put their full potential for overall development in their respective areas. It is practically impossible for the existing training institutions dealing with the training of PRIs to fully cater to the training needs of all ERs and functionaries of PRIs. As such, the rapid increase in technology needs to be encashed as an important catalyst which enables learning to be instant, online, self-driven and on the go. The learners can access courses according to their individual needs, and everyone receives the same quality of training. The field survey also indicated the technology-savvy nature of the ERs and functionaries of PRIs and willingness to earn certificates/diplomas/degrees through online coaching. The States have to adopt a variegated system for CB&T of all the actors of PRIs, e-Learning systems and platforms being one of the effective means to achieve the targets.

12.4 NIRDPR's Learning Management System (LMS)

Traditional classroom methods take considerable time and also may make it difficult to scale or sustain quality. Therefore to bridge the knowledge gap and provide an opportunity of learning anywhere, anytime, and from any device, NIRDPR has established an e-learning lab and Audio- Visual studio and launched a customised LMS named 'eGramPrashikshan' (<http://gramswaraj.nirdpr.in/>). The e-Learning lab develops e-books, video snippets, interactive learning modules, audio-visual documentaries, etc., to offer different e-learning courses. The following are the special features of eGramPrashikshan:

- a) Web-based and compatible with Mobile, Tab, Laptop & Desktop.
- b) Sets a stakeholder-based and role-based learning path for each learner.
- c) Embeds a gamified system to lead a learner through the learning path and to help them bridge the competency gaps.
- d) Provision for online assessment, assignment and certificate, based on set criteria

Learning Management System (LMS) is a software that automates the administration of training events. It hosts courses, resources, assessments and provides personalized, interactive learning experiences. LMS provides a common interface and functionality to all types of users including learners and resource persons. The inbuilt user management system gives a comprehensive overview of the learning progress and outcomes of training through its analytics dashboard. Some other LMSs useful to PRIs, besides e-EGramPrashikshan are - Integrated Government Online Training (iGOT) (<https://diksha.gov.in/igot/>) of the Ministry of Personnel Public Grievances & Pensions, GoI, SDG Academy (<https://sdgacademy.org/>) of Sustainable Development Solution Network of UN, United Cities and Local Governments (UCLG) (<http://learningwith.uclg.org>) of the international organization for cities, local and regional governments, and SWAYAM (<https://swayam.gov.in>) of the Ministry of Education GoI, Navigated Learning System of Sampoorna Swaraj Foundation, etc. All these portals make available Massive Open Source Online Courses (MOOCs) and educational resources free for anyone to enrol. The ERs and functionaries of PRIs may be encouraged to enrol in such courses. Promotion of e-Learning eases the burden on training institutes by allowing learners to work through the modules and learn on their own in a self-directed format. LMSs can also be leveraged for hybrid mode of training.

12.5 NIRDPR's Online Courses

At present eGramPrashikshan hosts 21 certificate courses across nine domains related to Panchayat Governance, Social Audit, Internal Audit, Climate Change and Gender issues in English. A few courses on Panchayati Raj are made available in Hindi also. All the courses related to Panchayati Raj are designed for self-paced learning and accessed free of cost. Learning content is available in a way that allows learners to refer to the learning materials at their own pace and convenience. The users need to complete the learning and attend the examination at the end of each course. Upon successful completion of the assessment, an e-Certificate is generated. In addition, NIRDPR also offers 26 courses related to skill development. All the skilling courses are blended ones, having both classroom lectures and online content.

The Framework has proposed competency-based capacity building of various functionaries after benchmarking the existing competency levels and enabling them to deliver the modules on appropriate subjects to the respective stakeholders, to fill the gap in their competency and enable them to reach the required competency levels for the role to be played by that them. Given the language divergence across the States, the States should also be enabled to on-board similar modules/courses on the platform. Some States have created their own online learning portals. Functioning of such portals in isolation does not give the benefit of cross-learning among the SIRDs, using the learning resources, success stories/case studies developed by them. A system has to be evolved to connect the learning management systems of all the States with the eGramPrashikshan. Enablement of multilingual learning on these platforms with interconnected technology enablement and maintaining commonly agreed standards of certification with a robust content updating mechanism coupled with effective marketing among the stakeholders of the PRIs is the way forward. NIRDPR can be the nodal agency for organising/coordinating this vital mechanism.

A number of initiatives by private agencies/NGOs/Foundations have been taken up to meet the CB&T requirements of the stakeholders of PRIs. One such interesting initiative by Sampoorna Swaraj Foundation captures many of the elements of the framework, and the system enables competency-based learning, tracking the learning, counselling and monitoring the outcomes, etc. Such initiatives can be utilised to reach out to the divergent stakeholders for time-bound CB&T with quality deliverables. It is suggested to have a tech competition to promote start-up initiatives with definite outcomes/deliverables to outsource the CB&T in selected areas. Considering the magnitude and diverse range of CB&T activities, the States/SIRDPRs should look for other channels of capacity building to augment their efforts. NIRDPR may coordinate and enable identification and enlisting of such initiatives for adoption by the States. A brief note on the platform of Sampoorna Swaraj Foundation is given as **Annexure-33** for reference.

CHAPTER-13

INCORPORATION OF PANCHAYAT-RELATED COURSES AS PART OF REGULAR SYLLABUS

13.1 Panchayat Management Courses

Short, Medium and Long-Term Panchayat Management Courses should be introduced in all educational Institutions and also in the form of modules/courses that can become part of their regular syllabus. A Learning Management System with robust courses/modules related to the Panchayat governance, management and their recognition as part of the course work in different courses can go a long way in attracting the attention of the youth towards these institutions, and that can trigger a positive ecosystem for PRIs. The curriculum of the educational institutions should have adequate coverage of rural local decentralised self-governance.

13.2 Scope & Necessity for Panchayat Education Programme

As seen from the feedback of consultation and field data, a large proportion of the stakeholders of PRIs, especially the ERs, are positively inclined to acquire certificate/diploma/degree in Panchayat Management areas either through online learning or distance learning mode. The ERs and other stakeholders connected with PRIs gain enormous knowledge and insights during their period in office. Since the ERs are changing every five years and a fresh lot take office after a Panchayat election, the experience/knowledge/skills acquired during their period of office can be recognised as envisaged in the national skill development framework as prior learning skills and augment over them depending on the final outcomes prescribed in terms of their competencies and award certificate/diploma/degree. If they can leverage their experience and learn to fill the gaps in terms of their knowledge/skills and competencies, they can get a certificate of recognition from reputed organisations of national importance. Similar certification can be envisaged for online certificate programmes also. It can also be a hybrid model with some distance learning programmes and some on LMS to suit the convenience of the learners. This system may attract, if properly publicised/marketed from various players, the student community, teaching faculty and IT professionals, among others. As the framework envisages creating "Friends of Panchayat Systems", this mode of creating a large number of qualified pools can generate interest on the Panchayat system and also help in CB&T of PRIs.

13.3 NIRDPR's Distance Education Diploma Programme

NIRDPR launched a diploma programme in 2018 on "Panchayati Raj Governance and Rural Development" in distance mode in collaboration with the University of Hyderabad. The programme aims to enable interested officials and non-officials, including youth, to acquire new knowledge and skills on Panchayat governance so that they can provide better local leadership and contribute to better service delivery in rural areas. The objectives of this programme are as follows:

- a. To bridge the capacity-building gaps of PR functionaries in a time-bound manner.
- b. To provide opportunity for the ERs (former & present) of PRIs to acquire a diploma based on their experience.

- c. To create a competitive ecosystem in the ERs and PR officials for better performance.
- d. To create certified ERs who can act as Master Resource Persons for CB&T for PRIs.
- e. To enable ERs of PRIs to acquire additional skills and to enhance their reputation and political career.
- f. To offer an opportunity for any individual to engage with the society and pay back through the medium of Panchayati Raj.

Some SIRDPRs are also conducting similar programmes in collaboration with the respective universities. However, there is a need to publicise these programmes to attract more and more participants. NIRDPR should launch a marketing campaign to attract a large number of interested people to this programme.

CHAPTER-14

NON-GOVERNMENTAL SUPPORT SYSTEMS FOR CB&T OF PRIs

14.1 Need for Non-Governmental Support for CB&T of PRIs

The National and State governments are equipped with various support mechanisms for their functioning. These include sectoral departments with professional human resources, training and research institutions directly or indirectly under the relevant State or Central Governments, academic institutions and experts on call through committees and task forces. In contrast, the local governments are devoid of any such mechanisms, especially those which could provide them with support at the local level regularly.

There is an enormous scope for identifying suitable organisations which can play the role of non-governmental support system for strengthening local governments. These include community-based organisations like residents' associations and SHG networks and platforms, academic and research institutions, voluntary agencies and NGOs. Support system for local governments can be defined as a group of organisations, institutions, governance and development experts, network of peers, and platforms for advocacy and knowledge management available to the local governments to support them to carry out their functions as local government and enable them to become mature and strong institutions of Local Self Governments.

However, the vast potentials that this support can offer, have not been appropriately tapped, due to various reasons. Some of the reasons are as follows:

- a. Local governments have little knowledge and understanding about the capabilities and potentials of such organisations and institutions in supporting local governments.
- b. With regard to the organisations and institutions mentioned above, they too have not understood that there is a need at the local government level for their support; on the other hand, they are also not aware that there are expertise and knowledge available to them which can be of use to the local governments.
- c. And for both groups, there is a lack of understanding about the scope of their partnership and how this partnership could be brought about, leading to a win-win situation.

The local governments have to undertake different kinds of functions (may vary across States) that require support in addition to the training programmes offered by the government agencies. Generally, the training provided by the government agencies and training institutes not only focus on rules, orders and guidelines but also equip them with knowledge, skills, etc., to achieve their mandate. However, extra support is often required to focus on the following areas:

- a) How to manage the systems and mandates in Panchayats.
- b) How and why vision should be developed.
- c) How to address the felt needs and move towards new ideas to address them.
- d) How such ideas could be translated into action by leveraging the existing opportunities like the possible local solutions, various governmental schemes or other resources.
- e) How service delivery could be improved and so on.

14.2 Need for a Guidebook on Non-Governmental Support for CB&T of PRIs

There may be various specific-purpose CBOs like the farmers' organisations in the Panchayat area. There may also be people who are exposed to relevant areas for action or who would be interested or could be motivated to support Panchayats, colleges and similar academic institutions in the nearby areas. There could also be certain specialised organisations working on other issues of relevance to PRIs. Lack of awareness of the PRIs and the groups mentioned above regarding the potential of collaboration is a major limitation. The government-led decentralisation process in the country has so far not been able to provide a right framework for such collaboration and support mechanism. There is a need to prepare a guidebook and train the PRIs on conceptual and operational frameworks for leveraging the non-governmental support system.

The proposed Guidebook may be used by:

- Local governments to understand how and where they can look for support organisations and what such support organisations can offer.
- Various organisations and institutions to see how they can play a facilitatory role in strengthening local governments.
- By all stakeholders like local governments, organisations and others for advocacy with the governments to provide facilitatory environment for such support systems.

The PRIs need to be made aware or capacitated about what areas they can take support of the Non-Governmental Organisations in synergy/complementary manner with the formal capacity building as per this framework.

14.3 Areas of Support by CBOs

Various areas of support that can be extended along with some successful cases are detailed below:

a. **Knowledge Needs**

- Access to new knowledge
- Access to information on various aspects in an understandable form, including government schemes and programmes, rules and regulations, powers and responsibilities
- Ideas for new initiatives

An initiative of Institute of Regional Analysis (IRA) + Satpura Integrated Rural Development Institute (SIRDI), financially supported by Mission Samriddhi that began in 2017-18 to build a cadre of informed and motivated Women Future Leaders in Betul district of M.P, capacitated 402 women on a wide range of subjects such as Provisions of Law under Panchayati Raj, the Panch Parmeshwar Yojana in M.P, What is good governance?, Right to Information, Feminism and Gender, What is Social Audit, Why and how to do it?, Responsibilities of ASHA Workers, Mid-day meal scheme and many others. The exposure to government machinery, mock gram panchayat sessions, enhancing communication skills and use of technology, has led to increased participation of women in Gram Sabhas and their active involvement in planning and implementation.

In the 2022 M.P Panchayat elections, 81 of these women contested, of which 43 won the elections, 3 as Janpad Sadasya, 3 as Sarpanches and 37 as Ward members. Additionally, this cadre of committed women has overcome biases and challenges to take up initiatives pertaining to the development of their villages as Swasthya Mitras, CRPs, school teachers, social workers, MGNREGA mates, etc.

b. Skilling

- Elected representatives: For responding to the day-to-day needs, 'as an executive, planner, implementer, social activist, advocate and as representative of the people'.
- Other functionaries like PRI staff: planning, office management, and quality improvement in service delivery.
- Planning: (methodology, tools, technical know-how, opportunities, needs assessment, ensuring participation, identifying opportunities).

The project "Strengthening convergence cell in Assam to facilitate communities to access MGNREGA" is a joint initiative of India Panchayat Foundation (IPF), Mission Samriddhi and SeSTA that aims to work in synergy with Panchayati Raj Institutions, government stakeholders and CSOs to build their capacity through thematic training programs as well as groom community cadre. While enhancing capacities of CSOs to set a common action plan for leveraging convergence through MGNREGS and schemes of other line departments, this project also aims to create a strong network within partner CSOs for policy level advocacy with government departments.

Currently covering 17 blocks in Assam, the project has facilitated the creation of 3508 income generating assets under MGNREGA.

c. Guidance

- Rights-based approach to local governance
- Visioning

India Panchayat Foundation (IPF), Mission Samriddhi and PRADAN have jointly initiated setting up of the State Project Management Unit (SPMU) in the Department of Panchayati Raj, Government of Jharkhand, to integrate grassroots learning into the mainstream for a large-scale system change in Local Governance, trigger process of policy formulation around PESA, OSR and SFC while facilitating large scale training of PRI representatives and frontline workers.

UNICEF, JSLPS (SRLM, Jharkhand), Kudumbashree and Jharkhand CSO forum have also joined hands to support the project. The SPMU engages both in strategic and operational aspects of local governance with the department, CSO fraternity and other stakeholders to create enabling policies, guidelines, and schemes to trigger the large-scale system change process – Partnership, Influencing and trigger change on Scale.

d. Technical and Professional

- Planning
- Technology support
- Implementation
- Monitoring and evaluation

Government of Kerala tried to facilitate the process of formally engaging the technically capacitated Civil Society Organizations with the local government plans by giving accreditation to the organizations based on their core skills and capacities. In those areas, Panchayats can formally tie up with the concerned organizations to be their implementing agency without going through the routine tender processes.

e. Resources

- Mobilising financial resources, including government and non-government
- Financial resources
- Mobilising professionals and technical support

Odanthurai GP of Coimbatore district in Tamil Nadu has set up a revenue generating model in partnership with Suzlon. They erected a windmill and have sought a loan from a Bank.. The electricity generated is sold back to the grid and after loan servicing over 7 years, and a maintenance contract with Suzlon, the village will have a sustainable revenue source for development purposes.

Kumily GP in Kerala set a model in the mobilization of local resources through the support of Centre for Rural Management. The GP could increase its own funds substantially over the years. This was achieved by enhancing the quality and content of delivery of services along with a tax collection drive, thereby motivating the people to pay taxes.

f. Management

- Understanding rules and regulations
- Interpreting rules and regulations
- Monitoring and evaluation
- E-governance
- Interface with officers within and outside

InfoGram is a comprehensive IT Solution, covering all activities in GPs. It has been implemented in five GPs in Goa. The modules cover services pertaining to registration of births and deaths, maintenance of payment details and budget entries, data on house and light tax, trade licenses, electricity connection, etc.

Mahiti Mitra (MM) and Kutch Local Information Kendra (Klink) under the Setu Project mentioned earlier have played a major role in contributing to e-governance as well as helping GPs in understanding rules and regulations, etc.

g. Service Delivery

- Ideas on how to improve service delivery
- Supporting service delivery

h. Implementation

- Implementer of schemes and programmes
- Providing feedback

i. Lobbying and Advocacy

- Dealing with DC/DM and higher authorities
- Networking
- Collaborations and partnerships with other local governments

j. Community

- Community mobilisation for Gram Sabha and other such platforms for participation. Conflict resolution.
- Empowering civil society to ensure better local governance.
- At the time of elections to the local governments, helping in identifying the most suitable candidates and also for building election awareness.

For mobilising people for Gram Sabha participation and everyday development activities Melli Dara GP of Sikkim adopted a method of constituting standing committees. Elected leaders under the leadership of Panchayat President of Melli Dara Paiyong GP took the initiative to increase widespread participation and engagement of people. Attempt has been to form and functionalize 10 Standing Committees in this GP as an effective non-governmental support system to maximise community participation in the functioning of Panchayat.

A community managed radio service provider, Namma Dhvani provides information on crops, market prices, health issues, etc. This Community Radio Station has done pioneering work in broadcasting Gram Sabha proceedings live in Karnataka.

In Gujarat, Mahila Swaraj Abhiyan conducted a street theatre campaign to demonstrate to people how development issues are resolved and where GPs have a role to play. This resulted in a perceptible improvement of numbers and quality of participation in Gram Sabha. Pre-election Awareness Campaigns successfully carried out by CSOs under the leadership of PRIA in many States of the country is an example of how support to local governments could start even at the time of elections. It helped in better informed participation of the community in elections and also identify the right candidates by them.

14.4 Constituents of Non-governmental Support System

It is relevant to indicate broad categories of constituents with whom the PRIs can be connected through creating awareness among them as follows:

a. Local General Interest Groups

Such groups are existing in various parts of the villages, small and large. It is a group of people in the village with common characteristics having broad objectives. These include collectives based on communities/castes, youth clubs, women's organisations, reading rooms, libraries, residents associations, etc.

b. Local Special Interest Groups

These are groups or organisations formed for specific purposes. Examples include women SHGs, agricultural production-related groups, environment protection groups, beneficiary groups of specific schemes, etc.

c. Voluntary and Charitable Organisations

Most of the voluntary agencies are membership-based, and they work for a common cause. They have to be differentiated from the conventional NGOs. In the case of members of voluntary agencies, they generally are not salaried. These organisations include advocacy initiatives and activist groups.

d. Non-Governmental Organisations

There are different ways of defining the Non-Governmental Organisations and categorising them. In general, they are advocates, educators, catalysts, monitors, whistle-blowers, mediators, lobbyists, activists, mobilisers, protectors of human rights, conscientisers, animators, and conciliators.

e. Academic and Research Organisations

There are academic institutions in the nearby areas of the local government like colleges, polytechnic

institutes, etc. At a larger level, universities, research institutes, etc., could provide specific support. Academic and research institutions could support PRI functionaries and elected representatives by imparting training and offering support on specific issues in accordance with demand. For example, departments of universities and colleges can have signed MOUs with GPs for tasks like preparation of guidelines for GP budgeting, situational analysis, health management and health sector planning, education and watershed-based planning and strategy development in various sectors.

f. Networks and Platforms

Networks are groups of organisations and individuals who share common interests. They can pool their technical resources or share their knowledge with others, especially local governments. There are also platforms for advocacy, knowledge management, etc. In addition, the network of local governments or associations of local governments can also play the major role of a support system.

g. Funding Organisations

There are various categories of funding organisations, such as local charitable trusts, foundations and bilateral and multilateral agencies.

h. Private Sector

Apart from the CSR initiatives, they can also provide technical support in some instances.

i. Non-Resident Citizens of the GPs

Every GP will have some progressive people who would have gone out and settled either in other parts of the country or outside the country. Such progressive people will always have the urge and inclination to connect with their motherland and join hands in the progress of their GP and their people. Such persons can support the GP in multiple ways, including financial support.

The training institutions have to scout for such institutions in the State or outside the State and accordingly formulate the content and equip the PRI functionaries on leveraging the forces that are willing to support them in a number of areas. Making the PRIs proactive in seeking such support will be the key to the outcome of the capacity building.

CHAPTER-15

FUNDING FOR CB&T of PRIs

15.1 Background

Prior to 2018, the PRI CB&T initiatives were funded under Panchayat Sashaktikaran Abhiyan (RGPSA), which was a central sector scheme. From 2018 onwards, a restructured umbrella scheme Rashtriya Gram Swaraj Abhiyan (RGSA), was introduced to be implemented during 2018-19 to 2021-22, which is a centrally sponsored scheme with central and state share being 60:40 and 90:10 for NE, UT of J&K, 100 per cent for other UTs. Centrally sponsored scheme of Revamped RGSA lays a strong focus on strengthening and capacitating governance capabilities of PRIs to deliver on SDGs by achieving economic development and social justice through strengthening PRIs. Further, one of the priority areas under Vision 2024 of MoPR is transforming the Panchayat members into **Agents of change** and **Sector enablers**.

Every year, funds under Revamped RGSA are to be provided to the States / UTs based on the Annual Action Plan (AAP) approved by the Central Empowered Committee (CEC) of MoPR subject to the condition that (a) States release a corresponding 40 per cent as their share, and (b) 60 per cent utilisation of the Central and State Shares of previous amounts and submission of audited statement of the previous year.

15.2 Budget Estimates and Actual Releases under CB&T Component of RGSA:

The funds flow status to the States, and its utilisation under the erstwhile scheme of RGSA implemented during 2018-19 to 2021-22 is given in **Annexure-34**.

15.3 Unrealistic annual plans and deficit in Central/State Share:

From the data available, it can be seen that the Ministry had approved annual action plans of States to the extent of about 5.8 times to that of the available RGSA budget provisions. Against the total approved action plans, the proportionate central share released to states was just 28 per cent of the envisaged Central share. Similarly, against the Central share released, the proportionate state share released was just about 40 per cent. Thus, there are no commensurate releases in accordance with the approved plans. The approved plans are either unrealistic, or there is no relation to actual budgeted activities and actual activities being conducted in the area of CB&T. Common problems understood to be inadequate plan preparation by States and hasty appraisals and approvals, delay in the release of funds to States and from States to SIRDPRs, inadequate release of State share which again put the activity of CB&T in a vicious cycle.

15.4 Financials Support to SIRDs/PRIT/ETC/SPRC/DPRC/BPRC during 2017-21:

The actual financial support received during the years 2017-18 to 2020-21 by the following 4 SIRDs in respect of SIRD/PRIT/ETCs/SPRC/DPRC/BPRC towards PR CB&T and the funds received from other ministries of the Government of India & CSR, etc., towards sponsored training programs are as follows:

(Rs in Lakh)

S. No.	Name of SIRD	Financials Support to SIRDs/PRIT/ETC/SPRC/DPRC/BPRC	Financials Support from other Ministries/ Agencies
1	KILA	85.97	4270.70
2	Karnataka	409.61	163.41
3	Uttarakhand	19.85	0.00
4	Maharashtra	2033.28	0.00

Deficit in State Share: From the information provided by MoPR as well as information furnished by the states, it is observed that in a large number of cases, there are delays in the release of state share to the SIRDPR/State Nodal Training Institutions and also there is a persisting deficit in the release of state share. The delay in release of State share slowed down the utilisation of the funds and also the submission of Utilisation Certificates. Therefore, due to the late demand received from the States and the non-submission of requisite mandated documents, MoPR had to cut in its revised budget estimates. Further, while releasing central share, MoPR takes into account the deficit in State share releases, as well as the unspent balance available with the states. This resulted in less release of funds than the approved Annual Action Plan. Further, the instructions of Ministry of Finance to release funds in four instalments instead of two has compounded the process of funds release.

The Standing Committee on rural development of the 17th Lok Sabha, while examining Demands for Grants of MoPR for the year 2021-22, has made a strong observation that the State governments are not very keen to avail of MoPR funds as compared to funds of other Ministries, as the MoPR funds are quite less and also involve a lot of formalities for compliance. The matter needs to be taken seriously by all concerned.

15.5 Revamped RGSA:

The MoPR, after considering the impact of interventions made under the RGSA at the grassroots level, has revamped the RGSA for implementation for four years, i.e., 2022-23 to 2025-26. The focus of CB&T under revamped RGSA is on capacitating the elected representatives of PRIs for leadership roles to develop an effective third tier of Government to enable them to deliver on localisation of SDGs principally in respect of nine themes identified by MoPR. Therefore, for expansion of outreach and coverage, there is a need to develop synergy with line departments for a comprehensive and sustainable PRI CB&T. This will enable the Panchayats to contribute significantly to the all-round transformation of the rural areas by localising SDGs. Hence, the following recommendations are made for the funding of PRI CB&T.

15.6 Convergence of RGSA with training budget of Flagship Programmes:

The line departments implementing flagship programmes have their own budget for CB&T. The target audience of the training includes Elected Representatives and PR officials also. Since PRIs have a key role in the planning and implementing these flagship schemes, the available funds for CB&T and IEC under different flagship programs can be converged with RGSA funds. There is more amount available for IEC and CB&T under various flagship schemes as compared to RGSA. Thus planning and delivery of PRI CB&T, if done jointly by the state PR department and other line departments, will lead to substantial gains in the training outcomes of PRIs.

15.7 Earmarking of a portion of Salary Budget for CB&T

The National Training Policy stipulates that 2.5 per cent of the salary budget be set aside by each State/department to be used solely for the purpose of training. This provision may be extended to PRI CB&T also. The State PR department, in their annual budget, needs to make this provision to ensure that the PRI CB&T programs are not hampered by lack of funds

15.8 Making provision of state share under RGSA in the state Budget

The provision towards state share for CB&T of PRIs needs to be specifically made in the state PR budget for release to the training institutions once the central share is received. The state PR department needs to ensure that capacity-building efforts do not get fragmented or left incomplete due to the non-release of state share in time.

15.9 Involving other specialised Institutions for the PRI CB&T

The ministries/departments concerned have assigned the task of capacitating elected representatives and PR officials to their respective National level organisations and Institutions for planning and implementation of their schemes/programmes. For instance, NHSRC / SHSRC is responsible for conducting training in Health related subjects, the District Water & Sanitation Mission is responsible for conducting training on WASH-related activities and BIRD, the Training Institution of NABARD, is the Nodal Institution for Training for FPOs, etc. In such a case, there would be no need to duplicate such training under RGSA. The coverage of training through line departments can be used to piggyback on training of PRIs. The RGSA-funded CB&T needs to fill in the training gaps which is not covered in the departmental Scheme

15.10 Approval of Annual Action Plans and release of funds

The MoPR may consider approving the Annual Action Plan to the extent of 1.5 times the available yearly RGSA budget and proportional State share to sustain the CB&T of PRIs. The MoPR may release RGSA CB&T funds on time as per the approved Annual Action Plans to enable the states to implement the targeted training activities. The CB&T component of RGSA funds may be directly released to the SIRDPR/ Nodal Training Institution as designated by the State Government to avoid administrative delays in the transfer of funds by the states. The Annual Action Plan should be approved during April itself, and at least 50 per cent of the funds released as the first instalment in April itself to enable the training institutions to commence the training programs in time and achieve the targets. The balance can be released as the second instalment on submission of required documents and other mandatory documents

15.11 Online submission of proposals from States and processing in the Ministry

In order to expedite the submission of proposals by state and their processing, an online system should be enabled, or the existing system should be strengthened, in which the state can upload their proposals as and when they are made, and the Ministry should be able to process the proposals online itself. The online platform should be process driven with the enablement of generation of agenda for the

committee of approval without manual intervention. The system should also allow review of the proposals online and revision by the states appropriately. In order to enable timely sanction and release of funds the review of the proposals may be got done by empanelled experts. NIRDPR may empanel such experts from time to time and enable them to access the online platform based on the ministry's decision and their review reports comments should automatically be uploaded to the system. Generation of the minutes should also happen online to reduce the file processing delays so that the funds can be released in the first fortnight of April itself.

15.12 Revolving fund/corpus fund

As seen from the release pattern of funds to SIRDs on a sample basis during the last 5 years starting from 2017-18, the funds released to the states in the months of September to December with the rare exception of releases in July of the financial year. This has adversely impacted the training programmes at the SIRD level even after the release of funds by the Ministry to the states. The delay at state level for its release along with the state's contribution to SIRDs again varied substantially. This delay is common across the releases from Ministry of Panchayat Raj, Ministry of Rural Development under various heads. The only exception that has been seen is related to the budget releases for salary purposes in some of the states, which are invariably made available mostly in the month of April- June. Even if the budget is available, such delays in releases by the Ministry or the State have a significant adverse impact on the capacity of the SIRDs and ETCs to undertake the training activities. Wherever fund flows are for other programmes or by the states, such SIRDs could manage to continue the training activities and others generally became idle for the better part of the financial year. In order to effectively implement NCBF 2022, it is required to create one-time corpus at NIRDPR level who can release to the SIRDs to tie down the likely gaps and then recoup from time to time. A corpus of about Rs.200 crore as a one-time investment under RGSA can be created at NIRDPR who can help the SIRDs implement their training plan without any interruption.

15.13 SIRDPR Executive committee

The executive committee is headed by the senior level secretary of RD and PR. The chairman of the SIRDPR Executive Committee should invariably review the fund position and budget preparation of SIRDPR, and influence other sectoral departments to make use of platform of SIRDPR for undertaking their respective training programmes. As seen in reality, none of the state-level schemes utilise the funds allocated for capacity building and generally either lapse or get revised and diverted for other activities. Even Government of India's mandate of earmarking two per cent of funds of salaries budget is to be utilised for CB&T, and the same is never made available. The Chairman of the Executive Committee of SIRDPR should also review such allocation across the departments in the state and enable a system for the flow of the same to SIRDPRs. Similarly, covering wide range of stakeholders of Panchayat Institutions would require help of other similar Institutions in the state, and the executive committee should review the training activities that can be taken up by other Institutions which are connected to the Panchayat raj system. The composition of the Executive Committee of SIRDPRs should be reviewed in each state and include the secretaries of important departments connected through CB&T activities in the state. In that context, a synergistic collaboration with the administrative training Institute in each state should work in tandem with SIRDPRs or vice-versa for effective CB&T in Panchayat system and other sectors.

15.14 Revenue Generation by SIRDPRs

Considering the experience and the infrastructure available at these Institutions, there is a great potential for taking up sponsored training programmes/research either sourced from other Government departments or private agencies, especially under the CSR activities. It is seen that a major chunk of CSR funds of the corporates is being spent in rural development related activities and hence need for capacity building is definite. SIRDPR should also explore the possibility of launching a flagship certificate Programme relevant to the state related to the Panchayat Raj and Rural Development activity which can be used as a means of generating revenue and exposure to the faculty.

CHAPTER-16

CB&T ON LOCALISED SUSTAINABLE DEVELOPMENT GOALS

16.1 Background

The Government of India approved revamped RGSA for implementation during the period from 01.04.2022 to 31.03.2026. The main aim of the scheme is to develop the governance capabilities of PRIs to deliver on SDGs through inclusive local governance. The key principles of SDGs are leaving no one behind, reaching the farthest first and universal coverage, along with gender equity. The PRIs being nearest to the people, are best placed to design and implement locally relevant policies aligned to SDGs. The PRIs can link the national / state goals and targets with local communities and achieve sustainable development through effective local planning. The expert committee constituted by MoPR on Localisation of SDGs (LSDGs) has recommended the following nine thematic areas, along with local targets and indicators, which felt to be in consonance with the vision statement for the Panchayats for local planning.

S.No.	Theme Description	Connected SDGs	No. of local Targets	No. of local Indicators
Theme 1	Poverty free village	SDG 1,2,8	21	40
Theme 2	Healthy village	SDG 2,3	14	26
Theme 3	Child-friendly village	SDG 1, 2, 3, 4 5	14	20
Theme 4	Water sufficient village	SDG 6,15	10	31
Theme 5	Clean and Green village	SDG – 6, 7, 12, 13, 14, 15	17	45
Theme 6	Self-sufficient infrastructure in village	SDGs 1, 2, 4, 5, 6, 9, 11	14	18
Theme 7	Socially secured village	SDG – 1, 2, 5,10 ,16	27	79
Theme 8	Village with GoodGovernance	SDG 16	26	78
Theme 9	Engendered Developmentin village	SDG -1,2,3,4,5 , 8	25	52
Total			168	389

16.2 Localising SDGs

Localising SDGs is the process of taking into account local contexts in the achievement of the SDGs, right from setting targets to determining the means of implementation and using indicators to monitor the progress. The Interconnection between SDG goals and targets can be established by breaking down traditional sectoral silos and then examining their interdependencies between the dimensions and sectors to adopt an integrated approach to achieving the intended results of such sectoral programs. As per the guidelines issued by MoPR, each Gram Panchayat should take “Sankalp” on achieving saturation on each related goal by selecting at least one and maximum three themes in the next 2-3 years to achieve SDGs by 2030 in a graduated manner through:

- a. Convergence of all flagship Schemes / Welfare programmes at the Panchayat level.
- b. Saturation of various civic services/development activities in all villages in a phased manner.
- c. Usage of digital technology for ensuring transparency and accountability
- d. Ensure coherence between SDG National Indicator Framework (NIF) and Local Indicator Framework (LIF).

16.3 Mainstreaming SDGs with GPDP

Panchayats are the focal points for all the developmental activities and implementation of schemes of various Ministries/ Departments and State governments to achieve SDGs. GPDP is the vehicle of participatory planning process that assesses the actual felt needs of the locality.. While preparing the GPDP, the local leadership should be enabled to keep the elements of SDGs, localised to their context, in their perspective and accordingly attempt to draw up plans/schemes/implementation schedules etc. Since, the SDGs are very basic targets in socio- economic development of any area, properly made GPDP will automatically captures the activities that will feed into achieving the targets, that can be monitored based the indicators of each of the target. Therefore, the attempt should be to enable the PRI leadership to understand as to how to make professional GPDP, and formulate schemes that will be implemented, with monitorable targets and indicators of SDGs. It is, in fact, professionalising GPDP which precedes rather than putting the targets and indicators of SDGs before the planners and making the plans totally focusing on these targets and indicators. It is important to emphasise that 'cart should not be kept before the horse". The sanctity of GPDP lies in its participatory and all-inclusive approach to local area development, and if enabled with professionalism through appropriate CB&T, SDGs will automatically get achieved in due course.

The implementation and monitoring of the activities of all the schemes of national importance will have to be monitored with reference to SDG targets and their indicators, which are large in number. In order to improve the Quality of Life (QOL) in rural areas, SDG targets and indicators need to be adapted and translated into local realities, and embedded in local planning and monitoring processes. Localisation of SDGs in the planning process shall take into account local contexts in achievement of the SDGs right from setting goals and targets to determining the means of implementation through inter- sectoral convergence.

16.4 LSDGs Training Objectives:

The ERs and PR officials including other stakeholders need a strong knowledge on SDGs and their localisation process. They should be able to keep the SDGs in their perspective, while preparing the GPDP, without losing the spirit of participatory process of planning and enable to identify the targets in their schemes and monitor the outcomes of the schemes in terms of localised indicators of SDGs. Therefore, the focus of capacity building interventions need to shift towards capacitating the elected representatives and other functionaries to develop Panchayats as effective third tier of Government to enable them to ultimately deliver on SDGs. The thematic area wise training modules developed already need to be reviewed, so that modules should be made to focus on GPDP and how to nudge the schemes for SDG target achievement. The indicator of each of the SDG may become monitorable markers with quantification. The training and handholding support should include the following.

- a) Analyse the best GPDPs and extract the SDG targets from the components of the schemes and how to localise the indicators in such schemes to monitor the outcomes.
- b) Highlight various SDG principles and importance of thematic areas to serve as a framework for the PRIs to localise SDGs for delivering development outcomes
- c) Provide the PRIs with a vision for territorial development that will translate into a set of positive changes in all sectors.

- d) Bring coherence and align SDG National Indicator Framework (NIF) with Local Indicator Framework (LIF).
- e) Strengthen the articulation between local priorities, national policies that spearhead an inclusive and participatory approach to strategic planning.
- f) Explore the opportunity to integrate socio- economic, and environmental concern by sectoral convergence through GPDP.

16.5 Inter-Sectoral Convergence:

The Gram Panchayats are the points of last mile convergence for majority of the government schemes. There are large number of centrally sponsored schemes such as MGNREGA, NRLM, SBM and ICDS which fall under the domain of Panchayats. The SDGs can be an effective platform for inter- sectoral convergence of all these schemes and funds. The sectoral convergence avoids duplication, financial burden and help in achieving desired results. Capacity building on convergent planning is aimed at ensuring inclusive, effective, and sustainable development. The thematic framework of LSDG will guide the Panchayats for formulation of comprehensive GPDP and proper implementation of GPDP will help the Panchayats to deliver on SDGs.

16.6 Multi-stakeholder Partnerships:

SDGs cannot be delivered by PRIs alone. The SDGs can be effectively implemented by entering into partnership with other stakeholders. The multiple stakeholders partnership (MSPs) can be defined as “an ongoing working relationship between PRIs and different stakeholders such as line departments, CBOs, CSR agencies to combine their resources and competencies towards delivering on SDGs, while achieving their own individual objectives”.

For instance, the Panchayats may need to enter into a partnership with a professional agency for managing water supply for effective service delivery. The District Panchayat should map all the potential private agencies working in their geographical area and chart out the possible areas of cooperation in achieving SDGs.

16.7 Raising Public Awareness

Raising public awareness is the first step to start localising the SDGs. Awareness generation, sensitising rural masses, disseminating government policies and schemes among ERs, Gram Sabha Members and the stakeholders is very important to make them understand, why SDGs are important and how they can contribute to sustainable development. The idea is to communicate with the stakeholders and apprise them of the critical role in achieving the SDGs. The training institutions may develop a range of IEC materials on SDGs to be used in the awareness campaign by the PRIs to motivate people to participate in planning exercise, identify the problems and find solutions for rural transformation.

16.8 Expected Outcomes of the Training

- a) Enable PRIs to formulate their Vision/Mission in terms of principles of SDGs and aim at formulating schemes through GPDP to achieve that vision.

- b) The PRIs get oriented on key stages of formulating GPDP and explore their relationship with various SDG principles.
- c) Stakeholders will learn to identify the indicators to assess the targets, sourcing the data and application
- d) The Panchayats will be able to relate SDGs with the development agenda of villages through the process of GPDP considering the local needs in the 9 thematic areas.
- e) The convergence of various schemes at planning stage and their integration with GPDP and SDGs will lead to efficiency in usage of Panchayats funds.
- f) PRIs can establish their identity as an important institution of local self-governments.
- g) Achieving localised SDG targets will contribute to achieving national level targets.

CHAPTER-17

RESEARCH ON CAPACITY BUILDING & TRAINING AND DOCUMENTATION OF EXPERIENCES /SUCCESS STORIES

17.1 Importance of Research in Capacity Development in the Context of Panchayati Raj

The 73rd amendment has unleashed the enormous potential for research in local governance and participatory development. The importance accorded to PRIs in all developmental activities intensifies the scope of research on local governance. The three decades of 73rd Constitutional Amendment have enhanced the democratic base of India. However, there are several gaps in the perceptions and practices of PRIs and about PRIs, among various stakeholders across India. This needs to be understood and documented. Researched feedback is required to validate the achievements and capacity gaps of PRIs.

Localising Sustainable Development Goals proposes outcome-based planning through GPDP; hence data-based planning has become a need of the hour. Creating mechanisms to collect, compile and analyse adequate, timely and relevant data at the Panchayat level is essential for effective outcomes has become a need of the hour. Undertaking research programmes using primary and secondary methods are needed to promote training, policy and interventions. As PRIs have to gain strength in sectoral involvement like agriculture, sanitation, education, gender, social welfare, etc., this is high time that SIRDs are promoted as research organisations too.

Though the training Institutions are holding large number of training programmes, they sparingly look at their effectiveness, application of the skills acquired through CB&T in real work situations, constraints of effective participation of the stakeholders in the CB&T activities and obstacles to their learning, impact of certain decisions of the State such as dividing Gram Panchayats into smaller units, on the governance and CB&T approach etc. Therefore, it is essentially required to be researched, and the findings can aid in reformulating/course correction of the CB&T strategy, methodologies etc. It is a continuous loop that needs to be created so that the training programmes can be tweaked in terms of structure, quality, delivery etc., to enhance their effectiveness ultimately.

17.2 Strengthening Research Capacity

It is useful to identify three interrelated levels at which the research capacity of SIRDs can be strengthened: individual, organisational and environmental.

1. **At an Individual level:** Involving the development of researchers and teams via training and scholarships to design and undertake research, write up and publish research findings, and influence PRI-related policymakers.
2. **At an Organisational level:** Developing the capacity of thematic training institutes, research departments in universities, research institutes, think tanks and others to fund, manage and sustain themselves and to interact with PRIs.
3. **At an Environmental level:** The Ministry of Panchayati Raj can explore areas for improvement and intervention through research, documentation, convening fora and organising exposure visits in order to develop policies and address challenges.

17.3 Institutional Arrangement for Research Activities

NIRDPR is having an established system of undertaking research in rural development Panchayat raj areas. A special focus is required to be given to the research related to the Panchayat Raj system in view of its importance. While making the research proposals by the faculty of NIRDPR, they go by their experience and many times may be limited and hence cannot get into researchable areas of CB&T. It is also never a case where the full scope of various researchable areas is compiled from which based on the availability of resources take up research on a priority basis. It is, therefore, appropriate to have a higher level think tank to identify the areas that are to be researched, the outcomes of which can effectively strengthen the local Governments using the process of CB&T. This high level committee with people having rich experience of working in the sector with members presently working in the field in association with Panchayat Institutions can be formed both at NIRDPR level and at every SIRDPR level who can meet once in 3 months to deliberate and propose the themes for research with special focus on CB&T initiatives. NIRDPR should capacitate SIRDPR/ETC faculty/functionaries to take up locally relevant researchable areas and experiment with different methods of CB&T so as to arrive at the most effective ways of capacitating the functionaries. In view of the vastness of the sector, the existing human resources of the training Institutions may not be adequate to take responsibility for the research in CB&T. Therefore, NIRDPR may empanel other Institutions/agencies/NGOs who are connected with this sector and have the competence to undertake research. The Government of India or the states can take the services of these empanelled experts from time to time and come up with usable findings. Evidence-based approach for effective CB&T should be the way forward.

17.4 Action Research

All efforts must aim at enabling the Panchayat Institutions to achieve their mandate. Notwithstanding full proof CB&T based on NCBF 2022 and its likely positive impact, there is still a need to undertake action research based on certain theoretical concepts which can be actually applied in the field and document the outcomes. Action research project of engaging the young fellows for a cluster of Panchayats has created tremendous positive feedback, and its documentation in terms of the processes, methods and interactions can help in scaling up the programme. The young fellows becoming informal trainers to the Panchayat leadership is to be seen as a major sustainable way forward in CB&T.

17.5 Documentation of Experiences and Success Stories of PRIs

It has been seen from practice that seeing is believing. The consultations have also revealed that visiting a well-functioning Panchayat or successful practice is required. There are a large number of Panchayats across the country doing innovative activities and effectively performing the functions. In similar cases, Panchayats have gone out of the box to find solutions to the local problems. Such instances/cases, if documented/published and circulated/ publicised, can not only motivate the local leaders for better work but also motivate other surrounding Panchayats to emulate such outcomes.

In this context, a best practice/success story is a process, technique, or innovative use of resources that has resulted in outstanding, or successful and measurable improvement in the operation. A best practice is also considered dynamic undertakings to meet changing needs of the community. Operationally, it is an initiative that integrates the efforts, expertise, and experiences of all stakeholders in

providing solutions to some of the most critical, social, economic and environmental problems faced by any development unit- whether it be a local government, central government or NGO concerned; and offers the means for mutual exchange and learning and constitutes a model for other units.

17.5.1 Objectives

The main purpose of documenting a success story is to present and promote creative, successful and sustainable solutions to problems caused by poverty and social exclusion in order to build bridges between empirical research and development of policies to reduce poverty.

The documented success stories may be in the form of a written document or audio-visual document that can be effectively used in the CB&T activity; therefore, a system has to be put in place to document such instances on a regular basis. The existing system of documenting on and off, with the existing constraint of human resources, is not very effective. Therefore, there shall be an incentivising system to identify and report the successful practices, processes, and developmental activities at the field level itself and create a record in the form of a written or audio-visual document and share it with SIRDPR. SIRDPR, through an empanelled professional agency, get the successful story documented for use in their training programmes, notwithstanding the language barrier, such documentaries should be made available on a central portal which can be used by all the states with appropriate language interpretation. Each SIRDPR should enlist local professional agencies to document the success stories in audio-visual format with clear terms and conditions and cost elements. Such empanelled list should be active for three years, after which it can be renewed. The use of these empanelled agencies will reduce the burden on SIRDPR faculty and also can be a professionally made piece for effective use. These documentaries should be used to celebrate the great work and recognise the people involved in such success, which can motivate others to perform better and improve governance.

17.5.2 Methodology for Documentation

There can be several ways of documenting a success story. One such method is suggested here.

17.6 Identification of shelf of success stories of local governments:

1. **Formation of a panel of experts:** A panel of experts consisting of trainers and experts in the field can be constituted. This could mean both subject matter specialists and documentation specialists. This panel of experts can select the best performing Local Governments.
2. **Preparation of a framework for documentation:** A framework for documentation is necessary so that the document becomes a tool to replicate best practices. The framework can have all indicators used for selecting a good practice. This document should capture various factors, and processes that have contributed to its success. However, the framework should allow enough flexibility to include indigenous variation.
3. **Documentation process:** Documentation specialists can be engaged in documenting a particular initiative. Those with documentation skills, knowledge of local governance, and an emotional stake over the initiative would be an ideal choice as documentation specialists. Primary and secondary data can be collected as part of the documentation. Primary data can be collected through stakeholder

consultations, focused group discussions and case studies. This could also be done by the owners of the intervention (implementers) or the ones who have to live with the consequences of the intervention (beneficiaries). This could even be entrusted to independent external agencies. However, this depends on the very purpose of the documentation.

4. **Presentation and review of the draft document:** The draft document can be presented before the panel of experts, and based on suggestions, necessary improvements can be made and finalised.
5. **Planning for replication:** Replication is defined as a systematic and supportive project implantation process that involves learning from and sharing with others the practices that are proven to be effective solutions to common problems of local governments with the least possible cost and effort. A "Peer-to-Peer "learning approach can be followed for replication.

NIRDPR and SIRDs could steer this entire process of replication. NIRDPR will give necessary training to the SIRDs on both documentation and replication. The documented practice could be translated into English and Hindi and uploaded on the websites of SIRDs and MoPR.

CHAPTER-18

IMPACT ASSESSMENT

18.1 Background

The MoPR, under RGSA, has made a tremendous investment in resources– human and financial in developing the governance capabilities of PRIs. The PRI CB&T is expected not only to improve the knowledge and skills of PR functionaries but also to have an impact on the quality of governance and service delivery. Ultimately, CB&T has to enable the Panchayat Raj Institutions to achieve the mandate as envisaged in the Constitution. A system of monitoring, evaluation and impact assessment will help in identifying the implementation gaps and address the same through appropriate strategies and effective implementation.

Monitoring of CB&T is the systematic collection of information on all aspects of the training programme, including performance of trainers, achievement of learning objectives and targeted audience covered, etc., while it is being implemented. Evaluation is the comparison of achievements against the planned interventions to measure the target of the training institutions, what is accomplished, how it is accomplished etc. The monitoring and evaluation system for PRI CB&T comprises (a) Input-output assessment and (b) Outcome-Impact assessment. While inputs and outputs can be measured through regular monitoring, outcomes and impacts can be measured through evaluation over a longer timeframe.

18.2 Need for Centralised MIS

The Training Management Portal (TMP) of MoPR is underused by most of the States; hence, there is no database to keep track of the training activities across the States. The same has to be tweaked to have a database of all State stakeholders and their training track record, their functioning, etc., which can help in concurrent impact assessment and follow-up. NIRDPR should take the lead in systematising and managing the TMP.

18.3 Input-Output Assessment:

The objective of input-output assessment is to help enhance the efficiency and effectiveness of the training programmes. The focus of this assessment is on issues such as the effectiveness of CB&T in terms of targets, achievements and implementation arrangements etc. Usually, the training institutions provide regular MIS reports that focus only on input-output and do not provide any clue regarding the outcomes or results of training programmes. Therefore, the input-output assessment of PRI CB&T should be considered as a value addition activity to enhance the individual as well as the institutional performances at the field level. The Training Management Portal (TMP), which is partially used by the training institutions, should be made mandatory to capture the complete process of planning execution and feedback. The TMP should enable capturing the feedback immediately after the session or end of the day and end of the programme. The data bank can be effectively used for outcome impact assessment also.

18.4 Outcome-Impact Assessment:

The outcome assessment of CB&T measure “individual learning” and reflects the changes in the

knowledge, skill and attitudinal behaviours of PR functionaries, whereas the impact assessment measure “organisational performance” and reflects the changes in the performances of Panchayats. Therefore, besides regular monitoring and evaluation of training activities, conducting impact assessment is also very important. The impact assessment measures how the CB&T of PRIs has

- a. Enabled the Panchayats for more effective community participation in the conduct of Gram Sabhas, Social Audit, etc.
- b. Improved the functioning of Standing Committees in the Panchayats
- c. Facilitated in formulating comprehensive and holistic GPDP to deliver on SDGs
- d. Improved the quality of decisions in Panchayat administration, particularly in compliance with the provisions of PR Acts and rules
- e. Improved accountability in terms of responding to and addressing public grievances
- f. Improved engendering perspective in all activities of PR functioning
- g. Improved the service delivery at the field level through better performance of PR functionaries
- h. Enabled “Pride” among the leadership about their role and consider themselves to be leading the local Government.

Impact assessment requires secondary data as well as field survey. Statistical sampling will have to be resorted to for the field survey. While the sampling of the Panchayats is random, the sample of ERs & officials is chosen from those who have undergone training. The work of impact assessment includes- (a) Development of evaluation scales and Performance Indicators for all the three tiers of Panchayats as per the State PR Act and Rules, (b) Development of questionnaires, interview schedules, FGD schedules, etc., for data collection, and (c) Standard menus of correct answers for the performance indicators.

It is essential to carry out the impact assessment of training programmes, not only to ensure effective utilisation of resources but in a larger context for the success of local governance and decentralisation. Depending on the results, corrective measures can be planned and implemented to improve the efficacy of training programmes. The MoPR has developed a “Monitoring and Impact Evaluation Guide³” to help those who are involved in planning and delivery of PRI CB&T programmes with the intention to help them in the monitoring and evaluation of the training activities and also measuring their impact to make continuous improvements. This document is available in the public domain. The training institutions and State PR departments need to use this document to monitor the effectiveness and assess the impact of PRI CB&T. This assessment should be done continuously after giving a gap of six months after the training.

In addition to the above concurrent assessment, once in an election cycle, concerted efforts must be made to have an impact assessment of CB&T by an external agency before proceeding to the next cycle of TNA.

³ Guiding Framework for Monitoring and Impact Evaluation of Capacity Building & Training of Panchayati Raj Institutions in States/ UT, MoPR, Gol.

