

Assessment of State-Level Capacities

Capacity Assessment Report for Implementing National Capacity Building Framework in Rajasthan

Ministry of Panchayati Raj

Government of India

Prepared by

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List of Abbreviations

APARD	Andhra Pradesh Academy of Rural Development
ASCI	Administrative Staff College of India
ATI	Administrative Training Institute
BDO	Block Development Officer
BRGF	Backward Region Grant Fund
CA	Capacity Assessment
CARISMA	Computerization, Automation, Refinement of Integrated System of Management and Accounts
CB &T	Capacity Building and Training
CDLG	Capacity Development for Local Governance
CEO	Chief Executive Officer
CSO	Civil Society Organization
DII	District Implementing Institution
DRDA	District Rural Development Agency
DTC	District Training Cell
DTT	District Training Team
EPR	Elected Panchayat Representative
ETC	Extension Training Centre
FAQs	Frequently Asked Questions
FGD	Focussed Group Discussion
GoI	Govt. of India
GoR	Govt. of Rajasthan
GP	Gram Panchayat
GVT	Gramin Vikas Trust
IDS	Institute of Development Studies
ICDS	Integrated Child Development Scheme

IGPR & GVS	Indira Gandhi Panchayati Raj and Gramin Vikas Sansthan
KILA	Kerala Institute of Local Administration
LSGI	Local Self Government Institution
MANAGE	National Institute of Agricultural Extension Management
MDGs	Millenium Development Goals
MGNREGS	Mahatma Gandhi National Rural Employment Gurantee Scheme
MoPR	Ministry of Panchayati Raj
MoU	Memorandum of Understanding
NCBF	National Capacity Building Framework
NGO	Non Governmental Organisation
NIC	National Informatics Centre
PESA	Panchayat Extension in Scheduled Areas
PRI	Panchayati Raj Institution
PRIA	Society for Participatory Research in Asia
PRTI	Panchayati Raj Training Institute
RD & PR	Rural Development and Panchayati Raj
RGSY	Rashtriya Gram Swaraj Yojana
RTI	Right To Information
SBP	Saakshar Bharat Programme
SFC	State Finance Commission
SIH & FW	State Institute of Health and Family Welfare
SIRD	State Institute of Rural Development
TIA	Training Impact Assessment
TNA	Training Need Analysis
UNDP	United Nations Development Programme
UNDAF	United Nations Development Assistance Framework
ZP	Zilla Parishad

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Executive Summary

Rajasthan is one of the states in India which has demonstrated continuous commitment towards empowering PRIs. It is also widely appreciated for large scale capacity building through cascading and campaign mode for ensuring cent per cent training for elected functionaries of PRIs in the state.

The overall vision of NCBF is ensuring basic training for all ERs, with full coverage on a time bound manner. It is in this context MoPR initiated assessment of state-wide capacities for implementing NCBF in Rajasthan. CA exercise was carried out in Rajasthan during July –October, 2010. Various methods like discussions, FGD, personal interviews, field visits, self- assessment and review of secondary data were employed in this exercise to obtain relevant data and information. A strategic planning workshop was conducted during September 2010 and dissemination workshop was held during February 2011. Based on the feedback and suggestions of the participants of these workshops, the final report is prepared.

PRIs of Rajasthan, like other Indian states, are posed with several capacity issues. Most of them could very well be addressed through capacity building interventions like focused training and other appropriate policy interventions.

Present CB Efforts in Rajasthan

To overcome the capacity gaps of PRIs, IGPR & GVS (SIRD), as the apex institution for the capacity building and training of PRI functionaries of Rajasthan, is carrying out various capacity building interventions, which are commendable. The expertise of SIRD in completing basic orientation for all ERs through cascading approach has drawn international attention. The response of SIRD in relation to CB & T of PRIs of Rajasthan could be summarized as below:

1. Joint training for PRIs under RGSY, BRGF
2. Training on watershed development jointly with Watershed Department
3. Training on MGNREGA and SGSY
4. Refresher course for SC, ST and women members of RGSY districts

5. Computer Trainings
6. Faculty development (Training of Trainers)
7. Module and hand book development
8. Training on sectoral themes on a pilot mode
9. Organising TNA and TIA in association with select NGOs
10. Functional co-ordination of ETCs at a limited level

Rajasthan takes pride that all the elected PRI representatives are given training within 4 to 5 months of their assuming office. Even when this is parroted as a greatest achievement, there is much more to be done in relation to CB & T.

It is evident that along with SIRD, there are several other arrangements like HCM- RIPA (ATI), IDS, ETCs, Planning Department, Watershed Development Dept, CDLG- project, CDDP- UNDP, Zilla Parishads, Panchayat Samities, PRCs, departmental /sectoral training institutions and NGOs that are expected to play a supportive role in the capacity building process. However their engagement warrants a broader vision, better co-ordination, wider canvass and effective implementation strategy.

The capacity of some of the key institutions like ATI, IDS and selected NGOs were assessed within the context of CB &T. It is understood that ATI and IDS do not play a significant role in CB &T process. ATI does not carry out any specific activity for strengthening PRIs. IDS does not take PRI as a priority intervention theme. The expertise of NGO is not properly mainstreamed; even though PRI specific activities of NGOs are shared with SIRD in some cases. The CA exercise has very clearly brought out that the key support institutions of Rajasthan do not fully compliment SIRD's current CB & T efforts, which needs a serious relook.

Relevance of Strategic Partnership

Strategic partnership is necessary due to obvious reasons that (i) there are gaps in CB & T efforts of Rajasthan, (ii) the current collaboration with different partners is not encouraging and SIRD does not have adequate financial as well human resource capacity as well, (iii) current devolution orientation in the state is encouraging, and (iv) there is no effective co-

ordination between SIRD and sectoral training institutes. More attention needs to be given to the CB & T efforts mentioned in table 12.2 of chapter XII.

Potential partners for CB & T: Departmental Training Institutes, ATI, ETCs, IDS, NGOs with state wide presence, Planning Dept, SRC, AGs, PRCs, CDLG, UNDP – CDDP, Master Trainers, RAJCOM, Doordarsan and NIC could be engaged as potential partners.

Absence of regional and district level network is identified as a key challenge for SIRD for conducting effective CB & T of PRIs. There are 33 districts in Rajasthan. Among them, 12 are BRGF and 21 are RGSY Districts. All BRGF districts can set up PRCs at Block level. Further analysis also indicates that 6 BRGF districts namely Barmer, Chittorgarh, Sawai Madhopur, Sirohi (CDDP- UNDP Programme) Dungarpur (ETC) and Udaipur (ATI Regional centre, CDDP- UNDP Prog, DEO of Planning dept.) have the availability of additional support systems. Several of these districts have access to training facilities like residential hostels, training halls, training equipments owned by departments or NGOs.

Building strategic partnership with key partners is identified as a necessity for effective CB & T of PRIs. This is also found relevant in the context of ensuring state specific social inclusion strategy in CB & T process as detailed in chapter XI. Being the core institute mandated with CB & T, SIRD under the guidance of RD & PR Department shall establish linkages with key partners. SIRD shall be appropriately equipped to manage this partnership process with adequate financial, infrastructural and human resources.

State fund, BRGF fund, RGSY fund, fund from MoRD, CDDP- UNDP, UNDP- CDLG, Department of Watershed and Soil Conservation, NGOs and Department training institutions could be mainstreamed for effective CB & T of PRIs of Rajasthan. It is suggested that the state government provides untied fund to IGPR and GVS, which could be used for meeting a variety of emerging capacity building needs of PRIs. A separate chapter (XIII) on the immediate action points, for effective CB & T, is included which are suggested to be carried out over the period of one year.

Chapter I

Introduction

A. Background of the Capacity Assessment Exercise

i. Constitutional mandate

India is a vast country with many states, having population of more than 50 million. To democratically governing a country of this magnitude necessitates several tiers of government. Even though decentralization has been an issue of concern in India for over a century, until recently, there were generally only two federated tiers of government – Centre and State.

Introduction of PRI system is considered as one of the most innovative and significant initiatives of Independent India. It is also a system of institutional arrangement for achieving the intended fruits of rural development programmes through people's initiatives and participation. These institutions are considered as training ground of democracy and political education. The 73rd and 74th Amendments were formal instruments introduced by the Government of India and approved by the State Assemblies, to force a minimum level of rural and urban decentralization uniformly across all states. The Amendment Acts were passed by the Lok Sabha and the Rajya Sabha with near unanimity on 22nd and 23rd December 1992 respectively. The 73rd and 74th amendments have given Constitutional mandate for the local governments, both rural and urban, of India to plan for activities for economic development and social justice. The 73rd Amendment Act provides Constitutional status to the Panchayat and gives it uniformity by making the three tier system a permanent feature. It was made binding on the states to pass Conformity Acts within one year of the commencement of the 73rd Amendment.

The hitherto unknown set of activities assigned to the local governments can only be effectively carried out by them with requisite quantum of capacity building. The volume and scale of capacity building depends on the volume and scale of devolution. Even though the local governments across India have uniform mandates, each state varies in actual devolution process. The minimum standard set in the devolution process is 3 Fs viz: Fund, Functions and Functionaries.

The 73rd amendment Act has initiated fundamental restructuring of Governments and administrative systems of the country. However, a lacuna of the Act is that instead of clearly specifying the functions and powers of Panchayats, it has left this task to the discretion of the state Governments. As a result, the states have not kept in mind the spirit of these Acts, while formulating conformity legislations.

ii. Status of decentralization in India

Different Indian states have approached decentralization differently. Many of the important differences are captured in the conformity acts and underpin the analysis of the State Finance Commissions. Some states are still designing their approaches and the situation is yet to get evolved. While the state decentralisation models are similar, there are differences in design and the pace of implementation. There are some differences in design between states primarily due to the relative size, roles and importance of Gram, Block and District Panchayats. For instance, Andhra Pradesh has given priority to the District level, while Rajasthan has given importance to intermediary level. Many other states, including Kerala and Karnataka have focused on the Gram Panchayats. Within the basic model, there are also differences, reflecting the speed of implementation.

Political decentralization in India has been a highly successful phenomenon. But in the matter of accountability, a lot more has to be done. The states have modified their Acts consistently with the requirements of the 73rd Amendment and most of them have conducted local elections. Though people's participation in the political process is high, their involvement with the accountability mechanisms like Gram Sabhas is quite low. The right of recall is not given to the Gram Sabha. Only a vibrant Gram Sabha and a vigilant civil society can ensure that proper accountability mechanisms are in place and enable the Panchayats to rise to the level of Local Self-Government Institutions.

Among the Indian states, the decentralization exercise of Kerala is noteworthy. Among other achievements, the local governments of Kerala have become tools for poverty reduction and effective delivery of basic services to the poor. Kerala has transferred more fiscal resources to the PRIs, as untied grants, than any other state.

Experience over a decade has prompted State and Central Governments as well as civil society organisations to assess the performance of local self-governments. Kerala has established a reward system (Swaraj Trophy) for the best performing local governments at state and district levels. The Ministry of Panchayati Raj, Government of India also has instituted a scheme of awards for the best performing State and Panchayats, with a view to encourage State Governments in promoting Panchayati Raj in their respective States and to rank the States in terms of their compliance with the provisions of Part IX of the Constitution of India in letter and spirit. Accordingly, Rajasthan is assessed as one of the forerunners of decentralization along with other states like Kerala, Karnataka, Sikkim, West Bengal and Andhra Pradesh.

Local governance in India is gaining significance. The implementation of two of the major programmes for rural development, namely the Mahatma Gandhi National Rural Employment Guarantee Scheme (NREGS) and the Backward Regions Grant Fund (BRGF) through out India are vested with PRIs. In terms of the Constitutional intent, States have assigned many more schemes to the PRIs, though such assignments are not uniform across the States. To perform such large scale responsibilities, the PRIs need to have adequate capacities, in terms of number as well quality of human resource.

iii. Round Table Conferences on Panchayati Raj

In accordance with the decisions of the Conference of Chief Ministers on 29th and 30th June 2004, the MoPR organized seven Round Tables around the country and discussed almost all subjects pertinent to Panchayati Raj. The details are furnished in Table 1.1

Table 1.1.

Round Table Conferences on Panchayati Raj

Date	Venue	Subject for discussion
23- 24 July 2004	Kolkata	Effective devolution, comprising Functions, Functionaries and Finances, as well as empowerment of Gram Sabhas.
28- 29 August 2004	Mysore	Planning and implementation, including the question of parallel bodies, Rural Business Hubs, etc

23- 24 September 2004	Raipur	'Reservations in Panchayati Raj', comprising Scheduled Tribes (including implementation of PESA), Scheduled Castes and Women.
7- 8 October 2004	Chandigarh	Panchayati Raj in Union Territories; Panchayati Raj jurisprudence.
28- 29 October 2004	Srinagar	Annual Reports on the state of the panchayats (including preparation of a Devolution Index)
28 -29 November 2004	Guwahati	Panchayati Raj Elections and Audits
17-19th December 2004	Jaipur	Capacity Building and Training for Panchayati Raj Institutions, IT enabled e-Governance for panchayats.

Efforts for strengthening of PRIs have gained momentum with the creation of a separate Ministry of Panchayati Raj in 2004. The Ministry of Panchayati Raj organized seven round table conferences on various issues relating to Panchayati Raj in different states between July and December 2004. The seventh round table conference held at Jaipur from 17 to 19th December 2004, mainly focused on capacity building and training required for PRIs. The recommendations that emerged in this Conference formed the basis for developing the National Capacity Building Framework. In order to empower the Panchayati Raj Institutions and enable them to function as local self governments, in the letter and spirit of the Article 243G, their capabilities have to be built through systematic training. A scientific Training Needs Assessment is required to design specific training and capacity building programmes for various tiers of elected representatives and officials. The National Capacity Building Framework (NCBF) has been prepared against this background.

iv. National Capacity Building Framework (NCBF)

NCBF is based on the action points of the Seventh Round Table of state ministers of Panchayati Raj held at Jaipur in December 2004 relating to training and capacity building of EPRs, office bearers, chairpersons of standing committees and officials.

The basic objectives of NCBF are:

- enabling EPRs to upgrade their knowledge and skill to better perform their responsibilities
- orienting key officials associated with the devolved functions to be more receptive and learn from the ground level experience of EPRs
- improving the Gram Sabha functioning to assert their demands and hold their Panchayat to account through invoking RTI and social audit
- sensitising the media, political parties, CSOs and citizens to promote PRIs as effective local government institutions.

The basic principles of NCBF are:

- The focus of training under NCBF is not on information alone, but on inter-learning between trainers and participants
- Training should provide time and space for trainees to reflect on and analyze their situation and seek solutions to their problems
- Mutual learning, assimilation and retention happen best in a multimodal and non-hierarchical training environment
- The programme must aim at maximum initial coverage within a limited period, so that all stakeholders can quickly settle down into playing their roles.
- The framework has to constantly develop and evolve on the basis of regular impact assessment.

NCBF aims at addressing the capacity building needs of four categories of stakeholders.

They are:

- a) Elected Panchayat Representatives (EPRs) comprising of Ward members, Presidents, Vice Presidents and Chairpersons of Standing Committees
- b) Officials working with Panchayats- such as Panchayat Secretary, Junior Engineer, Anganwadi workers, Public health workers, own employees of Panchayats, etc
- c) Pressure groups with the Gram Sabha such as SHGs, CBOs, etc
- d) Elected representatives and officials of higher levels of Government.

The MoPR is also implementing the Capacity Development for Local Governance (CDLG) project with support from the United Nations Development Programme (UNDP) in seven focus states (Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Orissa, Rajasthan and Uttar

Pradesh) of the UN Development Assistance Framework (UNDAF). CLDG is aligned with the goals and objectives of the NCBF and aims to strengthen institutions and processes at various levels to bring about behavioural change through increased motivation, joint decision-making, the provision of resources (i.e. networks, resource persons/institutions, training courses/material, information, innovative solutions and methods) and personal empowerment. The Key partner institutions are Training Institutions such as the State Institutes for Rural Development (SIRDs), the Panchayati Raj Training Institutes (PRTIs, existing in a few States) and the Administrative Training Institutes (ATIs), which have the mandate to train elected representatives and officials in Local Governance. It has been the experience that these institutions put together are unable to meet the responsibility of providing the required training to the ERs and officials of the PRIs.

NCBF is only a basic framework for fixing minimum standards in capacity building of PRIs, whereas the states having sustainable level of devolution should go beyond NCBF.

The Second Administrative Reforms Commission's report on local governance emphasizes that capacity building is more than mere training and improvement of existing skills. It identifies individual development and organizational development as the two major components of capacity building. Individual development focuses on enhancement of an individual's knowledge, skills and access to information, which enables him/her to improve his/her performance and that of his/her organization.

Organizational development is about enabling an organization to adapt to its external environment and develop harmonious and effective working relationships within the organization. It further states that organizational capacity building is dependent on appropriate personnel policies, organizational structures, and re-engineering of work process.

Individual development would in turn enable the elected representatives and functionaries to make appropriate decisions with regard to the mission, strategies, structures and relationships that govern their institutions. However, it must be emphasized that mere individual development in the absence of support for the development of local bodies as organizations (which essentially means adequate staffing and financing of local bodies)

will not yield the requisite results and causes frustration and eventual withdrawal of talent from local governance. Wherever training inputs in the form of individual development have shown results, they have been preceded or accompanied by massive devolution of funds, functions and functionaries as in the case of Kerala. This in turn was a result of civic education and policy advocacy on a massive scale. PRIs have been vested with additional responsibilities every year. In this context, the issue of capacity building of local elected representatives and functionaries has attracted serious attention in the recent years.

v. Context of Capacity Assessment

The underutilisation of resources available under the flagship programs of the Ministry of Panchayat Raj and Rural Development suggests that investing in capacities of local governments is a pre-requisite to investing in rural development. A substantial amount of resources committed for the capacity development under various schemes like BRGF, RGSY has not been utilised. This is a manifestation of the weak capacity of the training Institutes like SIRDs. Other than the prominent capacity building actors like SIRDs, civil society organisations and private sector actors also have an important role to play in developing capacities for local governance. These actors might play their roles independently but they should also actively seek to complement, reinforce or give constructive feedback to one another.

The states have used several strategies to meet the given challenge of capacity building for local governments. Accordingly, some have availed the services of non-profit and profit organisation to meet the capacity development demands. There are also models for stakeholder's engagement in capacity development of PRIs. For example, Kerala Institute of Local Administration (KILA) has signed MoU with District Level Implementing Institutions (DIIs) for ensuring comprehensive and time-bound capacity building. Similarly Karnataka adopted SATCOM and Rajasthan adopted Cascading method.

The report of the first independent review mission for BRGF recommends developing format/template and guidelines for Capacity Needs Assessment for capacity development planning while allowing flexibility and innovation at State level. It is at this level, the NCBF was framed with the over all objectives of :

- i. Defining the very concept of capacity development of local governments
- ii. Assessing the needs and define priorities for capacity development initiatives
- iii. Preparing an overall implementation plan for capacity development initiatives that is coordinated and efficient
- iv. Providing a common approach to assess the results achieved, and
- v. Guiding capacity development investments.

The present exercise was done to come out with a capacity development strategy for implementing NCBF in Rajasthan.

B. Capacity Development Vision

The capacity assessment exercise was done to achieve the capacity development vision of MoPR. This is largely in consensus with the principles of NCBF.

i) Vision

Panchayats as effective Institutions of Local Self Government

ii) Mission

To develop the capacities of all elected representatives and functionaries of Panchayat Raj Institutions (PRIs) and associated agencies for good governance and decentralized participatory planning for sustainable development.

iii) Objectives

- To ensure basic training for all, with 100% coverage in a time bound manner with reference to the National Capacity Building Framework (NCBF);
- To develop standardized core content, approved by state PRD, to ensure uniformity of the basic training content across the State;
- To ensure that need based training, quality monitoring and impact assessment are incorporated as part of State PRI CB&T approach through the training institutions;

C. Terms of Reference (ToR)

The Terms of Reference for this CA exercise is given as Annexure One.

Chapter II

Methodology of Capacity Assessment Exercise

I. The following methodologies were used as part of Capacity Assessment exercise in Rajasthan

- Discussions/ Focus group discussions
- Personal Interviews
- Field/observation visits
- Self- assessment worksheets
- Secondary data
- Strategic planning workshop
- Dissemination workshop

i. Discussion/ Focus group discussions were held with the following officials and teams

- Discussion with the Principal Secretary(RD & PR), GoR
- Discussion with Principal Secretary (Planning), GoR
- Discussion with the Secretary and Commissioner (PR), GoR
- Discussion with Director, IGPR&GVS
- Discussion with CDLG team
- Discussion with Dept. of Watershed Development and Soil Conservation Dept
- Discussion with CEO, Jaipur ZP
- FGD with trainees and Trainers at Amber PS, Jaipur District
- Discussion with core staff of OTS-HCM RIPA
- Discussion with Director and Faculty members of IDS
- Discussion with Faculty members and officials of IGPR&GVS

ii. The following stakeholders attended the consultative workshop

- Panchayat Raj Department
- Rural Development Department
- Watershed Development and Soil Conservation Dept
- Department of Planning

- NIC
- State Project Officer, CDDP, UNDP
- The Hunger Project
- Gramin Vikas Trust
- PRIYA
- CARE

iii. Personal interviews were held with the following:

- Core staff of OTS-HCM RIPA
- Faculty members and Officials of IGPR&GVS

iv. Field visits were conducted to the following locations

- Kotkhavada Grama Panchayat, Jaipur district
- Zilla Panchayat, Jaipur
- Block level training centre in Amber PS, Jaipur
- OTS-HCM RIPA
- IGPR&GVS
- IDS
- Hunger Project, Rajasthan Regional Office, Jaipur
- State Resource Centre, Jaipur
- State Institute of Health and Family Welfare, Jaipur

v. Self -assessment worksheet was administered to the following stakeholders:

- OTS
- SIRD

vi. Secondary data were collected from the following sources:

- Reports, research/evaluation studies relating to PRIs in Rajasthan
- Training calendar and annual reports of training institutions

The following reports and research studies were reviewed:

- 1) Status of Panchayat Report (2008-09) by MoPR, Govt. of India
- 2) Report of Third State Finance Commission(2009), Govt. of Rajasthan

- 3) Strengthening of State Support Institutions in the Focus States: Capacity Assessment Report, 2008. UNDP and ASCI
- 4) Evaluation study on working of Panchayats at village level (Study by Dr. Anita, IGPR & GVS, August, 2008)
- 5) A study of social audit forums and vigilance and monitoring committees (Study by Dr. Yogendra Singh, IGPR & GVS, August, 2008)

vii. Strategic planning workshop

A strategic planning workshop was held on 20th September, 2010 at SIRD, Jaipur. The findings on the capacity building and training of PRI functionaries were presented to the group, representing different sectors. Feedback and suggestions from the participants were received from the group. Based on the suggestions, the draft report was modified.

viii. Dissemination workshop

The workshop for disseminating the major findings was held on 28th February 2011 at SIRD, Jaipur. Major findings and the suggested strategies were presented to a core team representing the Minister for RD & PR, Principal Secretary RD & PR, Secretary PR and Secretary RD, Director General IGPR&GVS, Faculty members and officials of IGPR&GVS and key officials from relevant stakeholders. Feedback and suggestions from the participants were received. Based on the suggestions, the report was further modified. List of participants in the dissemination workshop is given as Annexure Two

II. Limitations of CA Exercise

1. All the potential stakeholders could not be covered in the CA exercise. The participation in the consultative workshops was not fully representative in many respects.
2. The field visits were confined to institutions in and around Jaipur due to time and resource constraints. Visit to ETCs could not be done.
3. There was inhibition to open up and express ideas from many stakeholder participants in the presence of senior officials. This affected the quality of discussion.
4. Representation of sectoral training institutes in CA exercise was inadequate.

Chapter III

Local Governance in Rajasthan

i. Brief history

Panchayats or village assemblies existed in ancient India as self-governing institutions having distinct and well-defined functions. The institution of Panchayat represented not only the collective will, but also the collective wisdom of the entire rural community. In Rajasthan also, village panchayats existed as in other parts of the country. The British rule introduced highly decentralized system of administering justice, which changed the situation and the system of village panchayats suffered a set-back. During the viceroyship of Lord Ripon, there was an attempt to establish local bodies. In Rajasthan, the princely states of Jodhpur, Bharatpur, Jaipur, Sirohi, Udaipur and Karauli enacted legislation on Panchayats. Bikaner state had its own Gram Panchayat Act much earlier in 1928. Thus, at the time of dawn of independence, Panchayats were functioning in some of the erstwhile princely states, while in other states no such institutions existed.

The state of Rajasthan came into existence as a result of the process of integration of about two dozen princely states and chiefships in successive stages starting from the inauguration of Matsya Union (comprising of the former princely states of Alwar and Bharatpur) and culminating with the merger of Sirohi state in Rajasthan union. The greater Rajasthan with Jaipur as capital was inaugurated on March, 1949. The final stage in the formation of the present state of Rajasthan was completed in 1956 with the merger of Part-C state of Ajmer, parts of Bombay and Madhya Pradesh into Rajasthan as a result of the recommendations of the State's Reorganization Commission, giving the state its present geographical and political identity.

In 1953, the Rajasthan Panchayat Act was enacted and village Panchayats were established throughout the State. Rajasthan has the distinction of being the pioneer in accepting the scheme of democratic decentralisation envisaging a three tier system of representative bodies at the village, block and district level. The system later came to be known as Panchayati Raj, which was inaugurated by the then Prime Minister Pandit Jawaharlal Nehru on October 2, 1959 at Nagour in Rajasthan. The first elections under

the Rajasthan Panchayat Samitis and Zila Parishads Act 1959 were held in September-October, 1959. With the already existing Panchayats at the village level under the Rajasthan Panchayat Act, 1953, the three tier scheme of Panchayati Raj began functioning on October 2, 1959.

ii. Panchayati Raj in Rajasthan after 73rd Amendment

As a consequence of the 73rd amendment, Rajasthan Panchayati Raj Act was passed in 1994 which came into force w.e.f. April 23, 1994. The Act has incorporated mandatory provisions of the 73rd Amendment besides a few others, such as, procedure of Gram Sabhas, reservation in the membership and Chairpersonship for members of the OBCs. The Rajasthan Panchayati Raj Act, 1994 provides for functions and powers of the PRIs. For conduct of fair elections, the Rajasthan Panchayati Raj (Election) Rules, 1994 were framed. For smooth functioning of PRIs, the Rajasthan Panchayati Raj Rules, 1996 were framed and made effective from 30th December, 1996. For extending these provisions to Scheduled Areas, Rajasthan Panchayat (Extension to Scheduled Areas) Act, 1999 has been enacted.

Out of 29 functions mentioned in the Eleventh Schedule, 18 functions stand transferred to the PRI's. As stated in Third SFC report, 18 departments in which specified functions have been claimed as transferred to the PRI's are:

1. Agriculture, including Agriculture Extension
2. Land development- implementation of land reforms, Chakbandi and soil conservation
3. Minor irrigation, water management
4. Fisheries
5. Social and Farm Forestry
6. Minor Forest Produce
7. Rural housing
8. Drinking water
9. Fire wood and Fodder

10. Roads, Buildings, bridges, culverts, ferries, water ways and other means of communications
11. Poverty Alleviation Programme
12. Education including primary and secondary
13. Markets and fairs
14. Women and child development
15. Social welfare including welfare of the disabled and mentally retarded persons
16. Welfare of the weaker sections and in particular Scheduled Casts and Schedule Tribes
17. Public Distribution System
18. Maintenance of the community assets

iii. Organisational Structure & Role of PRIs

The Panchayati Raj Institutions in Rajasthan have a three-tier system. Gram Panchayats at village level are the key units, while the middle level comprises of Panchayat Samities at the block level and Zila Parishad at the apex level. As a matter of fact, Panchayat Samities are the conduits through which most of the funds for rural development are flowing to Gram Panchayats. Now the development funds of many schemes are directly channelized by Central Govt. and State Governments to the Gram Panchayats and Zila Parishad, at the district level. The apex tier of PRI is responsible for preparation of integrated Annual Plan of the district for the rural as well as urban area through the District Planning Committee. But so far this role has been performed by the various departments because of the lack of preparedness, awareness, and understanding regarding their prime role in the preparation of Annual Plans of development.

a. Gram Panchayats

The number of Gram Panchayats (GPs) in the State of Rajasthan is 9166. The organizational structure of a Gram Panchayat comprises of a directly elected Sarpanch and Ward Panchs. As regards other staff, Section 78 of Rajasthan Panchayati Raj Act (RPR Act) provides for a Secretary at each Panchayat level or a Group- Secretary for a group of Panchayats. Rajasthan has been facing the shortage of Secretaries at the Panchayat level for a long period, which affects the working of GP offices.

The induction of Secretaries from among the persons declared surplus in many government departments and into Gram Sewaks, has virtually deprived the Gram Panchayat of the services of a qualified Gram Sewak. Persons declared surplus from the Tilam Sangh and Octroi Department of Municipality and various other departments are absorbed as Gramsevak, who are totally unfit to render the services on the post of a qualified Gramsevak. The absorption of such unqualified persons on the post of Gramsevak has caused great harm to the proper functioning of the Panchayati Raj System in the State.

With the increasing outlays of rural development in the Eleventh plan, it is essential that there is a proper and complete monitoring, recording and computerization of the accounts and funds received for rural development directly by the Gram Panchayat from Central Government or State Government in various rural development schemes. The lack of proper monitoring of fund utilisation and assets created there of, may lead to misutilisation and non utilisation of funds resulting in malpractices, which has to be properly addressed.

In view of the overall expenditure which is being incurred through Gram Panchayats for rural development and in view of the functions and duties to be entrusted to PRIs under the Rajasthan Panchayat Raj Act 1994, which have been enacted by the State Assembly to implement the mandate of the 73rd Amendment of Constitution of India into law, in the present circumstances along with a qualified Gramsevak for each Gram Panchayat, at least one graduate, computer literate is required in the staff of each Gram Panchayat which needs to be provided.

b. Panchayat Samitis

Panchayat Samities in the State are the nodal agencies in charge of implementing the development works in rural areas that have been assigned to PRIs. They are also entrusted with the task of guiding and monitoring besides inspection and control of rural development programme assigned to Panchayati Raj Institutions (PRIs). Panchayat Samities and Zila Parishads are also looking after the distribution of funds to the Gram Panchayats for particular rural development schemes of SGRY in which 30% and 20% amount is earmarked for them and the rest for further distribution to Grama Pachayats.

Panchayat Samiti is headed by an elected non official, the Pradhan, duly assisted by a Chief Executive known as Block Development Officer (BDO) supported by Programme Extension Officer, Co-operative Extension Officer, Panchayat Extension Officer, Jr. Engineer, Accountant and other ministerial staff.

c. Zilla Parishads

Zilla Parishads (ZPs) have the MPs and MLAs, besides the directly elected members from its territorial constituencies of the district. ZP is headed by a Zilla Pramukh who has a Chief Executive Officer (CEO) who is also the Project Director of DRDA. The other functionaries to assist the CEO are- Additional CEO, Assistant Engineers, Accounts Officer, Panchayat Extension Officer, Accountant and ministerial staff. The details of the number of functionaries of PRIs (2010) are furnished in Table.3.1.

Table 3.1

Category- wise Elected Representatives (ERs)

PRI	General	SC	ST	OBC	Women	Total
Zila Parishad Chairpersons	9	6	5	13	19	33
Zila Parishad Members	513	179	163	158	422	1013
Pradhans (Block Chiefs)	77	42	46	83	134	248
Panchayat Samiti Members	2729	9029	825	790	2552	5273
Sarpanches (Village Panchayat Chiefs)	4459	1590	1757	1360	4819	9166
Ward Panches	-	-	-	-	-	1,02,937
Total No. of Elected Representatives	-	-	-	-	-	1,18,670
Percentage of Elected Women Representatives						53

iv. Status of Decentralization Processes in Rajasthan

The three tier PRI was set up in place and electoral devolution has happened. Time bound five yearly elections were held in 1995, 2000, 2005 and 2010. The latest election was completed during February, 2010. The political reservations for SC, ST, OBC in proportion to population and one-third reservation for Women, introduced since 1995- making the excluded- a majority voice. Reservation for women was raised to 50% at all levels with 2010 elections.

1.State Election and Finance Commissions were set up in tandem with the electoral cycle of PRIs. The third SFC has submitted its report and the fourth one has been set up.

2.Rajasthan Panchayati Raj Act, 1994 and Rules, 1996 are in force with Schedule- I, II and III respectively- laying down powers and functions of Gram Panchayats, Panchayat Samities and Zila Parishads- subject to directions, specified by the State Govt. from time to time.

3.Panchayat Extension over Scheduled Areas Act (PESA) is enforced in Rajasthan w.e.f. June, 1999, but framing of Rules is still pending. Hence it can be considered only as a paper law.

4.Gram Sabhas are held since 1995 initially on biannual basis and w.e.f. 2001 onwards, on quarterly basis Ward Sabhas are held since 2000, chaired by Ward Panch- after the 2000 Amendment of Rajasthan's Panchayati Raj Act; making Ward (average population size- 300-500) as the pivot for development planning and review

5.Right to Information and Social Audit are in place, which form special integral features of Rajasthan Panchayati Raj Act & Rules

6.District Planning Committees were formed as per 74th Constitutional Amendment, under the Chairpersonship of Zila Pramukh, to facilitate the process of Decentralized Planning, leading to District Plans, feeding into State Plan.

7. Six Standing Committees at all levels of PRIs are elected since 2000, for facilitating inclusive governance- participatory monitoring and supervision of devolved subjects

8. Special Mission and Task Force on Panchayati Raj were set up by Govt. of Rajasthan headed by the Chief Minister & Chief Secretary, respectively.

9. "Training for All" Goal of National Training Policy was achieved for PRI Sector in 2002 for EWRs and during 2003 & 2005- for all PRIs. Again in 2007 (BRGF Districts) & 2008-09, Refresher PRI-trainings are conducted, making Rajasthan emerge as a pioneering state in terms of Capacity Building of PRIs in a cascade mode of Decentralized Trainings.

v. Activity Mapping

The exercise on the division of functional responsibilities between the three tiers of the Panchayati Raj System on the basis of activity mapping has been completed for 18 departments. They are- I.C.D.S., Social Welfare, Agriculture, Soil Conservation, P.H.E.D., M.D.M- Education- Elementary/ Secondary, Animal Husbandry, Fisheries, Health and Family Welfare, Irrigation, Forest, Industry, Food, Tourism, P.W.D., Energy & Technical Education.

Some of the key transferred activities and staff are as below:

- Agriculture/Agriculture Extension activities along with staff, up to the level of Asstt. Director is transferred to Zila Parishad / Panchayat Samiti.
- Watershed & Soil Conservation department is brought under the control of RD & PR from Agriculture Department.
- Irrigation Tanks up to 300 hec. capacity are transferred to Panchayat Samities along with supporting staff.
- Fisheries Tanks of "D" category are transferred to Panchayats, "C" category to Panchayat Samities & "B" Category to Zila Parishads along with supporting staff up to level of Asstt. Director in Zila Parishad.

- Activities relating to Social Forestry, Farm Forestry & Minor Forest Produce are transferred to Panchayat Samities along with supporting staff up to district level.
- Zila Parishad will decide the names of villages- as per allocation by State Government for rural electrification.
- Gram Panchayats have been authorised to take up the work relating to distribution of electricity bills, if desired.
- Maintenance of Rural Haats is transferred to Gram Panchayats from Agriculture Department.
- District Women Development Agency is brought under Zila Parishads.
- Dy. Director, DWCD is brought under Zila Parishad and CDPOs under Panchayat Samiti along with supporting staff & activities.
- Activities implemented by District Social Welfare Officer are transferred to Zila Parishad along with Officers up to level of Dy. Director / Asstt. Director together with supporting staff.
- List of beneficiaries selected under Prime Minister Employment Scheme (PMRY) will be approved by Zila Parishad.
- Proposals of Small Scale Industries will be discussed in the Standing Committee of Panchayat Samities.

Chapter IV

Major Capacity Issues of PRIs in Rajasthan

The capacity issues of PRIs of Rajasthan were identified mainly through stakeholder discussion and review of secondary sources.

a. Stakeholder discussion

1. Low literacy level of elected representatives, especially among SC, ST and women members is a great challenge for the trainers.
2. At least some of the PRIs are not equipped with infrastructure facilities like moderate building, meeting hall, etc. Electricity connection and availability of computer with Operator are also lacking in many GPs.
3. Rajasthan is a large State with regional variations and there is diversity of languages, cultural diversity, etc, which pose challenge to trainers.
4. Though Standing Committees of PRIs exist, they remain inert. As a result, the field level monitoring remain defunct.
5. Panchayat Secretary cum Gram Sevaks do not have the expected basic competencies and educational qualification.
6. The Gram Sevak is overloaded with multifarious job responsibilities, which cannot rationally be discharged by a single functionary.
7. The official manpower at GP/PS/ZP level is grossly inadequate. It is not commensurate with the functional responsibilities devolved to PRIs.
8. The staff of line department relating to devolved subjects is in effect, not transferred to PRIs.
9. Frequent transfer of CEOs and ACEOs of the Zila Parishads affects normal functioning.
10. Low level of honoraria and other incentives for PRI leaders affect even their regular attendance in committee meetings.

11. There is huge technology gap in the capacity building process. The method of training is mostly lecture mode. The use of technology is not properly taking place. There is also the problem with computer and electricity connectivity

12. The Computerization-Automation-Refinement of Integrated System of Management and Accounts (CARISMA) programme is not effectively co-ordinated.

13. SIRD does not have adequate financial as well human resource capacity to have comprehensive capacity building and training of PRIs.

b. Review of key secondary sources

The review of key documents, reports and studies relating to Rajasthan Panchayati Raj system has given insights into the following key CB issues.

1. The powers related to control of functionaries to Panchayats are generally not exercised by the heads of PRIs, primarily due to lack of awareness on such powers.

2. The power once devolved to PRIs is quite often withdrawn. This is a reflection of absence of sustained political will in favour of decentralization in Rajasthan.

3. Most of the Gram Sevaks, drawn from other departments, have performance gaps as they are neither fully trained nor have educational background.

4. There is low participation of Ward Panches in Gram Sabha meetings.

5. SC/ST elected representatives lack adequate training and awareness about their roles and responsibilities

6. The State Finance Commission had indicated difficulty in obtaining information on accounts (finance) of Gram Panchayats, which reflects absence of clear accounting and finance management.

7. All the ward members do not regularly attend the fortnightly Panchayat meetings, probably due to the non-payment and delay in the distribution of meeting allowances.

8. Mobilization of own income by Gram Panchayats is a neglected activity.

The major challenges in PRI CB &T could be summarized as below:

a. Environmental

- i. Quantum of coverage required due to large number of stakeholders
- ii. Large geographical spread
- iii. Existence of several local dialects and languages

b. Personal

- i. Low level of literacy of PRI members
- ii. Need for more attention to marginalized groups (women, SC,ST)
- iii. Panchayat Secretaries lack basic competencies

c. Institutional

- i. Resource scarce and not adequately manned training institutions
- ii. Inadequate capacity of human resources
- iii. Technology gap in capacity building
- iv. Systemic losses in learning in cascading training methodology
- v. Low honorarium and other incentives for ERs

d. System

- i. Weak role played by CSOs
- ii. Inadequate delivery system, line staff of devolved subjects are not transferred to PRIs
- iii. Standing committees of PRIs are not functional
- iv. Mobilisation of own fund by GPs is weak

The following capacity building suggestions are given in response to the issues identified through the review as well as stakeholder discussion.

1. Trainings could be organized for the heads of PRIs on management of official functionaries.
2. Adequate training and policy level interventions are needed for mobilizing sustained political will in favour of PRIs. Training for the leaders of major political leaders, formation of local government association etc could be initiated. Best practices of PRIs in devolved subjects need to be documented and disseminated.

3. Field studies have to be conducted on the performance gaps faced by the Panchayat Secretaries and policy level feedback to be given to the Government for evolving proper criteria for the appointment of Panchayat Secretaries.
4. Roles of Ward Panch on Gram Sabha mobilization need to be conveyed. Video programmes on mobilization and organization of grama sabhas could be shown at Panchayat level.
5. Special training programme for SC/ST elected members have to be conducted every year.
6. Training on financial management to Gram Sevaks and Junior Accountant/ Accountant posted in the Panchayat Samitis to be organized to ensure proper maintenance of accounts at the Panchayat level.
7. Policy interventions for timely distribution of honorarium, appointment of more staff to PRIs
8. Training on resource mobilization for the PRI functionaries
9. Make technology get integrated in every part of the training. ICT is cost effective and it ensures high coverage within a definite time frame. The absorption level is very high and can ensure uniformity. It reaches out across the state.
10. Use of interactive methodology is necessary. Modules shall be interactive and they have to be modified accordingly. Cascading methodology results in dilution of messages.
11. SIRD should take the lead in co-ordinating the CARISMA programme.
12. SIRD has to equip itself and get the expertise of outsourcing as well as building strategic alliances with other players.
13. There shall be incentive system to attract new faculty. There shall be systematic selection process. There is need to institutionalise the system.
14. Develop master trainers. They will be an asset for the entire state. The method followed by MANAGE in developing National Facilitators could be adopted. Minimum of 33% Master Trainers shall be women.
15. Other training institutions and NGOs have to be engaged in CB &T. A norm could be developed for this.

Chapter V

Present Capacity Building Efforts for PRIs in Rajasthan

IGPR & GVS (SIRD) is the apex institution for the capacity building and training of PRI functionaries of Rajasthan. Along with SIRD, several other institutions exist that can play a supportive role for carrying out this mandate. Given the complexities of implementation of capacity building of PRIs, more number of stakeholders need to be engaged at various levels. The major ones are as below:

1. SIRD
2. HCM- RIPA (Rajasthan Institute of Public Administration- ATI)
3. Institute of Development Studies (IDS)
4. Departmental(sectoral) Training Institutes
5. NGOs

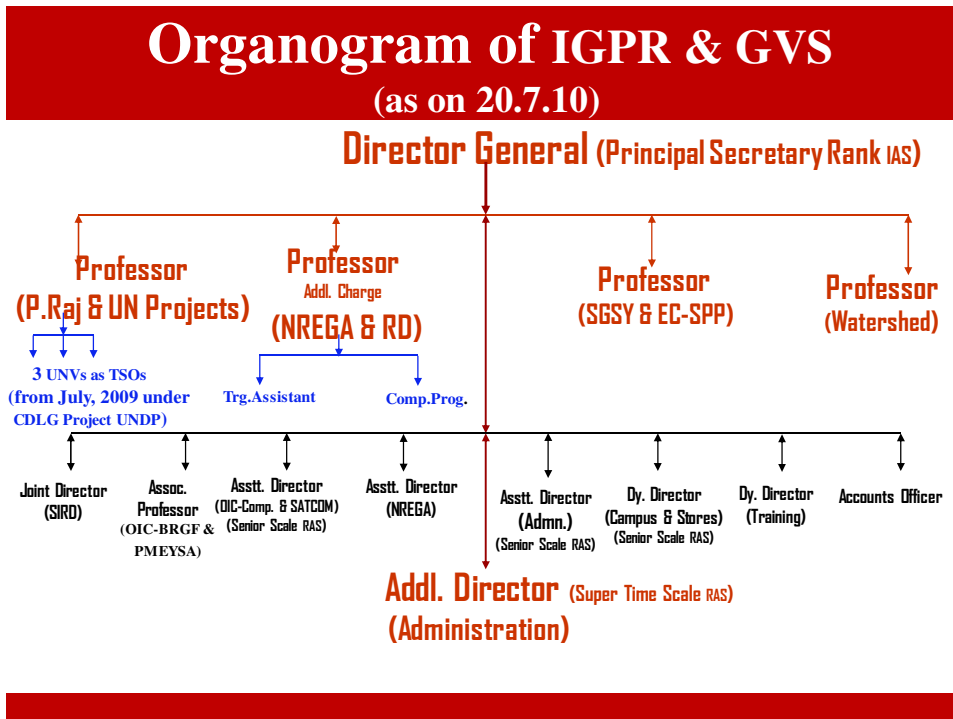
A. Indira Gandhi Panchayati Raj & Gramin Vikas Sansthan (SIRD, Rajasthan, Jaipur)

The Indira Gandhi Panchayati Raj & Gramin Vikas Sansthan (IGPR & GVS) is a state level institute for rural development in Rajasthan created through a Cabinet Resolution by the Government of Rajasthan in March, 1984. It is an Apex Institute of the State for developing human resource in Panchayati Raj Institutions (PRIs) and Rural Development Sector. It is registered as a Society in March, 1989 under the Rajasthan Societies Registration Act, 1958. The State Institute of Rural Development (SIRD) was merged with the Institute; vide a Cabinet Decision of the State Government in July, 1999. The Institute has three extension training centres catering to a training load of about 11 districts per centre.

The vision of the institute is to build capacities for transforming the rural society for sustainable development through capacity building of human resources in PRIs and in the rural development domain.

Objectives

- To train elected-representatives, officials & NGOs working with Panchayati Raj Institutions and Rural Development (PRI & RD) Sector
- To undertake research and studies on Panchayati Raj & Rural Development
- To collect and disseminate information on PR & RD as a knowledge resource center
- To prepare & publish training modules, reference-materials, books & papers on PR & R
- To develop a specialized library on Panchayati Raj, Rural Development and Local Governance
- To undertake evaluation and impact studies of various programmes of RD and functioning of Panchayati Raj
- To collaborate with other like-minded organizations in India and abroad, interested in similar objectives



Governance & Organizational Structure

The Institute is headed by a Director General who is an IAS Officer of the rank of Principal Secretary to the Government. He is assisted by four officers from the state services who function as Additional/Assistant Directors and Accounts Officer. The Institute has a very small faculty team, which undertakes capacity building initiatives in various disciplines falling under the purview of PR & RD.

Infrastructure

The Institute has good arrangements in Jaipur, with air-conditioned auditorium and seminar halls and necessary audio-visual facilities. There are hostel facilities too, which can accommodate about 90 participants at a time. The Institute has facilities for organizing five programmes simultaneously. A computer lab with 30 computers helps the Institute impart information technology related training programmes. The Institute has the benefit of a video conferencing facility and a satellite communications studio too.

Areas of Expertise

- Panchayati Raj
- Decentralized-Planning
- Poverty-Alleviation
- Human Devt. & Human Rights
- Rural Development
- Rural Employment (NREGA)
- Training of Trainers Development
- Financial Management
- Organizational Behaviour & Management
- Gender and Development
- Watershed Development
- E-Governance
- Convergence & Community Mobilization
- Computer Training
- Organizational Behavior & Soft Skills

Human Resources

The institute presently has nucleus faculty strength of 14 members with administrative and academic backgrounds. The Institute also avails of the benefit of external resource persons by involving them in training programmes relating to human development oriented planning and implementation aspects. There is a complement of state government officials as well as professionals from the academia, which deals with subjects such as human development, human rights, Panchayati Raj, rural development, gender issues, environmental management, re-productive and child health, poverty alleviation, police reforms, food security, youth participation and development, decentralized planning etc.

There is only one permanent faculty member in SIRD. As a result, the Institute largely depends on external resource persons. It is reported that many faculty members do not have the requisite qualifications and expertise to undertake PRI specific capacity building interventions. Often, faculty positions are filled up with government officials. The absence of viable faculty strength affects the process of research and knowledge creation and prevents qualitative improvement and scaling up of capacity building activities on a sustainable basis.

The faculty members are well trained in conducting programmes such as direct trainer skills (DTS), design of training (DoT), management of training (MoT), evaluation of training (EoT), and training of trainers (ToT) in the above disciplines. One of the faculty members is also a recognized user for the above.

The Institute also avails the benefit of external resource persons by involving them in training programmes relating to human development oriented planning and implementation aspects.

The joint status of SIRD & IGPR & GVS in relation to senior administrative and faculty positions is given in Table 5.1

Table 5.1

Details of senior administrative and faculty positions

Sl.No	Position	Sanctioned	In position	Vacant	Remarks
1.	Director	1	1	-	IAS cadre
2	Additional Director (Adm)	1	1	-	RAS cadre
3.	Joint Director (Training)	1	1	-	SIRD position
4.	Professor	4	3	1	2 are SIRD funded
5	Associate Professor	4	3*	1	2 SIRD posts
6	Assistant Professor	4	3*	1	1 SIRD
7	Accounts Officer	1	1	-	RACs

* Two positions are filled with state cadre RAS officers (as on March 2011)

Profile of faculty members

The institute presently has nucleus faculty strength of 13 members, including administrative and academic backgrounds. Looking at the profile and expertise of the faculty members, it is observed that SIRD can carry out the mandated responsibilities. However, in terms of better efficiency and effectiveness, there is need more personnel with academic background. The profile of Faculty members of SIRD (as on 20.7.10) is given as Annexure Three.

Research activities

There is no institutional mechanism for promoting research activities. Neither, is there any specific staff for research activities, nor is there any “research budget line”.

Sharing of expertise

There is inadequate networking and sharing of resources. The dissemination of knowledge by way of research and publication is mostly absent.

Training and Capacity Building Activities

The training activities include a variety of initiatives such as ToT as well as PRI training campaigns in addition to addressing the training needs in respect of centrally sponsored schemes like Backward Region Grant Fund (BRGF), National Rural Employment Guarantee Scheme (NREGS), Swarnjayanthi Gram Swarozgar Yojana (SGSY), watershed Development etc. It also helped a large number of district training team (DTT) members acquire knowledge and skills relating to a number of centrally sponsored schemes.

Training of Trainers (TOT)

The Institute has created a decentralized cadre of about 1500 resource persons for PR training at the block level. These field trainers are used for organizing training camps for elected representatives and officials at district as well as block level. TOT was done during -2000, 2002, 2003, 2005, 2007, 2008, 2009 & latest in 2010

Two stage training strategy for ToT

- Master trainers are trained at state level. The CEOs of ZPs select two each from each district.
- District level trainers are trained in 16 locations for 33 districts. Five each multi-disciplinary trainers are identified among the officials, CDPs, PEOs, Block Extension Officials and NGO personnel by the BDOs.

1. State Level Master Trainers (MTs) – 100 Persons drawn from GOs, NGOs, and Research & Training Institutions -trained at IGPRS

2. District Training Teams (DTTs) – 1500 Persons trained with the support of MTs and organizing support of 21 NGO partners in a decentralized mode: @ 5 to 7 multi-disciplinary team-members per block- panchayat, of which minimum 2 are women

3. Seven rounds of TOTs held - in 2000, 2002, 2003, 2005, 2007(BRGF), 2008(Ref.Trg. SC, ST & Women ERs), 2009(Thematic Ref. Trg.)
4. Additionally thematic Ref. ToTs held for Pilot Projects on Population, Health & Gender Issues (2005) & Engendering District Plans (2008-09) supported by UNFPA & UNDP
5. Block based DTTs equipped to deliver direct training to PRIs, simultaneously in all blocks, in a Cascade mode

Training Impact Assessment (TIA)

The Institute does have a formal and structured method of collecting feedback from the participants at the end of each training programme. The inputs of participants are analyzed and factored into bringing about continuous improvements in course design, updating contents and creating conducive learning environment.

TIA studies were conducted during 2004 to ascertain the outcome of decentralized training campaigns held for PRIs in 2003 through NGO partners in 30 Districts, 70 Blocks and 270 Gram Panchayats.

Training Needs Analysis

Periodical Training needs analyses (TNAs) are organized. The TNA process involves stakeholder consultation workshops among elected representatives, officials and NGOs, held at state and divisional levels. Training Needs Assessment exercises were done periodically during 2000, 2004 & 2009. Four days of intensive brainstorming workshops are held in 7 divisional headquarters. The team to conduct TNA is prepared at the level of divisional headquarters.

- Day one : TNA with the elected members and officials of Zilla Parishad
- Day Two : TNA with the elected members and officials of Panchayat Samiti
- Day Three : TNA with the elected members and officials of Grama Panchayat
- Day Four : Collating the divisional level information at SIRD

TNA during 2009: Emerging Priorities for PRI-Training: 2010

1. Panchayati Raj Act & Rules: 73rd Constitutional Amendment, 50% Reservation for Women in Rajasthan from 2010, Engendering Panchayats, various Standing Committees and meetings desired at the three levels of PRIs, PESA

2. Roles, Responsibilities and Powers of ERs & Officials: 3 tiers/ PRIs: Ward Sabha, Gram Sabha, Panchayat Samiti, Zila Parishad, District Planning Committee and the Vision for Development- five yearly and annual

3. Human Development: Education, Health, Women & Child Development, Livelihoods related Schemes & Strategies

4. Major Development Schemes implemented by PRIs: NREGA, SGSY, IAY, MP/MLA- LAD, Watershed, TSC, Poverty Reduction & Livelihoods, various Social Security Schemes etc.

5. Financial Management: Sources of funds, Local Development Planning, Budgeting, Accounts-Records, Audit, UC & CC, Technical Estimates, BSR, MB, TS, FS, AS, mobilizing own income, Accounts- rules & procedures, Store & Inventory Mgt., Gender Responsive Planning and Gender Audit

6. Administration & Office Mgt.: Record keeping, agenda for meetings, meeting minutes & action taken reports, Revenue Matters- Handling encroachments on CPRs, Housing Pattas, Land Titles and Records, PDS & Food Security, Registration of Births, Marriages and Deaths, Supervision of Staff, Office- Correspondence

7. Personal Development: Recognizing Self-Potential, Leadership Skills, Public-Speaking & Communication, Confidence Building, Positive Mental Attitude, Conflict- Resolution, Coordination, Gender Sensitivity, Pro-Poor, Tribal & Dalit Inclusive-Vision, Stress Management, Time Management, Relationship- Management & Humour

8. Topical Concerns/Emerging Challenges: e-Learning, Interface with Civil Society, Green & Clean Eco-Friendly Governance, Disaster Management, Human Rights & Various Social Legislations, RTI & Social Audit, Transparent & Accountable Governance

Training materials

SIRD prepares the module and present the same among a group of stakeholders like NGO partners, Dept. officials and elected members. The modules are updated every five year. TNA Based Joint Training Modules were developed during 2000, 2002 and 2005 as detailed below: Few thematic modules were also prepared on key themes.

Table 5.2

Joint Training programmes

Sl no	Training	No. of training days
1	Joint Orientation Module for Zila Parishad Chairpersons/Vice Chairperson, Members, CEO & ACEO	3 days
2	Joint Orientation Module for Panchayat Samiti Level - for Chair/Vice Chair, Members and Vikas Adhikaris (BDOs)	3 days
3	Joint Orientation Module for Gram Panchayat Level - for Sarpanch/Up Sarpanch & Gram Sevak i.e. Chair/Vice Chair and Secretary	6 days
4	Orientation Module for Ward Panches	1 day
5	Orientation Module for Chair persons and Women Members of Various Standing Committees of PRIs	2 days

Following thematic modules were prepared:

Table 5.3

Thematic modules

Sl no	Thematic modules
1	Module for Capacity Building of PRIs on Population, Health, RCH & Gender Issues (2005)
2	Distance Education Booklet Series : 2006-07
2.1	Duties & Powers of Zila Parishad, Chair Person & Members

2.2	Duties & Powers of Panchayati Samiti, Chair Person & Members
2.3	Duties & Powers of Gram Panchayat & Sarpanch
2.4	Duties & Powers of Ward Panch, Ward Sabha & Gram Sabha
3	Orientation Training Modules for BRGF Districts (2007)
4	Refresher Training Modules for SC, ST & Women Elected Representatives of PRIs (2008)
5	Gender Responsive District Plan: Modules and Materials for Engendering Districts Plans for Human Development (2008)
6	Thematic Refresher Module on NREGA, NRHM, RTI, Social Audit & Role of Standing Committees of PRIs

The trainings conducted during 2005- 2009 for the ERs are as below:

Table 5.4

Training details

Year	Training
2005	Basic orientation for all
2007	Refresher course on district planning to BRGF districts
2008	Refresher course for SC, ST and women members of RGSY Districts
2009	Theme wise training for all

The details of other trainings are as below:

Table 5.5

1. PRI training campaign

Sl no	Target group	Period
1	Joint Training of District Chiefs: Zila Pramukhs & CEOs at IGPR&GVS	4-9 April, 2005 Average 97% turnout reported
2	Divisional Level Decentralized Trainings for all Block Chiefs: Pradhans & BDOs	5-7 May, 2005 Ave. 90% turn out reported
3	Joint Training of Gram Panchayat Chiefs: Sarpanches & Gram Sevaks at Block Level	30 May to 4 Jun, 2005

	(simultaneously in all Blocks)	Ave. 99% turnout
4	Orientation Training Camps for all Ward Panches (Ward Chiefs) at Sub-Block Levels	6-18 Jun, 2005 Ave. 80% turnout

All the training programmes planned under PRI-training Campaign – 2005 was successfully completed in 75- days, with average 95% attendance across all events. 1.25 Lac PRI Leaders from Zila Pramukhs to Ward Panches & CEOs to Gram Sevaks were exposed to basic orientation within three months after elections.

In 2005-06, in a special Pilot Project for district Sawai Madhopur- 197 GPs were trained on Gender & Health Governance, under MoPR-UNFPA support- and HD data base was evolved at each GP level.

In 2007, Orientation Training of all PRIs conducted in 12 BRGF- Districts in the cascade-mode: outreaching training for BRGF to more than 35,000 elected representatives and officials on effective local planning.

In 2008-09, a Refresher Training Campaign was conducted for all PRIs in two phases:

- ✓ Phase-I: for SC, ST & Women Representatives- for empowering them for performing their duties in the spirit of Panchayati Raj Act & Rules- conducted in June-July, 2008
- ✓ Phase-II: for all PRIs- Thematic Refresher in June/July, 09 on NREGA, NRHM, RTI, Social Audit & Standing Committee of PRIs

In 2008-09- A special Pilot Project for Jaipur Division for Capacity Building of DPCs & PRIs was completed on the theme of Gender Responsive District Planning- with the support of UNDP & Planning Commission, GOI.

2. Capacity Building Initiatives- RD Cell (MGNREGA)

Under the RD cell, 42 Programmes were conducted during 2009, covering 2830 Participants. Field Trainings (BRPs, Mates, Gram Sevaks) were completed for around one lakh Stakeholders.

Table: 5.6

Capacity Building Initiatives- RD Cell

Type	Target group	Duration	Syllabus
Orientation & Refresher (at SIRD level)	Orientation & Refresher XENs, MIS-Managers, POs & BDOs.	1-5 days	Act, Guidelines, Specific themes- Payments, MIS feeding, Annual Action Plan, Technical Estimates, GKN, RTI, Social Audit Manual
Workshops (at SIRD level)	DPCs, ADPCs, XENs, MIS-Managers, POs, BDOs & NGOs	1-2 days	Specific themes- Payments, MIS feeding, Annual Action Plan, Technical Estimates.
Training of Trainers (at SIRD and District level)	DRPs, BRPs, Social Audit & Postal Officers.	3-5 days	Act, Guidelines, Specific themes- Payments, MIS feeding, Annual Action Plan, Technical Estimates.
Orientation Trainings (Decentralized)	BRPs, Mates & Gram Sevaks.	1- 5 days	Act, Guidelines, Policy Circulars, Communication skills, M & E, OB, RTI, Convergence, GKN, RTI, Social Audit Manual.

3. Capacity Building Initiatives by DPIP, SGSY, EC-SPP Cell

IGPRS is the nodal training agency for DPIP. As part of this, about 150 training programmes were conducted during 2001-2007 on various themes covering 4752 participants.

About 268 programmes were conducted in SGSY during 2003-04 to 2009-10 covering 11540 participants at SIRD and decentralized level.

Conducted 16 programmes in EC-SPP during 2007-08 & 2008-09 covering 615 participants.

Table 5.7

Training Programmes – SGSY

Type	Target group	Duration	Syllabus
Orientation & Refresher (SIRD)	POs/APOs SGSY, BDOs, PEOs	3-5 days	Guidelines, Policy Circulars, SHG Concept, Group Dynamics, Marketing, Communication skills, M & E, OB, Micro finance, Micro-Enterprise, Risk Management, RTI, Convergence.
Workshops (SIRD)	POs/APOs SGSY, NGOs	1-2 days	Specific themes- Rural Business Hubs, R-SETIs.
Training of Trainers (SIRD)	POs/APOs SGSY, NGOs, BDOs, PEOs, Selected Trainers	3-5 days	SAT, Training Methodology & thematic areas
Orientation Trainings (Decentralised)	SHG Members, Gram Sevaks, BDOs & PEOs, Bankers	1-3 days	Guidelines, Policy Circulars, SHG Concept, Group Dynamics, Marketing, Communication- skills, M & E, OB, Micro- finance, Micro- Enterprise, Risk Management, RTI, Convergence, SHG books & A/C keeping, Bank Linkages

Table: 5.8

4. Capacity Building Initiatives- Watershed Cell

Programme	Target group	Duration
State level Watershed Workshop GIS & MIS (ISRO supported)		One day
Capacity Building in Decentralized Watershed Management- State level Training	Ex. Ens. & POs (LR)	Five days (2009)
Role of WDTs in Harit Rajasthan Campaign	Agricultural Experts & Social Scientists	One day 2009
Watershed Trainings based on new common guidelines		On going(2010-11)

Other capacity building activities under watershed cell

286 Micro-Watersheds Evaluation Studies got conducted and reports submitted to DoLR, MoRD-GoI. The proposal for study of Jatropha and Pongamia- Impact Assessment Study of Bio-Diesel plantation was sent to DoLR, MoRD, GoI

5. Backward Regions Grant Fund (BRGF) Related Capacity Building Initiatives

- First National Workshop of BRGF was organized in Feb. 2007, at the request of MoPR-GoI.
- First BRGF Orientation Training Campaign was conducted in 2007 in a cascade mode- based on training modules published by the Institute.
- 10 TOT programmes were organized in 2007- wherein 400 were trainers trained (CEOs, ACEOs,CPOs, of 12 BRGF districts and BDOs, CDPOs,PEOs, NGOs, Ex-PRI Members- of 83 blocks).

Decentralised Campaign (2007)

- 2 Days training workshops for all Zila Parishad and D.P.C. Members in all 12 BRGF districts.

- 83 Training Workshops organized in all 83 Panchayat Samities for Panchayat Samiti Members
- Sarpanches, Ward Panches & Gram Sevaks of all 3278 Gram Panchayats of 12 BRGF districts trained in joint workshops- (2 days) in clusters of 10 to 15 Gram Panchayats
- Refresher Training Workshops of 2 days was conducted at IGPRS for BDOs, CDPOs, PEOs, NGOs & Ex-PRIs.

The key contents of the training programmes include BRGF Scheme, Decentralized Planning, convergence, District level perspective plans, social audit and RTI, training skills etc. Around 38,000 elected representatives and 4840 officials were trained from 2007-08 to October 2009-10 under the BRGF Training Campaign.

Apart from these, Skill based Trainings were given to around 100 persons on 'Handpump- Mistries' through 'Dhruv' Sansthan- Gujarat and rural youths were trained as Barefoot Engineers (Masons) in 12 Districts with the help of CIDC, New Delhi based on 60 day training module.

6. Computer Cell related trainings

The Computer cell of SIRD provides Basic Computer Skills Training to Non-Gazetted Employees of Zila Parishads & Panchayat Samitis aimed at enhancing the capability of personnel for better use of computers in Office Automation. An average of two courses is conducted per month in batches of 20 to 30 participants.

The Syllabus comprises of familiarization with Main applications of MS-Office i.e. MS-Word, MS-Excel, Power Point Presentations clubbed with introduction to Internet and E-mailing etc. No outsourcing is done. Training is being provided by the knowledgeable officials of institute. Though average 20 training courses are scheduled every year, only half of the trainings are conducted due to lack of nominations.

7. Satellite Communication Project

SATCOM, Satellite Communication Project is being implemented by state government for centralized facility of training and extension activities of various line departments such as

Medical & Health, Women & Child Development, Agriculture, Cooperatives, Rural Development and Information Technology. The Department of Science & Technology, Government of Rajasthan is nodal agency in this regard. IGPR &GVS was selected as the venue for locating SATCOM. Integrated uplink station has been installed at the new hostel building of IGPR &GVS. It is being utilized for Telemedicine, Edusat and Gramsat.

It was further decided that a separate society will not be registered for the financial dealing of this project. IGPR & GVS would be used for routing funds and payment of bills. The Department of Science & Technology was supposed to coordinate with user departments concerned, to see that required funds or charges be provided by respective departments in the budget and funds get transferred to IGPR &GVS.

As per Project requirement, Received Only Terminals (ROTs) at 237 Panchayat Samiti headquarters have been installed and SITs (two way video and two way audio) have been installed in 29 Zila Parishads. Prepared programs are being telecast currently.

Studio was inaugurated on 18 Feb. 2010. The studio has been established under the supervision of the Department of Science and Technology with the technical support by DECU, ISRO, Ahmedabad. As far as financial status is concerned, various line departments have transferred Rupees 49.00 lac in common pool in the last two financial years. IGPR &GVS releases funds as per the sanction orders issued by the Department of Science & Technology under different operational and maintenance items. The institute has contributed an amount of Rs 50.29 lac towards the construction of studio under the SIRD head. Department of Science & Technology transferred Rs 44 lac in common pool which was also released towards the construction of studio in two instalments. Thus, a total amount of Rs. 94.29 lac was released for studio work from the account maintained at IGPR &GVS. The operation & maintenance contract has also been assigned to concerned persons and it was reported that the studio is likely to be fully operational within a short span of time.

Table 5.9

Training strategy for 2010-11

Training Target	Venue
ZP Chairperson and CEO	SIRD
ZP members	ZP level
Pradan, members of PS	16 Divisional headquarters
Joint training for President, vice president and Secretary of GP	Panchayat Samiti level
Ward Panch of GPs(2 days)	Sub-Block level

Funding support sanctioned for PRI-Training Campaign: 2010

In 2010, PRI orientation training campaign would cover 12 BRGF districts (Rs. 3.19 cr-100 % central assistance) for capacity building and 21 RGSY districts (Rs. 4.34 cr- 75:25 cost sharing between GoI and GoR. Rs. 1.74 cr is the matching share allocation of GoR. A total of Rs.9.27 cr is being invested in the current PRI training campaign for 2010.

B. HCM – RIPA (Rajasthan Institute of Public Administration- ATI)

The Harish Chandra Mathur Rajasthan State Institute of Public Administration (HCMRIPA) was set up in 1957 and has come to be recognized as one of the foremost institutions for administrative training and capacity building of government and semi-government officials. It is the apex level Administrative Training Institute (ATI) of the Government of Rajasthan for civil service training. The Institute has two satellite campuses in Udaipur and Bikaner and two regional centres at Jodhpur and Kota. The Institute, which functions as a full fledged department of the state government, has under its aegis several centres of focused attention which operate as registered societies, such as: Centre for Management Studies, Women and Child Resource Centre, Centre for Good Governance, Centre for Disaster Management, Centre for Urban Development, Centre for Trade and Investment, Centre for Financial Administration and Management and Centre for Multi-level Planning and Natural Resource Management.

The institute has a mission to create an institutional framework for optimum productivity of public servants in organizations, in a team or as individuals in their current as well as future roles. The major objectives of the institute are – a) to take steps to enhance the skills of the government and semi-government officials through the process of training, and b) to provide leadership and guidance to other training establishments in the state in respect of training-related matters, including training techniques.

The following are the major thrust areas of training in HCM -RIPA.

- Good Governance
- Public Policy
- Financial Management and Management Accounting
- Public Service Delivery
- Public Administration, Management and Organizational behavior
- Disaster Management
- Women's issues
- Training of Trainers
- E-Governance and Information Technology
- Decentralized Planning and Development Administration
- Urban Development and Urban Poverty Alleviation
- Public Access to Information

Key functions

The key functions of HCM-RIPA revolve around building the capacities of government departments and agencies towards improved service delivery and superior governance through training of the state civil service officials and government functionaries at the grassroots level. It also provides support, guidance and leadership to other training establishments in the design of training packages, training methodologies, reading material and pedagogy.

Governance & Organizational Structure

The Institute is headed by a Director who is an IAS officer of the rank of Additional Chief Secretary to the Government of Rajasthan. He/She is assisted by a complement of civil servants and faculty resources in the design of training modules and preparation of training material for new and on-going capacity building initiatives. Even though RIPA functions as a government department, it has functional autonomy in matters pertaining to faculty recruitment – the Rajasthan Public Service Commission (Limitation of Functions) 1951 regulation has a clause, which allows RIPA to independently recruit its faculty, by having its own internal selection committee.

Infrastructure

The infrastructural facilities of HCM -RIPA in Jaipur include a spread out campus, located in the idyllic surroundings in the heart of Jaipur. The facilities comprise class rooms, syndicate rooms, committee rooms, faculty rooms, library, computer centre and an auditorium. The two computer labs have a capacity to train nearly 60 participants at a time. The hostels attached to the institute can accommodate more than 275 trainee officers at a time. There are also a number of furnished cottages and Guest House for the visiting faculty. The library has an excellent collection of books in various thematic areas.

RIPA has two satellite campuses located at Udaipur and Bikaner and one regional training centre each at Jodhpur and Kota. The Udaipur campus has good class rooms, seminar rooms and an auditorium and a good library. The Hostel in Udaipur has a capacity to accommodate 100 trainee officers at a time. The Bikaner campus is also slowly being developed like that of Udaipur campus. The regional training centres at Jodhpur and Kota mainly cater to local training needs of the State and subordinate service officers.

Human Resources

The faculty strength of 44 at the institute (of which 24 are serving /retired civil servants) takes care of the conduct of training programmes of varied nature such as building direct trainer skills (DTS), design of training (DoT), management of training (MoT), training needs analysis (TNA) and evaluation of training (EoT) courses. The Institute has shortage

of faculty and staff position as several sanctioned post are vacant. As a result it complements the faculty resource requirements by engaging retired civil servants/ academicians on contract and inviting external experts.

Training and Capacity Building Activities

The Institute undertakes foundation courses for officers selected through the State Public Service Commission, condensed foundation courses for various technical state services, compulsory in-service training for officers of technical and non-technical state services, training of officers promoted into the state services, induction training for Rajasthan Forest Service Officers, induction training for IAS officers allotted to the State and various non-compulsory short-term courses on a variety of topics relating to management, service delivery, governmental schemes and procedures, human and social development as well as information technology. The Institute has a good record of training women elected representatives and urban elected representatives during the years 2004-05 to 2007-08, with as many as 1500 urban elected representatives having been trained, of whom about 80 are women participants.

Impact Assessment of Training Programmes: The Institute has a healthy and well laid down procedure of collecting the feedback from the participants. The inputs from the participants are factored into the new/revised programmes and appropriately modified (However, this does not happen in many cases). As a further step in this direction, the Institute has conducted an impact assessment of trainer development programmes (TDP) and faculty development scheme (FDS).

C. Institute of Development Studies (IDS)

The Institute of Development Studies, Jaipur was established in 1981 on the initiative of a group of academics, scholars and administrators of Rajasthan and is being supported by the Indian Council of Social Science Research (ICSSR) and the Government of Rajasthan. The Institute is an autonomous organisation registered under the Societies Registration Act, 1860. The Institute is a multi-disciplinary research organisation. It takes cognizance of the

macro environment, planning processes and strategies including their socio-economic dimensions and attempts to make timely interventions through research and dialogues.

The apex body of the Institute is a Governing Board which consists of 21 members including Chairman, Vice-Chairman and Member-Secretary. While the Chairman and Vice-Chairman are elected by the Board amongst its members, the Director of the Institute is designated as ex-officio Member-Secretary of the Board. Mr. Surjit Singh is currently the Director of the Institute.

The main objectives of the institute are – a) contributing to the understanding of the development process and problems, b) conducting studies on problems of the marginalized sections and the hinterland, c) adopting a multi-disciplinary approach in its research activities, and d) providing a forum for different stakeholders to discuss issues in development. The institute is specifically concerned with regional issues relating to Rajasthan and western India. The institute has established partnerships with the state and central governments, other parastatal organizations, private sector, and a wide range of NGOs and members of civil society for furthering its objectives.

The thrust areas of IDS could be summarized as below:

- Economic Policies and Strategies
- Natural Resource Management and Environment
- NGO and Panchayat Raj
- Social Policies: Institutions, Governance and Civil Society
- Women and Gender Studies
- Micro-finance
- MDGs

The activities of the Institute are centred on five broad areas. They are:

- Economic Policies and strategies
- Natural Resource Management and Environment
- Social Policies: Institutions, Governance and Civil Society

- Women and gender studies
- The NGO and Panchayati Raj Centre

The institute established NGO and Panchayati Raj Centre in the 1990s to train and disseminate research based information to NGOs and members of civil society. This activity has now expanded to partnering with NGOs and civil society for joint action. The Centre continues to maintain a close association with current development processes. It provides a forum for research debates on development issues, in addition to establishing relationships between policy planners, experts, thinkers, and PRIs.

The Institute has 21 faculty members including the Director, visiting and honorary faculty. The faculty team has the following specializations:

- Labour markets and employment
- Rural development Informal sector
- Economic policies
- Rural livelihoods
- Civil society
- Poverty alleviation
- Primary and non-formal education
- Remote sensing applications, geo-informatics, land-use planning, watershed planning
- Natural resources Management
- Women's issues, gender studies
- Policy research
- Human development
- Process monitoring and participatory evaluation

Research

The Institute's approach to research studies is multi-disciplinary.

Table 5.10

Major PRI specific research reports of IDS (since 2004)

Sl. No	Name of the research report	Year of publication
1	Assessing the Functioning of the Block Resource Centre, the Cluster Resource Centre and the School Development and Management Committee in DPEP Phase II (Rajasthan): A Study	2004
2	Human Development Index: Rajasthan, Spatio-Temporal and Gender Appraisal at Panchayat Samiti/Block Level.	2005
3	PURA: Provision of Urban Amenities in Rural Areas: Concept and Evidence from Kekri Cluster of Ajmer District.	2005
4	Situation of Women and Children in Rajasthan: A Report. August	2007
5	State Policy for Children in Rajasthan: Commitment and Accountability towards Children.	2007
6	Rule Prepared under the Project: Rural Decentralization and Participatory Planning for Poverty Reduction: Rajasthan Panchayati Raj Rule.	2008
7	Evaluation of NREGA in Rajasthan	2008
8	Human Development Report , Rajasthan (An update– 2008)	2008
9	Atlas of Rajasthan: Status of Children	2009
10	Comprehensive State Agriculture Plan, Rajasthan: 11th Five year Plan (2007-2012).	2010

Table 5.11

Major PRI specific Reports of Workshops, Seminars and Trainings of IDS

Sl. No	Name of the Workshops, Seminars and Trainings	Year of publication
1	Proceedings of Sub Regional Workshop on Panchayati Raj (Hindi)	1994
2	Gender Training Modules for SWACH (Sanitation Water and Community Health) and RIGEP (Rajasthan Integrated Guineeworm Eradication Project) Functionaries	1995
3	Workshop Report on New Form of Panchayati Raj: A Review	1996
4	Panchayati raj sansthanon ki mahila pratinidhiyon ke prashikshan hetu vishay vastu va vidhiyon ke nirdharan sambandhi muddon par khuli charcha (Hindi)	1999
5	From Conflict to Convergence: Round Table of PRIs and NGOs	2000
6	Ward panchon ki ek divsiya amukhikaran karyashala ka prastavit prashikshan module (Hindi)	2000
7	Panchayat samiti sadasyon, pradhanon, uppradhanon evam vikas adhikariyon ki teen divsiya amukhikaran ka prastavit prashikshan module (Hindi)	2000
8	Decentralised Planning in Rajasthan: A Dialogue	2000

9	Panchayati raj ke zila prashikshan dalon ki prashikshan karyashala, zila- Sikar evam Jhunjhunu (Hindi)	2000
10	Panchayti raj zila prashikshak dal sadasyon ki abhinav karyashala, zila Jaipur (Hindi)	2003

Table 5.12

Major PRI specific Working Papers of IDS (since 1994)

Sl. No	Name of the Working Paper	Year of publication
1	Panchayati Raj and the Reservation Policy	1994
2	Gender Training: Potential and Limitations	1996
3	The Politics of Women's Reservation: Women Panchayat Representatives in Rajasthan, Performance, Problems and Potential	1996
4	Gender Related Educational Development Index at Panchayat Samiti Level in Rajasthan (2000)	2002

Training Programmes

The Institute conducts and participates in training programmes to disseminate information as well as to learn from the process of information sharing. The training programmes are organized for senior policy planners, middle level development functionaries, non-governmental organizations and Panchayati Raj Institutions. Most of these trainings are demand-driven. The Institute has embarked on a number of training programmes related to NGOs, PRIs, women and children.

Infrastructure

The Institute has a three-story building with one and half floors occupied by the library, a large conference room and several committee rooms and class-rooms. It has a self contained building with furnished faculty rooms, seminar halls, and guest house cum hostel. The institute's library has a rich collection of books, back volumes, research publications, reference data books and other documents relating to various aspects of development.

Library

IDS has a rich collection of books, current and back volumes of journals, research monographs, reference documents, and other material relating to different facets of development. It is frequented by researchers and scholars from both India and abroad. The library is a depository library of publications from the World Bank, Asian Development Bank and International Labour Organisation.

Computer Centre

The Institute has a Local Area Network (LAN) with two dedicated servers on Novel NetWare and WIN NT platforms. Accessibility to Internet has been extended to 50 nodes. Library books, journals, articles and research reports can be accessed from each Node. The Computer Centre of the Institute also provides on-the-job training to research staff that joins short and medium term research projects of the Institute.

Expertise in PRI related issues

IDS is collaborating with IGPR in preparing training modules for PRI trainings. IDS does not have a faculty member specialized in PRI related issues. However, there are few faculty members specialized in gender studies.

Possibility for IDS collaboration

The possible areas that IDS can get involved with PRIs as well as CB & T are given below:

- Local level planning
- Data bank creation
- Research, assessment and feasibility studies
- Policy publication on PRI related issues
- Faculty exchange

D. Directorate of Watershed Development and Soil Conservation (DWD & SC)

In pursuance of 73rd Constitutional Amendment, all watershed development works under various schemes are now implemented through GP/PRIs since 1-4-04. At the State level,

the programme is being supervised and monitored by DWD & CS, Department of RD & PR.

The objectives of the DWD &SC are:

- to conserve water and soil and enhance the production and productivity leading to crop and allied sector (NRM)
- to sustain the livelihood opportunities of rural people
- to build up the capacities of all the stakeholders related with watershed for planning, execution and maintenance of various watershed activities
- employment opportunities at local level and put a halt on migration

Organizational Structure

At the state level, the State level nodal agency (SLNA) is headed by Additional Chief Secretary (Development) and the Director, DWD &SC is the Chief Executive Officer. There is a multi-disciplinary team to assist the Director. There is district level watershed development unit with a Project Manager, Executive Engineer (LR) and a multi-disciplinary team. At Panchayat Samiti level, Assistant Executive Engineer is the PIA with WDT, comprising of four members (Engineering, Agriculture, AH and Soil Science). At GP/village level, there is a watershed committee.

Roles

The role of DWD & SC is to manage the planning/implementation/maintenance as per Common Guidelines of Watershed, State Government circulars, etc. In the new Common guidelines, capacity building of different stakeholders has been found as the most important factor in the watershed development and management programmes.

As per the common guidelines for watershed development projects, watershed committees separated from GPs are the implementation agencies. Hence the role of GP and other PRIs is not directly related. However, as per the common guidelines (para 47), the roles of GPs are:

- to supervise, help and suggest the WC as and when required

- to authenticate the accounts/expenditure statements of WC and other institutions
- to facilitate the convergence of various projects/schemes to institutions of watershed development
- to maintain asset register under watershed projects with a view to retain it after the watershed development project
- to provide office accommodation and other requirements to WC
- to allocate usufruct rights to deserving user groups/SHGs over the asset created.

At the Panchayat Samithy level, there is no direct role, as the roles are mentioned for ZPs. At the district level, ZP has major role in co-ordinating the processes and provide advisory role at various stages. Convergence is also being addressed by ZP/DPC.

In respect to watershed implementation, with change of procedure, when project is implemented by the WC (earlier GPs were carrying out the implementation as per old Haryali guidelines), how best local GPs and its members can get associated for preparation of DPR in participatory manner with no dispute is a big challenge. Asset management after project completion is yet another issue. Social audit of works undertaken by WC is a big challenge.

Under the MoA-GTZ project for strengthening the capacity building for decentralized watershed management, State level consortium of resource organisations has been constituted for providing capacity building support to different stakeholders under watershed projects. The following resource organisations are the partner organisations in the state level consortium and they work in association with DWD &SC, Rajasthan.

1. College of Technology and Engineering, MPUAT, Udaipur
2. State Remote Sensing Application Centre (SRSAC), Jodhpur
3. NABCONS, NABARD, Jaipur
4. College of Veterinary and Animal Sciences, SAU, Bikaner
5. Irrigation Management and Training Institute, Kota
6. State Institute of Agricultural Management (SIAM), Durgapura, Jaipur
7. IGPR &GVS, Jaipur

The ToR for State level consortium partners for providing CB support are:

1. To oversee the strategic aspects around identified theme areas of CB for WD
2. Create favourable policy for CB support and help in planning CB process
3. Preparation of CB action plan for districts and state, based on the requirements of the watershed development
4. Contribute to develop training cost norms for different level trainings
5. Suggest potential resource organisations for taking up CB services
6. Share the experience, knowledge and learning within the consortium through participatory workshops, e-groups, etc
7. Review the quality, utility and reliance of existing modules, identify gaps and suggest theme-wise and stakeholder-wise new training modules
8. Support the related process of identification and pooling of resource persons.

SIRD- Watershed Department: scope for interface

Watershed Department is currently having commendable level of collaboration with SIRD in terms of preparing master trainers as well as designing and implementing training programmes. The training programmes are organized by SIRD with the facilitatory support of Watershed Department.

It is further proposed that Watershed Department can undertake action research programmes in selected PRIs.

E. Departmental Training Institutes

There are many department level training institutions in Rajasthan. With the decision to devolve five sectors to PRIs, the role of department level training institutes has become quite significant. Among them two training institutes were visited by the study team viz: 1. State Resource Centre (SRC) and 2. State Institute of Health & Family Welfare (SIH & FW).

1. State Resource Centre (SRC)

SRC is the major project of RAEA being run with the support and financial assistance of the Ministry of Human Resource Development, Government of India. The SRC is a duly

registered body (Registration No.698/Jaipur/2007-08) under Rajasthan Societies Registration Act. 1958 and is governed by its Governing Board comprising 14 members including the Chairman. The Director of SRC is the ex officio Member Secretary of the Governing Board.

Roles

- Functioning based on National Literacy Mission
- Managing the adult Literacy programme
- Research and evaluation programme
- Design and implementation of special projects like women empowerment and health

SRC-RAEA Activities

- Development and Production of literacy and post literacy primers for all 32 districts and more than 300 titles for neo-literates
- Development and Production of about 60 packaged training material for different level of programme functionaries in print, audio and video mode.
- Orientation & training programmes for different stakeholders and functionaries.
- Environment building for literacy promotion and design and development of multi-media programmes for literacy promotion
- Conducting and facilitating Research studies on literacy and other cognate issues (35 Studies)
- Appraisal and evaluation projects across various states in the country (more than 50 projects implemented)
- Integrating population & development education with literacy & continuing education programmes
- Running of experimental literacy and continuing education centres.
- Programmes in collaboration with GOs, local, national and global agencies.

Saakshar Bharat Programme : Scope for SIRD- SRC interface

In the implementation of Saakshar Bharat Programme (SBP), PRIs have greater role. SBP aims to further promote and strengthen adult education. It aims at covering those who missed the opportunity of formal education earlier, and now feel a need for learning of any type, including basic literacy, basic education (equivalency to formal education), vocational education (skill development), physical and emotional development, practical arts, applied science, sports and recreation. The overall aim of the programme is to promote and strengthen adult education in the lifelong learning perspective and create a literate society. To this end, it seeks to establish adult and continuing education as a permanent and institutionalized set up parallel to formal education system. This would strengthen the right perspective for adult education.

The Programme's main focus group would be women and adolescents from socio-economically disadvantaged sections like the SCs, STs, minorities and other disadvantaged sections in rural areas.

The Panchayat Raj Institutions (PRIs) would be the main implementing agency at the district, block and gram panchayat levels; with the State Literacy Mission Authority (SLMA) and the communities at the village level as valued stakeholders.

Especially at the Gram Panchayat level, the programme is envisioned as a programme of, for and by the people, under the auspices of the village panchayat. All stakeholders, especially at the grassroots level would have a due say and role in the planning and implementation of the programme. The role of National Literacy Mission Authority and State Literacy Mission Authority will be that of catalytic agencies, facilitators and resources providers.

Saakshar Bharat Programme is a good entry point for SRC to get associated with PRIs. Education being one of the subjects transferred to PRIs of Rajasthan, SRC can associate with PRIs primarily at two levels: i. Complementing PRI's efforts in education sector. ii. Project for residual illiterate PRI members.

SRC and SIRD Interface

SRC has been collaborating with SIRD in developing master trainers for implementing literacy programme. Considering the expertise, SRC can associate with SIRD in the following ways.

- Functional literacy programme for the illiterate PRI members
- Faculty development programme
- Handholding support for PRIs to implement Saakshar Bharat Programme.
- Master Trainers for SIRD in education sector

2. State Institute of Health & Family Welfare (SIH &FW)

SIH & FW Rajasthan is an apex level autonomous training and research organization in the Health Sector of the State. It was founded in 1995 as a registered society (Reg. No.25/Jaipur/1995-96) by the Government of Rajasthan under Societies Registration Act 1958. SIHFW is the Human Resource Management Agency for the NRHM, NIPI and WCD-UNFPA in Rajasthan

Mission

The mission of the institute is committed to improvement in health care through HRD, Health Research, Consultancy, and networking aiming at enhancement in the quality of life. The two major activities are-

1. Develop Human Resources for Health (HRH) through capacity building
2. Organization Development (OD) through operations research

Strategy

- a) Enhancing the capacity of the HFWTCs
- b) Enhancing the capacity of ANM training centers
- c) Developing a pool of trainers through Training of Trainers (TOT).
- d) Developing training program and modules on the basis of Training Need Assessment.
- e) Contributing to organization development of Medical, Health and Family Welfare of the State Government through operational research.
- f) Providing consultancy on issues related to health.
- g) Conduct studies related to evaluation and impact assessment of various intervention by Health Care Delivery System.

Governance

SIHFW Rajasthan is governed by a Governing Board chaired by the Minister for Health and Family Welfare. The Director, SIHFW is the Member Secretary. Besides, three renowned and prominent trainers/ consultants/ social workers in the field of health and

family welfare are nominated by the State Government. The Executive Council of SIH& FW is chaired by the Principal Secretary, Medical & Health Department Government of Rajasthan. The Director SIH & FW is the Member Secretary. SIHFW has established formal linkages with IIMR, IIPS, IIHM, ASCI, VHAI, FRCH, TISS, PRB, PFI, EPOS, NACO, and NIHFW.

Faculty

Beside the Director, there are five faculty positions in the institute. The nature of work in the institute demands specialization in Preventive and Social Medicine, Health Management, Pediatrics, Gyn. & Obstetric, and Health Communication. The team of Institute possesses the expertise in providing consultancy for Health Services Research and capacity building in Health Management.

Facilities

The Institute has 4.4 hectare in the east of the Jaipur city. It has 6 training halls, 36 A/C rooms hostel with a 64 cover dining space, 10 faculty rooms, 2 halls equipped with separate work stations for administrative & support staff and 6 staff quarters and 2 guest houses. The premises are adorned with big beautiful lawns and blooming flowers. Its facilities are given on rent for outsiders for organizing trainings.

Programmes and activities

Table 5.13

Training programmes of SIH &FW

1	Training on SBA
2	IMNCI
3	Routine Immunization
4	AFHS - ToT, MO training and Training of Paramedics
5	Program for District Program Management Unit

	including RCHO, DPM, DAM, DA
6	Training of Accountants
7	TOT on AYUSH
8	Training for ASHA Shyogini
9	Induction Training of Medical Officers
10	Training of Master Trainers on IUCD
11	Training of Trainers for VHSC
12	Training of BPMs

Research Studies

The institute has conducted 28 major research and assessment studies on wide range of topics related to health and family welfare, starting from 2001- 2009. However, no study has so far been conducted on PRI related topics.

Possibilities for PRI/SIRD- SIH &FW interface

At present, the Institute does not have any association and partnership with SIRD. Health, more specifically, primary health is the transferred subject to PRIs. SIH &FW being a professional body in public health management can engage PRIs for better management of health sector programmes. The possible areas of co-operation are given below:

- Capacity building for health standing committees
- Capacity building for Village health and sanitation committee
- Resource sharing: Faculty development, course material development. In all the major capacity building and training events of the Institute, one major session shall be on “PRI’s role in health sector”. SIRD can give faculty support for the same.
- Research/ evaluation activities
- Action research in selected Gram Panchayats on health and sanitation.

3. Other Relevant Institutions/Initiatives

1. Public- private- community partnership: The Dungarpur initiative

This is implemented through partnership between CII and the district administration, Dungarpur. A District Technical Support Organisation (DTSO) has been formed. The partnership has resulted in effective agricultural produce marketing and also new employment in wastelands. Some of the significant achievements are:

- *E-choupal- 10 e-choupals have been set up (in co-operation with ITC)*
- *A project on watershed based agricultural improvement in rainfed areas was initiated with technical support from ICRISAT*
- *Mobile information kiosks were established*
- *CII has developed a sustainable agricultural business plan, targeting clusters of Panchayats spread over 12 macro watersheds.*
- *Four MoUs were signed between the district administration, private companies and the community.*

2. Communication and Capacity Development Unit (CCDU), Water and Sanitation Support Organisation, State Water and Sanitation Mission, Rajasthan

Rajasthan CCDU is a unit of State Water Sanitation Mission, GoR. It is supported by GoI and UNICEF. The unit is located at Institute of Health Management and Research (IHMR), Jaipur. A tripartite agreement has been signed among GoR, UNICEF, Rajasthan and IHMR to work together. The State level CCDU is supported by 7 Regional Support Units (RSUs) at divisional headquarters. RSUs work closely with different departments and organisations. The programmes handled by CCDU are Swajaldhara, Total Sanitation Campaign and National Rural Drinking Water quality monitoring and surveillance.

3. Chaudhary Charan Singh (CCS) National Institute of Agricultural Marketing, Jaipur

The institute is located in 32 acre plot on the outskirts of Jaipur on NH 12 connecting Jaipur with Kota. The institute has state-of-art Conference Hall, seminar room, executive suites and auditorium. NIAM is engaged in imparting training to the senior and middle level officers from various state governments, co-operatives, boards, entrepreneurs, etc. The training programmes are organized to facilitate acquisition of knowledge, development of skills and competencies. The training programmes are detailed as Core programmes, Awareness programmes, Workshops, Exhibitions, MDPs and Buyer and Sellers meets for different stakeholders.

NIAM has been assigned the task of providing training for the central sector scheme titled” Agriculture Marketing Infrastructure” by induction of private and co-operative sector investors, strengthening existing agricultural marketing infrastructure, promoting direct marketing, etc. PRIs have a definite role in this programme.

4. Social Welfare department of Rajasthan is renamed as Social Justice and Empowerment Department.

The important functions of the department are:

- *Educational development*
- *Economic development*
- *Social welfare and protection*
- *Child welfare*
- *Welfare of the disabled*
- *Social security*

The Department is implementing PM’s new 15 point programme for the welfare of the minorities, under the following three major heads-

- *Enhancing opportunities for education (6 point programme)*
- *Equitable share in economic activities and employment (4 point programme)*
- *Improving the conditions of living of minorities (5 point programme)*

F. NGOs

1. The Hunger Project, India in Rajasthan

Capacity building is the core activity of the Hunger Project, India since 2001. It works in ten states in India in varying contexts. In Rajasthan, its main focus is on 'social exclusion'. The Hunger Project in Rajasthan is in operation in 14 blocks of 11 districts covering 500 GPs, focusing primarily on southern and western Rajasthan. Hunger Project works through partner organisations and do not directly get involved in implementation of any government programme. The implementation of the programme in Rajasthan takes place through 12 partner organisations. The partner organisations are:

- 1.SARD
- 2.PRAYAS
- 3.ASHTA
- 4.SURE
- 5.Jan Chetna
- 6.JATAN
- 7.MMBA
- 8.Jan Shiksha Evam Vikas
- 9.Urmal Setu
- 10.AMIED
- 11.CECOEDECON
- 12.Unnati

Hunger Project does not own any assets in the form of infrastructure, training halls, etc. It makes use of the infrastructure facilities of partner organizations. It has a State office located at Jaipur.

Hunger Project works for mobilizing and capacity building of elected women representatives in GPs. The four core strategies are:

- Strengthening women's leadership through capacity building

- Making Panchayats effective
- Influencing public opinion
- Building alliances for advocacy and action

Hunger Project believes that effective participation of women and marginalized sections of the society can be addressed through trainings and other capacity building initiatives, not only with EWRs, but also with local administrative officials. Other issues need to be addressed through other mechanisms such as federations, awareness building, etc.

The Hunger Project undertakes capacity building of elected women representatives through different trainings during the five year election cycle. The different stages are:

- Capacity building through women's leadership workshops (WLW)
- Capacity building through Gram sabha mobilization
- Building federations of elected women representatives
- Year of consolidation
- SWEEP (Strengthening women's empowerment through electoral process)

The Hunger Project also works on strengthening Panchayats through gram sabha mobilization focusing on women. The issues faced by elected women representatives are also put before the media to draw the attention of general public and policy makers. The critical issues faced by elected women representatives are also taken up for advocacy.

The learnings of the Hunger Project are;

- Capacity building of elected representatives and other stakeholders is essential and needs to be a continuous process rather than a one-time intervention.
- Capacity building needs to go beyond providing information on schemes, roles and responsibilities as elected representatives.
- Gender sensitivity and issues of marginalized sections need to be raised so that women are able to overcome the barriers of gender socialization and patriarchy.

2. CARE India, Rajasthan

CARE Rajasthan works with Government of Rajasthan to tackle critical healthcare issues with a focus on reproductive maternal and child health. The programme called Integrated Nutrition and Health Project (INHP) aims to reduce infant and maternal mortality rates and improve the nutritional status of pregnant women, mothers and children below two years by strengthening the capacities of the GoI's ICDS and NRHM.

CARE is currently focusing in seven districts in Rajasthan (Bharatpur, Bhilwara, Bikaner, Churu, Jhunjhunu, Jodhpur, Pali) in 67 Blocks. CARE has partner in each of the focus districts and activities are partnered through NGOs. The existing partners are:

- SRKPS
- SARD
- BCT
- MSS
- GRAVIS
- GVVS

Activities of CARE

CARE is working with ICDS and NRHM to implement its largest nutrition and health programme. Major activities undertaken are:

1. Facilitated interdepartmental convergence through organizing joint meetings for programme review, monitoring and action plan for programme improvement
2. Capacity building of ICDS and health staff on programme management and leadership
3. Advocacy with implementing departments to integrate good practices for improving supplies and services
4. Supported in aligning ICDS and health sectors in operational districts to facilitate geographical co-terminus of sectors and improve functional co-ordination between ICDS and health department
5. CARE has promoted convergence between the two departments through its various pilot activities under RACHNA programme and organizing of mchn DAYS is one of them which has been upscaled across all states in form of VHND (village health and nutrition day).
6. CARE through its INHP (2004-2009) has trained about 6600 PRI members through its capacity building activities in operational districts.

CARE's engagement with PRIs

The major engagements of CARE with PRI are noted below:

- Promoting engagement of Sarpanches and Gram Sevaks in Health and nutrition issues through capacity building
- Formal partnership and handholding support
- Strengthening of engagement in Gram Sabha
- Engagement in social audit- Jagruk Nagrik Manch

The major observations of CARE regarding the PRI and CB & T of Rajasthan are given below:

1. Quality orientation of newly elected PRI representatives at all levels
2. Retention of capacity building inputs provided to PRI members at different levels through different events and for a
3. 'Learning transformed into action' is very less experienced and observed among PRI representatives
4. Different forms of exclusion are experienced among elected PRI members based on economic, social, spatial, knowledge and ethnicity.
5. Leadership and actions are influenced or subdued by experienced, local/traditional forces
6. Many PRI members are unaware of their position in Standing Committees and functions of these committees.
7. Though capacity building events are planned and conducted for PRI members at the onset immediately after election, it is difficult to grasp, understand and internalize the learnings without practicing it, thus often learning is not retained among majority of participants.
8. Modules and other related education materials need to consider 'differential approach' Pictorial messages and appropriate means of communication can make learning more effective.

9. The three-tier structure envisaged co-ordination between each of the levels of governance (village, block, district). Observations indicate lack of co-ordination and appropriate communication.
10. In relation to capacity building efforts, there should be mechanism for follow up rather than capacity building being a “event based” programme.

3. PRIA, Rajasthan

Society for Participatory Research in Asia (PRIA) is an International Centre for Learning and Promotion of Democratic Governance. PRIA got registered in 1982 under Society Registration Act, 1860 (Registration no. 12342). Since its inception, PRIA has embarked on a set of key initiatives focusing on participatory research, citizen-centric development, capacity building, knowledge building and policy advocacy. With a combination of training, research and consultancy, it has grounded its work with conceptual rigour and understanding of social reality to command the strategic direction of interventions. PRIA works with diverse range of partners at local, national and global levels. PRIA functions with an overarching mission of ‘**making democracy work for all citizens**’.

Professional expertise of PRIA

- Participatory development methodologies
- Institutional and human capacity building for social sector
- Women's leadership and political empowerment
- Citizen monitoring and social accountability of services
- Participatory governance in panchayats and municipalities
- Municipal reforms and participatory planning
- Environmental and occupational health
- Corporate social responsibility (CSR)
- Adult education and lifelong learning
- Gender mainstreaming in institutions (including preventing sexual harassment at workplace)

Operational areas in Rajasthan

- PRIA is working in all 33 districts of Rajasthan with specific project or intervention. However, PRIA has not established infrastructure at district level.

- PRIA has its state office at Jaipur and field site for innovation or piloting at Govindgarh block of Jaipur district.
- There is a small library at State office in Jaipur.

Partnership with other agencies

PRIA's national partners include: Centre for Communication Resources Development (CENCORED), Centre for Youth and Social Development (CYSD), Gram Vikas, Himalayan Action Research Centre (HARC), Sahbhagi Shikshan Kendra (SSK), SAHAYI, Samarthan, Society for the Promotion of Area Resource Centers (SPARC) and UNNATI.

Asian South Pacific Bureau of Adult Education (ASPBAE), Commonwealth Foundation, International NGO Training and Research Centre (INTRAC), The Montreal International Forum (FIM), The Institute of Development Studies (IDS), The Synergos Institute, The University of Victoria, Hauser Center, are PRIA's international partners.

Major activities of PRIA for strengthening PRIs

i. PRI Training: Role & Responsibilities

- 1995: Training to ERs of PRIs in five districts of West-south Rajasthan in association with UNNATI and other 12 CSOs
- 2005: PRIA involved with IGPRS as a Master trainer to develop district level trainers' team (DTT) & developing learning material to ERs of PRIs.
- 2005: Capacity Building of PRC staff of Gramin Vikas Trust on the concept of PRC, 73rd CAA, role of PRCs in mobilizing poor, Gram Sabha.
- 2005: PRIA involved as trainer & resource material support with IGPRS for Capacity Building of PRC Staff under UNFPA Project from Sawai Madhopur
- 2005: PRIA involved with IGPRS for Capacity Building of Members of Standing Committees on Social Development and Social Justice (Drinking water, health, welfare of weaker sections etc from Sawai Madhopur in November 2005
- December, 2005: Refresher Courses for 160 ERs of Govindgarh (Jaipur), Alsisar (Jhunjhunu) & Kekari (Ajmer) after six months of training, that was organized by IGPRS with partners

- Panchayati Raj Jagrukata Abhiyan (PRJA): Training to Newly ERs of PRIs after 2005 in Jaipur, Jhunjhunu, Karauli & Ajmer with partners organization i.e. SRKPS & SSD respectively
- 2009: PRIA involved in trainer team on TNA Process to develop manual for strengthening PRIs by IGPRS.
- 2010: Support to IGPRS in PRIA's innovation site at Govindgarh, Jaipur for developing AV for training to ERs of PRIs
- 2010: PRIA is participating in training process to newly ERs of PRIs at Govindgarh, Jaipur

ii. Campaign for Strengthening PRIs

- Campaign for Gram Sabha Mobilization (GSM): Campaign were regularly initiated to organize Gram Sabha & promotion for Girl Child education & other social issues would include in the development agenda & selection of beneficiaries i.e. Selection of Sahayogini, BPL, IAY etc, Since 2003 in Jaipur, Jhunjhunu & Karauli, Ajmer with partners.
- Pre-Election Voters Awareness Programme (PEVAC) for PRIs elections: in 2000 (limited scale) and in 2005 (fifty percent GPs) in collaboration with a platform of 250, and in 2010 under the banner of ' Pre Election Voters Gender Awareness Campaign (PEVGAC) in more than 6104 GPs with coalition of 305 CSOs.
- Dalit Election watch: To strengthen SCs leadership & policy advocacy in PRIs Election, 2010 of 780 Poling booths in 17 districts
- Campaign for Promotion of Girl Child Education (PGCE) : Campaign were regularly organized to promote GCE through strengthening PRIs with partners.
- Campaign for implementing NREGS: Campaign were regularly organized to implement NREGS qualitatively with partners.
- Campaign for the usages & implementation of RTI: Campaign were regularly to strengthen PRIs for implementing with true spirit

iii. Research and Advocacy for strengthening PRIs

- PRC model: Advocacy to Government of Rajasthan to adopt the model of Panchayat Resource Centre (PRCs) in all the District Poverty Initiative Programme (DPIP) districts
- Activity Mapping : PRIA supported the GoR in activity mapping of 16 departments.
- State Finance Commission (SFC): On SFC's request PRIA undertook a study on status of Panchayat finances and their tax raising capacities in 20 GPs of 5 districts of Rajasthan.
- Democratic Rights of Dalits: Violations in Local Government Elections: A study on the experiences Rajasthan and UP, 2010.
- Scheduled Caste Leadership in Panchayats & Utilisation of SC Sub Plan: A study on national level.
- A study on 'Role of Institutions in Addressing Dalit Rights in Rajasthan' (pursuing)
- Studies, Research & Impact assessment for new knowledge & policy advocacy to strengthen PRIs time to time need based
- Sharing for policy advocacy: Consultation, sharing, Multi stakeholders Dialogues (MSD) etc. for New knowledge & policy advocacy to strengthen PRIs time to time need based

iv. Hand Holding/ information dissemination

- Panchayat Resource Centre (PRC): to provide hand holding at block level
- Networking: networks of women and ERs are facilitating to establish support system to each other
- Helpline: State office and partners offices are regularly supplied information on various issues i.e. RTI, NREGS, during PEVAC and other development schemes.
- Exposures Visit: ERs of PRIs, CSOs and media person were/are sending on exposures for new knowledge from Rajasthan as well as outsider here.
- Liaison with media: experiences, learning and outcomes are regularly shared with media for wide dissemination and advocacy. For example Story of Ms. Shakuntla Mena, Chairperson Spotra PS, Karauli by The Hindu

- Model Building in 70 GPs of 21 districts under Strengthening Gender Response of Panchayats in Rajasthan', on key issues Maternal Health and Sex Selection (July, 2010 onwards)

Human resource expertise in PRI of Rajasthan

PRIA -Rajasthan has a core of team of 5-7 professionals having expertise and involvement in Panchayati Raj and Rural Development. They have professional education in subjects like Social Work, Sociology, Political Science, Economics and education.

Partnership options for capacity building & training of PRIs

Considering the experience and expertise, PRIA can have active involvement in the CB efforts, focussing on the following areas:

- Training Need Assessment
- Developing training material
- Training of Master Trainers
- Training implantation at PRIA's intervention sites
- Gender budget initiatives
- Programme for women elected members

4. Gramin Vikas Trust (GVT)

Gramin Vikas Trust (GVT) was established as an independent legal entity by KRIBHCO, a premier fertiliser company of India, in the cooperative sector under the Government of India. For the past one and a half decades, it has managed and implemented programmes for enhancing Sustainable Livelihood development and poverty reduction and empowering communities to manage resources in rural and tribal areas, initially under direct control of KRIBHCO, and since 2000, independently. Initial funding was made available by DFID-UK.

Objectives

- To improve socio economic conditions of the poor and the marginalized
- To develop gender responsive participatory approaches
- To establish village based institutions for sustaining change

- To maintain partnerships with diverse stakeholders
- To promote, coordinate and conduct applied research
- To create a centre for knowledge assimilation and sharing

Strength of GVT

- Sustainable livelihoods support in the Rainfed and resource poor tribal areas.
- Successful participatory models in farming system development.
- Experience in on and off-farm income generating activities (IGA).
- Experienced and qualified Field Expertise in Watershed Management, Agriculture, Livestock, SWC & WRD, Social Development and Aquaculture etc.
- Programmes being implemented and disseminated through a cadre of more than 6000 Jankars (trained para-professionals).
- Tested cost-effective Prasar (Dissemination) Strategies.

GVT engages in various aspects of development. These include:

- Natural Resources Management
- Agriculture
- Sustainable Livelihood
- Migrant Labour Support Programme
- Other Welfare Activities
- National Livelihood Resources Centre

Operational area

- GVT works with the poorest and most marginalized people of the country in eastern and western India.
- Remote and unreachable villages where the rays of development have not reached.
- Areas where the SC/ST population is more than 75%.
- Ecologically poor rainfed areas of western and eastern India Areas that receive rainfall very erratically.
- Areas where the topography is hilly and undulating.

GVT –SIRD interface: possibilities

Watershed development and livelihood are the core expert areas that GVT can associate with SIRD.

Chapter VI

Major Gaps in CB & T for PRIs in Rajasthan

The gaps in relation to CB & T of PRIs in Rajasthan were identified mainly through stakeholder discussion, personal interviews, field visits and review of secondary sources. They are listed more or less on line with NCBF. They are largely the issues faced by PRIs, which could be solved through capacity building interventions.

A. Gaps Identified Through Stakeholder Discussion and Field Visits

Following are the major gaps in relation to the CB &T, identified through stakeholder discussion, personal interviews and field visits. The gaps specified are focused in relation to the gaps in the CB efforts of IGPR & GVS (SIRD), primarily because SIRD is the sole agency mandated with the responsibility of carrying out CB &T for PRIs.

1. Human Resources in SIRD

1. There is only one permanent faculty member in SIRD. Others are on deputation basis. Out of fourteen core team, only four faculty members are drawn from academic background.
2. New faculty members posted at SIRD do not have much exposure on PRI system. Some are not specialized in any stream of expertise related to PRIs. Though they may have the training skills, lack of experience in PRI related activities is a drawback.
3. There is saturation of administrative personnel at SIRD. Nearly half of them are from RAS stream.
4. Systematic training plan for each faculty member is not developed and strictly adhered to.
5. Lack of adequate support staff for Faculty Members affects their effective functioning.
6. Faculty members are overloaded with many administrative activities.

2. Funding sources

1. Limited fund source

2. No training fund allocation from state govt. budget
3. No fund sharing among Line Department's Training Institutes
4. Comprehensive capacity building does not happen due to irregular fund flow. This results to absence of earmarked fund for sectoral trainings.

3. Training programmes

1. During stakeholder discussion, one statement made by a participant was "Panchayat training is like a ritual and formality. It is normally one time affair and common module is used for all. The same topic is repeated every time." This is a pointer which tells that training has to be more organic.
2. After initial induction training, the subsequent trainings are scheme based rather than system based. Similarly, several training programmes are on pilot- mode and do not cover entire PRIs of the state.
3. SIRD lacks effective regional, district and sub-district level presence for effective outreach.

4. Training materials

1. Training module is developed without proper consultation with the real end users.
2. At least some of the modules are mere extended forms of programme schedules.
3. Rajasthan is a large State with regional variations. But training modules are generic and common. No district/region specific issues are captured in training modules.
4. Handbooks, though rich in content, are not interactive enough, and not based on the principles of adult learning

5. Master Trainers/ Resource Persons

1. Resource persons are not properly identified and trained. Those with right attitude have to be identified and trained.

2. There are no well-defined criteria in the selection of resource persons. At district level, the CEOs and at Block level, the BDOs propose the RPs, which may not always suit the purpose.

3. Resource persons are not given proper training on training skills

4. Master Trainer Development programme does not take place on a regular basis.

6. Training delivery /Training strategy

1. There is huge technology gap in capacity building process. The method of training is mostly lecture and one-way. The use of technology does not happen. There is also the problem with computer and electricity connectivity.

2. Institutional strengthening of PRIs are not given importance, though operational plans are prepared for training large number of PRI functionaries and ERs.

3. Cascading strategy is stand –alone; not supplemented with other modes, in many cases.

4. Though the medium of SATCOM is appropriate for effective outreach and coverage, it is not properly utilized.

7. Research and policy advocacy

1. There is no institutional mechanism for promoting research activities. Neither there is any specific staff for research activities, nor is there any “research budget line”.

2. Research and evaluation studies are not undertaken on a priority basis.

3. Policy advocacy do not get adequate space in capacity building programmes.

8. Resource sharing and partnership

1. There is no common platform for resource sharing and partnership

2. SIRD does not have adequate financial as well human resource capacity for comprehensive CB &T.

3. SIRD has limited regional and district level outreach.

4. ETCs function mainly as Grama Sevak training centres

5. There is no effective co-ordination between SIRD and sectoral (departmental) training institutes. Departmental training institutes are incapacitated.
6. Expertise of NGOs is not mainstreamed. However, PRI specific activities of NGOs are shared with SIRD as well, in some cases.
7. Due to lack of desired level of resource sharing, training programmes are just one - time structured events, without proper follow up and support.
8. ATI does not carry out any specific activities for strengthening PRIs
9. IDS does not take PRI as a priority intervention.

Interaction with the elected functionaries of Kotkhavada GP, Jaipur District
<p><i>Kotkhavada GP, Jaipur District is headed by a woman ST chairperson. She is a young lady, a first timer local government member. The panchayat has a population of over 15,000. The Panchayat has twelve members- six male and six female members.</i></p> <p><i>Six members including the chairperson attended the discussion with the team. The major discussion points are as below:</i></p> <ol style="list-style-type: none"> <i>1. The training programme for the ward panch was held during July 2010. The training location is 40 km away. Eight Panches from this GP attended the training. Only one woman member attended the training. Two of the women, who attended the discussion did not attend the training, as there was no one to accompany them to the training place.</i> <i>2. Ward Panch from 15 GPs were supposed to attend the training. Altogether 150 participants attended, from 5 GPs, no ward panches attended.</i> <i>3. The GP did not have any own income. The Panchayat Committees are not convened as TA/DA and sitting fee is not given since several months.</i> <i>4. Gram Sevak is on ad hoc basis. He is holding additional charge as Grama Sevak of another GP as well. He is educated having passed 12th standard.</i> <i>5. Three members of general public were also present during the discussion. They informed that they have never attended Gram sabha.</i>

Discussion with the trainers during the training programme at Amber, Jaipur District
<p>Training for the Sarpanch, Upa-sarpanch and Panchayat Secretary of Grama Panchayats was held on 16th July 2010 at Amber.</p>
<p>Random observations and inferences</p> <p>Following observations are made based on the discussion/observations with Trainers at Amber PS, Jaipur District.</p> <ol style="list-style-type: none"> 1. A six member training team was available in the centre. The trainers include Officials, BDO,

Block Extension officer, CDPO, Senior elected members and NGO personnel. These trainers were identified by BDO.

2. These trainers underwent ToT at SIRD during 7-11 June 2010. The Course Director was Dr.Anitha. Some of the topics covered were- importance of Panchayat Raj system, 73rd Constitutional amendments, Roles and responsibilities of Panchayats, Role of standing committees, Ward sabhas and gram sabhas, Resource mobilization, RTI and Social Audit. Training module and handbook were also given to them.

3. Suggestions for additional training: The six day ToT was residential in nature. However, very few participants stayed. As a result, some training methods like role play, video presentation etc could not be done. Since Panchayat Raj is a very vast topic, the trainees opined that detailed specialized training and timely refresher courses are necessary.

B. Gaps identified through Review of Literature

Review of key documents, reports and studies relating to Rajasthan Panchayat Raj system was done as part of understanding the functional issues of PRIs that could be addressed through capacity building interventions. Some of the key findings pertaining to capacity building interventions are given below:

i. Status of Panchayat Report (2008-09)

1. “ A Govt. order bearing number F.4 (66) PRPC/2002/565 dated 19-06-03 was issued by the Chief Secretary based on the report of a Cabinet Sub-Committee to devolve functions, functionaries and funds to the Panchayats. This order also mentions about the transfer and control of functionaries to Panchayats. Such powers are generally not exercised by the heads of PRIs primarily due to lack of awareness on such powers.

2. The power to transfer teachers devolved to PRIs on 8.9.2003 was withdrawn and vested back with Education Department. On 15.1.2004, the devolution of three more departments food & Civil Supply, PWD and PHED was withdrawn. This indicates the lack of sustainability of the political will in favour of decentralization.

3. State government has no concrete data on the resources generated on their own by the Panchayats. Panchayats have also not disclosed this information.

4. One day training was given to the Ward Panches after the election in 2005. But many of them particularly women did not learn much from the training. Even in the state and

district level training programmes, the participants were not happy with the quality of delivery.

5. Many Grama Sevaks are not capable of handling the tremendous pressure of understanding various aspects. In recent years, the state government has appointed many Cattle Guards, Caretakers and Belders as Panchayat Secretaries. They are neither fully trained nor do they have required educational background.

6. The quorum of Grama Sabha is not always fulfilled. In some areas, half of the ward Panches did not attend Grama Sabha meetings.

7. The major issue related to SC/ST elected representatives is the lack of training and awareness.

ii. Third State Finance Committee Report of Rajasthan

8. The Finance Commission has experienced great difficulty in obtaining the information of accounts of all Gram Panchayats numbering 9166, out of which information of 1198 Gram Panchayats have only been made available, for which the Commission made tremendous efforts in the last 20 months. This is a reflection of the poor management of funds at the GP level, which needs to be addressed.

9. An order dated 30-6-2003 issued by the Agriculture (Group-I) Department states that the Asstt. Director in each district along with his complete staff is being placed under the Zila Parishad and all the Agriculture officers and Agricultural Supervisors and Assistant Agriculture Officers and all other subordinate staff are transferred to the concerned Panchayat Samities. The importance of the above Government Order of the Agriculture Department was that 32 Asstt. Directors of Agriculture, 96 Agriculture Officers, 662 Asstt. Agriculture Officers and 4243 Agriculture Supervisors, 32 Investigators, Jr. Accountants, 32 LDC, 64 UDC, 26 Drivers, 64 peons totaling 5303 officers and employees were placed under the PRI's. Out of the above mentioned personnel no Asstt. Director, Agriculture Officer, Asstt. Agriculture Officer is functioning under the PRI's, nor they are sitting in Zila Parishad and/or Panchayat Samities. Out of 4243 Agriculture Supervisors, a certain negligible number of Agriculture Supervisors who were connected with extension work have been placed under PRI's through PRD whose transfers are effected by PRD.

iii. Evaluation study on working of Panchayats at village level

10. All the ward members do not regularly come for the fortnightly Panchayat meetings. It is also due to delay in distribution of meetings allowances.

11. With Grama Sevak, being the single functionary in the GP, maintenance of more than 18 to 20 registers and records become impossible. This has become important on the wake of Right To Information Act.

12. Mobilization of own income by Grama Panchayats is a neglected area.

13. Convening of additional Grama Sabha is imposed from the state level. The category-wise quorum for SC and ST is not considered. Grama sabha is convened on short notice.

iv. Strengthening of State Support Institutions in the Focus States: Capacity

Assessment Report, 2008. UNDP - ASCI

14. An assessment of the existing infrastructure of the SIRDs in the focus states points to the need for strengthening regional, district and sub-district level presence for effective outreach. Capacity-building initiatives will yield adequate results only when they are accompanied by investments in mobilization of civil society and policy level advocacy in favor of decentralized governance.

15. The overall assessment for ATI is that the Institute is fully capable of playing a reinforced role in its training and capacity building activities if it were to be endowed with suitable complement of domain expert faculty for some of the emerging disciplines.

16. The overall assessment of SIRD indicates that

- In spite of the revenues that the Institute generates and the financial support it enjoys from central and state governments, there are budgetary pressures, particularly in the absence of earmarked funds for training for each sectoral scheme.

- It is also important to fill up vacant faculty posts in the SIRD and have qualified professionals with relevant experience as regular faculty rather than having faculty positions filled up by generalist civil servants on deputation.

v. Study of social audit forums and vigilance and monitoring committees

17. There is generally a very low attendance in the gram sabhas. Not even 10% of the voters turn to Grama sabhas. Majority of the villages are not aware of the dates of the gram sabha.

18. Most of the villagers did not know about the practice of social audit. The members of social audit forum are not trained. The documents necessary for the social audit are not produced by the grama sevak

The review of key documents, reports and studies relating to Rajasthan Panchayat Raj system has given certain insights into the following key capacity building issues.

1. The powers related to control of functionaries to Panchayats are generally not exercised by the heads of PRIs primarily due to lack of awareness on such powers.

2. The power devolved to PRIs was quite often withdrawn. This is an indication of absence of sustained political will in favour of decentralization in Rajasthan.

3. Most of the Grama Sevaks drawn from other departments have performance gaps as they are neither fully trained nor have educational background to discharge the functions.

4. In some areas, half of the Ward Panches do not attend Grama Sabha meetings.

5. SC/ST elected representatives lack training and awareness.

6. The SFC has experienced great difficulty in obtaining information related to the accounts of Gram Panchayats

7. The ward members do not regularly attend the fortnightly Panchayat meetings. It is primarily due to delay in disbursement of allowances for attending the meetings.

8. Mobilization of own income by Grama Panchayats is a neglected area.

Chapter VII

Self- Assessment of Current Capacity Building Situation

Self- assessment consultation sessions with three selected institutions (SIRD, ATI and Hunger Project) were done to provide an opportunity for the staff from these institutions to rate their respective institution's capacities using a five point rating scale, based on capacity development parameters designed by the CA team, adapted from the UNDP methodology. Specifically, the ratings of 1 to 5 were defined as follows:

Rating	Evidence	Score
Very low	No evidence of capacity/strategy/plan	1
Low	Capacity/Strategy/Plan exists or has been developed	2
Medium	Capacity/Strategy/Plan is planned and implemented	3
High	Capacity/Strategy/Plan is planned, implemented and reviewed on the basis of benchmarking data	4
Very high	Capacity/Strategy/Plan is planned, implemented and reviewed on the basis of benchmarking data and fully integrated into the organization	5

Though the exercise was done for the three institutions, the ratings were received only from SIRD and ATI, which are analyzed and presented. ATI faculty did not appreciate the exercise as they did not consider it of much relevance to them. However, on behalf of the organization, ATI leadership had sent a response based on consensus among the faculty. The Hunger Project was of the opinion that they work with network of NGOs and hence it will be difficult to indicate the correct response.

Based on the response received from SIRD and ATI, certain inferences are drawn related to the capacity assessment of these two institutions.

1. SIRD

The CD parameters receiving lowest scores in the case of SIRD, Rajasthan is as below:

Core issue	Capacity development parameter	Capacity rating
Institutional development	SIRD's capacity to introduce and apply a Management information system	2.0
	SIRD's capacity to integrate partnership development in its long term strategy	2.3
Human resources	Capacity of SIRD leadership to regularly convene faculty meetings to determine long term strategy	2.3
Leadership	Capacity and autonomy of SIRD to introduce competitive remuneration for its faculty	1.0
	Capacity of SIRD leadership to exercise flexibility in budgetary decisions	2.0
Knowledge	Capacity of SIRD to allocate an annual budget for research activities of faculty	1.3
Accountability	Capacity of SIRD to make public and available On-line its institutional budget and spending	1.3
	Capacity of SIRD to introduce an institutional & individual performance appraisal system	2.0

The results of the self-assessment exercise of SIRD corroborate with the inferences made by the CA experts. SIRD's capacity to integrate partnership development in its long term strategy has received a low score, which is reflected in the existing gaps identified, viz., SIRD has limited regional and district level outreach and that there is no co-ordination between sectoral training institutions and the SIRD.

It was also revealed during interaction with the faculty that the limited autonomy of SIRD to introduce competitive remuneration for its faculty resulted in more of deputationists in the organization and very low number of permanent faculty. The least priority for research activity of the faculty is also a critical gap identified in the self- assessment exercise as well as during interaction with the faculty.

2. ATI

The CD parameters receiving lowest score in the case of ATI (HCM-RIPA) are as below:

Core issue	Capacity development parameter	Capacity rating
Institutional development	ATI's capacity to analyze and understand its organizational challenges and make timely decisions	3.0
	ATI's capacity to integrate partnership Development in its long term strategy	3.0
Human resources	Capacity of ATI leadership to consult with other stakeholders to formulate its long term strategy	3.0
	Capacity of ATI faculty to undertake research to improve competencies and training delivery	2.0
Leadership	Capacity of ATI leadership to ensure effective performance appraisal of faculty members	3.0
	Capacity of ATI leadership to guide the revision of training modules based on feedback	2.0
Knowledge	Capacity of ATI to provide on-line access of its training modules to various participants	2.0
Accountability	Capacity of ATI to implement recommendations from audit and M & E reports	3.0

The results of self-assessment exercise revealed that the faculty members of ATI had identified gap in partnership development of ATI in its long term strategy as a vital factor. Similarly, lack of seriousness of the leadership to guide and revise training modules based on feedback of trainees was another critical gap identified. Also, low score received for the capacity of ATI faculty to undertake research to improve competencies and training delivery is yet another critical gap to be addressed. These were also found to corroborate with the inferences made by the CA experts.

Though self-assessment exercise has thrown light on certain critical gaps, the potential of this methodology could not be fully tapped due to certain operational problems, the first and foremost being, lack of full involvement of relevant stakeholders in this exercise.

Chapter VIII

Support Systems Available for CB & T in Rajasthan

In order to assess resources and support systems available for the CB & T efforts of Rajasthan, the existing institutional arrangements for CB and T shall be identified and assessed. Similarly, the capacity of key institutions need be assessed, in order to enable them to be effective partners in the process. The present chapter is an attempt in this direction.

A. Existing institutional arrangements for CB & T

SIRD is the apex body for the capacity building and training of PRI functionaries. Along with SIRD, there are several other institutional arrangements for carrying out the same. Given the complexities of implementation of capacity building of PRIs, a large number of stakeholders need to be engaged at various levels for an effective and time bound CB. The existing arrangements in Rajasthan are as below:

1. SIRD

SIRD Rajasthan has been involved in the following capacity building programmes:

1. Joint training for PRIs under RGSY, BRGF
2. Training on watershed development along with Watershed Dept.
3. Training on MGNREGA
4. Training on SGSY
5. Faculty development for PRI trainings
6. Module and hand book development for induction training
7. Training programmes on select topics on a pilot mode
8. Organising TNA and TIA in association with select NGOs
9. Functional Co-ordination of ETCs.

2. Rural Development and Panchayat Department (RD&PR)

P& RD is primarily involved in the following capacity building programmes:

1. Policy guidelines for strengthening decentralization
2. Publication of Panchayat Newsletter/magazine
3. Co-ordination of ETCs
4. Co-ordination of BRGF programme
5. Establishment and Co-ordination of Panchayat Resource Centres. PRCs are yet to be fully established.

3. PTCs/ETCs

PTCs are involved in the following capacity building programmes:

1. Organising regional level PRI training
2. Training for Gram Sevaks

4. Planning Department

Planning Dept. is involved in the following activities.

1. Preparation, implementation and monitoring of State Plans.
2. Collection and publishing of relevant statistics for planning
3. Co-ordination of UNDP- CDDP programme
4. Gender budgeting initiatives

5. Watershed Development and Soil Conservation Dept.

The Watershed Development and Soil Conservation Dept is involved in the following capacity building programmes:

1. Conducting training programmes on watershed development in association with SIRD
2. Facilitating PRIs to prepare watershed master plans

6. ATI (HCM-RIPA)

ATI is involved in the following capacity building programmes specific to local governments.

1. Training for Urban Local Bodies
2. Training for women elected members on a random basis

7. Capacity Development for Local Governance (CDLG- project)

The main objective of CDLG programme are- strengthening capacity development strategies, promoting policy research and network support, share good practices and community empowerment and mobilization. The programme is being implemented through SIRD.

The major activities proposed are: national workshops of NGOs engaged in capacity building, promoting policy research, trainer's development, training impact assessments, production of interactive video, training module, developing sector- specific modules in specialized areas, exposure visits, and documentation of good practices.

8. CDDP- UNDP

The main objective of CDDP- UNDP is strengthening decentralized planning process in order to attain MDGs in 5 BRGF districts (Sawai Madhopur, Sirohi, Barmer, Udaipur and Chittorgarh). The programme is being implemented through SIRD and ATI.

Major activities are documenting best practices on decentralized planning in Rajasthan, preparing a district specific training module especially focusing on issues related with MDGs and preparing short films and radio jingles to enhance participation of women and marginalized in Gram Sabha.

9. Zilla Parishads

The Zilla Parishads of Rajasthan are associated with the CB and T of PRIs in the following ways:

1. Identification of district level trainers
2. Implementation of district level training programmes

10. Panchayat Samities

The Panchayat Samities of Rajasthan are associated with the CB and T of PRIs in the following ways:

1. Identification of Block level trainers
2. Implementation of Block and sub-block level training

11. Panchayat Resource Centres (PRCs)

PRCS are not so far been established. It is expected that PRCs will be made functional during 2010-11. The expected roles of PRCs are as below:

1. Functioning as resource support centres in BRGF Districts
2. Providing handholding support to PRIs

12. CSOs /NGOs

The presence of CSOs/NGOs in PRI sector is very visible in Rajasthan. Several national and state level NGOs are involved with PRIs in variety of ways as detailed below:

1. Involvement PRI Training in selected districts
2. Functioning as State and district level trainers
3. Conducting TNA in association with SIRD
4. Conducting Training Impact Assessment
5. Involvement in selected development sectors like child development, women empowerment, watershed etc.
6. Organising training for women elected members in selected districts
7. Formation of network of women elected members
8. Community mobilization for effective gram sabha

13. Departmental Training Institutions

Role of Departmental Training Institutions in the CB & T of PRIs has not been specific. Stakeholder discussions were also largely silent about the involvement of departmental training institutions.

In the wake of emerging devolution process, department level training institutions will have to play a larger role. The institutions which can play a major role in this process are listed below:

- State Institute of Health and Family Welfare
- State Resource Centre
- Irrigation Management and Training Institute, Kota
- State Institute of Agricultural Management (SIAM), Durgapura, Jaipur
- State Remote Sensing Application Centre (SRSAC), Jodhpur

The above discussion indicates that Rajasthan is favorably placed with several support systems for the CB & T of PRIs. The human, financial and infrastructural resources, if properly mainstreamed, can be of rich potential for an effective CB& T.

B. Capacity Assessment of Key Institutional Support systems

Capacity of key institutions and support systems need to be assessed, in order to enable them to be effective partners in the CB &T of PRIs of Rajasthan. An attempt is made to assess the capacity of some of the key stakeholders like ATI, IDS and selected NGOs within the context of CB &T process.

Table 8.1. HCM – RIPA (ATI)	
Current Mandate	<ol style="list-style-type: none"> 1. Training of state civil service officials and government functionaries 2. Expertise in systematic approach to training like DTS, DoT, MoT, TNA and EoT.
Current level of expert involvement with PRI	<ol style="list-style-type: none"> 1. Training for elected representatives and key officials of ULBs 2. Training of women elected representatives on a random basis.
Opportunities	<ol style="list-style-type: none"> 1. Has specialized centres for focused attention 2. Has a specialised centre in urban governance involved in training of ULBs 3. Functional autonomy in matters pertaining to faculty recruitment 4. Well-equipped facilities at Jaipur campus: training halls, hostels, library, etc. Satellite centres at Udaipur and Bikaner and regional centres at Jodhpur and Kota. 5. Good number of faculty team having expertise in systematic approach to training like DTS, DoT, MoT, TNA and EoT. 6. Has expertise and freedom in engaging retired civil servants/ academicians and external experts on contract basis. 7. Has the practice of outsourcing services with several agencies based on MoU.
Capacity gaps for taking up CB & T of PRIs	<ol style="list-style-type: none"> 1. Several sanctioned posts are vacant 2.No research/ evaluation studies on topics related to

	<p>PRI/ULBs</p> <p>3. Not able to meet own mandated commitments</p> <p>4. Has lot of capacities, but there is no faculty specialized in PRI</p>
Possibilities for involving in PRI specific issues (Suggestions)	<p>1. During the training of the Officials/civil servants of devolved sectors, core topics on PRI system of Rajasthan could be incorporated. (SIRD Faculty or any senior official of the concerned dept, sensitized on PRI system could be used as Resource Person. SIRD can help in developing module and handbook in the concerned areas. Engaging key experts from devolved sectors will create champions in the concerned sectors).</p> <p>2. Conducting Training on Training Skills to all master trainers as well as district level trainers of SIRD.</p> <p>3. Organising Management Development Programmes for chairpersons of Zilla Parishads and Panchayat Samities.</p> <p>4. Conducting Sector- specific TNA</p> <p>5. Training Evaluation and Training Assessment on a periodic basis</p> <p>6. Managing RTI project for PRIs</p> <p>7. Faculty sharing for training design, module preparation and master trainer development.</p>

Table 8.2 II. Institute of Development Studies(IDS)	
Current Mandate	Multi-disciplinary research focusing on Economic Policies and Strategies, Natural Resource Management and Environment, Social Policies, Governance and Civil Society, Women and Gender Studies, Micro-finance and MDGs.
Current level of expert involvement with PRI	<p>1. Present level of PRI involvement is casual and non-significant.</p> <p>2. Conducting Research, publications and training on PRI related issues on a casual basis.</p>
Opportunities	<p>1. Multi-disciplinary research focus</p> <p>2. Mr.Surjit Singh (currently the Director) is highly sensitized in PRI system</p>

	<p>3. NGO and Panchayat Raj Centre is established</p> <p>4. Some Faculty members are specialized in topics devolved to PRIs.</p>
Capacity gaps for taking up CB & T of PRIs	<p>1. Very few PRI related research and publications</p> <p>2. No assessment studies are conducted having relevance for Capacity building of PRIs</p> <p>3. NGO and Panchayat Raj Centre is not functional</p> <p>4. No faculty member is currently involved in PRI related research and training</p> <p>5. Local governance is not seen as a priority topic/area</p>
Possibilities for involving in PRI specific issues (Suggestions)	<p>1. Local level planning</p> <p>2. Evaluation of MGNREGA</p> <p>3. Preparation of Human Development Report</p> <p>4. Conducting Policy studies on Child development and gender development</p> <p>5. Research, assessment and feasibility studies</p> <p>6. Organizing policy workshops by providing neutral platform</p> <p>7. Policy publications on PRI related issues</p> <p>8. Faculty sharing for action research programmes, training impact assessment, master trainer development</p>

Table 8.3 III. NGOs	
<p>The activities and expert involvement of 34 NGOs spread over entire Rajasthan was reviewed for understanding the present level of NGO partnership in capacity building of PRI functionaries of Rajasthan as well as their possible level of interface. (Refer Annexure Four)</p> <p>Among them four NGOs (CARE, GVT, PRIA and Hunger Project) were studied in detail and one NGO (Hunger Project) was visited by the study team.</p>	
Current Mandate	<p>1. Majority of the NGOs are generalists dealing with three to four subject areas.</p>

	2. Every NGO has taken PRI as a priority topic
Current level of expert involvement with PRI	<ol style="list-style-type: none"> 1. PRCs in BRGF districts 2. PRI Training involvement in selected districts 3. Engaging as State and district level trainers 4. Conducting TNA in association with SIRD 5. Organising Training Impact Assessment 6. Intervention in thematic areas 7. Organising training for women elected members in selected districts 8. Formation of network of women elected members 9. Community mobilization for effective grama sabha 10. Preparation of training materials
Opportunities	<ol style="list-style-type: none"> 1. Average work experience of the studied NGOs is 10 years. 2. Some NGOs have national and international level of involvement in PRI related activities 3. Several NGOs have coverage in all 33 districts 4. NGOs like PRIA and Hunger Project have developed partnership networking with regional and district level NGOs for covering their mandated activities in all districts of Rajasthan. 5. On an average, each NGO has activity coverage over 5-8 Blocks spread over to 3 to 5 districts 6. Some NGOs have infrastructure like training halls, hostel facilities and training equipments 7. Many NGOs have staff with Master of Social Work, Sociology, Psychology, Political Science, Agriculture and legal background. They have expertise in multiple development sectors too. 8. All NGOs have developed PRI related IEC materials like booklets, posters, video documents and case studies. 9. NGOs like CARE, PRIA, Hunger Project and GVT have good practice of developing modules and handbooks for PRI related trainings. 10. Some NGOs have intense involvement in PRI trainings. Some have

	expert involvement in training of women elected members; others intervene in specific development sectors like health, education, child care etc. Some are involved in module/ handbook development.
Capacity gaps for taking up CB & T of PRIs	<ol style="list-style-type: none"> 1. Activities of these NGOs are fund- based and scheme- based. Therefore, tend to lack continuity 2. PRI involvement in selected sectors only. Fail to see PRI as a system 3. The activities of most of the NGOs are not mainstreamed into the existing capacity building efforts of the state.
Possibilities for involving in PRI specific issues (Suggestions)	<p>The long history of the NGO as well as their extended PRI involvement is a favourable factor for building future collaboration. All these NGOs have faith in local governance. Some of them have proven credibility with NGO networking.</p> <ol style="list-style-type: none"> 1. NGOs having national and international presence can bring in new insights and vision for the PRIs of the state. 2. NGOs having state wide coverage could be used for several activities related to capacity building of PRIs. 3. NGOs having strong presence in selected districts could be entrusted with the responsibility of providing handholding support to PRIs. 4. The practice of partnership networking followed by State and national level NGOs with regional and district level NGOs need to be studied and adapted for capacity building of PRIs. 5. NGOs having training and hostel facilities can be used for conducting residential training programmes at regional and district level. 6. A pool of state and district level trainers can be developed among the qualified staff working in these NGOs. 7. Sectoral specialists could be developed among NGO personnel having sectoral involvement. 8. The expertise of NGOs can be outsourced for developing IEC materials, sector specific modules and hand books and related resource materials.

The assessment of capacity of key institutions indicates that ATI and IDS do not play a significant role in the CB &T process. Similarly, the expertise of NGO is not properly mainstreamed. As a result, it has to be derived that the key support institutions do not compliment SIRD's current CB & T efforts at an expected level.

Chapter IX

Suggested Capacity Development Response Strategies

Based on the inferences from the CA exercise, the CD response has to be geared towards improving current capacities of training institutions in Rajasthan. As such, the CA exercises had indicated that there exists a capacity gap which has to be addressed through appropriate strategies. It is suggested that the broad objectives of the CD strategy should address the following:

- Understanding the constitutional structure, functions, responsibilities and powers
- Functional skills
- Information about programmes and schemes
- Sensitization on participation, accountability, transparency and good governance
- Women and marginalized groups require additional inputs
- Broadened development vision, co-ordination and convergence among elected representatives and executives

The CD response strategy for Rajasthan is so suggested that the strategy leading to the following outcomes is expected.

- Performance impact and impact enhancement of development programmes
- Better choices for self paced learning
- Provisions /options for remedial training
- Utilization of local resources for broadening resource base
- Ownership and involvement of PRIs in training design and management
- Networking with training institutions
- Initiating pilot projects, research studies, etc.

The deciding factors for strategy are the following:

- a) Context: The existing scenario of training for Elected Representatives in Rajasthan, especially in relation to some of the major challenges like quantum of coverage,

cascading mode as stand alone, large geographical spread, etc has to be considered. The need for more periodic refreshers has also to be kept in mind.

- b) Resources: Though IGPR & GVS is the apex institute in the state for developing human resources of PRIs, the institute has inadequate human resources and the institute is forced to depend largely on external resource persons. The absence of adequate faculty affects the process of research and knowledge creation, aspects of quality improvement and scaling up of capacity building activities on a sustainable basis. The institute also lacks effective regional, district and sub-district level presence for effective outreach. There is huge technology gap in the capacity building process. All these factors have to be considered.
- c) Targeted audience- The low level of literacy of the ERs warrant the use of multi-media in imparting trainings, development of handouts and interactive modules based on the principles of adult learning, location-specific and learner-oriented training materials, etc. The marginalized groups like women, SC, ST, etc need more focused attention and a differential treatment of the messages.
- d) Changing environment and emerging challenges- The conditions are diverse and a uniform strategy cannot be suggested. There are many drop outs from the initial trainings and also there is the challenge of addressing the marginalized groups. There is also the need for convergence of various programmes of the GoI to be undertaken by the PRIs to be addressed.

In the field of marketing, Kotler had indicated five levels of products, each representing a hierarchy of customer values. Drawing analogy from Kotler's five levels, it is suggested that in relation to capacity development, the strategy must focus on each of the levels, as they add to the value of the service.

The base level is the **core benefit**. In capacity development, this represents the benefits the ERs are accruing through CB & T efforts. Different training institutions are the training providers, the outcome of which is perceived as the better performance of ERs through the capacitation of PRI functionaries. In the next level, the core benefit must be transferred into a **basic product**, and here, the ERs have to be properly trained in different sectors such that they develop skill or competence in them for upgrading their performance. The next

level is the **expected product**. Enabling ERs to respond to the emerging trends and changes effectively and proactively is what the policy makers and the society at large expect consequent to capacity building of the PRIs. The fourth level referred to as **augmented product**, refers to those conditions and characteristics that help the product exceed the expectations of the people. In this case, it refers to developing institutional capacity of the PRIs to suggest mechanisms for building linkages, sharing resources, etc for the effective delivery of services. The last level is the **potential product**, which includes all the possible variations and augmentations that the product can possibly have in the future. In relation to capacity building, it refers to e-governance of PRIs for effective and efficient delivery of services for the common man.

Major Components of CD Strategy

The proposed CD response for Rajasthan has five major components, which respond to the identified core issues and CB needs which had emerged from the CA exercises. The five major components are:

1. Convergence
2. Human resource development
3. Training resource management
4. E-governance
5. Scaling up

1. Convergence: PRIs have various capacity needs which no single institution could support and satisfy by itself. Supporting PRIs entails convergence around two issues- a) a common set of capacity development targets among all capacity providers covering various PRIs, and b) institutions that could lead the provision of specific knowledge and or skills in specific themes or development needs of PRIs. Thus convergence has to be streamlined for effective capacity building services through the following:

- a) Establishment of a State CD Co-ordination Committee and development of CB perspective plan- The need to establish five year State CB Perspective Plans as part of the NCBF as stipulated in the BRGF point to the need for establishing a nodal agency to lead the preparation of a perspective plan. The establishment of a State

Capacity Development Co-ordination Committee with members drawn from key selected departments and training institutions, including NGOs, as the forum for bringing all stakeholders and engaging dialogue for formulating a state capacity building perspective plan is expected to provide good results.

b) Website for PRI information convergence- A website for featuring all the existing information on PRIs in Rajasthan has to be developed. The following information may be captured, among others, to be included in the website-

- a. On-line data bases on documents and status related to PRIs
- b. PRI development initiatives in the state (completed, ongoing, planned activities)
- c. Links to various PRIs
- d. Links to sectoral departments working with PRIs
- e. Address (e-mail, contact phone numbers) of PRI functionaries – PRI Hotline with 24 hour connectivity
- f. Interactive site where the public could post comments, suggestions, feedback, etc on line.

c) Research for Policy advocacy- Research and policy advocacy are very pivotal components of capacity building. Research can identify gaps in perceptions and practices of PRIs as well as the CB & T of PRIs. This will lead to training and policy interventions. The major activities that could be undertaken as part of research and Policy advocacy are indicated below:

- Evaluation and assessment
- Training Impact Assessment
- Action research programmes
- Documentation of best practices
- Advanced training for the multi-term elected members
- Formation of Local Government Association
- Training for the leaders of political parties

- 2. Human Resources Development-** There should be opportunities provided to PRI officials to take part in national and/or international training courses, exposure missions, on-the-job training programmes and immersion courses on certain topics like change management, team learning and communication, best practices in local governance and local services delivery, etc. It is also important that the senior leaders may nurture the potentials and skills of junior officials in their respective organisations, to institutionalize knowledge, particularly in the light of frequent turnover of officials in Rajasthan. Internal learning mechanisms have to be instituted considering their cost efficiency.

The following activities are suggested:

- a) Strengthening training institutions: The training institutions have to be strengthened with adequate staff with experience and expertise in dealing with the PRI functionaries. Enabling environment and adequate budgetary resources have to be provided.
 - b) Training programme for officials and trainers: Even capacity developers need capacity development, which is usually forgotten. There are certain thematic subjects that the training institutes in Rajasthan need to train their officials to allow them to respond more effectively to the respective capacity gaps of PRIs. They should be exposed to new and emerging trends, knowledge, mechanisms and practices in local governance and local service delivery.
 - c) Master trainers: The master resource persons are identified based on some criteria, and are expected to have knowledge and experience in training. But they have to be made familiar with adult learning methodology, stakeholder engagement process, etc. They have to gain hands-on training on training methodologies as well. Given the immense challenge in reaching out to and developing the capacities of PRIs in time, there is an urgent need to further expand the number of master trainers for better reach and quality of trainings.
- 3. Training resource management-** There are three major challenges identified during the capacity assessment. They are: a) quality of training approaches, b) delivery of training and c) quality of resource materials.

a. Training approaches: The approach to training should be so decided as to impart specific skills to participants and build confidence among PRIs on the importance and value addition of their respective functions. The training and capacity development activities intended for PRIs should be based on a common framework, viz., NCBF. The overall capacity development strategy should focus on dissemination of information on government policies, procedures, etc which is referred to as “orientation” and exposure to processes such as planning, teamwork, conflict resolution, etc, which is referred to as “skill trainings”.

b. Delivery of training: Though the training institutions like SIRD, ATI, etc have competent faculty and senior officials, it was felt that there is need for improving the teaching style of the trainers. Traditional class room style trainings are the usual mechanisms for training, which could be made more attractive and interactive through appropriate learning tools and modules. There is need to guide the faculty and resource persons on the best options and flexible methodologies to deliver specific training modules.

c. Quality of resource materials : There is need for establishing a database of training modules and materials available in different training institutes, to avoid duplication and to share the resources. The resource materials should be designed and produced using popular, user-friendly format, using local languages and dialects for effective use in the training sessions.

4. E-governance- The following are the important projects in relation to e-governance in Rajasthan.

- e-Mitra
- Computerisation- Automation-Refinement of Integrated System of Management and Accounts (CARISMA)
- Panchayat Resource Centre (PRC)
- Rajeev Gandhi Sewa Kendra
- Plan Plus

a. e-Mitra: This is an electronic service delivery platform for citizens. Various citizen-centric services of Government departments are being made available in integrated form through service and information delivery points called e-Mitra

centres/kiosks. This is implemented in 32 districts under PPP model. It is reported that at present, 472 e-mitra centres are operational, of which 69 are rural kiosks.

b. CARISMA: It is an indigenous intranet based software for better MIS, funded under SFC, Rajasthan. The project is managed and operated by ITI Ltd. The project is aimed to promote sustainable IT solutions for improving the quality of life in rural areas by providing digital connectivity for need-based services. The coverage is in 32 out of 33 ZPs, 237 out of 239 PSs and 1114 out of 9168 GPs in the state. Three computer systems are installed at ZP, 2 at PS and one at GP. There is facility for video conferencing at ZP.

The challenges in relation to CARISMA to be addressed are;

- compatibility with internet
- coverage in GPs is limited
- lack of staff for day to day technical and managerial support
- capacity building of the users to be addressed
- lack of availability of buildings, furnishing, computers and electricity
- difficulty in uploading more software/formats, etc.

c. Panchayat Resource Centre: It is envisaged for strengthening e-governance at PS (Block) level. The objective is establishing fully functional computerized centre at Panchayat Samiti level for multi-purpose use, viz., management, monitoring, MIS of all IT projects at block level and below, technical support to line departments and supporting district administration for e-governance. There is provision made under BRGF for establishing 87 PRCs and under RGSY for 162 PRCs. However, though provisions are made for PRCs, it was reported that PRCs have not become functional. The issues are:

- Lack of funds- GoR has requested GoI for release of Rs.8464 lakh for panchayat infrastructure related to PRCs
- Creating functional infrastructure at PS level is a time taking activity
- Efficient staff is needed for operating the PCs, funds are needed to put contractual staff

- AMC, training and infrastructure support are required on a regular basis.

d. Rajeev Gandhi Sewa Kendra : This is envisaged for strengthening e-governance under PR, with the objective of establishing fully functional computerized centre at GP level for multi-purpose use. As in the case of PRCs, these are yet to become functional. In this case also, funds have been requested from the GoI for release of funds for 125 buildings for those GPs which have no buildings of their own.

e. Plan plus: This is a software to strengthen planning at grassroots level, which facilitates the decentralized planning process in local language by

- converging the rural and urban plans to generate an integrated district plan
- supporting need-based and activity-based planning
- capturing the planning work flow
- converging the flow of funds from different central and state sponsored schemes

Though Plan plus is expected to cover all the 12 BRGF districts, it was reported that only two districts have updated their plans.

PRIA Soft (Panchayat Raj Institution Accounting Software) is also used, which is a web based software designed to address the accounting requirements of PRIs.

f. State Development Centre (SDC): In Rajasthan, SDC has been set up to enable vertical and horizontal integration of departmental data and services. This data centre is the core of the state level information infrastructure, which in turn integrate geographically distributed data repositories.

5. Scaling up- This is perceived as a natural and almost organic process, which is expected to lead to more quality benefits, over a wide geographical area more quickly, more equitably and more lastingly. Four types of scaling up are recognized- quantitative (in terms of numbers), functional (diverse activities, themes), political (structural and policy changes) and organizational (optimizing and sharing resources).

Quality scaling up is not merely replication, but multiplication through adaptation. The potential driving forces for scaling up are:

- local champions
- committed resource persons
- enabling stakeholder groups
- networks, partnerships, alliances
- success stories
- crisis management experiences

Scaling up has to be viewed both as a means (refers to replication, spread or adaptation of ideas, approaches, concepts) and as an end (increased impact). Both vertical and horizontal integration of capacity building process, like linking with other training institutes, NGOs, etc, or creating output linkages like production of quality resource materials, etc. NGOs are visualized as catalysts of the capacity building process, as creators of programmatic knowledge which can be integrated into government programmes and as builders of vibrant and diverse civil societies, to be effectively utilized by PRIs.

While sustainable good practices are established on smaller scale, scaling up these experiences poses a real challenge. It is expected that scaling up will occur with good communication of success stories.

Chapter X

Indicative Suggestions for Effective CB &T for Implementing NCBF

Indicative suggestions are listed, more or less, on line with NCBF.

1. Human Resources in SIRD

1. Need to have more permanent faculty members for SIRD. There shall be a balancing proportion of faculty members on permanent and deputation basis.
2. There shall be norms for faculty selection both on direct recruitment and on deputation. This shall fit into meeting the desired and emerging needs of SIRD.
3. Those specialized in different streams (sectoral experts) of PRIs shall be encouraged to join on deputation basis.
4. It is also important to fill up vacant faculty posts with qualified professionals having relevant experience as regular faculty members rather than having faculty positions filled up by generalist civil servants on deputation basis.

2. Funding sources

1. Do policy advocacy for allocation of training fund from state budget
2. Conduct sectoral training in collaboration with line departments as in the case of Dept. of Watershed development.
3. SIRD has to mobilise multiple sources of income in order to carry out comprehensive training coverage. SIRD will have to move away from scheme-driven activity mode.
4. Mobilise own source of revenue by organizing fee funding programmes.

3. Training programmes

1. Six days induction training is too lengthy. Three days duration is optimum. A second round of 3 days training could be organized after 6 months to one year.
2. Special training for women, SC and ST elected members

3. Special training/experience sharing by multi-term Presidents of PRIs
4. Leadership and management development training for Zilla Pramukhs and PS Chair persons
5. Programmes for strengthening support systems like local government association, training for the leaders of political parties, course for elected representatives, and interface with academic/scientific institutions to be organised
6. SIRD has to effectively establish outreach linkages with line dept. training institutes and leading NGOs at regional and district level.
7. Train PRI representatives as social and political leaders and not merely on PRI Acts, schemes. There shall be trainings for attitudinal change.

4. Training Materials

1. Training modules need to be developed with proper consultation with relevant stakeholders, for example, concerned departments, expert NGOs working in concerned sectors etc. Module design workshop shall be organized for each training programme involving multi-stakeholders
2. Detailed module need to be prepared with detailed session plan and trainers tips for each session.
3. Hand books shall be more interactive, following the principles of adult learning
4. ICT based interactive learning materials need to be developed including video films on best practices of beacon panchayats, experience sharing of senior level officials, politicians, PRI leaders, FAQs etc.

5. Master Trainers/ Resource Persons

Developing master trainers is equivalent to developing a cadre of advocates in favour of PRIs.

1. A cadre of Resource Persons from different specialized development sectors should be created. This can include academics, retired government officials, NGOs and Consultants. There can be a cadre of master trainers on specialized topics.
2. Resource persons shall be given training on training skills.
3. Subject- wise refresher courses should be given for the trainers. Generalists and Specialists should be given training separately.
4. Standard norms shall be fixed for enlisting trainers. Based on this, a directory of resource persons (generalists and specialists) can be prepared and published by SIRD. SIRD shall place appropriate systems to empanel Master Trainers/ Resource Persons.

6. Training delivery /Training strategy

1. Induction training shall be face to face, but on participatory mode. Subsequent training could be done using ICT tools
2. Frequently asked questions raised in training programmes need to be documented and disseminated at state level, both in printed and audio- visual mode.
3. Considering the size of the state, specific training policy for training of local governments of Rajasthan could be evolved.
4. Training for elected members shall be standardized in relation to duration and content. For example, a GP President shall be given a minimum of 20 days training on priority topics during his or her five year tenure. Phasing the training is also important.
5. Keeping in view of the fact that a majority of elected representatives have low formal education, appropriate content and methodology, which can enhance cognitive abilities of the participants, need to be selected. Case-based teaching (including video-based cases), peer learning and discussions shall be promoted.
6. Best practices visits and peer learning should be promoted for sustaining and deepening the impact of learning. A more intensively engaging model through handholding support may be necessary for the relatively less empowered PRI representatives.

7. Research and policy advocacy

Capacity building has to go beyond training and encompass policy level advocacy as well.

1. Research and publications and dissemination
2. Policy advocacy by way of formation of networks of PRI representatives, training for political parties, etc
3. Documentation of good practices
4. Visit to beacon Panchayats

8. Training mode

Multiple training mode need to be followed. There is the need to use a mix of methodologies according to requirements. Some of the suggested modes are:

i. Decentralized SATCOM based Training in Cascading Mode

It involves the use of satellite technology and local facilitators to run the programme and facilitate discussion. This mode provides the widest outreach and can help in providing comprehensive training inputs to a large audience. For this, the existing SATCOM system established at SIRD need to be activated.

ii. Decentralized Training in Cascading Mode

The first round of induction training shall be on a decentralized and direct mode. This involves training of resource persons as master trainers at state level, district resource persons at district level and local resource persons at local level. They are deployed for training and hand holding support as in the case of Kerala.

Where the trainee's learning capacity is limited, a more direct approach rather than SATCOM may be more appropriate. It is difficult to retain interest in the transmission for a longer duration. So direct training is needed at least once a year, and subsequent training could be done though indirect mode.

iii. Training through district level partner institutions

Based on MoU, District level partner institutions need to be identified and engaged for implementing the training. In this model, module, hand book, trainers, presentation materials, etc are centrally developed by the lead training institute (SIRD) and the training management is looked after by the district level partner. Each district will also have an expert consultant co-ordinator to look after the academic aspects and for maintaining quality check. The district level partner agencies will also act as district level outreach centres.

iv. Centralised Training

Institutional and centralized training shall be given for district level functionaries viz: Presidents and members and CEOs of Zilla Parishads. The training for Presidents and CEOs of Panchayat Samities can also be at Institutional level. The faculty members of SIRD as well as the State Level Master Trainers can engage interactive session with them.

v. Training on pilot and action research mode

Certain new interventions like gender budgeting, social audit etc could be taken up as pilot and action research mode. This will also help to create living models in favour of PRIs. Such programmes could be scaled up based on experience.

vi. Help desk system at state and district level

Help desk system can be established for giving handholding support for effective functioning of PRIs. This can create platform for clearance of doubts and trouble shooting. This can also take a lead in documenting and disseminating innovative practices of local governments.

Help desk system could be established at state and district level. This could be established at the level of RD& PR Dept. It will also act as a forum for bringing together experts and advocates of decentralization. It can consist of experts drawn from several departments/sectors devolved to PRIs like Social Welfare, Education, Agriculture, and Health.

The district level help desk can comprise of 5- 10 experts. SIRD shall be the Secretariat of this district level help desk. One faculty member could be made in charge of the same. A booklet containing the name and phone number of these help desk members could be prepared, published and circulated among all PRIs. The BRGF districts can set up PRCs at Block level. Hence the priority shall be given to non- BRGF districts.

The state and district level help desk team can meet together once a month for sharing the details. The commonly raised questions could be recorded and printed as FAQ. The recommendations of the help desk team could be brought to the attention of the government for taking appropriate policy decisions.

vii. Publication of FAQs

FAQs need to be developed and published in printed as well as in video form. All PRIs and Master Trainers shall be distributed with the copie. Such FAQs and related publications can be sent to all MPs, MLAs and leaders of political parties for updating them with recent information on PRIs.

viii. Mass campaign by way of community radio, Panchayat TV channel, Panchayat news letter

RD & PR dept. can conduct media- based mass campaign programmes. Dialogue could be held with All India Radio, Doordharsan and other TV channels for telecasting relevant information on PRIs. They can give special slot every week. The Department can also upscale the current monthly newsletter. The Dept. can organize contests and competition for the best performing PRIs on line with reality shows as in the case of 'Green Kerala Express' organized by the Door Darshan Kendra, Trivandrum, in Kerala in association with the Local Self Government Dept, Govt. of Kerala.

9. Convergence plan for training

CB &T shall be on a large-scale. For this, there shall be joint and collaborative efforts. This shall be facilitated by SIRD. Rajasthan is very rich in expertise and infrastructure; such facilities available with different agencies should be mainstreamed.

1. Various departments like education, agriculture, animal husbandry, fisheries, industries, revenue etc have developed training institutions at the state, regional and district levels. These institutions have moderate level of training infrastructure. These can be availed for training of PRI functionaries in general and sector –specific training in particular.
2. SIRD could also consider outsourcing some of its training activities to sector specific training institutions or local NGOs having adequate expertise and are known for their credibility and professionalism.
3. SIRD needs to have regional as well as district level networking agencies based on MoUs.
4. ETCs need to be upgraded with adequate human, financial and infrastructure facilities.
5. Organise gathering/sharing by NGOs involved in PRIs. This will give an appropriate formula for mainstreaming the activities of NGOs.
6. For organizing district level training programmes, SIRD is currently heavily depending on ZPs. ZPs has several other tasks. So there is the necessity to get Departmental and NGO support.
7. For providing continuous hand- holding support to PRIs beyond training, there is the need to establish and equip PRCs (Panchayat Resource Centers) at the block level.

In this context, it is worthwhile to refer to the recommendations of the Committee on decentralization of Kerala headed by Dr.M.A. Oommen. This committee has come out with a set of suggestions for effective capacity building of local governments. (Report of the committee for evaluation of decentralised planning and development, Govt. of Kerala, March 2009). The highlights are given as Annexure Five.

The above indicated suggestions could be summarized as below in terms of capacity building approaches and perspective plan.

A. Approaches

1. A federated mechanism and strategy of training has to be evolved which will result in the following outcomes-
 - a. Performance improvement and impact enhancement of government sponsored and initiated developmental programmes,

- b. Better choices for self-paced learning rather than forced learning
- c. Provisions/options for remedial training
- d. Creation of a sustainable learning environment
- e. Utilization of local resource persons/specialists leading to broadening of the resource base

2. There is need for systematic convergence of CB &T for PRIs in Rajasthan, as many Departments target PRI stakeholders. A suitable strategy has to be devised taking into account the scale, coverage and depth and canvass of PRI CB&T.

3. The following approaches could be considered as an integrated mix for readying the training system to meet the challenges

- a. Extending the reach of training to “Reaching the Unreached”
- b. Networking with the training institutions (PRI institutions as well as Thematic institutions) at Sub-district, district, division and State level.
- c. Initiating sponsoring pilot projects, research studies, etc for identifying the best strategy.

4. There should be shift in emphasis as below:

Present priorities

- a. Training institutions as training Providers (training courses)
- b. Emphasis only on training Interventions
- c. Supply driven approach
- d. Knowledge & skill development
- e. Activity approach
- f. Formal training in institutions

Eemerging requirements

- As package developers and implementers
- Both on training and non-training implications
- demand driven approach
- competence building
- Process approach
- Formal/informal institutional training

5. There is need to view capacity building efforts in continuum, encompassing various phases of election cycle. Phased trainings substantiated with support and networking seems to be the most comprehensive capacity building strategy.

B. Towards a Perspective Plan for CB & T for PRIs

The key elements of Five Year Perspective Plan are given below:

1. Basic Courses – Mandatory: PRI CB&T is a must

1.1. For all elected representatives and functionaries of PRIs on core issues with reference to NCBF. The critical *Core Content* includes: 1. Fundamentals of Panchayati Raj, 2. Roles and responsibilities of various position bearers, 3. Panchayat administration, routine management, and accounting procedures, 4. Effective administration of Central and State-specific sectoral schemes, and 5. Significance of Gram Sabha in village level planning and decision making, with focus on women and other disadvantaged groups;

1.2. Computer training (ICT) to all Gram Panchayat level functionaries in three years. One round of training to all PRIs in 5 years on participatory action plan and gender based budgeting and social auditing with annual refresher courses;

1.3. Need based literacy training to elected representatives of PRIs within 6 months of election as envisaged in the NCBF;

1.4. Special training of SC/ST women elected representatives once in every 3 years;

1.5. Exposure visit for all ERs and functionaries to becom panchayats at least once in three years;

1.6. Include issues concerning leadership, social audit, and RTI Act in the basic training programmes;

2. Thematic training to all elected representatives of PRIs on any three themes of their choice (preference driven) to cover among others following:

2.1. Health (Primary health – NRHM)

2.2. Education (Primary education-SSA)

2.3. Wage Employment Programmes (MGNREGS)

2.4. Self Employment Programmes including skill development for placement (SGSY/ NRLM)

2.5. Poverty alleviation Programmes

2.6. Social Security Programmes (Pensions and insurance)

2.7. Integrated Natural Resource Management (Watersheds, IWDP, etc.)

2.8. Disaster Management

- 2.9. Drinking Water and Sanitation (NRWS, TSC, etc.)
- 2.10. PESA Act (ST areas Gram Sabha)
- 2.11. Minority welfare Programmes
- 2.12. Human Resources Development
- 2.13. Any other relevant themes
3. Systematically develop suitable PRI CB&T policy, materials & techniques: It is important to distinguish between approved Core Content and the supplementary training materials developed with reference to the approved Core Content. The five fundamental areas for the Core Content are identified in 1.1. Additional training materials should be developed on all topics as mentioned above as per the preference of the State, with particular emphasis on the following:
 - 3.1. Innovative supplementary training materials
 - 3.2. Innovative training techniques, such as computer based tutorials
 - 3.3. Frequently asked questions (FAQs)
 - 3.4. Interesting case studies
 - 3.5. Distance Learning Material
4. Organize PRI CB&T programme delivery along the public-private partnership (PPP) mode, including outsourcing with well defined monitoring and quality control mechanisms in place;
5. Work systematically towards making PRI CB&T demand driven. Ideally the goal should be to create an environment in which PRIs are able to make a choice on where to get trained;
6. Strengthen knowledge management function with Knowledge Portal, e-groups, community practices, news letters etc.;
7. Create and nurture vibrant managed peer network to strengthen all systems of PRI CB&T design, development, evaluation, FAQs development, research etc.;
8. Make PRI CB&T institutions (such as SIRDs /PRTI, etc) IT-enabled with IT-driven systems and databases;
9. Strengthen convergence with major stakeholders involved in CB&T of PR stakeholders;
10. Develop adequate number of Beacon Panchayats/best practices for exposure visits;
11. Make PRI CB&T outcome oriented based on defined performance indicators.

Social Inclusion Plan for the CB & T of PRIs of Rajasthan

Social exclusion may be broadly referred to as ‘the process which brings about a lack of citizenship – whether economic, political or social’. Two defining characteristics of social exclusion are:- i. It is multi-dimensional, that is there is denial of equal opportunity in multiple levels, ii. It is embedded in the societal relations and societal institutions. Formulation of appropriate and relevant strategies suited to local situation is one of the pre-conditions of social inclusion. Accordingly, decentralization could be regarded as a best tool for social inclusion. Decentralisation works towards democratization, only if it is combined with positive action in favour of underprivileged groups.

Rajasthan is one of the Indian states which have taken pro-active steps to bring the Scheduled Castes, Scheduled Tribes and women to the circuit of political decision making structures. It is important to capacitate these elected functionaries in order to enable them to carry out their mandated responsibilities.

Social Inclusion Framework in NCBF

A detailed review of NCBF gives the following social inclusion framework

While underlying the basic principles of NCBF, there are several references pertaining to social inclusion viz: i. SC, ST and women should be given special attention in training. ii. Training programmes must ensure participation of all members – not just a talkative and dominating few. iii. Training for PESA areas should be designated in keeping with the cultural traditions and special needs of tribal people.

While giving the description of courses (2.2) comprising part I of the framework, item 2.22 reads as follows: “For the Panchayat members who need, functional courses shall be undertaken immediately after the elections. Locally available literate people can be co-opted as resource persons to conduct functional literacy classes for the Panchayat members”.

Item number 4.3(Film and electronic and material) gives some of the points that could underline the development of film material for training. ----- “Gender and caste equality would be a cross cutting theme.”

It has to be derived that each state has to derive state specific social inclusion strategies in the capacity building and training of PRIs.

Present attempts of SIRD for Social Inclusion

SIRD Rajasthan, being the pioneer organization for the capacity building and training of PRI functionaries, has been giving special attention to enhance the capacity of those PRI functionaries who are socially excluded in several ways. The analysis of training programmes and related activities of SIRD throws light on certain measures undertaken.

Review of existing training for social inclusion is given below:

1. For the elected members who assumed office during 2005-09, induction training was given to all during the initial year. Refresher course on district planning was given to all the elected members of BRGF district during 2007. Refresher course was given exclusively to SC, ST and women members of RGSY districts during 2008. Theme-wise training was given to all during 2009.

2. In 2005-06, in a special Pilot Project for district Sawai Madhopur- 197 GPs were trained on Gender and Health Governance, under MoPR-UNFPA support and human development data base was evolved at each GP level.

3. In 2008-09, a special Pilot Project for Jaipur Division for Capacity Building of DPCs & PRIs was completed on the theme of Gender Responsive District Planning with the support of UNDP & Planning Commission, GOI.

4. Other than HCM-RIPA, IDS, SRC and other key institutions like Hunger project, CARE, PRIA and GVT also carry out variety of activities for empowering women, SCs and STs. (as detailed in Chapter five).

5. During 2010, PRIA under “Strengthening Gender Response of Panchayaths in Rajasthan (SGRPR) programme, has organized one day orientation for the elected women

representatives on maternal health and sex selection and governance issues. PRIA has also launched the SGRPR programme (3 year) to cover 21 districts, which is supported by UNFPA.

6. The Hunger Project undertakes capacity building of elected women representatives by way of organizing women's leadership workshops, building federations of elected women representatives and strengthening women's empowerment through electoral process. The critical issues faced by elected women representatives are also taken up for advocacy.

Suggested social inclusion plan in the CB & T of Rajasthan

Training for all every year is the basic pre-requisite for developing necessary capacity for elected members. Apart from initial and yearly refresher courses and sector – wise training for all elected functionaries, there are special groups and categories that need additional capacity building interventions as detailed below.

1. Training for drop-outs

Discussion with key stakeholders and experts in the field has indicated that irrespective of constant efforts, nearly 10% of the elected functionaries have not attended the initial level training. (This is definitely a low figure; the real figure will be much higher). It is understood that most of them are either illiterate, or women members who face difficulties in traveling short as well as long distance or those hailing from isolated and inaccessible locations. Receiving training in a time-bound manner shall be seen as a right of the elected members. As a result, SIRD needs to include these drop-outs to the capacity building circle by organizing repeat batches for drop- outs at block or sub- block level. The trainings have to be organized at venues of their convenience, not at the convenience of the trainers. The expertise of NGOs could be made use of for this. This will enable to ensure near 100% training coverage.

2. Training for PRIs located at isolated and inaccessible locations

Discussion with key stakeholders has validated that there are few PRIs that are placed at isolated and inaccessible locations. Most of the elected functionaries of these PRIs fail to

attend the training programmes. This also stands on the way for reaching the goal of “training for all”.

The following capacity building strategies can be used to include them in the training circle. i. The trainer can visit these PRIs to give on-site training at the level of each PRI. ii. A multi-modular approach in which recorded video- based sessions are handled by one or two(mobile team) trainers on face - to face situation through computer or television. iii. A video containing frequently asked questions (FAQs) and answers recorded and displayed through computer or television could be another mode of outreach. ETCs in the concerned locations can be entrusted to co-ordinate this task with the help of local NGOs.

3. Functional literacy for Illiterate PRI members

As detailed previously in this report, “Low literacy level of elected representatives, especially among SC, ST and women members is a great challenge for the trainers”. This is more so in the case of SC and ST and women ERs. SIRD in association with State Resource Centre can implement functional literacy programme for the illiterate PRI members under Saakshar Bharat Programme.

4. Special training for SC and ST members

Rajasthan, being a state having high prevalence of SC and ST categories have enabled the entry of good percentage of SC and ST elected members in local governance. This is both an opportunity and challenge for the SC and ST members. The opportunity is that this has given them a due share in taking part in decision making governance structures. However, their capacity gap remains to be a major challenge. They have to be capacitated intensively to enable them to carry out their responsibilities. Following capacity building suggestions are given for the empowerment of SC and ST elected members.

i. Functional literacy programme for illiterate SC and ST PRI members

ii. Special training programmes on Panchayat Raj system for SC and ST women members based on well developed modules

iii. Leadership skill development programme for all SC and ST presidents

5. Training for linguistic minorities

Though majority of the population in Rajasthan are Hindi speaking, there are some linguistic minority groups, who cannot be ignored. The major linguistic minority groups include the speakers of Bhili (Bhilodi), Urdu and Panjabi. There are also many Urdu speaking population in the districts of Ajmer, Bhilwara, Jaisalmer and Nagaur. Such linguistic minority groups need to be duly included in the capacity building framework. Separate training modules and handouts have to be developed for them.

6. Capacity building plan for gender mainstreaming

More than 50% of the elected members of Rajasthan are women. Considering the socio-economic situation the women of Rajasthan are positioned, most of them do have capacity gaps. This is primarily due to their lack of awareness in the system as well their low level of literacy. The following suggestions are given for the empowerment of women elected members.

- i. Special training programmes on Panchayat Raj system for all women members
- ii. Leadership skill development programme for all women presidents
- iii. District/block wise gathering of women elected members for sharing of experience.
- iv. Formation of self help groups for the women elected members with the handholding support of NGOs.

The following suggestions are put forth for ensuring gender perspectives in training.

Considering the large volume of training programmes undertaken, there shall be attempts for engendering training programmes of SIRD. Similarly, gender inclusion being a major development agenda of local governments, SIRD shall make focused efforts in the following lines:

- i. There must be general training programmes for all the key local government functionaries on gender mainstreaming.

- ii. There must be special training programmes for local government functionaries mandated for gender mainstreaming.
- iii. Gender should be made as a cross-cutting issue in all the training programmes designed and implemented for local government functionaries.

In order to make the three issues mentioned above most effective, SIRD may consider the following aspects:

1. Carry out gender analysis of training modules and handbooks produced by SIRD.
2. Conduct separate training of trainers programme for the master trainers of SIRD on gender & development and gender mainstreaming.
3. Meaningfully integrate gender component in all the training of modules and handbooks.
4. Include gender experts in all master trainer programmes and module development workshops.
5. A minimum of 30% of the faculty team shall be women. Special training of trainers programme shall be organized for women trainers to develop their training and subject-specific skills. It is important to include at least 10% of the trainers among the former or present women elected leaders.

Chapter XII

Strategic Partnership for CB & T for PRIs in Rajasthan

Strategic partnership for an effective CB & T in Rajasthan is necessary due to following reasons:

I. There are gaps in the CB & T efforts of Rajasthan. More focus need to be given to the following major CB & T efforts:

- Sectoral training
- Follow up training for elected members
- Professional management and leadership programmes to PRI Chiefs
- Continuous TIA
- Policy & training linked research
 - Action research
 - Policy workshops
- Research publications
- Formation of Local Government Association
- Training on accounting
- Trainer development (training skills)
- Trainer development (sector specific)
- Training in participatory planning
- Sector- specific modules
- Exposure visits
- Documentation/dissemination of good practices
- Training for support systems (N.S.S., NYK, Political parties,media etc)
- Interactive Satellite based training
- Training for the multi-term elected members
- Training for women elected members
- Training for the PRIs at isolated and inaccessible locations
- Adult literacy programme for illiterate PRI members

- Setting up PRCs
- State level help desk
- District level help desk
- Media campaign
- Panchayat News letter
- Use of multi-media

To address CB &T issues and gaps discussed above, there is need for convergence of expertise available in the state through well- knit strategic partnership.

II. Existing level of collaboration and expertise sharing with different partners is not encouraging.

SIRD has limited regional and district level outreach centres. ETCs function primarily as Gram Sevak training centre due to human resource and infrastructure shortage. Similarly there is no co-ordination between training institutes of different departments

III. Devolution orientation: past and current

In October 2010, five sectors are devolved to PRIs. This has necessitated organizing sectoral training programmes for the PRI functionaries. This could be done in association with concerned departments or expert NGOs.

Table: 12.1

Devolution orientation in Rajasthan

Sl. No	Subjects devolved	Sectoral training interventions needed
1	Primary and upper primary education (up to 8 th std)	Education
2	Medical and health (Up to Primary health)	Health
3	ICDS	Social welfare
4	Agriculture extension work (up to Deputy Director)	Agriculture
5	Social Security Pensions	Social welfare

A. Towards a partnership approach for CB and Training of PRI functionaries in Rajasthan

Building effective and strategic partnership has been generally accepted for a time bound and effective coverage of CB &T of PRIs of Rajasthan. However, building this partnership process is not that easy. To begin with, the strategies for this partnership shall be based on indicative suggestions for the effective CB &T, evolved out of the capacity assessment process as well as the perceived gaps in CB & T.

Interface and expertise sharing shall be based on undertaking the following exercises.

- i. Understanding the key PRI specific expert areas that SIRD does not have or further needs to develop.
- ii. Mapping the PRI specific expertise of key institutions including major departmental level training institutions and NGOs.
- iii. Deciding the nature and level of partnership that SIRD can evolve with other stakeholders.
- iv. Putting appropriate systems and strategies in place for managing the partnership.
- v. Analysing devolution orientation of the state: past and current

An attempt was made in Chapter 5 to map the PRI specific expertise of SIRD and other key institutes including NGOs. Partnership approach for CB & T should result in the following:

- Enhanced capacity to reach target
 - Bringing together and engaging key players
 - Creation of win-win atmosphere among key players
 - Convergence of CB efforts: avoiding duplication of programmes and practices.
 - Equipping SIRD to facilitate and manage partnership process for effective CB &T.
- This will help Rajasthan to go beyond NCBF

B. Strategies for effective partnership for CB &T

Absence of partnership practice will give rise to several partnership management issues.

To overcome this, there shall be appropriate strategies for effective partnership.

1. SIRD shall emerge as the partnership manager. There is the need to organize several rounds of trust building exercises under the leadership of RD & PR Dept. SIRD shall be equipped to manage this partnership. This will also create a win-win atmosphere among the partners and will reduce the 'fear of losing space'.

2. SIRD shall equip its domain expertise in all sectors devolved to PRIs. Faculty members of SIRD shall take the lead in designing capacity building programmes in sectors devolved to PRIs. SIRD should establish effective linkages with sectoral training institutions. Each core Faculty Member of SIRD may be assigned the responsibility of one each sector.

3. SIRD need to convene a state level joint meeting of all major stakeholders who can join in the CB process of PRIs at state level. Follow up programmes shall be done by SIRD.

4. There shall be mutual faith and trust among various stakeholders. There shall be a common consensus on

i. understanding on the importance of PRI in social and economic development of the state as well as desired orientation needed for the PRIs

ii. existing gaps in CB process

iii. available PRI specific expertise of each stakeholder

5. Stakeholders should appreciate the major stake that SIRD has on the CB &T of PRIs.

6. SIRD has to negotiate and undertake dialogue with these stakeholders to carry out committed activities for strengthening PRIs. For instance, IDS can take up 5-7 research activities and policy workshops every year. ATI can include a session on the importance of PRIs in every major training event.

B. Opportunities for programme convergence and Strategic partnership for CB & T

An indication on the opportunities for programme convergence and strategic partnership for CB & T is furnished in Table 12.2.

Table: 12.2

Existing gaps in the Capacity Building and Training of SIRD	Who can join in filling the CB and Training gaps with SIRD (Partnership options)	Possible fund source
Sectoral training	1. Departmental training Institutes 2. ATI	1. Fund allocation from state budget 2. RGSY (21 districts) 3. BRGF (12 districts) 4. MoRD 5. ATI
Follow up training for elected members	1. ETCs 2. NGOs	1. RGSY 2. BRGF 3. Concerned Depts.
Management Development Programme to PRI Chiefs	1. ATI	1. RGSY 2. BRGF 3. Fund allocation from state budget
Continuous TIA	1. ATI 2. NGOs	1. RGSY 2. BRGF 3. CDLG 4. NGO fund
Policy & Training linked research	1. IDS	1. CDLG
Action research	1. IDS 2. ETCs 3. NGOs having state wide presence 4. Directorate of Evaluation Organisation (Planning dept.)	1. Fund allocation from state budget 2. Creation of separate budget window for action research by SIRD 3. Funding agencies 4. MoPR/ MoRD 5. Planning dept.
Policy workshops	1. RD & PR Dept 2. Dept. of Planning 3. IDS	1. State budget 2. IDS 3. BRGF/RGSY
Research publications	1. IDS 2. NGOs	1. Fund from state budget 2. Separate budget window
Formation of Local Government Association	1. RD & PR Dept. 2. NGOs at District level	1. State budget 2. BRGF/RGSY 3. NGOs
Accountant training	1. Local Fund Dept. 2. Account General Office	1. Local Fund Dept 2. State fund
Trainer development programmes (training skills)	1. ATI	1. State budget 2. Funding agencies

Trainer development programmes (sectoral)	1. Departmental training Institutes 2. NGOs in concerned sectors	1. State budget 2. BRGF/RGSY 3. NGOs 4. Concerned Depts.
Training in participatory planning	1. PRCs. 2. Lead NGOs in BRGF districts 3. UNDP – CDDP 4. ATI	1. BRGF 2. UNDP – CDDP 3. NGOs 4. ATI
Sector- specific modules	1. Departmental training Institutes 2. NGOs involved in selected sectors. (For eg. care in the case of child development).	1. Concerned Dept 2. NGOs 3. State Budget 4. BRGF/RGSY
Training for the multi-term elected members	1. ETC 2. NGOs	1. BRGF/RGSY
Leadership Training for women elected members	1. NGOs 2. Political parties	1. BRGF/RGSY
Leadership Training for SC/ST elected members	1. NGOs	1. BRGF/RGSY
Special Training for the drop-out (those not attending the campaign- based training)	1. NGOs	1. State Fund 2. NGO Fund
Training for the PRIs at isolated and inaccessible locations	1. ETC 2. NGOs	SIRD Fund NGO Fund
Adult literacy programme for illiterate PRI members	1. SRC	1. SRC
Exposure visits	1. RD & PR Dept. 2. ETCs 3. Lead NGOs	1. BRGF 2. CDLG
Setting up PRCs	1. RD & PR Dept.	1. BRGF
Panchayat News letter	1. RD & PR Dept.	1. State Fund
State level Help Desk	1. RD & PR Dept.	1. BRGF 2. RGSY
District level help desk	1. Sectoral Training Institutes 2. NGOs 3. Master Trainers	1. BRGF/RGSY 2. State Fund
Media campaign	1. RD & PR Dept.	1. State Fund
Documentation/dissemination of good practices	1. ETCs 3. Lead NGOs in selected sectors	1. BRGF 2. CDLG 3. SIRD's research fund
Training for support systems	1. ATIs	1. ATIs 2. NGOs

(N.S.S., NYK, Political parties, media etc)	2.NGOs	3.CDLG 4.Funding agencies
Interactive Satellite based training, use of multi-media	1.RAJCOM (Dept. of IT&C) 2. Doordharsan 3. NIC	1. BRGF 2. RGSY 3. State/ dept. Fund

D. Possible fund sources for CB &T

The likely fund sources for CB &T are listed below. Other than these, SIRD can also mobilize additional fund from funding agencies and consultancy services.

1. State fund
2. BRGF
3. RGSY
4. MoRD
5. MOPR
6. CDDP- UNDP
7. UNDP- CDLG
8. Depart. of Watershed and Soil Conservation Dept.
9. Departmental level training institutions and other Departments
10. NGOs

E. District level capacities: Random analysis

Absence of regional and district level network is identified as a key challenge for SIRD for conducting effective CB &T of PRIs. Random analysis suggests the following possibilities for programme and institutional linkage at district level. (Table 12.3)

Table: 12.3

Sl No	Name of the District	Possibilities/ capacities
1	Ajmer	ETC DEO of Planning dept.
2	Alwar	-
3	Banswara	BRGF
4	Baran	-
5	Barmer	BRGF CDDP- UNDP Prog
6	Bharatpur	DEO of Planning dept.

7	Bhilwara	-
8	Bikaner	ATI Regional centre DEO of Planning dept.
9	Bundi	-
10	Chittorgarh	BRGF CDDP- UNDP Prog
11	Churu	-
12	Dausa	-
13	Dholpur	-
14	Dungarpur	BRGF ETC
15	Hanumangarh	-
16	Jaipur	SIRD ATI IDS DEO of Planning dept.
17	Jaisalmer	BRGF
18	Jalor	BRGF
19	Jhalawar	BRGF
20	Jhunjhunu	-
21	Jodhpur	ATI Satellite Centre DEO of Planning dept. ETC
22	Karauli	BRGF
23	Kota	ATI Satellite Centre DEO of Planning dept.
24	Nagaur	-
25	Pali	-
26	Pratapgarh	-
27	Rajsamand	-
28	Sawai Madhopur	BRGF CDDP- UNDP Programme
29	Sikar	-
30	Sirohi	BRGF CDDP- UNDP Programme
31	Sri Ganganagar	-
32	Tonk	BRGF
33	Udaipur	BRGF ATI Regional centre CDDP- UNDP Prog. DEO of Planning dept.

There are 33 districts in Rajasthan. Among them, 12 are BRGF and 21 are RGSY Districts. All BRGF districts can set up PRCs at Block level. This will give a landside boosting to the CB efforts in these districts. RD & PR Dept. shall facilitate this process. ETCs and lead NGOs can also be entrusted with this responsibility. ATI and IDS can also take part in this process in selected districts on a pilot basis. Further analysis also indicates that 6 BRGF districts namely Barmer, Chittorgarh, Sawai Madhopur, Sirohi (CDDP- UNDP Programme) Dungarpur (ETC) and Udaipur (ATI Regional centre, CDDP- UNDP Prog, DEO of Planning dept.) have the availability of additional support systems. Several of these districts have the availability of training facilities like residential hostels, training halls, training equipments owned by several departments or NGOs.

It is suggested to undertake a complete mapping of district level capacities.

F. Key components of CB and T

Training, Research, Policy advocacy and consultancy services are the key components of CB and T. Each of them is very much critical for a comprehensive CB & T of PRIs. SIRD's expertise in training is quite commendable. The major gaps seem to be in Research, Policy advocacy and consultancy services. Given the complexity of the mandate, SIRD cannot meet the mandate single handedly. Hence identifying and engaging key partners is the need of the hour. The possibility of engaging key partners is discussed below:

Table: 12.4

Key components of CB & T

Key components of CB & T	Key activities	Key partners
Training	<ul style="list-style-type: none"> ▪ Master Trainer development ▪ TNA ▪ TIA ▪ Training material development ▪ Adult literacy programme for illiterate PRI members Training 	NGOs ATI ETC PRCs SRC Departmental training Institutes

	<p>for the multi-term elected members</p> <ul style="list-style-type: none"> ▪ Training for women elected members ▪ Training for the PRIs at isolated and inaccessible locations 	
Providing support systems	<ul style="list-style-type: none"> ▪ Help desk- State and district level ▪ Setting up PRCs ▪ Panchayat News letter ▪ Publicaiton of FAQs ▪ Formation of Local Government Association 	RD& PR
Research	<ul style="list-style-type: none"> ▪ Documentation of best practices ▪ Publications 	IDS NGOs
Policy advocacy	<ul style="list-style-type: none"> ▪ Action research studies ▪ Exposure visits ▪ Training for political parties ▪ Media campaign 	IDS Local Govt. Association
Consultancy services	<ul style="list-style-type: none"> ▪ Expertise sharing by SIRD team to other Institutions (ATI, IDS, Dept. training institutions, NGOs etc) 	SIRD can avail the services on a need based manner

The above discussion has highlighted the necessity of partnership approach for an effective CB & T of PRIs. This has also given broad indications for partnership possibilities. Being the core institute mandated with the CB & T, SIRD under the guidance of RD & RD Department shall come out with short term and long strategies for building effective partnership.

Chapter XIII

Suggestions for Immediate Next Steps

A separate chapter on the immediate action points is included, keeping in view of the suggestions put forth by senior policy makers (including the Hon. Minister for Panchayati Raj, GoR and Princial Secretary (RD&PR) and the experts among key stakeholders (including SIRD core team, core departmental staff and lead NGOs). These action points are suggested to be carried out over the period of one year.

1. Re-organisation of SIRD

IGPR & GVS (SIRD) is the apex institution for the capacity building and training of PRI functionaries of Rajasthan. An analysis of the CB efforts of Rajasthan has indicated that the key support institutions do not very much compliment SIRD's current CB & T efforts. As a result, it has become an urgent necessity to equip SIRD to carry out the capacity building initiatives as specified in NCBF. The immediate next step in this direction is doing an organizational analysis. A detailed organizational analysis exercise has to be carried out by employing a reputed national institute.

As indicated elsewhere in this report, there is imbalance of academic and administrative staff in SIRD. There is more of administrative staff in position. The faculty and administrative staff ratio shall be 1:1. Administrative staff could be given exclusive responsibility of supporting the faculty team and setting the stage for effective delivery of training. The faculty on regular roll and deputation roll shall also be 1:1.

The SIRD may be reorganized with well defined centres, as being followed in the case of APARD (Andhra Pradesh Academy of Rural Development). Each centre must be headed by a Senior Faculty with 4-5 persons including Professors/Consultants and necessary supporting staff. There is an urgent need to institute an incentive system to attract qualified, competent and experienced persons to serve as faculty. The present system of appointing faculty and filling up faculty positions are not by choice, interest and quality of trainers, but by compulsion to accommodate personal and organizational convenience and obligations. The quality of trainers can be ensured only through open selection by attracting talents in

the market, and providing attractive remuneration package for them. Faculty members on deputation could be given training allowance, as followed in some of the reputed national training institutions.

2. Strengthening of ETCs

There are three ETCs in the state located in Dungarpur, Ajmer and Jodhpur. They are geographically distributed, which function also as PTCs. However, in effect, it is noted that ETCs function mainly as Grama Sevak training centres. Currently ETCs are not equipped to perform as extension training arms of SIRD. ETCs have huge human resource as well as infrastructure gaps. Rather than filling posts on ad -hoc basis, properly hand-picked personnel could be deployed. If ETCs are equipped, they can function as effective outreach arms of SIRD. They can co-ordinate the regional and district level training programmes. Following suggestions are given for the strengthening of ETCs in view of CB & T of PRIs.

- i. Common calendar for SIRD and ETCs.
- ii. Posting of Principals in ETCs holding the rank of CEOs in ZPs. The faculty of ETCs should not be below the rank of BDOs.
- iii. Organizing full fledged residential trainings for PRI functionaries and off campus courses on selected thematic areas like RTI, gender governance, etc

3. District level institutional networks for Training

Considering the larger geographical coverage, system shall be in place for large scale capacity building at regional and district level. Some options are given below:

- i. Strengthening of ETCs : ETC may be strengthened as mentioned in Chapter XIII (item two)
- ii. District Implementing Institutions (DIIs) could be identified and engaged. As explained in Chapter one, several Indian states have used several strategies to meet the given challenge of capacity building for local governments. Accordingly, some have availed the services of non-profit and profit organisation to meet the capacity development demands. For instance, Kerala Institute of Local Administration (KILA) has identified and engaged stakeholders for effective capacity development of PRIs. KILA constituted a search team to

identify appropriate district level partners and signed MoU with them. This has enabled in ensuring comprehensive and time-bound coverage of training. Similarly, in Andhra Pradesh, District Training Cells (DTCs) have been formed at district headquarters to co-ordinate the training programmes organised by SIRD and ETCs.

While identifying the DIIs, preference could be given to governmental, semi-governmental and non-governmental agencies (in the order of priority), having training- related infrastructure availability and long-standing experience in working with PRIs. However, entire function relating to academic co-ordination shall be vested with SIRD. SIRD has created a "data base of NGOs of Rajasthan", based on stakeholder discussions. This could be taken as initial reference. The summary of the same is given as Annexure Four.

4. Engaging Key Training Institutions

As per the National Training Policy, state level association of training Institutions is convened by ATI, Jaipur. On the same line, Rural Development and Panchayat Raj Department can convene the joint meeting of all departmental level training institutes and establish synergy for planning and implementing trainings for the PRI functionaries in the thematic areas as well.

CB &T in Rajasthan is on large-scale. For this, there shall be joint and collaborative efforts, which shall be facilitated by SIRD. In view of the devolution of five sectors to PRIs during October 2010, there is necessity in organizing sectoral training programmes for the PRI functionaries. Hence at the initial level, there is pressing need to have dialogue and interface with the training institutes concerning the five sectors viz: Education, Health, Social Welfare, Agriculture and Social Security. This will help to carry out comprehensive training coverage in these sectors. Simultaneously SIRD shall have faculty members having specialized expertise in these five devolved topics as well. This interface model will give lessons to establish linkages with other training institutions as well at a later stage.

5. Overcoming technology gap

There are two inherent drawbacks in the present system of trainings by SIRD. i.Reresher trainings are not given periodically to all ERs. ii. Since training follows a cascading

approach, there is every possibility of diluting the quality of training as the messages get distorted at every level. The trainings adopted by SIRD follow mostly a lecture method and distribution of printed materials. The use of electronic devices, mass media and other ICT tools in capacity building has to be strengthened. Though technologies are potential, the potential of technologies are not tapped fully. There is need for investment in technology at the receiving end as well as at the dispatching end. Investment in technology is worth and is one time effort, which takes care of distortion and delay in transfer of message. Hence SIRD has to emerge as IT – based institution capable of reaping the benefits of information technology and reaching all the stakeholders.

6. Forming/strengthening Local Govt. Association

Local government association has a pivotal role in policy advocacy for sustaining the decentralization and for mobilizing political will in favour of decentralization. Hence Rural Development and Panchayat Raj Department has to take the lead in revamping the state level local government association and constitute the district level local government association. These shall be apolitical bodies to act as pressure groups for further decentralization. The summary of the bye- law of the Grama Panchayat Association of Kerala is given in Annexure Six for reference.

7. Policy advocacy for state government's budgetary allocation for training

To carry out capacity building activities for PRIs, an adequate amount is available with Ministry of Panchayat Raj and Ministry of Rural Development, GoI. These are available under various schemes like RGSY, BRGF, MGNREGS, Watershed Development etc. These are largely scheme-based funds and can be used only by following specified norms. Hence it has become a necessity for SIRD to get untied fund from state government, which could be used for a variety of emerging capacity building needs of PRIs ranging from training, research and policy advocacy. Allocation of special training fund in the state budget is also an indication of state government's commitment to decentralisation in general and training in particular.

8. Research fund

SIRD shall earmark separate research fund in the budget of SIRD. This will help to institutionalize the research and policy advocacy role of SIRD. A special research wing could be set up in SIRD. SIRD can do the following complementary role for enhancing research focus.

- i. Get budgetary allocation from state government for research and policy workshops
- ii. Pool research fund from national and international agencies.
- iii. Negotiate with ATI, IDS, lead NGOs and scientific and academic organizations (Universities) to allocate fund for research in local governance.
- iv. Sponsor research programmes
- v. Organise researcher's workshop on decentralization on a timely basis.

9. State and district level helpdesk

Help desk system could be established at state and district level. The state level help desk could be established at the level of RD& PR Dept. It will also act as a forum for bringing together experts and advocates of decentralization. At the initial level, this can consist of experts drawn from several departments/ sectors devolved to PRIs like Social Welfare, Education, Agriculture, and Health. This can also function as co-ordination committee (as in the case of Kerala) for policy level trouble- shooting and functional level doubt clearance.

The district level help desk can comprise of 5- 10 experts. SIRD shall be the Secretariat of this district level help desk. One faculty member could be made in charge of the same. A booklet containing the contact details of these help desk members could be prepared, published and circulated among all PRIs. The BRGF districts can set up PRCs at Block level. Hence the priority shall be given to non- BRGF districts.

The state and district level help desk team can meet together once a month for sharing the details. The commonly raised questions could be recorded and printed as FAQ. The recommendations of the help desk team could be brought to the attention of the government for taking appropriate policy decisions.

10. Social inclusion plan

The details and activities suggested in the chapter (XI) on Social inclusion plan in CB &T may be referred.

11. Impact of Training

Trainers form an integral part of training process and the quality of training to the large extent depend on the quality of trainers. There is the need for developing a dedicated cadre of quality trainers in the state. Good trainers shall be outsourced from various reputed organisations.

There is the need for a fresh look at the training manual for the PRI functionaries. Emerging issues pertaining to PRIs need to be added. The impact of training in the field in terms of tangible transformation has to be periodically assessed. There should be a system of independent evaluation commissioned by SIRD. The results of evaluation have to be fed in the training design to make training more relevant in the field.

12. Convergence

PRIs have various capacity needs which no single training institution would be able to satisfy. Supporting PRIs entails engaging various training institutions and NGOs in the field. SIRD has to take a lead in forming the state Capacity Building Co-ordination Committee and developing a CB perspective plan. The details are given in chapter IX of this report under the title 'convergence'.

Chapter XIV

Conclusion

Rajasthan has the distinction of being the pioneer state in accepting the scheme of democratic decentralization envisaging a three-tier system of representative bodies at the village, block and district levels. The state is assessed as one of the forerunner states in India which has demonstrated continuous commitment towards empowering PRIs. The mass scale capacity building of the elected PRI members of Rajasthan, within a reasonable period of 4-5 months of their assuming office, through cascading approach is widely appreciated.

National Capacity Building Framework (NCBF) of MoPR, GoI has outlined the basic objective as “enabling EPRs to upgrade their knowledge and skill to better perform their responsibilities”. One of the basic principles of NCBF indicate that the “framework has to constantly develop and evolve on the basis of regular impact assessment”. It also pinpoints the need for addressing the capacity building needs of different categories of stakeholders.

The findings of the CA exercise suggests that achieving better outcomes from capacity building requires both enhancing the capacity of the institutions mandated for capacity building and guaranteeing appropriate level of resources and expertise sharing among relevant stakeholders involved in capacity building. System strengthening to a large extent is needed to ensure optimal capacity building performance. These include strengthening various systems of knowledge management cycle including the designing, implementing, monitoring and follow up action. Like capacity, capacity building is a multi-dimensional and dynamic process. As a result capacity building should lead to an improvement in performance at each level. The relationship between capacity building and development outcomes need to be properly recognized. This calls for the necessity of measuring capacity building based on standards. National Capacity Building Framework has implied such standards for initial measurement.

Capacity Assessment (CA) exercise was carried out in Rajasthan during July-October, 2010. Different methodologies like discussion, FGD, personal interview, field visit, self assessment worksheet and review of secondary sources of data were employed in this exercise to obtain relevant data and information. A strategy planning workshop and a dissemination workshop were also organized as part of the CA exercise to obtain feedback and suggestions from various stakeholders.

The major conclusions of the CA exercise in Rajasthan could be summarized as below:

1. PRIs of Rajasthan are posed with several capacity issues, which have to be addressed at different levels- individual level, institutional level and policy level.
2. Adequate training and policy level interventions are needed for mobilizing sustained political will in favour of PRIs.
3. The use of electronic media, mass media and other ICT tools in capacity building has to be strengthened. There is need for investment in technology at the receiving end as well as dispatching end.
4. SIRD has to be equipped so as to take the leadership role in CB & T of PRIs. It also should get the expertise of outsourcing as well as building strategic alliances with other players.
5. Capacity building response strategy for Rajasthan has to be geared towards improving current capacities of existing training institutions. CB response strategy has to be framed keeping in view of five major components, viz., convergence, human resource development, training resource management, e-governance and scaling up.
6. Besides SIRD, there are several institutions that are expected to play a supporting role in the capacity building process. However, their engagement warrants a broader vision, better co-ordination, wider canvas and effective implementation strategy.
7. The district level institutional networks for training of PRI functionaries have to be strengthened.
8. Trainings for drop-outs, PRIs located at isolated and inaccessible locations, functional literacy for illiterate PRI members, special training for SC and ST members and training for linguistic minorities have to be given due importance.

9. Gender should be made a cross-cutting theme in all the trainings designed and implemented for local government functionaries.
10. Training programmes have to be more organic and should not be a mechanical process. There is need for a fresh look at the training manuals and emerging issues have to be incorporated.
11. The impact of training in the field in terms of tangible transformation has to be periodically assessed. There should be a system of independent evaluation for objective and unbiased results.

The twelve action points suggested as immediate next steps in Chapter Thirteen of this report could further be prioritized for an effective CB & T of PRIs of Rajasthan. It is suggested that the Dept. of RD & PR, Govt. of Rajasthan may provide the intellectual as well as policy level leadership to convert these suggestions into action in the order of priority. The Department can also constitute a State Capacity Building Co-ordination Committee to review the progress. The other strategic partnership suggestions for CB &T of PRIs of Rajasthan mentioned in Chapter Twelve also may be reviewed on a priority basis.

Annexures

Annexure One

Terms of Reference (ToR) of CA Exercise

Assessment of State-Level Capacities To Implement the *National Capacity Building Framework* (NCBF)

1. Assignment Overview:

Ministry of Panchayati Raj (MoPR) is keen to assess the State-level capacities for implementation of the *National Capacity Building Framework (NCBF)* by developing capabilities of the Panchayati Raj Institutions (PRIs) towards the larger goal of promoting effective decentralised governance and participatory planning. The State-wide capacity assessment in select States will be conducted by experts who had participated earlier in the MoPR-UNDP led mission in Chhattisgarh in August 2009. Among other things, the intention is to help the States find alternative options to ensure 100% coverage of PRI Capacity Building and Training (CB&T) delivery in a time bound manner as indicated in the NCBF and ascertain that only State-specific PRD approved core content is used for training to ensure minimum acceptable uniformity and quality across the State.

2. Background:

After the 73rd and 74th amendments to the Constitution, PRIs and ULBs have been identified as the third tier of governance. Of the 28 States and 7 Union Territories (UTs), 3 States are exempted from the provisions of these Amendments, and they have been allowed to continue with traditional arrangements of local bodies which are akin to the PRIs. There are, currently, about 2 lakh PRIs represented by over 28 lakh elected representatives (ERs) of whom over one-third are women. The functionaries working for/under the PRIs number about 10lakh. The PRIs are currently assigned two of the major programmes for rural development, namely the *National Rural Employment Guarantee Scheme (NREGS)* and the *Backward Regions Grant Fund (BRGF)*. In terms of the Constitutional intent, States have assigned many more schemes to the PRIs, though such assignments are not uniform across the States. In the coming years, the PRIs would be expected to implement even larger development schemes and programmes. To perform such large scale responsibilities, the PRIs need to have adequate capacities, in terms of number as well quality of human resources.

Realizing the imperatives of strengthening capacities of PRI elected representatives and officials to effectively undertake their roles, MoPR has launched the NCBF which provides details of various training programmes aimed at building capabilities of PRIs. The PRIs are also increasingly expected to play a role in the district planning, which requires building their capacities in the area of planning. Towards the broader goal of

capacity development, besides several other initiatives, the MoPR is currently implementing the Capacity Development for Local Governance (CDLG) project with support from the UNDP in the seven focus states (*Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh*). Another UNDP project titled Capacity Development for District Planning (CDDP) supports the Planning Commission's mandate on improved capacities in integrated inclusive district planning at the national, state and district levels. Together, the two projects aim to contribute towards the larger goal of ensuring effective governance and participatory planning.

The CLDG project is aligned with the goals and objectives of the NCBF, and aims to strengthen institutions and processes at various levels which bring about a behavioural change through increased motivation, joint decision-making, the provision of resources (i.e. networks, resource persons/institutions, training courses/material, information, innovative solutions and methods) and personal empowerment. Key partner institutions are Training Institutions such as the State Institutes for Rural Development (SIRDs), the Panchayati Raj Training Institutes (PRTIs, existing in a few States) and the Administrative Training Institutes (ATIs), which have the mandate to train elected representatives and officials in Local Governance. It has been the experience that these institutions put together are unable to meet the responsibility of providing the required training to the ERs and officials of the PRIs. The State Training Institutions are mandated to train PRI elected representatives and officials as well as personnel of line departments in planning as well.

Under the CDLG project, the UNDP-RCB team undertook a mission in August 2009 to Chhattisgarh to assess the capacity of the State to implement NCBF and to undertake district planning. Select experts were invited from prominent national institutions to participate in the assessment exercise. MoPR is now engaging services of the experts who participated in the Capacity Assessment mission in Chhattisgarh to assess the capacities of select other CDLG States, namely *Bihar, Jharkhand, Madhya Pradesh, Orissa, Rajasthan, and Uttar Pradesh*.

3. Objectives and Outputs

3.1 Objective: The key objective is to assess the capacities of a given State to implement the NCBF and for undertaking planning with focus on PRI elected representatives and officials. The capacity assessment report and the proposed Capacity Development Strategy for a given State must help, among other things, achieve 100% coverage of PRI CB&T delivery in a time bound manner as indicated in the NCBF and ascertain that only State-specific PRD approved core content is used for training to ensure minimum acceptable uniformity and quality across a given State.

3.2 Expected outputs:

- State-specific capacity assessment report with a clear set of institution-specific and overall recommendations towards the stated objective of implementing the NCBF;
- State-specific Capacity Development Strategy for the given State to deal with all issues concerning PRI CB&T necessary for implementing NCBF in a comprehensive and systematic manner;

The capacity assessment and the capacity development strategy must address needs of the EWRs, other elected representatives from the SCs, STs and minority groups.

(Note: The two outputs mentioned above may be presented as part of the same document)

4. Methodological Approach

The CA experts are advised to undertake the capacity assessment by drawing upon the standard qualitative analysis, quantitative analysis, check-list based analysis, and the UNDP CA methodology framework, which emphasizes on participatory and self-assessment aspects. However, the experts have the freedom to be innovative and creative to produce quality outputs.

The UNDP CA approach offers a self-assessment platform that allows direct engagement of relevant government departments, training institutions, SIRD and ATI officials, and other capacity development partners (such as NGOs and other training institutions) in coming up with quantitative as well as qualitative capacity indicators, which serve as basis for the prioritization of the Capacity Development needs of a given State in the context of PRI Capacity Development.

The assessment is conducted through meetings and self-assessment sessions/consultations with the leadership and staff of the institutions involved in PRI capacity development (i.e. SIRD, ETC, PTC, ATI, NGOs, Universities and others) as well as key staff members of other ministries/agencies and development partners (e.g. relevant state level government departments, civil society organizations) that are closely involved with PRI institutions. The CA framework and work plan, including the capacity indicators, will be developed by the experts following initial research and consultation meetings.

Consultations will be conducted with the relevant departments, the training institutions, and other institutions active in capacity development (CD) of PRIs, primarily to determine challenges and derive an initial understanding of their capacity gaps, and how the state level institutional framework can specifically respond to these capacity development challenges. This process will inform the development of an integrated State Capacity Development Strategy for the given State(s).

Specifically, the CA will use a range of methodologies to triangulate information and come up with a comprehensive understanding of prevailing capacity development issues and needs. These methodologies will include the following:

- **Desk research/review:**

This will serve as the preliminary activity for the capacity assessment, which will compile relevant research documents and findings, evaluation reports, policies, project documents, etc., to come up with an initial understanding of on-going or completed initiatives, as well as policy statements, that will inform the planning and conduct of the capacity assessment to ensure that the process builds on and adds value to existing or completed activities. This will include a review of the outputs and outcomes of previous assessments by other institutions (e.g. NIRD, ASCI, IGNOU, and the BRGF Review outcome) to guide the context of the CA.

- **Consultation Meetings/Workshops**

Dialogues and consultation workshops will be convened throughout the capacity assessment process to bring together different stakeholders, discuss common challenges, issues, and perspectives, and agree on potential areas for further discussion, analysis or collaboration.

- **Key Informant/Semi-Structured Interviews**

This will involve semi-structured interviews with officials and key staff members of the training institutions, as well as relevant departments/partner agencies, to obtain their feedback and perspectives on PRI capacity development needs, as well as the capacity needs of the training institutions themselves.

- **Self-Assessment**

This will serve as the crux of the CA, which will employ qualitative and quantitative indicators to determine priority capacity needs. CA worksheets, which contain specific capacity indicators that will be assessed, will be developed by the experts in consultations with the other mission participants to be filled up by interviewees. Results of the self-assessment will be consolidated and used to compare, validate, and complement the results obtained from the other methodologies.

State level partners of who are going to be interviewed as part of the pilot CA include officials and key staff of select institutions such as the State-specific: Panchayati Raj Department, Rural Development Department, Tribal Affairs Department, Health Department, Women and Child Department, Planning Department, Administrative Training Institute (ATI), State Institute of Rural Development (SIRD), other ETCs, PTCs, and NGOs working in the area of PRI capacity building & training. The CA expert team would finalize the list of institutions to be met and individuals to be interviewed in

consultations with the State-specific PS/Sec PRD, who would provide overall guidance to the experts in undertaking the CA assignment.

5. Role Clarity during the Capacity Assessment Process

- The entire Capacity Assessment exercise shall be conducted under the overall guidance of the State-specific PS/Sec Panchayati Raj Department;
- Ministry of Panchayati Raj (MoPR) will assign a two member expert team to undertake the State-wide capacity assessment;
- The State-specific PRDs to provide facilitation support to coordinate appointments for the expert team with other State-specific departments/institutions mentioned above and help organize the required meetings & workshops;
- The entire cost of engaging CA expert will be borne by the MoPR-UNDP CDLG National Project Cell. However, the cost of organizing local meetings/workshops to facilitate the work of the CA team will be borne by the State CDLG budget.

6. Proposed Strategy / Work Plan for CA assignment

A preparatory CA workshop was organized by MoPR at AMR-APARD Hyderabad on 13-14 April 2010 to develop common understanding among the experts on the expectations, terms of engagement, and discuss the methodology. The workshop resulted in the finalization of a number of guiding documents that will be used as reference while undertaking the CA exercise. The documents are as given below:

6.1 Terms of Reference (ToR), including CA methodology

6.2 Draft PRI CD Vision Statement

6.3 Indicative CA report structure

6.4 Sets of various questionnaires to be used by the expert teams

6.5 Indicative CA Process Steps

The experts are being advised to finalize these key guiding documents in consultations with the State-specific Principle Secretary/ Secretary, Panchayati Raj Department, of their assigned State. The PS/Sec PRDs are particularly requested to provide their inputs to the experts on the key guiding documents, particularly *Draft PRI CD Vision Statement* and *Indicative CA Report Structure* to help clarify on their expectations from the experts which would help in developing a quality report for the State.

In addition, the expert teams are advised to use the *CA Process Steps* (enclosed) as a broad reference to further prepare their work plan including home work and field work in consultations with the State PRDs.

7. Assignment Timeline:

As indicated in the CA Process Steps, the expert team would complete the entire task in a maximum of 30 working days, spread over 45 days from the date of signing of the assignment agreement with MoPR.

8. Reporting requirements and administrative support:

State-specific PRD will facilitate the assignment and provide the necessary coordination support. Under the guidance of PS/Sec PRD, the State-specific CDLG team members will provide logistical support for the entire duration of the CA which includes helping with scheduling and confirming meetings with stakeholders, including briefing relevant officials/stakeholders prior to actual meetings, coordinating venues for consultation meetings/workshops, printing /copying relevant distribution materials and documents for consultations during the mission and later during the stakeholder meeting/workshop to present the first draft, coordinating travel arrangements including local transportation requirements, among others.

Annexure Two

List of Participants of Dissemination Workshop (28th Feb, 2011)

Sl. No	Name of the Participant	Designation	Organization
1	Shri Bharat Singh	Hon'ble Minister RD & PR	RD & PR
2	Shri C.S. Rajan	Principal Secretary RD & PR	RD & PR
3	Shri Praveen Gupta	Secretary PR	PR
4	Shri Tanmay Kumar	Secretary RD	RD
5	Shri Giri Raj Singh	Director General	IGPRS
6	Shri Gajanand Sharma	Addl. Director	IGPRS
7	Dr. Anita	Professor	SIRD
8	Shri Sanjeev Sharma	NPM, MoPR- UNDP	Ministry of Panchayati Raj
9	Dr. R.M. Prasad	Assoc. Director of Extension	Kerala Agricultural University
10	Dr. M. Retna Raj	Asst. Prof.	KILA, Kerala
11	Dr. Adesh Chaturvedi	SPC-CDLG	UNDP
12	Shri Bhagwati Lal Roat	Zila Pramukh Dungarpur	Zila Parishad Dungarpur
13	Shri Prashant Mittal	Tech. Director rep.SIO NIC	NIC
14	Shri Anuj Gaur	Scientist "C"	NIC
15	Shri Virendra Shrimali	Prog. Officer	The Hanger Project
16	Shri Vinesh Singhvi	OSD, Plan	Planning Dept.
17	Shri Krishan Tyagi	State Coordinator	PRIA, Rajasthan
18	Shri B.L.Verma	Dy. Director (Training)	Watershed dept.
19	Dr. Vimlesh Choudhary	Professor	SIRD
20	Shri Ashok Mathur	Principal	PTC, Ajmer
21	Shri Doongar Singh	Principal	PTC,

			Jodhpur
22	Shri Ajay Veer Singh	Professor	IGPRS
23	Dr. Rajiv Agarwal	JD. SIRD	IGPRS
24	Shri Bishnu Charan Mallick	CEO, ZP, Jaipur	Zila Parishad
25	Shri Sunil Dhariwal	Addl. Director, RIPA	HCM-RIPA
26	Shri Ajay Singh Rathore	Dy. Dir.(S)	IGPRS
27	Shri Vijay K Choudhary	Dy. Dir. (Trg.)	IGPRS
28	Shri Praveen Singh Kachhwah	Asstt. Prof.	IGPRS
29	Dr. Poonam Gupta	Asstt. Director	IGPRS
30	Ms Ratna Verma	Tech. Support Officer	CDLG, SIRD
31	Ms Anju Rajpal	Asstt. Director	IGPRS
32	Shri Yogendra Singh	Asso. Prof.	IGPRS
33	Shri Anurag Gupta	TSO. CDLG Project	SIRD
34	Shri Vishwa Bhushan	NGO, GVT	Gramin Vikas Trust

Annexure Three

Profile of Faculty and Senior Administrative Staff of SIRD (as on 20.07.10)

Sl. No	Name	Designation	Education	Experience
1	Giri Raj Singh, IAS	Director Principal Secretary- rank IAS, 1985	Director General- BA (Hons.), MBA (U.K.)	over 24 years experience of Development Administration
2	Mr. Gajanand Sharma, RAS	Additional Director Super –Time Scale RAS-1985	MA (Sociology)	over 24 years experience of Devt. Administration.
3	Dr. Anita	Professor (P.Raj & UN-Projects)- (the only permanent faculty in the Institute)	Ph.D. (Social Science- Gender & Tribal Studies), MA (Sociology), PG Diploma in Human Rights Law	More than 26 yrs. Experience in HRD (College Education, HCM-RIPA, TRI, WDP, RIPA, IGPR & GVS)- resigned from govt. service & absorbed in IGPR & GVS since Dec., 2000.
4	Mr. Sita Ram Gupta Rajasthan Cooperatives Services (RCS)- 1978 Batch	Professor (NREGA & RD- Addl. Charge & OSD-NIRD) Has been selected as OSD of NIRD's new Institute for Research and Training on Rural Livelihoods, being established at Jaipur.	M.Sc. (Mathematics), LLB (Professional),	Over 3 decades of experience in supervision of RD Schemes
5	Mr. A.V. Singh, Rajasthan Cooperatives Services, 1979 Batch	Professor	(SGSY & EC-SPP)- MA (Eco.) from DSE, MBA, LLB, Dip. in Constitutional & International Law,	30 yrs. Experience, more than 20 yrs. In HRD (NIAM, RICEM, IGPR & GVS)
6	Dr. Vimlesh Chaudhary	Professor (Watershed)	Ph.D. in Solid Waste Mgt., MSc (Zoology), MA (Pol. Sc), Dip. In Tourism	Professional service experience of over 18 yrs. since 1991 in Univ. of Jodhpur,

			& Hotel Mgt.	More than 8 yrs. in IGPR & GVS
7	Dr. Rajeev Agarwal	JD, (SIRD)	BSc. M.A. (Eco.), MBA, Ph.D. (Mgt.),	28 years experience of working in a private University, Academic Institutions, Power Sector Companies & PSU- Tilam Sangh of Govt. of Rajasthan
8	Mr. Shakti Singh Sisodia Senior Scale RAS	Dy. Director (OIC-Campus & Stores)	M.A. (History), M.Phil.	experience of development administration since 1984
9	Mr. Vijay Chowdhary	Dy. Director (Trg.)-	BE (Agri. Engg.),	Professional service experience since 1982 in the field of watershed development, RD (in the Institute since 3 yrs)
10	Mr. Y.S. Poonia	Assoc. Professor- (OIC-BRGF)	BE (Agri. Engg.), MBA	23 yrs. professional experience in Cooperative Sector Undertakings & Projects- at the level of GM, MD & Addl. Director, HRD experience in IGPR & GVS of 2 yrs.
11	Ms. Poonam Prasad Sagar Senior- Scale RAS-1998	Asstt. Director (Admn.)-	MBA	over 11 yrs. Experience of Devt. Administration
12	Ms. Anju Rajpal Senior Scale RAS- 1998	Asstt. Director (OIC-Comp. SATCOM)	MA (Hindi Lit.),	Over 11 yrs. Experience of Devt. Administration
13	Mr. B. D. Agrawal Officer of RAS(1977 batch)-	Accounts Officer	M. Com	over 33 years experience in Accounts Service and over 7 years experience as DDO in State Secretariat

14	Dr. Poonam Gupta,	Asstt. Director	MA (Sanskrit), M. Phil., Ph.D (Environmental Studies in Sanskrit Literature)	Working since 1996 in College Education, Publications in standard academic and research journals, over 14 years experience in HRD. Joined the Institute in June, 2010 and has been assigned NREGA Trainings.
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Annexure Four

Data Base of NGOs of Rajasthan

Name of NGO	Geographical coverage	Existing support in the areas of PRI	Infrastructure/ logistics availability
Gramin Vikas Trust – Kribhco	Banswara Baran Dungarpur Pratapgarh	1. Training 2. Research 3. Monitoring & Impact Evaluation 4. Preparing Learning Materials (IEC <i>Development</i>) 5. Gram Sabha Mobilization 6. Hand-Holding Support	Training Hall: Available At All District Offices. Hostel Facility: Not Available Audio-Visual Aids (Esp. LCD Projector)
Social Action For Rural Advancement (Sara) Vill – Laxmipura, Po-Rajpura, Nosal, Tehsil – Dantaramgarh, Dist.- Sikar, Rajasthan.	Banswara Dungarpur Pratapgarh Baran	1. Training Support 2. Government Schemes 3. Gram Sabha 4. Mobilization 5. Hand-Holding Support 6. Support to WERs	Training Hall: 100 Sitting Capacity. Hostel Facility: 20 Bed Capacity
ASTHA SANSTHAN 39, Kharol Colony, Udaipur	Udaipur Rajsamand Pali Sirohi Banswada Dungarpur	1. Training 2. Research 3. Monitoring & Impact Evaluation 4. Preparing Learning Materials	Training Hall: 120 Sitting Capacity Hostel Facility: 100 Bed Capacity Audio-Visual Aids (Esp. LCD Projector)
PRAYAS Vill – Devgarh (Devliya), Raj, Dist. – Pratapgarh, PIN – 312621	Pratapgarh Chittorgarh	1. Training 2. Research 3. Monitoring & Impact Evaluation 4. Preparing Learning Materials (<i>Iec Development</i>) 5. Gram Sabha Mobilization 6. Support to Women ERs	Training Hall: 50 Sitting Capacity (Devgarh). Hostel Facility: 30 Bed Capacity (Devgarh). Audio-Visual Aids
URMUL TRUST Urmul Bhawan, Ganganagar Road,	Bikaner Churu Hanumangarh	1. Training 2. Research 3. Monitoring & Impact Evaluation 4. Preparing Learning Materials (<i>IEC</i>)	Training Hall: 200 Sitting Capacity Hostel Facility: 50 Bed Capacity Audio-Visual

	Ganganagar Jaisalmer Nagaur Jodhpur	<i>Development</i> 5. Support to WERs	Aids (Esp. LCD Projector): 3
MAGRA MEWAR VIKAS SANSTHA Kalatkhera, Jawaja, Dist: Ajmer – 305922	Ajmer Pali Rajsamand Bhilwara	1. Training 2. Research 3. Monitoring & Impact Evaluation 4. Preparing Learning Materials (<i>Iec Development</i>) 5. Support Government Schemes 6. Gram Sabha Mobilization 7. Support To WERs	Training Hall: 100 Sitting Capacity Audio-Visual Aids
HUMANA PEOPLE TO PEOPLE INDIA c-183, Madhu Ban, Preet Vihar, New Delhi,	4 Districts	1. Training 2. Research 3. Monitoring & Impact Evaluation 4. Preparing Learning Materials (<i>Iec Development</i>) 5. Support Government Schemes 6. Gram Sabha Mobilization 7. Support to Women ERs	Training Hall: 100 Sitting Capacity Audio-Visual Aids
AMBUJA CEMENT FOUNDATION Vill +PO: Rabriyawas, The: Jaitaran, Dist: Pali,	Pali Nagure Junjuna	1. Training 2. Research 3. Monitoring & Impact Evaluation 4.	Training Hall: 200 Sitting Capacity Hostel Facility: 200 Bed Capacity Audio-Visual Aid
CECOEDECON F-159-160, Sitapma, Institutional Area, Sanganer, Jaipur,	Jaipur Tonk Baran Jaislmer Jodhpur	1. Training 2. Research 3. Monitoring & Impact Evaluation 4. Preparing Learning Materials 5. Gram Sabha Mobilization 6. Support to Women ERs	Training Hall Hostel Facility Audio-Visual Aids
PRIA (Participatory Research In Asia)	Working In 33 Districts With The NGO	1. Training 2. Research 3. Monitoring & Impact	

58 – A, Nandpuri Bais Godan, Jaipur	Partners	4. Evaluation Preparing Learning Materials Gram Sabha Mobilization	
ASSEFA (Association for Sarva Seva Farms) 24 – B, Babji Nagar, C/O – Prakash Choudhary, PO – Baran, Dist: Baran.	Baran Kota Banswara Jhalawar	1. Training 2. Support Government Schemes 3. Gram Sabha Mobilization	Training Hall: 4 Training Halls In Banswara And Baran Districts (200 Sitting Capacity In Each Hall) Audio-Visual Aids 5 Cars, 9 Block Offices
MAMTA PUNERVAS EVAM SAMAZIK SHODH SANSTHAN V.P.O – Beenjh Bayala, The: Padampur, Dist: Sriganga Nagar	Sriganganagar Hanumangarh	1. Training 2. Monitoring & Impact Evaluation 3. Support Government Schemes	Training Hall: 80 Sitting Capacity Audio-Visual Aids
THE HUNGER PROJECT A-5, Hawa Sadak, Civil Lively, Jaipur,	Working In 8 Districts With The 7 NGO Partners. (Rajsamand, Jaipur, Tonk, Baran, Alwar, Lunkaransar, Abu Road)	1. Training 2. Monitoring & Impact Evaluation 3. Gram Sabha Mobilization	
ALERT SANSTHAN 106, 0 Road, Bhupalpura, Udaipur – 313001	Udaipur Bhilwara	1. Training 2. Monitoring & Impact Evaluation 3. Preparing Learning Materials Gram Sabha Mobilization 4. Support To Women Ers	Training Hall: 50 Sitting Capacity Audio-Visual Aids (Esp. Lcd Projector)
SOCIETY FOR SUSTAINABLE DEVELOPMENT Jagdamba Colony, Karauli – 322241	Karauli Sawai Madhopur	1. Training 2. Research 3. Monitoring & Impact Evaluation 4. Preparing Learning Materials (Iec Development) 5. Support To Government	Audio-Visual Aids (Esp. Lcd Projector)

		<ol style="list-style-type: none"> 6. Schemes Gram Sabha Mobilization 7. Gram Sabha Mobilization 	
UNNATI 650, Randha Krishan Puram Yojana pul – Chopusani By Pass Link Road, Jodhpur	Western Rajasthan	<ol style="list-style-type: none"> 1. Training 2. Research 3. Monitoring & Impact Evaluation 4. Preparing Learning Materials 5. Gram Sabha Mobilization 	Training Hall Audio-Visual Aids
VIKALP Opp. Police Line, laxmi Nagar, Barmer – 344001,	12 Districts	<ol style="list-style-type: none"> 1. Training 2. Preparing Learning Materials 3. Gram Sabha Mobilization 	
GRAMEEN VIKAS VIGYAN SAMITI (GRAVIS) MM Colony, Pal Road, Street No. – 3, Jodhpur,	One District	<ol style="list-style-type: none"> 1. Training 2. Research 3. Monitoring & Impact Evaluation 4. Preparing Learning Materials 5. Support To Government Schemes 6. Gram Sabha Mobilization 	Training Hall: 50 – 100 Sitting Capacity Hostel Facility Audio-Visual Aids
GRAM VIKAS NAVAYUVAK MANDAL Laporiya, Dudu, Jaipur	Jaipur Tonk Pali	<ol style="list-style-type: none"> 1. Training 2. Preparing Learning Materials 3. Gram Sabha Mobilization 	Training Hall: 150 Sitting Capacity Hostel Facility: 35 Audio-Visual Aids
SOCIETY FOR ALL ROUND DEVELOPMENT Near B.S.N.L Office, Rebdar, Dist: Sirohee	Jalor Sirohee	<ol style="list-style-type: none"> 1. Training 2. Gram Sabha Mobilization 	Training Hall: 40 Sitting Capacity Hostel Facility: 40 Bed Capacity Audio-Visual Aids
VAAGDHARA Khandu Colony, Banswara	Banswara Dungarpur Pratapnagar Udaipur Chittorgarh	<ol style="list-style-type: none"> 1. Training 2. Monitoring And Impact Evaluation 3. Preparing Learning Materials (Iec 	Training Hall: 30 Sitting Capacity Audio-Visual Aids (Esp. Lcd Projector)

		<ol style="list-style-type: none"> 4. Development) Support To Government Schemes 5. Gram Sabha Mobilization 6. Support To Women ERs 	
Vidya Bhawan Society, Institute Of Local Self Govt. & Responsible Citizenship. Vidya Bhawan Society, Udaipur	Udaipur	<ol style="list-style-type: none"> 1. Training 2. Research 3. Monitoring And Impact Evaluation 4. Preparing Learning Materials Gram Sabha Mobilization 5. Support To Women ERs 	Training Hall: Sister Ngo Hostel Facility: Sister Ngo Audio-Visual Aids
MAMTA SANSTHAN Vill – Beesbaila, Tah: Padamganj, Dist: Sriganganagar	All Districts	<ol style="list-style-type: none"> 1. Training 2. Research 3. Monitoring And Impact Evaluation 4. Support To Government Schemes 5. Gram Sabha Mobilization 6. Support To Women ERs 	Training Hall: Sister Ngo Audio-Visual Aids
MAGRA MEWAR VIKAS SANSTHA Vill: Kalatkhera, Jawaja, Dist: Ajmer, PIN – 305922,	Ajmer Pali Rajsamand Bhilwara	<ol style="list-style-type: none"> 1. Training 2. Research 3. Monitoring & Impact Evaluation 4. Preparing Learning Materials (Iec Development) 5. Support To Government Schemes 6. Gram Sabha Mobilization 7. Support To Women ERs 	Training Hall: 100 Sitting Capacity Hostel Facility Audio-Visual Aids
GRAMIN VIKAS SANSTHAN Sherpur, Hindaun city, Dist: karauli	One District (Karauli)	<ol style="list-style-type: none"> 1. Training 2. Monitoring & Impact Evaluation 3. Gram Sabha Mobilization 4. Support To Women ERs 	Training Hall Hostel Facility

SIMANT KISAN SAHIYOG SANSTHAN Madrassa Road, House No: 1207, Sangharee Para, Jaisalmer	Jaisalmer Bikaner Ganganagar	1. Training 2. Support To Government Schemes 3. Gram Sabha Mobilization 4. Support To Women ERs	-
JANCHETNA SANSTHAN Housing Board 1-C-40, Akashbhat, Abu road, Sirohi,	One District (Sirohi)	1. Training 2. Research 3. Monitoring & Impact Evaluation 4. Preparing Learning Materials 5. Gram Sabha Mobilization 6. Support To Women Ers	-
MANAV PRAGATI SANSTHAN Housing Board 1-C-40, Akashbhat, Abu road, Sirohi,	One District (Sirohi)	1. Training 2. Research 3. Monitoring & Impact Evaluation 4. Preparing Learning Materials (Iec Development) 5. Gram Sabha Mobilization 6. Support To Women ERs	Training Hall Audio-Visual Aids
SIKSHIT ROJGAR KENDRA PRABANDHAN SAMITI (SRKPS) 1/129, Housing Board, Jhunjhunu, 333001,	Jhunjhunu Seekar Churu Sriganganagar	1. Training 2. Research 3. Monitoring & Impact Evaluation 4. Preparing Gram Sabha Mobilization 5. Support to Women ERs	
GRAMEEN SABALAMBI PRASHIKSAN SANSTHAN Kishore Rai Patan, Bundi – 323601,	One District (Bundi)	1. Training 2. Monitoring & Impact Evaluation 3. Preparing Learning Materials 4. Gram Sabha Mobilization 5. Support to Women ERs	

Annexure Five

Summary of the Report of M.A.Ommen Committee on Kerala's Decentralisation

The Committee on decentralization of Kerala headed by Dr.M.A. Ommen, has pointed out a set of suggestions for effective capacity building of local governments. (Report of the committee for evaluation of decentralised planning and development, Govt. of Kerala, March 2009) Some of the key suggestions of Ommen committee for improving the quality of capacity building are given below:

1. Training Needs Assessment also should include field studies and feedback mechanisms. The annual and five year training plan for the state as a whole should be based on this TNA.
2. Decentralised training system needs to be institutionalised. The District and Block Panchayats could be brought into provide the facilities for training programmes at the district and sub district levels, under the supervision of the DPC.
3. Training team shall consist of both generalists specialists. Specialists need to be developed to give specific support on planning and governance. The Training of Trainers programme should be conducted regularly. These master trainers should be exposed to best practices visits.
4. While trainings on gender and the issues of the marginalised will be provided to all the local government functionaries, these also will be cross cutting themes in all the modules and handbooks. Analysis of gender and issues of the marginalised will be made mandatory before finalizing the modules and handbooks.
5. Training programmes on a regular basis will cater for all local functionaries including ward members, employees of the local government office and transferred institutions. Special focus will be given on capacity building for women elected representatives, and elected representatives from the scheduled castes and tribes.
6. Induction training to all new employees of the Panchayat has to be made mandatory. In the case of elected representatives, within six months of assuming office, at least 10 days of trainings have to be given to all elected representatives and then continued on a regular basis. Toolkits have to be developed for the training to the newly elected members.
7. Exposure visits to best performing local governments need to be conducted, both within the state and outside the state. This seems to be an ideal way of imparting new knowledge, confidence and motivation to the local government functionaries.
8. In order to develop good practices and experiences, action researches have to be initiated on various thematic areas of concern from time to time by KILA by partnering with Panchayats.

Annexure Six

Bye-law of Kerala Grama Panchayat Association

1. Name: Kerala Grama Panchayat Association
2. Office: Kerala Grama Panchayat Association Building, Trivandrum

3. Aims and Objectives

A. To bring together all local governments of Kerala to achieve the following:

1. To get empowered through collective partnership of Grama Panchayats to effectively carry out the intended objectives of Constitutional Amendment

2. To have uniform understanding on the common issues of local governments

3. Arrange common platform for mutual sharing of experience

4. To design and implement programmes in conformity with national and state goals

B. To study in detail the norms, Acts and Rules concerning the functioning of local governments and suggest measures for effective implementation.

C. To suggest amendments and modification to the existing Acts and procedures of local governments, if necessary.

d. To bring the common issues of the local government to the notice of state government and stand united for appropriate solutions.

e. To motivate the local governments to take up activities for the development of women, SC and ST.

f. To sensitize the local government officials and seek their full support to effectively carry out the mandated responsibilities.

g. To organize policy workshops and research programmes regarding Panchayat Raj.

h. To study the special development issues of Kerala like migration, urbanization, environmental issues etc and search for collective solutions.

i. To publish news letters and operational manuals for the effective functioning of local governments.

j. Undertake effective advocacy and networking with national and state governments, various line departments, research institutions and civil society groups to effectively carry out the mandated responsibilities.

k. To organize study visits to understand innovative practices of local governments.

4. Organizational structure

1. One General Body
2. One Executive Committee
3. General Body of District level Grama Panchayat Association
4. Executive Committee of District level Grama Panchayat Association

5. Membership to Kerala Grama Panchayat Association

All Grama Panchayats of Kerala will have membership to Grama Panchayat Association. Each Grama Panchayat will be represented by the Grama Panchayat President. In the absence of President, the Vice- President and in the absence of both President and Vice-President any member nominated by the Grama Panchayat will be the member.

- 5.a. Each Grama Panchayat will have to remit an annual fee of Rs.1, 000/-.
- 5.b. Annual fee has to be remitted before 31 March every year.

6. General Body

1. Each Grama Panchayat will have representation in the General Body. Each Grama Panchayat will be represented by the Grama Panchayat President. In the absence of President, the Vice- President and in the absence of both President and Vice- President any member nominated by the Grama Panchayat will attend the general body. Those Grama Panchayats that have not remitted the annual fee will not have voting rights.
2. General Body will be convened at least once a year, as decided by the Executive Committee of the Grama Panchayat Association. A special meeting of the General Body will be convened, if requested by 1/10 of the members.
3. General Body will plan general polices and activities for the Grama Panchayat association and Executive Committee will implement the same on behalf of General Body.
4. The Quorum of General Body is 1/10 of the total members.

7. Executive Committee

On the day of the General Body meeting, the representative of each district level Grama Panchayat Association will nominate 3 representatives to Executive Committee. The Quorum of Executive Committee is 1/3 of the total members.

8. Office bearers

One President, 3 Vice- Presidents, one General Secretary and 3 Joint Secretaries will be selected as office bearers from among Executive members.

9. Officials

President based on the decision of the executive committee can appoint paid employees to carry out day –to- day official responsibilities.

10. Term

The term of the office of President, Vice- Presidents, General Secretary, Joint Secretaries and Executive Committee members will be same as the term of the Panchayat Committee.

11. Duties and responsibilities of office –bearers

President: President will chair the general body as well as executive body meetings. In the absence of President vice president will perform such a duty. The general control of activities of the association will vest with the President.

Vice- President: In the absence of President, Vice –president will discharge the responsibilities.

General Secretary:

1. Upkeep of proceedings of Executive Committee and Governing Committee meetings.
2. Keep the records related to accounts
3. Control and supervision over the office of the Grama Panchayat and its staff.
4. To make correspondence on behalf of association

Joint Secretary: In the absence of Secretary, the Joint Secretary will discharge the responsibilities.

12. Financial year

Financial year will be 1 April to 31 March

13. Budget

The Executive Committee will prepare the annual budget and get the approval of the General Body before 31 March every year.

14. Power to do transactions

General Secretary will do all the transactions on behalf of the Association. The assets of the Association will be in the name of President. In order to carry out the responsibilities entrusted, the association can avail loan from nationalized bank and other financial institutions.

15. Amendment to bye- law

In order to amend the bye- law, special meeting of general body can be convened. Bye-law can be amended, if 2/3 of the members present vote in favour of it.

16. Audit

The accounts of the Association will have to be audited by a Govt. approved auditor. Before the actual audit, a three member team nominated by the general body will do internal audit.

17. No- confidence motion

Majority of the members present at the General body meeting can pass no- confident motion and oust the executive committee members. Majority of the members present at the Executive committee meeting can pass no- confident motion and oust any office bearer from Executive Committee. At least 15 days of notice shall be given to convene such meetings.

18. Dissolution

If 2/3 of the members of a specially convened general body meeting agree, the association can be dissolved. The General Body thus convened will also discuss about the assets and liabilities of the association.