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## **PREAMBLE**

This draft report may be considered as work in progress. It contains two parts:

1. Current Scenario Analysis of Jharkhand
2. Strategic Framework for Jharkhand PRI CB&T

The detailed strategy and implementation plans will be developed later.

This draft report was prepared using data from various sources over varying time horizons due to the paucity of time. We will fine tune these data for the final report.

## PART I: OVERALL CURRENT SCENARIO IN JHARKHAND

### 3. JHARKHAND: GENERAL PROFILE

Jharkhand, having an area of 28833 sq. km., was constituted as an independent state on 15<sup>th</sup> November, 2000 by carving out portions from southern Bihar. Situated in east India, the state shares its borders with Bihar in the north, West Bengal in the east, Uttar Pradesh and Chattisgarh to the east and Jharkhand in the south. The major languages spoken in the region apart from Hindi are tribal languages of Santhali, Ho, Mundari, Oraon, etc.

Jharkhand has abundant natural resources a large part of which is still is untapped. It is the largest producer of coal in the country today and a rich source of other minerals.

### 4. SOCIO-DEMOGRAPHIC PROFILE OF JHARKHAND

Jharkhand is a large state with many social groups. Significant numbers of its districts come under scheduled areas where PESA (Panchayat Extension to Scheduled areas) is in force. Jharkhand has a large tribal population which consists of STs and the PTGs (Primitive Tribal Groups) who are on the lowest rung of the development ladder.

There are 32 tribal groups in Jharkhand and 9 Primitive tribals groups which together comprise 26% of the population. The major tribes are Santhals, Munda, Ho, Oraon, Paharias, etc. SCs constitute about 12% of the population.

Jharkhand is considered one of the backward states in the country with respect to human development indices like literacy (54.13%; Male: 69.74% ; Female: 39.38%) , IMR and so on. It has an HDI of 0.513 which is one of the lowest in the country but has been making improvements in the last five years.

**Table 1.1: Population break up of Jharkhand w. r. t India**

Source: Census Data Online; Planning Commission Data Tables

Population							
	Total	Rural	Urban	Male	Female	SC	ST
<b>India</b>	<b>1,028,737,436</b>	<b>72.17%</b>	<b>27.8%</b>	<b>51.73%</b>	<b>48.26%</b>	<b>16.2%</b>	<b>8.2%</b>
<b>Jharkhand</b>	<b>2,69,09,428</b>	<b>77.75%</b>	<b>22.25%</b>	<b>51.51%</b>	<b>48.48%</b>	<b>12%</b>	<b>26%</b>

### 5.4 DISEASES IN JHARKHAND

Malaria is very common in the state for which measures are taken up regularly but it still prevails. TB and leprosy have subsided after tremendous interventions. Jharkhand's coverage for the Tuberculosis program is higher than the national average and has achieved a relatively high immunization levels in comparison to the time when it got independence. Jharkhand's development indicators, though low in comparison with the rest of the country, shows improvement relative to the scenario when it was formed. Among the tribals, sickle cell anaemia is very common as a genetic disorder while anaemia is prevalent among the female population in high proportions.

## **5.5 ECONOMY & FINANCIAL INCLUSION IN JHARKHAND**

### **5.5.1 Livelihoods**

#### **a. Agriculture**

Over 80% of the population is engaged in agriculture as their primary source of income in the state. With this scenario, it is not good news if it has the lowest productivity in the nation and the net irrigated land is as low as 8% of the sown area (Census 2001). Water is a severe problem in the state especially during the summers. There is fluoride poisoning in many parts of the state. The agricultural pattern is mono-cropping which doesn't yield too much and leads to huge losses if there is any calamity at all.

#### **b. Mines**

Jharkhand is rich in minerals. It contains 40% of India's mineral reserves. It is the number one producer of coal in the country which is the lifeline till we shift to other sources of energy in the near future. The largest steel plant in Asia is in Bokaro, Jharkhand which provides employment to innumerable numbers. It is rich in minerals like iron ore, copper, manganese, bauxite, mica, etc. These therefore, form the major industries in the state which lead to setting up of ancillary industries as well.

### **5.5.2 SHGs (Self-Help Groups)**

There are an estimated 80,000 SHGs that have been formed in the state by various departments – SGSY, NABARD, Health, Agriculture, Watershed Mission, Social Welfare and so on. Apart from these, SHGs have been formed by CSOs as part of their own developmental programs. Though it has been found that active SHGs have turned the state of the families around, in terms of education of children as well as decrease in alcoholism among the men in the family, there is no information available as to how many of these SHGs are still functional.

### **5.5.3 Government Programs**

The Jharkhand State Livelihood Promotion Society under the department of Rural Development is being implemented in 10 blocks in 5 districts wherein it creates self employment in various non-farm sectors for which training is given accordingly to the people of the villages keeping in the prospects of the same in the market. Programs like SGSY and

MGNREGS are also implemented which work towards improving the economic scenario in the rural areas.

#### 5.5.4 Migration

Migration is highest in the state when the food availability decreases between December and May. Then the women migrate to metros and even European countries to work as domestic aids while the men migrate to West Bengal and tea gardens to work through the season and return in May.

### 5.6 GENDER SCENARIO IN STATE

The scenario for gender seems at first hand to be better off than most states considering that women are allowed to move around and have participated in training programs and planning exercises. But the statistics still show that the scene is only superficially satisfactory.

The sex ratio in the state is 941, higher than the national average of 933 females per thousand males still has a long way to go. And the maternal mortality rate is higher at 312 in comparison to the nation's 254. Given below are some figures from the NFHS -3 to throw some light on the status of women in the state –

- 63.2% women are married by the time they reach 18 years<sup>2</sup>
- 27.5% of girls in the 15-19 age groups are mothers and in rural areas this percentage is higher at 32.7%
- 42.6% of women in the 15-39 years have body mass index (BMI) below normal and 70.6% women in the same age group are anaemic
- the total fertility rate, i.e. the average number of children per woman is 3.3
- Only 29.1% of births were assisted by a trained birth attendant or a health professional and this drops to 22% in the rural areas

**Table no. 1.2: Gender indicators for Jharkhand**

ITEM	JHARKHAND	INDIA
Total Fertility Rate (SRS 2007)	3.3	2.7
Infant Mortality Rate (SRS 2007)	48	55
Maternal Mortality Ratio (SRS 2004- 2006)	312	254
Sex Ratio (Census 2001)	941	933
Female Literacy Rate (Census 2001) (%)	38.9	53.7

(Source: National Family Health Survey-3, 2005)

#### 5.6.1 Freedom of Movement

Among the tribal communities, women have free rein to move around which is not the case in non-tribal communities. But based on consultations with various stakeholders, we have come

to understand that women in remaining communities are affected by the ways of the tribals thus encouraging women to move out as well.

### 5.6.2 Violence against Women

Violence against women including rape and dowry deaths continued to be reported. According to the National Crime Records Bureau, a total of 2,979 cases of crimes against women were reported in Jharkhand during 2006. These included 799 cases of rape, 410 cases of kidnapping and abduction, 281 cases of dowry death, 668 cases of cruelty by husband and relatives, 414 cases of molestation, 11 cases under Immoral Trafficking (Prevention) Act of 1956, among others. 36% of ever-married women have faced some form of spousal violence and in rural areas this figure goes up to 40.6% (NFHS-3).

## 5.7 LAW AND ORDER SCENARIO

### 5.7.1 Crime Scenario

- 22 out of 24 districts are affected by Naxals. Naxals influence the coal belt of India, which can accelerate into a major energy crisis and risk for India.
- Jharkhand has four times higher juvenile delinquency crimes than its parent state Bihar (2008)
- Jharkhand reported an increase of about 40 percent in the number of rapes in a time span of five years (2001 to 2006)

### 5.7.2 Judicial System

There were 11 vacancies out of the sanctioned strength of 20 judges in the Jharkhand High Court as on 1 January 2008. There were 66 vacancies out of the sanctioned strength of 503 vacancies in the District and Subordinate Courts as on 30 September 2007. Besides, there were a total of 49,276 cases pending with the Jharkhand High Court and a total of 2,63,901 cases were pending with the District and Subordinate Courts as of 30 September 2007.

Denial of justice is the most important reason that has resulted in the establishment of a parallel judiciary in Jharkhand. However, the primary difference between the Naxal kangaroo courts and the subordinate judiciary is the time and cost factor. While the common folk have no way of reaching the existing judicial system, the kangaroo courts reach the deprived sections of society. The Naxals are the arbiters of disputes related to *jal* (water), *joru* (wife), and *zameen* (land).

Given below is the prison set up in the state which shows the system is overloaded and therefore functioning inefficiently.

**Table no. 1.3: Prison Set Up**

1	Total Number of Jails	26
	a. Number of Central Jails	03
	b. Number of District Jails	19
	c. Number of Sub Jails	04
2	a. Total Prison capacity	11186

	b. Present Occupancy	17166 (153%)
3	a. Under Trial	11524
	b. Convicts	5642

(Source: Jharkhand Prison, Dept. of Home (Jail), Jharkhand State)

### 5.7.3 Naxalism

Jharkhand has been at the centre of the Naxalite Maoist insurgency. Jharkhand, naxalism is among those major problems which have severely hindered its growth. Since the uprising of the Naxalites in 1967, 6,000 people have been killed in fighting between the Naxalites and counter-insurgency operations. Out of total 24 districts, 22 Districts are naxal affected.

State is part of the "Naxal Belt" comprising 92,000 square kilometers, where the highest concentrations of the groups estimated 20,000 combatants fight.

In Jharkhand, the naxalites announce clamp downs the most. When compared to other states which are affected by naxalites, Jharkhand faces far more number of clamp downs (naxali bandi). Almost, in every two months, there is a naxal clamp down in Jharkhand.

Compared to other states like Maharashtra and Uttar Pradesh, Jharkhand is a plateau and the relief features here don't allow the armed authorities to penetrate deep into jungles, infiltrate it and fight naxals. Whenever, they tried to do so, most of the times, they lost their lives.

## 6 RURAL INFRASTRUCTURE

Jharkhand is a resource rich state in terms of minerals and forests but the scenario in terms of infrastructure is bleak. They are just beginning to make improvements in this area and have a very long way to go. Infrastructure will determine the efficiency and effectiveness of all other interventions.

### 6.1 ROAD CONNECTIVITY

National Highways comprise 1006 kms and State Highways constitute 4662 kms. But the conditions of these roads are pretty poor for most part. 16252 habitations are yet to be connected by roads in the state as on 24-11-2010 (PMGSY).

### 6.2 IT INFRASTRUCTURE

Jharnet has been established as the State Wide Area Network which has connectivity upto the block level. There is two-way video-conferencing facility till the district level that is well established and functioning properly in some of the blocks. Connectivity till the village level has been taken through the Common Service Centres which are nearly 4000 in number. These run on the self sustaining economic model but it has been found that people are not utilising the services of these centres and so their sustainability is in question.

### 6.3 ELECTRONIC MEDIA COVERAGE

Electronic media in terms of television, radio, telephone, etc are:

- 2.75 lacs land line telephone connections

- Mobile connection per thousand person varies from 2 (Latehar) to 19 (Purbi Singhbun)[These figures are according to 2008 and significant changes may have occurred.)
- 17.2% households have TV (2001 census)
- 3.3% household have Telephone
- 26.4% household have transistors, radios (2001 census)

Some of the radio channels in Jharkhand are:

**Table no. 1.4: Radio stations in Jharkhand**

Name of Radio Station	Frequency Mode
(1) Jamshedpur AIR/Akashwani station	1584 KHz
(2) Hazaribagh AIR/Akashawani station	102.1 MHz
(3) Garhwa AIR/Akashawani station	90.4 MHz
(4) Chaibasa AIR/Akahswani station	101.7 MHz
(5) Ranchi AIR/Akahswani station	

## 6.4 PRINT MEDIA

Jharkhand has many newspapers in Hindi that are circulated like Dainik jagran, Dainik Bhaskar, etc and English newspapers like Telegraph, Times of India, etc.

## 6.5 FOLK MEDIA IN STATE

Jharkhand with its rich tribal culture has many folk media that can be utilised for PRI CB&T. Some of the traditional dances are Santhal, Agni Dance, Jhumar, Paika Dance, Phagua, etc. Songs, stories and proverbs have important place in the folk literature of tribal people. They reflect vivid influence of nature in them. Sohari, Sarhul, Karma, Tusu, Mange, Fagu, etc. are the important and fascinating festivals of tribal people, which are celebrated with gaiety and merry - making. It is the rich music of the folk songs that adds spice to Jharkhand. Mandar, Nagara, Dhol, Singa, Dhak, Dhamsa, Tasa, Gupi, Jantra etc. are their important musical instruments.

## 7 SOCIAL CAPITAL

Social capital refers to those stocks of social trust, norms and networks that people can draw upon to solve common problems. Social capital is a sociological concept, which refers to connections within and between social networks.

Jharkhand is built upon social capital is what one can deduce from its rich history and culture. The ability to survive in the harshest conditions despite not having financial inclusion or access to mainstream justice systems shows that there is the presence of a strong social capital that is working generation after generation. This social capital can work both positively and negatively and the state will have to tap into the traditional wisdom and

practices of the community, understand them in order to include them in a way that doesn't destroy their culture and systems that have brought them along till now.

## **7.1 CIVIL SOCIETY ORGANISATIONS IN THE STATE**

### **7.1.1 NGOs**

Jharkhand has many NGOs working across the state in many sectors. Panchayati Raj has not been one of those sectors as the need was never felt till now. There are many types of NGOs working in the state. Some are:

- a. International: There are many international organisations working in the state like PRIA (Society for Participatory Research in Asia), CARE, UNDP, UNICEF, etc.
- b. Missionary- Missionaries have been in Jharkhand for more than atleast one and a half centuries since the time of the British.
- c. Indian- Institutions like the Ramakrishna Mission have also been working in the same state for a really long time and have outreach to the remotest corners of the state where many CSOs even don't go. They work towards the upliftment of society through Indian spiritual means.
- d. Holistic Development- Organisations like Vikas Bharti have a huge network and outreach across the entire state. They do what they can to help the present generation but work harder to ensure that the next one sees a brighter future. Therefore they have set up schools, colleges, ashrams and much more in the interior tribal areas.
- e. Grass root level- There are many NGOs that work on focussed areas in a few geographical locations in the state. These organisations may or may not have the requisite infrastructure to carry out CB&T. But they have a good rapport with the local community and that social capital needs to be tapped into in order to reach the representatives of that area.
- f. Technical Support Organisations- There are organisations like UNDP which provides technical support and much more to the government in various departments and programs.

### **7.1.2 Research institutions**

The Tribal Welfare Research Institute, Ranchi conducts researches on tribal issues and culture. The research wings of many academic institutions like XISS, Ranchi and BIT have also conducted studies in social science areas like Gram Sabha, rural issues and so on.

### **7.1.3 Academic institutions**

Jharkhand has a few academic institutions who are reputed like the Xavier's Institute of Social Sciences, IIM-Ranchi (which is affiliated to the IIM-Kolkatta), Ranchi University, Birsa Institute of Technology, agricultural universities and so on. These institutions provide courses on rural development, social sciences, technology and myriad range of subjects thus creating a cadre of professionals aware of various subjects.

## **7.2 SOCIETAL FABRIC & MOBILISATION OF PEOPLE IN STATE**

### **7.2.1 Freedom movements**

The state of Jharkhand became a functioning reality on 15 November 2000 after almost half a century of people's movements around Jharkhandi identity, which disadvantaged societal groups articulated in order to augment political resources and influence the policy process in their favour. The tribals have a rich history and proud of this culture. They worship Birsa Munda who is their legendary freedom fighter. The subjugation and colonization of Jharkhand region by the British East India Company resulted in spontaneous resistance from the local people. Almost one hundred years before India's First War of Independence (1857), adivasis of Jharkhand were already beginning what would become a series of repeated revolts against the British colonial rule. The period of revolts of the Adivasis to protect their Jharkhand land took place from 1771 to 1900 AD. The Birsa Munda revolt, broke out in 1895 and lasted till 1900. The revolt though mainly concentrated in the Munda belt of Khunti, Tamar, Sarwada and Bandgaon, pulled its supporters from Oraon belt of Lohardaga, Sisai and even Barway. It was the longest and the greatest tribal revolt in Jharkhand. It was also the last tribal revolt in Jharkhand. All of these uprisings were quelled by the British through massive deployment of troops across the region. (Source: Wikipedia)

### **7.2.2 SHGs**

There are more than 80000 self help groups in the state constituted under various schemes of various departments as well as by the local NGOs as part of their developmental activities. Under SGSY, there are 60000 SHGs atleast and others under Health, agriculture and CSOs. How many of these SHGs are functional is questionable and there is no information available on this regard. But SHGs wherever functional have found to have a positive impact in terms of ensuring the children in school and the decrease of alcoholism among the men in the house of the members. This social capital is very strong and the SHG method has provenance from across the world and should be tapped in Jharkhand.

### **7.2.3 Religious Movements**

#### **a. Missionary activities**

Advent of Christianity in Jharkhand dates back to 1845, when the first four Christian Missionaries from Germany established the Gossner Evangelical Lutheran Church in Ranchi, the present capital of Jharkhand State. Gradually, the Churches of other denominations like Anglicans and Roman Catholic established their foothold in this region (Hundred years of

Christianity in Chhotanagpur by Saraju Mahto). They have been working in a committed manner in the interior parts of the state providing services in education, health and governance. Many of these organisations have advocated with the government for issues in governance like PESA, forest rights, tribal rights and Gram Sabha. Their rapport with the community is their strength that can be utilised to reach out to the masses in training programs.

### **b. Ramakrishna Mission**

The Ramakrishna Mission was started in 1927 in Ranchi and made a branch in 1930. They work across the state in Jamshedpur, Deogarh, Hazaribagh, etc. They run ashramas, residential schools, colleges, mobile medical units, libraries, Krishi Vigyan Kendra for agricultural training, women empowerment programs and so on. They are dedicated and work hard for the community and this social capital should also be tapped by the state to achieve the developmental goals.

## **8 STATUS OF PANCHAYATS**

### **8.1 JHARKHAND PANCHAYATI RAJ ACT**

Jharkhand Panchayati Raj Act (JPRA) was enacted by state in 2001. This has been done in accordance with the provisions of the 73<sup>rd</sup> Amendment to the Constitution and that of the Panchayat Extension to the Scheduled Areas) Act, 1996 are applicable to this State. The JPRA was also amended in 2003 and in 2005. The state has also formed Panchayat Election Rules in 2001. The rules and regulations for the Panchayati Raj act are awaiting approval in the state.

### **8.2 PESA ACT**

Following the recommendations of the Bhuria Committee, the Centre had enacted PESA on December 24, 1996. PESA grants special status to Adivasis in scheduled areas. Under the PESA act, the Village Council had been given the right to intervene in the process of appropriation of land. All the positions at the three levels in the Panchayat system were reserved for tribal. PESA Act, clause 4. (m). (ii) endows the Gram Sabha with “the ownership of minor forest produces.

Jharkhand also falls under the purview of the Panchayat Extension to the Scheduled Areas Act. The state has districts which either fall partially or completely under this act. Total 113 Blocks are within the Scheduled Areas in the state.

The following districts in the state are completely under PESA Act.

- Dumka,
- Godda,
- Deogarh,
- Sahabgunj,
- Pakur,
- Ranchi,

- Singhbhum (East&West)
- Gumla
- Simdega
- Lohardaga
- Palamu
- Garwa, (some districts are only partly tribal blocks)

### 8.3 PRI STRUCTURE

The Panchayati raj institutions at District, Block and Village level are Zilla panchayat, Panchayat Samiti, Gram Panchayat respectively. Considering that PESA areas are a significant part of the state, the Gram Sabhas take on more importance than the Gram Panchayats which become coordinating bodies in the scheduled areas. The state is conducting Panchayat elections first time after its formation. Summary of Panchayati Raj institutions are as under.

**Table no.: PRIs in Jharkhand**

<b>Panchayats</b>	<b>Total</b>
Villages	32620
Gram Panchayats	4118
Panchayat Samitis	259
Zilla Parishads	24

9 (Source- Report on Status of Panchayati Raj)

### 7.4 DISTRICT PLANNING

District Planning Committees were not constituted in the absence of panchayats. District plans were to be created by line departments in consultation with the Gram Sabha. But qualitative experiences suggest that Gram Sabhas in their true spirit were never consulted but only the support functionaries.

### 7.5 FINANCE COMMISSION

In what is a great move towards furthering financial decentralisation, the remaining funds from the 13<sup>th</sup> Finance Commission have been distributed in nearly 27000 villages in the form of untied funds by the state. State Finance Commission has yet to be established completely.

### 7.6 STATUS OF PARALLEL BODIES AT VILLAGE LEVEL

At the village level, various departments have set up committees to implement their schemes. Some of the committees are:

- Village Health and Sanitation Committees
- Village Education Committee
- Village Development Committees

The presence of parallel committees undermines the position of the constitutionally set up Standing Committees which will only be constituted now. Either these committees should be merged (this is planned under NRHM) or a system of reporting is set up that they report to the constitutional panchayat standing committees.

## **7.7 SOCIAL PANCHAYATS**

### **7.7.1 POWERS OF PANCHAYATS**

The heads of the social Panchayats are called Manki, Mundas and Pradhans in various tribes traditionally took decisions regarding civil matters like land, property, marriages, etc in the village. The head of panchayat positions are held by male members only and in many tribes this position is hereditary but mostly they are chosen by the people of the gram sabha.

Gram Suraksha Dal members took decisions regarding crime and law and order cases. Dalapatis are the heads of the Gram Suraksha Dal. These Dalapatis are today being trained into the Panchayat Sewaks.

### **7.7.2 POSSIBLE CONFLICTS WITH ELECTED PANCHAYATS**

There is a perceived conflict that may arise between the traditional panchayat power holders and the elected gram panchayat members. This is yet to be fully studied and even if done so, the results can only be awaited.

## **8 OVERVIEW OF PRI IN STATE**

The Panchayati Raj Department in Jharkhand came into existence in 1999. It interacts with mainly two ministries at the central level – Ministry of Rural Development & the Ministry of Panchayati Raj. It is considered as a very important Department not only for the quantum of funds it handles; but also for the fact that its activities have a direct bearing on rural development and poverty alleviation. It is also the nodal department through which endeavour is made for grass root democracy and decentralization of power through Panchayati Raj Institutions.

Panchayati Raj Department implements Centrally Sponsored Schemes like Backward Region Grant Fund (BRGF), Swarnajayanti Gram Swarozgaar Yojna (SGSY), Panchayat Mahila Evam Yuva Shakti Abhiyan (PMEYSA), RGSY, etc. The PRD also plans and implements schemes from state budget which include construction of Panchayat Bhawan, capacity building, special grant/ prizes for the PRIs, strengthening regional offices etc.

Table below highlights the institutional structure of the Panchayati Raj Department in state:

**Table no. 1.4: Institutional Structure of PRD**

Principal Secretary
Secretary
Director
Joint Directors
Deputy Directors
Assistant Directors
Sectional Heads

District Panchayati Raj Officers
Block Panchayati Raj Officers
Panchayat Secretaries
Dalpatis ( Head of Gram Surksha Dal)

(Source- Capacity Assessment Report 2008 by ASCI)

## **9 CURRENT CB & T SCENARIO IN STATE**

### **9.1 State Institute of Rural Development (SIRD), Hehal, Ranchi**

#### **9.1.1 History**

The SIRD was established in the year 1954 in the state of Bihar and after the bifurcation of the state; the State Institute of Rural Development in its present form came into being in the year 2002. The main functions of the Institute are directed towards imparting training to the officials of the state government, PRIs and NGOs.

#### **9.1.2 Human Resources**

The institute enjoys no autonomy and is a part of the department of Rural Development. It is headed by an IAS Officer who functions as the Director. The post of the Director is of the rank of Secretary to government. The Director has limited financial and administrative powers and all matters with financial implications amounting to more than Rs. 1 lakh have to be sent to the Secretariat. There are five sanctioned faculty positions- largely depends on external faculties. Most of the positions are vacant. Three faculties have been recently appointed.

#### **9.1.3 Physical Infrastructure**

The SIRD campus is spread over an area of 23 acres with hostels split between its north and south campuses with a capacity of 105 inmates in all. It has two lecture halls 53 with a capacity of 100 each in both the campuses. In addition, there is a computer training facility. The Institute has a library consisting of 18,000 books. There are two conference halls in the north campus with a capacity of 100 participants in each. The conference rooms are well equipped with audio-visual aids.

### **9.2 Central Training Institute (CTI)**

#### **9.2.1 History**

CTI was set up in 1954 under Panchayati Raj Department. The mandate was training and capacity building of elected representatives, Dalpatis and Panchayati Raj functionaries. Originally, CTI campus was in Brambay which is recently given to the Central University and the CTI is shifted to the SIRD campus.

#### **9.2.2 Physical Infrastructure (Brambay Campus)**

54 acres campus in Brambay was having sufficient infrastructure for conducting residential and non residential training programs. Some of the facilities include conference halls, hostels, computer lab.

No major training has been organized by CTI in last two years. Major training institute has conducted recently for gram pradhan & koshadhyaksh in PESA areas under Centrally Sponsored SGSY scheme and imparted training to more than 1200 village pradhan and koshadhyaksh.

### **9.2.3 Human Resources**

CTI is headed by Principal. The experienced BPROs are deputed as faculties in CTI. There are total 35 sanctioned positions including administrative staff in CTI out of which only 16 persons are on board.

The CTI also has a Panchayat Training Institute located at Deoghar functioning under its control. PTI has also has infrastructure and human resources to conduct training to the PRIs.

## **9.3 Shri Krishna Institute of Public Administration**

### **9.3.1 History**

The Shri Krishna Institute of Public Administration (SKIPA), Ranchi was set up in the year 1952. The Institute developed training programmes for a variety of target audiences such as newly recruited civil servants, district level officers and other administrative officials in a variety of community development schemes.

The Institute has its genesis in the felt need for providing guidance and training for newly recruited civil service officers.

### **9.3.2 Physical Infrastructure**

The Institute has training facilities to undertake classroom lectures along with cocurricular and extra curricular activities. The Institute has three hostels, a computer center with 40 computers for the participants and 16 laptops for the faculty. It also has audio-visual aids and multi-media equipment to facilitate conduct of training programmes. It has a well-stocked library too containing over 30,000 books on a variety of subjects in social sciences, literature, religion, computer technologies etc.

### **9.3.3 Human Resources**

The Institute has a governing body headed by the Chief Secretary of the State with the Director General of the Institute being the Member Secretary. The heads of various connected departments serve as members. The DG is assisted by officials such as Director, Additional/Joint Directors and Deputy Directors. There is a complement of faculty too which, apart from its training responsibilities undertakes administrative activities as well.

### **9.3.5 Disaster Management Centre**

The Disaster Management Centre of SKIPA has been established under the aegis of National Institute of Disaster Management, Ministry of Home affairs, New Delhi, Government of India. In the Month of May 2007, the process of strengthening of ATI for Disaster management was initiated by induction of two faculty members and a support staff to assess training needs and impart training to various stakeholders of Disaster Management in the State. The Centre was also recognized as a Regional Training Institute in the Eastern India covering states of Bihar, West Bengal & Orissa apart from Jharkhand. (Source: skipa.nic.in)

### **Key Observations for Training Institutes in the State**

Both the nodal institutes SIRD (for rural development) and Central Training Institutes (for PR) are resource-starved institutions as is evident from following markers.

- 40% Filled faculty positions against sanctioned posts (Numbers of sanctioned posts itself is low and not broad based as per emerging needs of PRI CB&T)
- Dilapidated buildings and hostel facilities
- Outdated and less training equipments, audio visual aids, non existent IT/ICT platforms
- Except recent spurt of training by CTI very less training, extremely limited coverage (though it must be said that PRI themselves did not exist)
- ATI has its own remit and workload and can contribute through infrastructure and some external faculty access
- No/delayed fund flows for a decade except recent budget approval for INR 100 million for building up gradation
- Though SIRD has adequate land available (154 acres as reported) it does not have even a boundary wall and encroachment is seen within its land.
- Recently the state government has relocated CTI to SIRD, Ranchi and CTI campus has been handed over to central university.

### **7.4 NGOs and CSOs**

Few of the NGOs, CSOs, academic institutions, faith based organizations; networks of NGOs/CSOs were approached during field work. By and large, these organizations are willing to contribute at different levels of CB & T of PRIs. Few NGOs (like Vikas Bharati, Development Resource Center- XISS, Ramakrishna Mission, PRIA, missionary organisation, etc.) are “CB&T intervention ready”. By and large NGOs/CSOs capacities’ need building.

The partnership can be built with these institutions based on their expertise and interest for imparting training, training needs assessment, module design, ToTs, monitoring & evaluation of training programs.

## **PART II: STRATEGIC FRAMEWORK FOR PRI CB&T FOR JHARKHAND**

### **2. KEY FACTORS ANALYSIS**

Based on a comprehensive and wide-ranging Situation Analysis, key factors affecting PRI CB&T are culled out in the Table 1. These are in the form of:

- Key challenges in the system- challenges within the Government systems, which needs systemic solutions from within the Government
- Environment Factors- Realities of the society, which will get reflected in the PRI and for which, solutions lie in collaborative partnerships among Government and Civil Society
- Emerging Realities- Which are born out of election in PRI for the first time after state has been formed, i.e. after 10 years and after 32 years in this area
- Opportunities- that present themselves under the current situation
- Risks and Uncertainties- Present risks and uncertainties born of current realities

The key factors are highlighted in the following table:

**Table 2.1: Key Factor Analysis**

<p><b>A- Key Challenges Within System</b></p> <ol style="list-style-type: none"> <li>1. Infrastructure for implementing PRI CB&amp;T</li> <li>2. Defunct/resource starved nodal training institutions</li> <li>3. Weak coverage and poor implementation efficiency</li> </ol>	<p><b>C- Emerging Realities</b></p> <ol style="list-style-type: none"> <li>1. Emergence of EWR with 50% reservation</li> <li>2. Generation gap for PRI</li> <li>3. Concerns and increased focus on environmental issues</li> <li>4. Speed and depth of devolution</li> </ol>	<p><b>E- Risks and Uncertainties</b></p> <ol style="list-style-type: none"> <li>1. Political stability and will</li> <li>2. Law and order situation</li> <li>3. Risk of eroding tribal culture</li> <li>4. Leakages and corruption</li> </ol>
<p><b>B- Environment Factors</b></p> <ol style="list-style-type: none"> <li>1. Low literacy levels</li> <li>2. Existence of parallel social and governmental structures to PRI</li> <li>3. Limited civil society capacity to partner for PRI CB&amp;T</li> <li>4. Significant disturbed areas</li> <li>5. Gender</li> <li>6. Opportunity costs of training</li> </ol>	<p><b>D- Opportunities</b></p> <ol style="list-style-type: none"> <li>1. Leapfrogging potential</li> <li>2. Potential of utilizing existing social capital</li> </ol>	

Each of the above will influence PRI CB&T and discussion of what their influence can be on the PRI CB&T and the essence of the CB&T strategic framework is discussed in subsequent sections.

## **F. KEY CHALLENGES WITHIN SYSTEM**

Challenges within systems are within the realm of the state Government (though they may lie outside the realm of PRD and RDD) and need to be address in time bound manner to ensure effective delivery of PRI CB&T. Three key factors are identified here:

1. Infrastructure for implementing PRI CB&T
2. Defunct/resource starved nodal training institutions
3. Weak coverage and poor implementation efficiency

### **4. INFRASTRUCTURE FOR IMPLEMENTING PRI CB&T**

Jharkhand is a state rich in natural resources especially minerals and has great potential for industries and also for irrigation/agriculture produce.

However, infrastructure to tap the state's full potential is severely lacking. Key markers demonstrating the extent of infrastructure in the state comprise:

- 22nd rank in infrastructure index
- 21<sup>st</sup> in communication
- 18<sup>th</sup> rank in power
- 14<sup>th</sup> rank in transport
- Electricity coverage 11% against 54% all India average , 15.4% households have electricity (2001 census)
- Out of 36,827 habitations in the state 16,252 are yet to be covered by roads. (PMGSY 2010 data)

**PRI CB&T delivery presumes availability of electricity and road connectivity (both factors of all weather roads and transport availability). Thus, strategy for PRI CB&T will have to take this in to account either through delivery of PRI CB&T through traditional medium not requiring electricity or use generators at training site, etc or probably both the alternatives. This also means that ICT integration into PRI CB&T will have to factor in these realities.**

**Weak roads and transport connectivity will require CB&T strategy to:**

- **Provide sufficiently advance information to participants to allow for increased travel time to and from training sites**
- **Make allowances for increased travel costs to ensure that participants do not go out of their pocket for training (significant when seen together with poverty index of 49% BPL, one of the highest in India)**

Penetration of TV, telephones, print media, and mobile phones is also less as indicated based on following markers:

- 2.75 lacs land line telephone connections
- Mobile connection per thousand person varies from 2 (Latehar) to 19 (Purbi Singhbhum)[These figures are according to 2008 and significant changes may have occurred.]
- 17.2% households have TV (2001 census)
- 3.3% household have Telephone

- 26.4% household have transistors, radios (2001 census)

With all above indicators songs, stories and proverbs have important place in the folk literature of tribal people. They reflect vivid influence of nature in them. Sohari, Sarhul, Karma, Tusu, Mange, Fagu, etc. are the important and fascinating festivals of tribal people, which are celebrated with gaiety and merry - making. It is the rich music of the folk songs that adds spice to Jharkhand. Mandar, Nagara, Dhol, Singa, Dhak, Dhamsa, Tasa, Gupi, Jantra etc. are their important musical instruments.

The state government has implemented Jharnet, an e-Governance platform, which is one of the largest in South East Asia and information is now relatively easily available though it will take time for benefits to percolate to masses.

**Above markers indicate that Development Communication strategy for PRI CB&T in the initial period will have to utilize a mix of traditional media of delivery (folk performances, fairs and festival occasions in local language/dialect, etc.) along with modern ICT media (mobile open air movie theatres, mobile IEC vans, M-ICT as significant ERS may have mobile phones, radio, etc.) through infotainment like short films in local languages. Community radio stations are indicated (there seem to exist three in the state at present) as a local culture embedded, low cost, high reach, narrow media coupled with community involvement and livelihood component. Strong interpersonal communication is also indicated based on tribal traditional ways of communication and need of trust and interpersonal relationships while communicating. Volunteer force of CB&T communicators from model ERs, opinion leaders and NGOs/CSOs as a delivery channel for development communication is indicated.**

## **5. DEFUNCT/RESOURCE STARVED NODAL TRAINING INSTITUTIONS**

Both the nodal institutes SIRD (for rural development) and Central Training Institute and Panchayat Training Institute (for PR) are resource-starved institutions as is evident from following markers:

- 40% Filled faculty positions against sanctioned posts (Numbers of sanctioned posts itself is low and not broad based as per emerging needs of PRI CB&T)
- Dilapidated buildings and hostel facilities
- Outdated and less training equipments, audio visual aids, non-existent IT/ICT platforms
- Except recent spurt of training by CTI very less training, extremely limited coverage (though it must be said that PRI themselves did not exist)
- ATI has its own remit and workload and can contribute through infrastructure and some external faculty access
- No/delayed fund flows for a decade except recent budget approval for INR 100 million for building up gradation
- Though SIRD has adequate land available (154 acres as reported) it does not have even a boundary wall and encroachment is seen within its land.
- Recently the state government has relocated CTI to SIRD, Ranchi and CTI campus has been handed over to central university.

**In view of prevailing poverty level(49%), significant tribal development issues (29% of total population), difficult connectivity, weak infrastructure, weak interface between government and civil society, a centralized SIRD with holistic approach and strong PRI focus (as a separate functionally autonomous division within SIRD with its own budget head, etc.) is**

**indicated. One strong institution with holistic focus is argued to work better than two independent verticals with divided force. This will tap synergies of RD with PRD with its single leadership in the form of secretary PRD and RD. Significant delays in decisions, sanctions and procurement, phenomena of micro management and reverse delegation argue for a functionally autonomous societal form of SIRD rather than continuing as a Government department. Constitution and byelaws of SIRD needs to be carefully drafted to ensure its functional autonomy albeit with its governance with PRD and RD. SIRD Director's post should be an IAS officer posting as at present to provide adequate power of autonomous decision-making. Director SIRD is envisioned to report to Secretary PRD and RDD. It will be best under the current circumstances that SIRD gets direct funding from the MOPR (BRGF, SGRY, PMEYSA) and the state High Power Committee may decide accordingly and inform MOPR. The state also needs to argue to MOPR for revised training cost norms applicability for remaining unused funds (for new funds from MOPR the revised cost norms will be applicable automatically). The state government should consider making SIRD campus a hub of rural development with all institutions/programmes related to rural development located in the campus. These may include SIRD, training division of PRD, Jharcraft, CAPART and any other relevant institutions.**

**The proposed SIRD thus will:**

- **Be responsible for holistic capacity Development and not limited to training with appropriate synergies tapped from sectoral focus of RDD and institutional strengthening focus of PRD**
- **Be an autonomous society with sound constitution and byelaws to ensure its functional autonomy**
- **Have SIRD director from IAS cadre**
- **Will have access to direct funding from MOPR while for Rural Development it may continue getting funds from the state RDD**
- **Have adequate human resources with matching remuneration. Contracting approach is indicated for this as Government remuneration norms may not allow for market-based remunerations.**
- **Infrastructure with extension training centers (with full fledged residential training facilities), IT/ICT and physical infrastructure and renovation/up gradation of existing assets as needed**
- **Strong systems to engage civil society which is needed to scale up reach to 100%**
- **Will have a strong PR focus in the form of a division of PRI within SIRD**

## **6. WEAK COVERAGE AND POOR IMPLEMENTATION EFFICIENCY**

The state has history of weak coverage and poor implementation efficiency. This is evident from following markers:

- 3% for self-employment schemes
- 11% wage employment schemes
- 27% old age pension
- PDS has coverage of 10% in rural areas
- Electricity coverage 11% (India average 48%)

**At the same time 100% coverage of ERs and support functionaries for CB&T is mandated based on NCBF, need for catching up on lost time due to a gap of 10 years and after 32 years in Rajendra Jani- Dr. Ketan Gandhi-Suresh Parmar- Amrita Varadarajan: PRD, Jharkhand: Ministry of Panchayat Raj, GOI: December 2010**

**this region and expectations from newly elected ERs. Strong PRI can also play strong role in bringing peace to disturbed areas.**

**While overall systemic improvement in implementation can continue as they are, PRI CB&T needs to be implemented in mission mode due to above factors. Thus PRI CB&T strategy thus needs:**

- **Strong and vibrant SIRD as visualized above**
- **Sound long term partnerships with support partners who can generate knowledge capital for CB&T efforts and value-additive knowledge products**
- **Adequate infrastructure including IT/ICT**
- **Access to timely funds and decisions**
- **Long term contributory partnerships with NGOs/CSOs in rural areas to develop and utilize social capital in the form of CB&T delivery channel**
- **Comprehensive and detailed operational strategies for holistic Capacity Development of PRI and its stakeholders.**

## **G. ENVIRONMENT FACTORS**

Environmental factors are realities existing within the society. While they exist in the larger society they affect the PRI. While the environmental factors are outside the realm of the Government system, the Government can influence them. Six key factors are identified here which are perceived to have impact on PRI CB&T:

1. Low literacy levels
2. Existence of parallel social structure to PRI
3. Limited civil society capacity to partner for PRI CB&T
4. Significant disturbed areas
5. Gender
6. Opportunity costs of training

### **7. LOW LITERACY LEVELS**

Jharkhand has one of the lowest literacy rates especially among rural women. (Overall literacy rate 54, male- 69.74%, female- 39.38% - Census 2001). Since then the enrollment rate in primary education has increased impressively at 95%. However, the impact of increased enrollment will take at least two decade to reflect in PRI scenario.

**Assuming the same level of literacy rate among ER (Elected Representatives) and EWR (Elected Women Representatives) a clear focus on functional literacy in PRI CB&T strategy is indicated. Functional literacy campaign coupled with special emphasis on leadership development among EWR is also indicated based on 50% newly elected women representatives, lower literacy rate among women and traditional patriarchal decision making culture among the society along with gender inclusion in CB&T for both male as well as EWRs. Collaborative partnerships with education department especially for non formal education of ER and EWR, convergence with Jharkhand State Livelihood Promotion Society, contributory partnerships with CSOs, village volunteer force for imparting functional literacy to ERs/WER and piloting innovative experiments with developmental partners funds is indicated as part of CB&T strategy.**

## **8. EXISTENCE OF PARALLEL SOCIAL AND GOVERNMENTAL STRUCTURES TO PRI**

While PRI as an institution have been given constitutional mandate the same has yet to be provided under all the flagship programmes of GOI. Out of total 13 flagship schemes except MGNREGS, BRGF, PMEYSA, RGSY all other schemes bypass PRIs (E.g. NRHM, SSA etc.) The programmes in mission mode have their own implementation structure (E.g. Education department has its own education committees; NRHM has its own health committees at village level etc.). While on the other hand PRIs have their own Standing Committees for the same subjects/themes. Both these set ups work more or less independently of each other.

Jharkhand also has rich tribal culture. Historical writings suggest a sound democratic approach of tribal in managing and governing their own villages and communities. The democracy in tribal areas prevailed much before India was born. Parha-patti (Oraon), Manki-Munda (Ho/Munda), Manjhi-paranik (Santhal) and Doklo-sohar (Kharia) are well-documented leadership patterns among tribals. While some of the tribal customs are extinct their essence still remains and especially PTGs (Primitive Tribal Groups, nine tribes in the state) still have the firmly entrenched social leadership. In 113 blocks, it is constitutional mandate that these traditional leadership and ways of decision making is preserved and supported.

Sectoral programmes of RD and other departments also need to tap and integrate rich and diverse knowledge and wisdom of tribal in managing the forests, environment, water conservation etc.

**All above indicates a CB&T strategy firmly rooted in preserving tribal ways of managing in PESA areas (as per the spirit of the constitution). The essential characteristics of the CB&T strategy indicated include:**

- **Implementation of PRI CB&T and other developmental initiatives through local CSOs, CBOs, Self help groups**
- **Creating a cadre of dual language speaking (Hindi and local tribal dialect) trainers to train ERs and support functionaries**
- **Substantial emphasis on adult learning approaches and experiential learning aids including story-telling, songs, dramas, folk performances, films, role plays**
- **Training delivery in local language/dialect**
- **Strong convergence among all developmental initiatives and departments and parallel governmental structures with PRI structures appropriately**
- **Linking up networks like Honey bee and National innovation Foundation to tap and disseminate wisdom and knowledge of tribals and integrating the same into delivery of sectoral training of RD and other departments**
- **Strong implementation of PESA Act in its true spirit with appropriate revisions of conflicting state/sectoral Acts/Rules if any (E.g. State Forest Act etc. as and if needed)**
- **Strengthening Gram Sabhas as socio-political platform for negotiation and decision making among traditional leadership and newly elected PRI through awareness, advocacy and capacity building of rural masses through CSOs involvement.**

## **9. LIMITED CIVIL SOCIETY CAPACITY TO PARTNER FOR PRI CB&T**

While Jharkhand seems to have adequate number of NGOs in most of the districts except few blocks, their capacity to design, develop and implement deep democratic interventions, CB&T, awareness creation etc. is opined as one, which needs strengthening. In other words very few NGOs (like Vikas Bharati, Development Resource Center, and Ramakrishna Mission, etc.) are “CB&T intervention  
Rajendra Jani- Dr. Ketan Gandhi-Suresh Parmar- Amrita Varadarajan: PRD, Jharkhand: Ministry of Panchayati Raj, GOI: December 2010

ready". By and large NGOs/CSOs' capacities need building. With all the mega industries and large investments, the corporate and Public Sector Units have well-contoured Corporate Social Responsibility functions.

**CB&T strategy thus will focus on a long-term strategy for local resource development, based on principles of contributory partnerships and long-term relationship. Strong linkages with corporate and PSUs is indicated to integrate with their CSR initiatives. Need for long term valid prequalification of CSO partners, transparent allocation of tasks, functions and works to each indicates need for strong systems of procurement management, contract management, Public Private Partnerships and MOUs, timely fund release systems and adequate M&E system to ensure quality and consistent delivery through CSO partners. The M&E system needs to be outcome oriented and not limited to outputs. Need for timely decision-making indicates well-defined delegated powers for functional/operational autonomy to deciding units. "Chinese wall" is indicated among functions of procurement, payment, operations and M&E. The state will have to deploy both the routes for procurement (e.g. by invitation and open selection) to tap maximum strengths from the existing social capital for PRI CB&T. MOPR has recently disseminated an Outsourcing Reference Guide which can be deployed for installing such systems and CB&T of procurement and contract management team within SIRD. A report has indicated that about 120 NGOS in the Naxal belt are under scanner of security agencies for alleged ties with Naxalites. The short-listing and selection criteria and M&E will have to factor in these concerns. Varied partnerships are visualized for PRI CB&T as:**

- **MOU based partnerships with mega industries integrating their CSR initiatives with PRI CB&T**
- **Invitations to few very well qualified CSOs of high reputation, long track record, with sound rapport and trust relationship with local communities as support partners (TOTs, M&E, developing training modules, developing knowledge products, research etc.) and as CB&T implementation partners (Implementation of training, mentoring, communication etc. initiatives in villages, blocks)**
- **Open selection by and large for all others for various support or implementation tasks**
- **Open selection, TOTs and M&E of local faculties, mentors, communicators, functional literacy trainers**
- **Long term partnership strategy not only will deliver quality and time bound delivery of capacity building it will also make SIRD more vibrant.**

## **10. SIGNIFICANT DISTURBED AREAS**

Law and order situation in Jharkhand needs much improvement as indicated by following markers:

- 22 out of 24 districts are affected by Naxals. Naxals influence the coal belt of India, which can accelerate into major energy crisis and risk for India.
- Jharkhand has four times higher juvenile delinquency crimes than its parent state Bihar (2008)
- Jharkhand reported an increase of about 40 percent in the number of rapes in a time span of five years (2001 to 2006)

Qualitative opinions of CSOs, village volunteers and networks have reported no issues in delivering CB&T in disturbed areas. However, due to difficult connectivity (and other issues) non-residential full day trainings effectively boil down to 11am -4 pm productive duration.

**PRI CB&T strategy will cater to above realities through:**

- **Residential training significant times**
- **Deployment of local resources who are respected by the communities**
- **Strong advocacy of the concept of Gram Swaraj under PRI**

## **11. GENDER**

Tribal women in olden times seem to have been accorded same status in households as male counterparts and in village management all leaderships came from males. Child/under age marriages are very common and so is belief in witchcraft. Rape cases have increased significantly (2008 Jharkhand Development Report). All the above factors coupled with lower literacy rate of women and their lack of contextual knowledge for managing PRI makes gender issues important in PRI CB&T delivery.

**PRI CB&T strategy will focus on strong gender based training for both male as well as female ERs including special focus on leadership development training for women ERs.**

## **12. OPPORTUNITY COSTS OF TRAINING**

Significant ERs may be assumed to come from BPL (especially ward members) and may be daily wage earners. With high poverty levels, difficult connectivity and increased time/costs in travel to and from training sites have an important bearing on PRI CB&T.

**PRI CB&T strategy should allow for adequate cost compensation for travel costs under the overall cost norms of training. The issue of opportunity costs is a real one and cannot be compensated under any schemes and neither is it desirable that people be paid for attending training. Thus, CB&T strategy will strive towards demand driven training in the long run. Regardless of above realities CSOs have reported no issues in training attendance.**

## **H. EMERGING REALITIES**

Several emerging realities come to the fore with the election of PRI after a gap of 32 years has thrown up several emerging realities. Significantly relevant to PRI CB&T comprise four such realities:

1. Emergence of EWRS with 50% reservation
2. Generation gap of new ERS for PRI
3. Concerns and increased focus on environmental issues
4. Devolution shape and speed

## **5. EMERGENCE OF EWR WITH 50% RESERVATION**

Traditionally, the positions of Manki, Munda and Pradhan have always been held by the men of the community. The leadership and role of women outside home and in matter of community and village management is new for all including EWRs in the state. With 50% reservation for women this changes the social management equation totally.

The phenomena of Sarpanch/mukhia pati, proxy Mukhia/Sarpanch exists in tribal and backward districts of other states where gender issues exist within society. EWR find it difficult to claim their legitimate space provided by the constitution and as a role holder in PRIs in patriarchal society. Lower literacy combined with lack of contextual knowledge in public dealing make their participation in

CB&T and day to day functioning of Panchayat subdued. CB&T strategy for Jharkhand will be well informed based on learning from all other states.

**Earlier we have covered strategies for PRI CB&T focusing on EWR empowerment including functional literacy, leadership and contextual knowledge building of EWR as a special strategy within PRI CB&T and gender capacity building among all concerned ERs and support functionaries. Formation of peer networks, role model identification, rewards and public acknowledgements and equal rights based environment and engagement processes between ER/EWRs and the official functionaries all will be components of the strategic framework for PRI CB&T.**

## **6. GENERATION GAP FOR PRI**

With PRI elections happening after a long time period of 32 years in the area and for the first time in the state of Jharkhand, an entire generation has passed without PRI knowledge and experience. Rules and Regulations are yet to be formed under the state PR Act. It is difficult to see how fast and till what depth devolution will be. Significant sectoral Acts of the state may need revision to ensure appropriate jurisprudence of the state PR Act. While cross learning opportunities will be many, their potential usage may be less as experienced ERs do not exist at present.

**All above argue for total functional coverage of CB&T apart from 100% ERs coverage. The training modules thus need to cover entire capsule of PRI knowledge, skills and attitudes. CB&T also needs to integrate values traditional of tribal as well as constitutional spirits in the training. At the same time training material needs to be simple in pictorial form. Proposed PRI CB&T will take all this into account.**

## **7. CONCERNS AND INCREASED FOCUS ON ENVIRONMENTAL ISSUES**

Balanced development has assumed importance in recent times with increased awareness of global warming and green house gases. With its mines and mineral rich resources and mega industries, tribal rights in PESA areas, degradation of forest cover over last decade, negligible irrigation coverage (8% of sown area), disaster prone areas (drought, forest fires, elephant attacks, lightening, mining accidents, etc.) the issues of environment management through communities become important.

**PRI CB&T will take in to account emerging needs of capacity building of PRI stakeholders in newer areas. Training modules and curricula will have to cover such issues.**

## **8. SPEED AND DEPTH OF DEVOLUTION**

A soundly designed and carefully implemented devolution (to PRIs) is the best way of capacity building of PRI. At the same time devolution not done carefully can set back developmental efforts and lower implementation efficiencies.

Devolution is argued as a capacity building/facilitating exercise and part of PRI CB&T strategic framework (though it is usually seen as programmatic strategy). PRI CB&T aftermath of devolution should be in tune with phasing of devolution on ground otherwise one runs risks of over expectations of ERS and subsequent dissatisfaction.

While ultimately the extent of devolution will depend on the political will, its effective implementation will depend on how much proactive awareness among the stakeholders is generated and consensus built.

The devolution strategy for the state will be well informed based on learning from other states (WB, HP, Kerala, etc.), international experiences (Thailand, Cambodia, etc.), and model guide of GOI etc. Devolution is a long (2-4 years), complex and resource consuming exercise and almost impossible to reverse once in implementation phase. It is therefore utmost important that the exercise is carefully designed with adequate participation of all concerned and then implemented.

The devolution exercise strategy as part of PRI CB&T strategy will have components of:

- Sensitization- Clarity of concept among de-concentration, delegation and devolution among decision makers, process architecture design and consensus (who does what - decision making, work/proposal/dissemination etc., action plan and responsibilities, steering Committee, working groups, roles and responsibilities of all stakeholders, time frame, etc.)
- Preparing legal ground- Mapping of all relevant sectoral acts and revisions as per the needs including the state PR Act, appropriate Rules and Regulations under the state PR Act
- Mapping out services, functions and departments- The experience has shown that best devolution occurs when based on services and functions and not on existing departments (as a service may be broken up into more than one department)
- Breaking functions/services into activities
- Preparing guidelines/principles of devolution /functional assignment- This will include principles of subsidiary, economic bundling, current capacities, equality, etc.
- Preparing devolution matrix- services/function/activities wise among District Panchayats, Block Panchayats, Gram Panchayats, Gram Sabhas (in both PESA and non PESA areas)
- Developing responsibility and authority matrix corresponding to devolution matrix
- Assigning fund streams across three tiers of Panchayats central/state/others – tied/untied/partly tied
- Prioritizing devolution and phasing as per state realities and assessment
- Getting all sanctions/ approvals, executive orders, ordinance, GO, Acts and revisions of Acts
- Identifying people, infrastructure doing the current jobs and their transfer/allocation arrangements
- Issuing instructions, executive orders as required for transfer of funds, functionaries and functions
- Sensitizing, dissemination, training of all concerned stakeholders on the devolution mechanisms and implementation plans
- Preparing and implementing CB&T plans for aftermath of devolution for required capacity development

## I. OPPORTUNITIES

Opportunities present themselves under the current situations as Jharkhand offers relatively a clean slate for PRI interventions, cross learning opportunities from learning of other states, knowledge capital accrued in PRI CB&T and PRI governance knowledge. Two key opportunities are identified as:

1. Leapfrogging potential
2. Potential of utilizing existing social capital

### 5. LEAPFROGGING POTENTIAL

Leapfrogging is fast and accelerated growth akin to utilizing escalator instead of staircase or jumping several levels/barriers at a time. Lost time due to delayed elections can be made up and should be made up based on learning of other states.

Significant learning potential exists in tapping:

- ICT usage of AP (AMD-APARD)
- SATCOM utilization of Karnataka state PRD, though this technology is dated now and more cost effective solutions are available in broad band, etc.
- 100% coverage micro planning, Training Needs Assessment and quality training with focus on women ER empowerment by Rajasthan
- Integrating training and CB in local culture and customs by Tamil Nadu
- Experiential learning tools used by several states
- Cadre development of District and block level resource persons through sound selection, in depth TOTs and detailed training manuals of Rajasthan, AP, Kerala, etc.
- Proactive involvement of PRI stakeholders in CB&T in Kerala
- E-Governance initiatives and online accounting system of Panchayats in Orissa
- Panchayats Help line initiatives, news letter circulation, etc. of several states

**PRI CB&T strategy of Jharkhand will be well informed of recent learning and incorporate the same as needed.**

## **6. POTENTIAL OF UTILIZING EXISTING SOCIAL CAPITAL**

Social capital is the key capital needed for undertaking PRI CB&T. Jharkhand is perceived to have adequate starting social capital to absorb PRI CB&T. The qualitative markers for this include:

- Adequate presence of NGOs/CSOs across the states
- Resilience of tribal people demonstrated throughout the history
- Ease of conducting training as reported by CSOs even in disturbed areas
- “Platinum scrap” (remains of strong democracy) in tribal areas
- Strong turnouts of voters in the ongoing election even in very disturbed areas and Naxals strong holds (66-78% as per Newspaper reports)

**PRI CB&T strategy will take cognizance of all the opportunities available in emerging scenario and ensure usage of existing social capital.**

## **J. RISKS AND UNCERTAINTIES**

While risks and uncertainties are very difficult to factor in, in any strategy it is prudent to be at least aware of the same.

Five key risks and uncertainties identified comprise:

1. Political stability and will
2. Law and order situation
3. Risk of eroding tribal culture
4. Leakages and corruption

Occurrence/change from existing levels in any of these will affect PRI CB&T in significant way. Jharkhand has a history of political instability in recent times, which is directly correlated to the quality of governance. Political will, finally will determine extent of empowerment of Panchayati Raj Institutions through devolution, appropriate Acts, Rules and Regulations and PRI CB&T initiatives. Law and Order situation, if worsens, will affect PRI CB&T.

Jharkhand state is one of the last strongholds of tribal and should take due care in any interventions that local culture and customs are preserved (Like Bhutan has done, where despite low development index, happiness index of people is highest in the world). **PRI CB&T strategy will take due cognizance of the above prerequisites.**

## 7. STRATEGIC FRAMEWORK FOR PRI CB&T

The strategic framework for PRI CB&T based on above is developed based on above discussions and comprises:

**Table 2.2: Strategic Framework for PRI CB&T for Jharkhand**

SR. NO.	DIMENSION UNDER INQUIRY	PROPOSED STRATEGIC INTERVENTION/STRATEGY
1	LEGAL	<ul style="list-style-type: none"> <li>Activity mapping based on a proposed road map and devolution</li> <li>Establishing jurisprudence of the state PR Act with due modifications as/if required</li> <li>Framing of Rules and Regulations for implementing PR Act</li> </ul>
2	POLICY	<ul style="list-style-type: none"> <li>Convergence for existing parallel social and government structures and CB&amp;T efforts</li> <li>Setting up of travel cost norms for training as per reality in the state</li> <li>Setting up vision, mission and objectives of PRI CB&amp;T</li> <li>Converting SIRD in to autonomous society with strong PRI division with functional autonomy</li> </ul>
3	STRATEGIC	<ul style="list-style-type: none"> <li>Devolution process map</li> <li>Developmental Communication strategy</li> <li>Training strategy</li> <li>On the job Training/Mentoring strategy</li> <li>Research strategy</li> <li>Role model strategy</li> <li>Peer network facilitation strategy</li> <li>Empowering engagement processes between ERs and Panchayati Raj Department's executives and other line departments' executives</li> <li>Knowledge management strategy</li> <li>Functional literacy strategy for ERs</li> <li>Leadership strategy for EWRs</li> <li>Partnerships strategy (with Civil Society) and local resource development strategy</li> </ul>
4	INSTITUTIONAL	<ul style="list-style-type: none"> <li>Strong SIRD with adequate Human Resources, detailed job descriptions, appropriate remuneration system,</li> <li>SIRD as a holistic Capacity Development nodal body and not limited to only training</li> </ul>
5	INFRASTRUCTURE	<ul style="list-style-type: none"> <li>Space/land/buildings/furniture for SIRD/PR division, Extension Training Centers, IT/ICT infrastructure (all to be estimated later on in the final report)</li> </ul>
6	SYSTEMS	<ul style="list-style-type: none"> <li>All operating systems including Procurement management, Contract management, Training Needs</li> </ul>

		Assessment, Training module Development, M&E, training documentation and reporting, operational and micro planning, finance management, etc. (Our report will specify the specifications of the systems but detailed manual will have to be developed later on by the state/SIRD)
7	BUDGET	<ul style="list-style-type: none"><li>To be estimated in the final report for 100% coverage as per NCBF</li></ul>

## **8. WAY FORWARD**

The above mentioned strategic framework will be detailed out later on by the CA team at their home state.

We request the Jharkhand State PRD to provide their comments on the draft report preferably by 20<sup>th</sup> December 2010. We will incorporate the comments appropriately along with the detailed strategies in the final report.

**ANNEXURE 2: LIST OF PEOPLE MET**

SR.NO.	NAME & DESIGNATION	ORGANIZATION/ DEPARTMENT
1	Mr. S.K. Sathpathy, IAS Secretary	Panchayati Raj & Rural Development, Government of Jharkhand
2	Mr. Vinay Pandey State Project Coordinator	CDLG Project, UNDP
3	Ms. Jayshree Jha Principal	Centre Training Institute (CTI)
4	Ajit Kumar Singh	Centre Training Institute
5	Mr. Gauri Prashad Director	State Institute of Rural Development (SIRD)
6	Mr. Ashok Bhagat Secretary	Vikash Bharti, Bishunpur
7	Ms. Aradhana Patnaik Director	National Rural Health Mission (NRHM)
8	Mr. Ashish	Tribal Activist
9	Ms. Ranjana Director	Vikash Bharti, Bishunpur
10	Mr. Sumantra Mukharjee State Coordinator	Vikash Bharti, Bishunpur
11	Ms. Karabi Program Officer	PRIA, Ranchi
12	Mr. D.K. Srivasthav Director	Panchayati Raj Department, Government of Jharkhand
13	Mr. Lohravravrao	Jan Jagruti Manch, Chingri Village
14	Mr. Sukkabrijya Joint Secretary	Primitive Tribal Group & Education, Vikash Bharti
15	Gram Sabha Pradhan & Members	Chingri Village
16	Mr. Vinay Kumar Choubey, IAS State Project Director	Jharkhand Education Project Council
17	Mr. B.K. Sinha Civil Works Manager	Sarva Shikasha Abhiyan
18	Mr. Sachin Kumar State MIS Coordinator	Sarva Shikasha Abhiyan
19	Mr. Deepak Upadhyay Project Associate	GOI- UNDP State level support to Livelihoods Promotion Strategies- Jharkhand
20	Members of NGOs/ CSOs	Gram Swaraj Abhiyan (Network of NGOs and CSOs)
21	Mr. Sudhir Pal	Gram Swaraj Abhiyan
22	Dr. SantKumar Parashad Assistant Director	Development Resource Centre, XISS
23	Ms. Shelly. J. Kerketta District Facilitator	GoI- UN Joint Program on Convergence
24	Bishnu Charan Prida State Project Officer	Capacity Development for District Planning & Livelihood Promotion Project
25	Sanjay Basu Malik	Jharkhand Jungle Backao Andolan
26	Alistar Bodra	Tribal Community Member

27	Swami Shashankanand Secretary	Ram Krishna Mission, Jharkhand
28	Sangram Besara Deputy Secretary	Nagar Vikash
29	Ajay Kumar Singh, IAS Commissioner	MGNREGS
30	Mr. Neelesh	Jharkhand State Watershed Mission-State Level Nodal Agency
31	Debasis Mohapatra	GOI- UNDP State level support to Livelihoods Promotion Strategies- Jharkhand