In Pursuit of Local Self Governance

Training Modules for Panchayati Raj
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Introduction

The 73rd and 74th Constitutional Amendments brought about last year have created a legal opportunity for the pursuit of Local Self Governance at the village and municipality levels. While the ideals related to Self Governance have been current in the Indian Political Thoughts throughout this century, their practice has been largely inadequate on the ground. Mahatma Gandhi had spoken at great length about the importance of Self Governance by Gram Sabha in the 1930's. Further the independent Indian State created a Federal Democratic structure with the Central and State Governments elected periodically.

Over these four decades or more, the system of governance has become far more centralised than was originally emphasized. This has been particularly so in areas related to development be it health education, agricultural and rural development, drinking water, sanitation, forestry etc., etc. National Programmes and Policies have been periodically issued to be translated in budgets and targets at the State level and handed down to District Administration. In this process, not only that participation of ordinary citizens in determining their own future has been completely ignored, traditional institutions of Self Governance existing at local levels were systematically destroyed. This was particularly so in many tribal areas and hilly regions of the country or with the communities of fisherfolks and artisans in different parts of the country.

Therefore, the current opportunity for Local Self Governance needs to be seized in order to ensure long standing commitments for decentralised, democratic governance in our society.

The political space opening up through these Constitutional Amendments requires careful and systematic interventions if the dream of Local Self Governance has to be translated into reality.

Obstacles

The weight of the tradition of the last four decades is going to make it difficult for Local Self Governance to succeed. The National and State Governments, through political apparatus and Bureaucratic machinery is, by and large, going to resist any devolution of power. Their attempt will be to build Panchayati Raj Institutions in the rural areas as a “third” tier of a decentralised development delivery mechanism. This posture will ensure that Central Government remains the “first” tier, developing National Policies and Programmes and generating and allocating all resources. The State Governments become second tier elaborating further policies and programmes and deciding on resource mobilisation and allocation. Thus Panchayati Raj Institutions will be the left over residual category, where plans made from the top at the National and State levels will be merely implemented with the resource made available from “first” and “second” tiers.

This is an inadequate comprehension of the implication of these Constitutional
Amendments as well as the meaning of Local Self Governance. Institutions of Local Self Governance in the system of Panchayat Raj should be treated as the "first" and fundamental tier. It is at the level of Gram Sabha where face-to-face and participatory democracy can be practiced. It is at this level that all the available physical and human resources can be mobilised to develop priority programmes in social and economic sectors that first meet the needs of the families and the community in that Gram Sabha. Thus the base Institutions of Panchayati Raj not only develop programmes but also govern their resources, their inter-family relations and their community as a whole. The areas and issues that require the negotiations across Gram Sabha may then get dealt with through representative democratic system created at the level of Panchayat Samiti. Similar approach can be taken to the issues that require the attention of the District Committees or Zila Parishads.

As can be seen, this bottom heavy model of Local Self Governance is Dramatically different from what most Governments would like to accomplish. Therefore, this comprehensive and wider manner of local governance has to be projected at each stage. Local governance of local communities and local resources has to be asserted for, because it will not be handed down. Likewise, Self-governance requires space without external control, manipulation or intrusion for members of the village communities, to exercise their right to self governance.

The second arena that will require intervention in the process are building norms and institutions at the base level that will facilitate the practice of face-to-face participatory democracy at the Gram Sabha level. Since most of these traditional institutions have been destroyed and people's capacity to govern them systematically undermined by the top-down model of development practiced by the State over the last 45 years, it will take enormous support for, rebuilding ideas, norms, capacities and mechanisms from the bottom-up. The attitudes and perspectives of the members of the village community have been so systematically conditioned that they continue to remain passive recipients of the State support handed down to them as subsidy. This requires cultural transformation to inform, educate inspire and stimulate families and communities to believe in their indigenous capacity and institutions for Local Self Governance.

Educational Intervention

It is in this sense that educational intervention with village communities and newly elected representative of Panchayati Raj institutions becomes critical. While the State and its apparatus will launch massive educational intervention of its own accord, its likely that most of its message will focus on the "propaganda" of decentralised three-tier system of development delivery.

This gigantic educational task cannot be, therefore, left to the resources. Institutions and perspectives of the State itself. Other institutions of the Civil Society need to seize this challenge in order to help utilise the space for Local Self Governance made available through
these Constitutional Amendments. Thus Voluntary Organisations and NGOs need to undertake sustained educational intervention at the level of local communities and their elected representatives.

Many educational efforts are on throughout the country by various Voluntary Organisations and NGOs, independent research and training institutes to undertake this task. PRIA and its fraternal network of Regional Support Organisations has also started applying its experience of Participatory Training and Capacity Building to this task under Panchayati Raj.

This quick and brief collection presents models of training designs which are being attempted in different parts of the country. They include training interventions with the newly elected representatives of Panchayati Raj, in particular, women and weaker sections. It also contains training designs for the members of Voluntary Organisations to inform them about the implications of the Constitutional Amendments and to help them plan their roles in this regard. The purpose of putting these training designs together and disseminating them widely is to reinforce all similar efforts being undertaken throughout the country so that meaningful and authentic Local Self Governance can be re-asserted and re-established in our society.

Dr. Rajesh Tandon
February 1994
Coordinator
PRIA
Chapter No. 1

by Sanchar, Calcutta
Orientation Programme for
Women Panchayat Members

Objectives

1. To develop a critical awareness of the present socio-economic reality in the State, and to understand the situation of women (particularly poor rural women) in the context of this reality.

2. To understand the role and functioning of Panchayats in our political system.

3. To gain a better understanding of the scope and functioning of existing programmes for rural development and poverty alleviation, and to critically analyse their strengths and weaknesses.

4. To explore the ways in which women panchayat members can facilitate change processes through increased involvement of women in development.

The overall thrust of the course will be
- To equip learners to function effectively as panchayat members.
- To help learners become aware of their possible role as agents of social change through facilitating women’s participation in development and democracy.

Learner group.

- 25/30 newly elected women panchayat members.
- Heterogenous in age, socio-economic background, political affiliation and education.

Day First.

1. Introductions. Ice breakers.
2. Background
   — context of the course.
   — objectives of the course
3. Sharing the design.
4. Present socio-economic reality
   — situational analysis.

Methods/Time duration
(30 mins.)
Presentation,
Charts. (30 mins.)
Simulation (Part I)
(1 hour)
5. Debriefing of simulation  
   — root causes of poverty.  
   (Lunch break)  
   (1 hour)

6. Film: "Ashani Sanket"  
7. Present socio-economic reality  
   — how are things different today  
   from the situation in the film?  
   — how is West Bengal different  
   from other States?  
   (2 hours)  
   Discussion in large group,  
   facilitated and  
   consolidated by  
   trainers.

Note: The programme on Day 1 is designed to build an environment where the emotional impact of the film will bring the group closer together, and set the stage for a more intense and introspective process on Day 2.

Day Second

1. Situational analysis (contd.)  
   — situation of women.  
   (1 hour)  
   Simulation (Part II)  
   (2 hours)

2. Debriefing of simulation.  
   (Lunch break)  
   (3 hours)

3. Situation of women  
   — sharing of personal experiences  
   and life situations.  
   In small groups.  
   (2 hours)

4. Consolidation  
   — consequences of gender oppression.  
   — web of causation  
   By trainers.  
   (1 hour)

   (Dinner break)

Cultural programme.

Note: The second part of the simulation will focus more clearly on women’s issues in the context of the background established on Day 1. Linkages will be made and forces for and against change will be identified in a personal context. The Cultural programme will provide space for the expression of emotions generated during the process of reflection and analysis. The process will facilitate the learners in developing a perspective of themselves as part of a broader social context, rather than as ‘someone special’.

Day Third.

1. The Panchayat system  
   — history in India and West Bengal.  
   Slide presentation  
   (30 mins.)
2. Present structure and functioning of Panchayats. Roles and responsibilities of members.

3. Presentation by groups

4. Consolidation

(Lunch break)

5. Development in W. Bengal
   - various approaches (individual, family, community-based, area-based).
   - existing Government schemes

Discussion in small groups
(1 hour)
Charts.
By trainers.
(1 hour)

Lecture/presentation
(2 hours)
Time for reading handouts and material on Panchayats in W.Bengal.
(1 hour 30 mins)

Note: A commonality of understanding about their roles and responsibilities as Panchayat members will be built on learners’ perceptions based on their earlier experience in their own situations.

Day Fourth

1. Scope and functioning of Government programmes
   - structural strengths and weaknesses.
   - strengths and weaknesses in implementation
   - alternative designs.

(Lunch break)

2. Presentations by groups.

3. Consolidation
   - how socio-economic situation affects implementation of government programmes.
   - inherent strengths and weaknesses of various approaches to rural development.

Methods/Time duration
Case studies on video or in writing, to be discussed in small groups
(3 hours)
Chart/poster displays.
By the trainers.

Note: Sessions on Day 4 are designed to build on information and knowledge about government schemes (discussed on the previous day), with the focus on acquiring analytical and critical skills, and articulating alternatives.
Day Fifth

1. Impact of development programmes on status of women
2. Presentations by groups
3. Consolidation
   (Lunch break)
4. Identifying and mobilising resources for change
5. Presentations
6. Consolidation
   - resources for change including government programmes, people's organisations and people's action.
   - holistic approach to identifying alternatives.

Methods/Time duration
Discussion in small groups
(1 hour)
(1 hour)
Exercise in small groups
(1 hour)
By trainers
(1 hour)

Note: The process on Day 5 will return the focus from a general appraisal of the impact of development programmes, to the actual reality at the grassroots level, with learners analysing their own experiences in the light of their understanding about their own roles as representatives of the power structure. Exercises will present small groups of learners with typical village level situations which highlight women's issues in the context of development activities, and ask the question "As a Panchayat member, what would you do?"

Day Sixth

1. Action planning for the next year.
2. Presentation of action plans.
   (Lunch break)
3. Evaluation of this course.
4. Planning for follow-up
5. Feedback.

Methods/Time duration
Individuals, or small groups from the same panchayat. (2 hours)
(1 hour)
By the group (1 hour)
(1 hour)
Using non-written forms of expression.

Note: Since unrealistic expectations and theoretical planning in a mood of euphoria would defeat the objectives of the course, the emphasis on the final day will be on effective interventions at the local level, with action plans being prepared using the knowledge, awareness and skills incorporated in the design of the earlier days.
Chapter No. 2
by Unnati, Ahmedabad
Orientation of Panchayati Raj Institution (PRI) Functionaries on Local Self Governance & Grassroots Development Planning

Objectives

1. To make the Sarpanches understand the potential of 73rd and 74th constitutional amendment towards building a society on principles of Governance (SWA RAJ)

2. To develop skill among the Sarpanches on practicing self governance and grass roots development

Day First

Afternoon Introduction

Context 73rd and 74th Constitutional amendment

New roles, opportunities and challenges

Methods/Time duration

Input

Group discussion

Plenary consolidation

Day Second

Morning Local self governance

- Salient features
- Participation
- Civil power vs State power
- Autonomy
- Dynamic

Afternoon Awareness Building on Hurdles to self governance

Methods/Time duration

Case analysis

Simulation

Analysis

Day Third

Morning Bottom up planning (Micro Planning)

- Need based
- Social Justice

Methods/Time duration

Case analysis

1. Amodrapal (VIKSAT)
2. Urmul Trust
   Fodder Security system.
- Sustainable
- Locally managed and controlled
- Feasible

Afternoon  Steps in micro planning and methods

Day Fourth.

Data collection for micro planning and how to analyse the data for planning

Input and exercise

Day Fifth

Morning  Data collection for micro planning and how to analyse the data for planning

Input, field exercise, Class room exercise

Afternoon  Skill building on micro planning (Preparation of a micro plan)

Exercise

Day Sixth.

Morning  Presentation of micro plan and checking it as per the stated principles, Evaluation, follow up

Exercise
Chapter No. 3

by Mr. Kamal, Janmitra, A.P.
Panchayat Raj and Women’s Participation

Constitutional provision

The constitution’s 73rd amendment Act 1992 envisages states to establish a three tier system of strong, viable and responsive panchayats at the village level. The states are expected to devolve adequate powers, responsibilities and resources upon these bodies so as to enable them to plan for development and social justice and 33% of the membership in the Panchayat Raj system is reserved for women.

Hence the Panchayat Raj Act makes a significant landmark in the field of development planning in India. The basic function of democratic decentralization is to ensure that the state is more responsive to regional and grassroot needs of the people. It ensures Peoples participation and leads to better implementation of development programmes.

It also leads to an important belief that the people in the villages have a better understanding of their requirements and they can develop with their own initiatives. Thus Panchayat Raj system now ensures planning and implementation of development programmes by people’s participation in both political and development processes.

Women and Panchayat Raj institutions.

The act provides reservation of at least one third of the total membership for women at all levels of Panchayat Raj institutions.

We all know the present situation where dominant caste men with resources and power holdings continue to occupy prime place in all the panchayat bodies, the objective of the Act can’t be achieved unless the rural women are empowered with the necessary information, knowledge and skills.

A few past experiences

Today all the countries in the world have provided voting rights for women but it is a fact that the majority of women have not benefitted from this, why?

The obstacles like double responsibilities, lack of time and resources to understand and consciously learn the knowledge of political issues further retarded women’s participation.

The studies findings on women leadership at grass-roots in Andhra Pradesh, Karnataka and U.P. is worth understanding because in these states legislations were brought to increase women participation in Panchayat Raj Institutions.

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Though these experiments are not totally satisfactory Gram Panchayats have been finding political space for women in rural power structure.

It is found that the landless women have no say in power structure of the village politics, the research shows that absolute poor have no representation in the decision making process.

Thus it may be stressed that the changes promoting removal of gender barriers are insufficient unless the participation of the poorest of the poor is ensured.

Generally women are coming to grassroots level politics not on their own, they are brought by husbands, relatives or caste men.

Due to gender bias men are not allowing women to be politically active, changing status of women is not acceptable to male members of the family hence there is increasing conflict within the family in this process.

The available data shows that a good percentage of women representatives could not be effective, because they are facing problems related to lack of education, confidence in themselves, knowledge, understanding and training. On the other hand there are some very effective members also whose awareness of different issues has been increasing due to their active participation.

Where the women are active, conscious and participating they are involved with women development programmes on the issues related to women like dowry deaths, murders etc.

There are many laws for improving women's status in the society but they could not be effective as there is a need for strong women organisations at grassroots and critical consciousness to use the legal provisions for attaining the rights and justice.

What we learn from our past experiences?

Women’s participation in Panchayat Raj assumes a vital significance in the context of women's role in micro level decision making process.

For the majority of the women dwelling in the villages especially those who belong to the lower sections of the society their participation, initiative and leadership in the rural political institutions can be of immense help to bring about a holistic perspective of the process of planning policy formulation and implementation of rural development programmes.

This process definitely leads to active struggle against atrocities on women, provides strength to women organization to demand for justice and finally it accelerates the process of women emancipation.

The above findings and analysis clearly emphasizes the definite need for external intervention in the form of information, knowledge, skills, and awareness through a process of structured training to achieve these goals.
Education intervention - training

Women training participants can be categorized into two primary groups

1. Rural women groups/sangams/mahila mandals/associations and active prospective women panchayat members.
2. Elected women panchayat leaders

The center and state governments, professional institutions, non-government organizations both support institutions and grassroot voluntary organizations and the panchayat bodies must become partners in promoting educational interventions, the conscious women's participation and women's empowerment.

We feel non government organizations due to their close linkages with rural people and women can play a very significant role in this effort by sharing information, knowledge and promoting skills and awareness of women through a variety of processes.

At this historical juncture we all should take this opportunity to enhance our efforts in women development.

As primary task we should identify the needs of the women to function as effective, independent, progressive women panchayat leaders.

Learning needs

Understanding of the Panchayat Raj system
Awareness about the 73rd constitutional amendment
Promoting understanding women in the present society
Understanding different acts related to women
Awareness about different development programmes and panchayat institutions.
Personality development of women
Micro planning
Group processes and group development.

The larger objectives of the women panchayat leaders training

To promote the processes of promoting efficient women panchayat leaders.
To support the process of women emancipation by promoting active women participation
To develop the skills of micro planning in women leaders.

Women awareness training - Panchayat Raj "WAT PR"

Participants

Women groups/sangams/mahila mandals/associations and the prospective women panchayat leaders.
The participants can be from one village, one panchayat constituency or from more than one village. The maximum number of the participants may be around twenty five. We can select teams of two to five prospective panchayat leaders or active women for this training programme.

Duration

This is a one phase model it can be organised either at the village or in a nearby place for one full day or it can be divided into two half day programmes to organise in the evenings or mornings when ever the participants find time, but at least for four hours each time.

Objectives

To build awareness about the panchayat system and the 73rd amendment Act.

To understand the role of women in village panchayat and its importance to women's development.

To motivate women to take active part in the village panchayat leadership.

"Women Panchayat Leaders Training" WPLT

Participants

Elected panchayat leaders

Two phase model

The training of women panchayat leaders will be a two phase model with a duration of five days each, the interval between two phases will be approximately two months. Thus this residential training programme runs a period of ten days.

The following factors are taken into consideration in designing this model.

The time available with the women panchayat members

To create opportunity for field tasks during intervals for a meaningful action, reflection process.

To enable gradual transfer of learning.

The time duration for each subject and the inter linkages.

The Focus of the two phases are as follows

Phase I:

Role of panchayat as a strategy for village development Panchayat system and 73rd amendment act. The role of women leaders group processes, personality development, and micro planning.
Objectives of Phase I

To understand the panchayat system and 73rd amendment Act.
To understand the role of women leaders in panchayat
To experientially learn group processes
To promote self development of the women leaders
To learn micro planning

Phase II:

Micro planning, village development programmes, women development, Acts related to women, women leaders personality development and panchayat records.

Objectives of Phase II

To improve the skills of micro planning
To understand different village development programmes
To understand different women issues and women development
To understand different Acts related to women
To continue the promotion of self development of the women leaders
To learn and practice different panchayat records
To practice micro planning

Field Task:

In between Phase I and II the participants will be doing micro planning, field assignment. The issues arising from the field experiences will also be dealt with in the second phase.

Women Panchayat Leaders Training WPLT

Phase I

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<th>Learning theme/activity</th>
<th>Methods</th>
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<tbody>
<tr>
<td>1.00 p.m</td>
<td>Songs</td>
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<tr>
<td>1.30 p.m</td>
<td>Introductions, Expectations, Background, over view of WPLT and objectives of Phase I</td>
<td>Diad, General Session</td>
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<tr>
<td>Day/Time</td>
<td>Learning theme/activity</td>
<td>Methods</td>
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<tr>
<td>1.00 p.m</td>
<td>Lunch</td>
<td>Small groups</td>
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<tr>
<td>2.30 p.m</td>
<td>What do you mean by village Panchayat? why do we need it?</td>
<td>General session</td>
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<td>4.00 p.m</td>
<td>Village panchayat-group reports and consolidation</td>
<td>lecture</td>
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<td>5.00 p.m</td>
<td>Panchayat system and the 73rd amendment Act</td>
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<tr>
<td>6.30 p.m</td>
<td>Break</td>
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<tr>
<td>7.30 p.m</td>
<td>Cultural programme</td>
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<td>8.30 p.m</td>
<td>Supper</td>
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<tr>
<td><strong>Day Second</strong></td>
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<tr>
<td>7.00 a.m.</td>
<td>Panchayat system and the 73rd amendment Act</td>
<td>Reading material</td>
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<td></td>
<td>small groups</td>
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<tr>
<td>8.30 a.m.</td>
<td>Breakfast</td>
<td></td>
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<tr>
<td>9.30 a.m.</td>
<td>Role of women In the village panchayat</td>
<td>Simulation</td>
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<tr>
<td>11.30 a.m.</td>
<td>Tea break</td>
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<tr>
<td>12.00 noon</td>
<td>Roles and competencies of women in the village panchayat</td>
<td>Small groups</td>
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<tr>
<td>1.00 p.m</td>
<td>Lunch</td>
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<tr>
<td>2.30 p.m</td>
<td>Roles and competencies of women in the village panchayat</td>
<td>Group reports</td>
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<td></td>
<td>consolidation</td>
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<tr>
<td>4.00 p.m</td>
<td>Tea break</td>
<td>Fish bowl</td>
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<tr>
<td>4.30 p.m</td>
<td>Group processes participation, communication</td>
<td>video</td>
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<td>5.15 p.m</td>
<td>Group processes participation, communication</td>
<td>Group Session</td>
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<td>Video review</td>
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<tr>
<td>6.00 p.m</td>
<td>Break</td>
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<tr>
<td>7.30 p.m</td>
<td>Supper</td>
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<tr>
<td>8.30 p.m</td>
<td>Group processes-leadership and decision making</td>
<td>Simulation</td>
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<td>video</td>
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<tr>
<td><strong>Day Third</strong></td>
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<tr>
<td>7.00 a.m.</td>
<td>Group processes-leadership and decision making</td>
<td>lecture</td>
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<td>video review</td>
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<td>Day/Time</td>
<td>Learning theme/activity</td>
<td>Methods</td>
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<tr>
<td>8.30 a.m</td>
<td>Breakfast</td>
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<tr>
<td>9.30 a.m</td>
<td>Group processes Conflict resolution</td>
<td>Exercise consolidation</td>
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<tr>
<td>10.00 a.m</td>
<td>Tea break</td>
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<tr>
<td>10.30 a.m</td>
<td>Group process facilitation-meetings</td>
<td>Exercises</td>
</tr>
<tr>
<td>11.30 a.m</td>
<td>Group processes Consolidation Mid term review</td>
<td>General session</td>
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<tr>
<td>1.00 p.m</td>
<td>Lunch</td>
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<tr>
<td>2.30 p.m</td>
<td>Exploring self Interpersonal perceptions</td>
<td>Trust walk</td>
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<tr>
<td>4.30 p.m</td>
<td>Tea break</td>
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<tr>
<td>5.00 p.m</td>
<td>Exploring self Who am I? image discovery</td>
<td>Exercise</td>
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<tr>
<td>6.00 p.m.</td>
<td>Exploring self Understanding self development</td>
<td>Johari window lecture</td>
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<td>7.30 p.m</td>
<td>Supper</td>
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<tr>
<td>8.30 p.m</td>
<td>Exploring self focus on positives/strengths</td>
<td>Microlab</td>
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**DayFourth**

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<tr>
<th>Day/Time</th>
<th>Learning theme/activity</th>
<th>Methods</th>
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<tbody>
<tr>
<td>9.30 a.m</td>
<td>Exploring self Sharing self image</td>
<td>Triads</td>
</tr>
<tr>
<td>11.00 a.m</td>
<td>Tea break</td>
<td></td>
</tr>
<tr>
<td>11.30 a.m</td>
<td>Exploring self development</td>
<td>Lecture</td>
</tr>
<tr>
<td>1.00 p.m</td>
<td>Lunch</td>
<td></td>
</tr>
<tr>
<td>2.30 p.m.</td>
<td>Self development Who I want to be?</td>
<td>Exercise</td>
</tr>
<tr>
<td>4.00 p.m</td>
<td>Tea break</td>
<td></td>
</tr>
<tr>
<td>4.30 p.m</td>
<td>Role of panchayat in the Village development</td>
<td>Small groups consolidation</td>
</tr>
<tr>
<td>6.00 p.m</td>
<td>Break</td>
<td></td>
</tr>
<tr>
<td>7.30 p.m</td>
<td>Supper</td>
<td></td>
</tr>
<tr>
<td>8.30 p.m</td>
<td>Cultural programme</td>
<td></td>
</tr>
<tr>
<td>Day/Time</td>
<td>Learning theme/activity</td>
<td>Methods</td>
</tr>
<tr>
<td>----------</td>
<td>-----------------------------------------</td>
<td>------------------</td>
</tr>
<tr>
<td>7.00 a.m</td>
<td>Panchayat and micro planning</td>
<td>Lecture</td>
</tr>
<tr>
<td>8.30 a.m</td>
<td>Breakfast</td>
<td></td>
</tr>
<tr>
<td>9.30 a.m</td>
<td>Micro planning-preparation of village wise planning</td>
<td>Village wise groups</td>
</tr>
<tr>
<td>11.30 a.m</td>
<td>Micro planning Presentation of plans</td>
<td>General session</td>
</tr>
<tr>
<td>1.00 p.m</td>
<td>Lunch</td>
<td></td>
</tr>
<tr>
<td>2.00 p.m</td>
<td>Interim-plan, follow-up Phase II dates and place Evaluation</td>
<td></td>
</tr>
<tr>
<td>5.00 p.m</td>
<td>Departure</td>
<td></td>
</tr>
</tbody>
</table>
Chapter No. 4
by Dr. B.K. Sinha, Cencored
Patna
A Programme of Awareness Generation and Capacity Building for Panchayati Raj

Part - I

Why this Programme?

After about half a century of democracy related experience the realisation has finally dawned that the Government of the people, for the people and by the people should necessarily have people's direct participation in the planning and development process of the country. Hence, the Panchayati Raj concept is the crystallisation of those concepts that are bound to germinate into a system of goal-setting and implementation in which the beneficiaries would themselves be both the task-setters and task-masters.

But, in order to help the people mould themselves into makers of their destiny and defacto rulers, it is essential to arouse in them those long dormant strengths that a long-drawn century of exploitation and deprivation has buried into the ashes of nothingness. In order to achieve that and brush the people's mantle to handle the tasks and responsibilities assigned with confidence and deftness, this programme package has been visualised and put forth for favourable consideration.

What are the goals?

The goals intended to be achieved through this programme package are:

i) Creating all-round awareness about the kind of role play envisaged for Panchayats and how much people's participation is expected to fulfill the same.

ii) Capacity-building of the elected members of Panchayat with special inputs to provide additional strength to those belonging to women and weaker sections.

iii) Performance-maintaining inputs in order to help the elected members prune their dissatisfaction, difficulties and freshly equip themselves with better understanding of the procedure, available support and resources base at their level.

The Scope of Work:

In order to achieve the above goals the scope of work visualised is indicated below:

i) Preparation of written materials both for their training as well as during work references.

ii) Preparation of handouts in order to spread awareness among the masses for which intensive multimedia campaigns will be undertaken.
Organising training for administering technical and operational inputs and exchange of view and experiences in order to encapacitate them in micro-planning, mobilisation of resources and execution of the approved planned programmes.

Providing periodical support for further exchange of views with prime objective of problem-solvings and refreshers interactions.

Programme Package:

Keeping in mind the long list of 29 activities and responsibilities as stated in the 73rd constitutional amendment (31 in the case of Bihar legislative Act) it is essential to segment them and categorise inputs for each segment so that the coverage is complete and wholesome.

The Programme Package consists of the following Phases:

- **Phase I**: Awareness Building
  - One day campaign at Block level consisting of people drawn from all Panchayats.

- **Phase II**: Capacity Building
  - Five days package - Block-level in consultation with District Administration.

- **Phase III**: Problem Solving:
  - Two days package at Panchayat-level (A group of five Panchayats)

Methodology:

In order to implement the programme package most suitably the following methods have been selected:

- **i)** Preparation of Training materials along with audiovisual aids.
- **ii)** Networking of organisations/individuals in order to organise the programmes simultaneously at as many centres as possible.
- **iii)** Training of the resource faculty to achieve the uniform level in the rendering of programmes.
- **iv)** Conducting of actual programmes.
- **v)** Collection of feedback in order to further enrich the package and to have a factual assessment of the mileage gained.
Content & Process of Panchayat Raj

Part - II

Moduled Lessons: Capacity Building Progress

Panchayat : Historical Perspectives
- Tradition, Culture, History
- Likshawin Ganrajya
- Panchayat system, in premordial, primitive societies
- Views and ideological dimensions

Panchayat : Legal Perspective
- Place in Indian constitution
- 73rd & 74th amendments
- Fundamentals of Panchayat Raj
- Reservation, protection and promotion of disadvantaged groups.
- Women and panchayat : Its dimensions
- Election process

Panchayat : Administrative & Judicial
- Roles and responsibilities
- Organisation
- Administration
- Management
- Judicial structure and activities
- District and intermediate level (block) structure.

Panchayat : Developmental Dimensions
- Activities
- Content and process of microplanning
- Monitoring and evaluation
- Financial management.

Panchayat : Resources Development & Institution Building
● Participatory Process in:
  Planning
  Appraisal
● Project formulation process
● Cultural activities for participation.

Supporting Material (Self - Learning, As reference materials)

I. Panchayat Directory (Who does what at various levels)
   - Village level
   - Panchayat level
   - Block level
   - District level
   - State level

II. Development Programmes (What ? Where ? How ?)
   - Employment opportunities
   - ICDS, DWACRA
   - National-level programmes

III. Health, Nutrition, Environmental sanitation

IV. Natural Resources : Agriculture, Agroforestry

V. Livestocks (Carry, Goatry, Piggery etc.)

VI. Bihar - An introduction

VII. Capacity building processes : Training, Seminar, Organizing the activities.

Capacity Building/Training

Panchayat Raj

The 73rd Amendment provides 29 different works related to education, employment, environment, energy, empowerment etc. Some states, like Bihar have elaborated upon them, and in some cases have given additional works. However, the essence of the original 29 segments are reflected in all of them.

It is envisaged that a Panchayat by exercising preparation of roughly SIX MICRO PROJECT can cover all the works encompassed in the 29 assignments. The brief exercise below would like to present the content areas of the Six Micro projects through the Process of Micro-planning. This is subject to further refinement:

Micro project No. 1. Infrastructural Development

i. Resources identification, resources mobilization

25
ii. Road building, culvert, bridges, public distribution system, drainage, river, electricity. All other activities that generate financial resources

Microproject No. II Education and Culture
i. Education for all: Pre primary education.
ii. Primary education, secondary education.
iii. Adult literacy and education, follow-up and continuing education, Jan Sikshan Nilayam
iv. Library, community cultural centre
v. Hostel, seminar, workshop, melas
vi. Exhibition, recreation, playground, park.

Micro project No. III: Health and Environmental Sanitation
i. Health for all, public health centre, mother and child care, safe motherhood centre, family welfare
ii. Health education and extension, edible things regulation
iii. Quality control measures, tannery regulation
iv. Care of disabled persons, care of old citizens
v. Slaughter house, bathing ghats, drinking water
vi. Pollution control, biogas, improved chulha
vii. Cleanliness measures, dead bodies disposal
viii. Cremation, community sanitation etc.

Micro project No. IV: Women and Children
i. Integrated child development scheme, development of women and children in rural areas, creches
ii. Balwadis, legal protection to women cell
iii. Mahila mandals, mahila recreation centre
iv. Special training components for women
v. Mahila Samakhya

Micro project No. V: Employment
i. Production - cum training centre, Nehru Rojgar Yojna, TRYSEM, Cottage Industry, Growth Centre, Grameen Bank, Credit Institution.
ii. Poverty removal programmes, Labour-related issues, Labour Tribunal, House Building, Transport
Micro project No. VI: Agriculture, Livestock & Forestry

i. Agriculture, Horticulture, Community Grazing Ground, Livestock, Dairy.

ii. Poultry, Goatry, Piggery, Breeding/artificial Insemination, Fishery, Sericulture

iii. Vermiculture, Waste Land Development, Social Forestry, Agroforestry, Reforestation, Afforestation

iv. Biomass cultivation, Irrigation and Watershed Management, Bio gas, Education and extension activities, Demonstration Centres

The Process of Micro project Formulation would include:

i. Participatory Rural Appraisal

ii. Participatory Planning

iii. Resources mobilization

iv. Creation of new resources

v. Creation of support services to achieve the objectives of microproject

vi. Participatory Evaluation

* The Process of microplanning would ensure people's participation in planning and management of microprojects
Chapter No. 5

by Dr. B.K. Sinha, Cencored
Patna
Design of a Training of Trainers (TOT) programme for NGO representatives in Panchayat Raj Awareness Programme

Objectives

- To increase awareness and understanding of the issue and the functioning of Panchayati Raj (PR)
- To find ways to reach masses with the basics of PR, as a campaign
- To find the information/knowledge gap
- To create messages, build up a strategy for communication
- To build up trainers team

Programme

Day First

- Introduction
- Their expectation from training
- Their expectation and apprehension of Panchayati Raj
- Discussion on the content and process of the present training
- Field visit to find out peoples knowledge, expectation, apprehension on and about PR

Day Second

- Increasing understanding of PR
- Our tradition of PR

Day Third

- PR in the Indian Constitution
- 73rd and 74th amendments
- The provisions in PR: reservations
- PR and women
- The functioning of PR
- Electoral processes
Day Fourth

- Looking at the information/misinformation, expectation/apprehension among the people
- Identifying the gaps in knowledge
- Creating messages to reach the masses
- Working out the processes to take the messages to the masses
- Interacting with Mukhyas and Pramukh

Day Fifth

- Concentrating on the women and PR.
- Discussion on the impediments faced by women population in freely participating in the PR.
- Special strategy meant for women
- Field visit to have an interaction with the women groups.
- Refining the communication strategy
- Initiating the process of training to achieve goals

Day Sixth

- The need of a training strategy
- Further discussion on the goal of training
- Training team and its function
- Refining the training strategy
- Working out a programme for three months
- Conclusions for the time being
Chapter No. 6

by Chandan Dutta - PRIA
Three day orientation Programme for existing Panchayat members on new Panchayat Raj System (H.P.)

Objectives

1. To discuss the existing roles and responsibilities of the members (village level/ward member, Sarpanch, deputy Sarpanch etc.)
2. To discuss the new amendment at the centre and other states and identify the positive aspects.
3. To identify the learning needs in the light of the new situation.

Participants - Twenty

Duration - Three Days (non-residential)

First Day

<table>
<thead>
<tr>
<th>Time</th>
<th>Content</th>
<th>Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>09.00 - 09.30 a.m</td>
<td>Arrival, registration of name</td>
<td></td>
</tr>
<tr>
<td></td>
<td>informal interaction</td>
<td></td>
</tr>
<tr>
<td>09.30 - 10.15</td>
<td>Introduction *</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Aims and objectives of the programme</td>
<td></td>
</tr>
<tr>
<td>10.15 - 10.45</td>
<td>Tea break**</td>
<td></td>
</tr>
<tr>
<td>10.45 -11.45</td>
<td>- What is panchayat</td>
<td>Large group discussion</td>
</tr>
<tr>
<td></td>
<td>- Why panchayat</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Role of panchayat</td>
<td></td>
</tr>
<tr>
<td>11.45 - 01.00 p.m</td>
<td>- Present structure of panchayat</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Present activities of panchayat</td>
<td></td>
</tr>
<tr>
<td>01.00 - 02.30</td>
<td>Lunch</td>
<td></td>
</tr>
<tr>
<td></td>
<td>During the break</td>
<td></td>
</tr>
</tbody>
</table>

* Since Participants know each other, here more emphasis was given to introduce the Trainer team and the purpose, form, objective of this programme.

** Thirty minutes break is basically to facilitate the mutual interaction on this issue.
<table>
<thead>
<tr>
<th>Time</th>
<th>Content</th>
<th>Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>02.30 - 03.15</td>
<td>Shortcoming of the present system</td>
<td>Lecture with structure and list prepared in the flip chart</td>
</tr>
<tr>
<td>03.15 - 04.15</td>
<td>Group discussion on Defects in the present system and what is needed</td>
<td>Small group discussion</td>
</tr>
<tr>
<td>04.30 - 05.15</td>
<td>Group report presentation</td>
<td>Large group</td>
</tr>
</tbody>
</table>

**Day Second**

Before Start of the days session the Trainer prepared a comprehensive list of the lacunae *** of the present system as presented in the group report yesterday.

<table>
<thead>
<tr>
<th>Time</th>
<th>Content</th>
<th>Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>09.30 - 09.45</td>
<td>Consolidation of the group report</td>
<td>Flip Chart in Large Group</td>
</tr>
<tr>
<td>09.45 - 10.45</td>
<td>New Panchayat Raj amendments</td>
<td>Lecture</td>
</tr>
<tr>
<td>10.45 - 11.00 a.m</td>
<td>Tea break During the break prepared a complete list of responsibilities/and activities to be undertaken at the Panchayat level.</td>
<td>Flip Chart</td>
</tr>
<tr>
<td>11.00 - 11.30</td>
<td>Discussion on the above</td>
<td>Large Group</td>
</tr>
<tr>
<td>11.30 - 12.30</td>
<td>On &quot;What are the activities to be done&quot; (discuss, plan and implement at the ward level, panchayat level)</td>
<td>Small group Discussion</td>
</tr>
</tbody>
</table>

*** Emphasis should be given to the problem related to roles and responsibilities rather than structure. ***
<table>
<thead>
<tr>
<th>Time</th>
<th>Content</th>
<th>Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>12.30 - 01.15</td>
<td>Group report-presentation and brief discussion</td>
<td>Large Group</td>
</tr>
<tr>
<td>01.15 - 02.30</td>
<td>Lunch</td>
<td></td>
</tr>
<tr>
<td>02.30 - 03.30</td>
<td>How to prepare a Plan</td>
<td>- Lecture with Flip Chart</td>
</tr>
<tr>
<td></td>
<td>• Identification of problem</td>
<td>in Large Group</td>
</tr>
<tr>
<td></td>
<td>• Discussion, meeting with the people</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• How to ensure maximum people's participation</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• How to solve conflict</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Various steps of the planning</td>
<td></td>
</tr>
<tr>
<td>03.30 - 04.15</td>
<td>Discussion of each step</td>
<td>Large Group discussion</td>
</tr>
<tr>
<td>04.30 - 05.15</td>
<td>Discussion continued</td>
<td>Large Group discussion</td>
</tr>
<tr>
<td><strong>Day Third</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>09.30 - 10.00 a.m</td>
<td>Recapitulation</td>
<td>Structured Exercise</td>
</tr>
<tr>
<td>10.15 - 11.15</td>
<td>Role play on Panchayat level planning</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Tea</td>
<td></td>
</tr>
<tr>
<td>11.30 - 01.00 p.m</td>
<td>Discussion of the role play</td>
<td>Large Group</td>
</tr>
<tr>
<td></td>
<td>Identification of the negative aspects, (attitudes, behaviours, ..., etc. to lack of information of relavent programme, policy, subject) Discussion on the above. Participants identified a set of skills, attitudes necessary to become a panchayat member.</td>
<td></td>
</tr>
<tr>
<td>01.00 - 02.30</td>
<td>Lunch</td>
<td></td>
</tr>
<tr>
<td>02.30 - 05.00</td>
<td>i) To carry out the new responsibilities</td>
<td>Large Group</td>
</tr>
<tr>
<td></td>
<td>ii) what are the needs</td>
<td></td>
</tr>
<tr>
<td></td>
<td>iii) How these needs can be fulfilled</td>
<td></td>
</tr>
<tr>
<td></td>
<td>iv) Identification of future learning agenda</td>
<td></td>
</tr>
<tr>
<td></td>
<td>v) Follow up plan for each participant and group (Panchayat level)</td>
<td></td>
</tr>
</tbody>
</table>

Learning materials distributed
Chapter No. 7

by Chandan Dutta - PRIA
Five Day orientation programme for grassroot level NGO/P.O's on new Panchayat Raj Amendments (Vis a Vis their roles and responsibilities in the same)

Objectives

- To do collective analysis of the present socio-economic situation at the field level and its linkages with our work in the area
- To understand and analyse the details of 73rd constitution amendment and the new Bihar Panchayat Raj Act
- To identify our roles and responsibilities in this situation
- To identify our learning needs for effective communication

Participants

Twenty five field workers from three organisations working among the rural people.

Duration

*Five day (Residential)*

Programme

Day One

<table>
<thead>
<tr>
<th>Time</th>
<th>Content</th>
<th>Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>12.30 p.m</td>
<td>Arrival to the venue by noon</td>
<td></td>
</tr>
<tr>
<td>03.00 - 04.00</td>
<td>Lunch together</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Introduction</td>
<td>In Large Group</td>
</tr>
<tr>
<td></td>
<td>• Among the participants</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Trainee and trainer</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Aims and objectives of the programme</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Facilities and time table of the next - five days</td>
<td></td>
</tr>
<tr>
<td>Tea break</td>
<td></td>
<td></td>
</tr>
<tr>
<td>04.30 - 06.00 p.m</td>
<td>Discussion on the present socio-economic and Political situation in</td>
<td>Organisation wise group discussion.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Time</th>
<th>Content</th>
<th>Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>rural area.</td>
<td>(each organisation will present their analysis related to their work)</td>
<td></td>
</tr>
<tr>
<td>07.30 - 09.00</td>
<td>Group presentation and discussion</td>
<td>In large group</td>
</tr>
<tr>
<td>09.00 - 09.30</td>
<td>Dinner</td>
<td></td>
</tr>
<tr>
<td>Free time</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Day Second</strong></td>
<td></td>
</tr>
<tr>
<td>08.30 a.m</td>
<td>Breakfast</td>
<td></td>
</tr>
<tr>
<td>09.00</td>
<td>Consolidation</td>
<td>In large group with Lecture, Discussion, writing points on the Flip Chart</td>
</tr>
<tr>
<td></td>
<td>- Identifying the problems</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Our roles</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Relevance and impact</td>
<td></td>
</tr>
<tr>
<td>10.00 - 11.00</td>
<td>- What is the 73rd constitution amendment</td>
<td>Lecture/followed by discussion in large group</td>
</tr>
<tr>
<td></td>
<td>What are the salient points from our viewpoint</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Tea</td>
<td></td>
</tr>
<tr>
<td>11.30 - 01.00 p.m</td>
<td>Bihar Panchayat Raj Act. What are the main points (distribute the copy of this Act)</td>
<td>Lecture/followed by discussion in large group</td>
</tr>
<tr>
<td></td>
<td>Lunch</td>
<td></td>
</tr>
<tr>
<td>02.30 - 03.00 p.m</td>
<td>What will be “Our Role”,</td>
<td>Large group discussion</td>
</tr>
<tr>
<td>04.45 - 06.00</td>
<td>Group discussion on. What will be “Our Role”.</td>
<td>In small group (specialy formed for this purpose)</td>
</tr>
<tr>
<td>07.30 - 09.00</td>
<td>Film on Peoples involvement in planning and implementation - Pani panchayat and village Ecosystem Planning (VEP) Discussion on the film</td>
<td>In large group</td>
</tr>
<tr>
<td>09.00</td>
<td>Dinner</td>
<td></td>
</tr>
<tr>
<td>Time</td>
<td>Content</td>
<td>Method</td>
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<td>--------------</td>
<td>-------------------------------------------------------------------------</td>
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</tr>
<tr>
<td>Day Third</td>
<td></td>
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</tbody>
</table>
| 09.00 - 09.30 a.m | Recapitulation  
Identified a set of possible roles in the emerging situation  
**Short term**  
- We will provide support to villages to elect suitable candidates  
- Identify potential candidates and orient them  
- To understand the various provision etc  
**Long term**  
- Work with the elected members to strengthen their capacity in planning and execution etc. | In Flip Chart             |
| 09.30 - 11.00 | Linkage with movement and development; examples, analysis of success and failures. | Lecture/followed by discussion in large group |
|              | Tea break                                                               |                         |
| 11.15 - 12.00 | Discussion on  
- Analysis of our long term goal  
- Path to achieve that  
- Link the above two with new panchayat Raj amendment  
- Identify the similarities and differences in approach (to strengthen peoples organisations)  
- Aim of our movement and how it contributed to strengthen people centred management of resources. | Lecture in large group with example and analysis and questions. |
<p>| 12.00 - 01.00 p.m | Group discussion on the above                                         | In small group specially formed for the purpose |
| 01.00 - 02.30 | Lunch                                                                   |                         |
| 02.30 - 03.30 | Group discussion continued                                              | In small group specially formed for the purpose |
| 03.30 - 04.30 | Group report presentation and discussion, consolidation                | In large group           |</p>
<table>
<thead>
<tr>
<th>Time</th>
<th>Content</th>
<th>Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>04.45 - 06.00</td>
<td>Tea</td>
<td>Discussion</td>
</tr>
<tr>
<td></td>
<td>Discussion</td>
<td>- Role and responsibilities of new Panchayat members</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Capacities required for new Panchayat members</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- What are the things elected Panchayat member are supposed to do,</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- How best we can extend effective support to them.</td>
</tr>
<tr>
<td>07.30 - 09.30</td>
<td>Film on village eco system planning process</td>
<td>Lecture followed by discussion.</td>
</tr>
<tr>
<td>09.00 - 09.30</td>
<td>Discussion</td>
<td>In large group</td>
</tr>
<tr>
<td></td>
<td>Dinner</td>
<td>In large group</td>
</tr>
<tr>
<td></td>
<td><strong>Day Fourth</strong></td>
<td></td>
</tr>
<tr>
<td>09.00-10.00 a.m</td>
<td>Discussion</td>
<td>Large Group in Discussion mode</td>
</tr>
<tr>
<td></td>
<td></td>
<td>facilitator should be prepared to face related questions and have sufficient-capacity to carry forward the discussion and learning.</td>
</tr>
<tr>
<td>10.00 - 11.00</td>
<td>Role, responsibilities and functions of Gram Panchayat</td>
<td></td>
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<tr>
<td></td>
<td>Tea break</td>
<td></td>
</tr>
<tr>
<td>11.30 - 01.00 p.m</td>
<td>Role, responsibilities and functions of Panchayat Samiti</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Its linkage with Zila Parisad.</td>
</tr>
<tr>
<td>01.00 - 02.30 p.m</td>
<td>Lunch</td>
<td></td>
</tr>
<tr>
<td>02.30 - 04.00</td>
<td>- Other relevant information</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Sharing of resources</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Role of government departments at the district, block and below.</td>
</tr>
</tbody>
</table>

*Participants were interested to know more about the new Panchayat Act and its implications so a special session may be organised.*
<table>
<thead>
<tr>
<th>Time</th>
<th>Content</th>
<th>Method</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td><strong>How they function?</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Law and order, Judiciary</td>
<td></td>
</tr>
<tr>
<td></td>
<td><em>(During the time of discussion participants might raise some</em></td>
<td></td>
</tr>
<tr>
<td></td>
<td><em>apprehensions/problem, we would list these also.)</em></td>
<td></td>
</tr>
<tr>
<td>04.15 - 05.00</td>
<td>Possible problems/conflicts</td>
<td></td>
</tr>
<tr>
<td>05.00 - 07.00</td>
<td><strong>Since Planning is an important</strong> responsibility</td>
<td><strong>Lecture</strong> followed by</td>
</tr>
<tr>
<td></td>
<td><em>discussion on principles of planning</em> *(People-centred, people</td>
<td><strong>discussion</strong></td>
</tr>
<tr>
<td></td>
<td>controlled, people managed)*</td>
<td></td>
</tr>
<tr>
<td>08.00</td>
<td>Film</td>
<td></td>
</tr>
<tr>
<td>09.00</td>
<td>Dinner</td>
<td></td>
</tr>
<tr>
<td>09.30 - Midnight</td>
<td>Cultural activities related to the theme</td>
<td></td>
</tr>
</tbody>
</table>

**Day Fifth**

<table>
<thead>
<tr>
<th>Time</th>
<th>Content</th>
<th>Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>08.30 a.m</td>
<td>Breakfast</td>
<td><strong>Lecture with slide</strong></td>
</tr>
<tr>
<td>09.00 a.m</td>
<td>Various methods of planning</td>
<td></td>
</tr>
<tr>
<td>10.30</td>
<td>Tea break</td>
<td></td>
</tr>
<tr>
<td>10.45 - 12.00</td>
<td><strong>How these methods can be applied in Panchayat level planning.</strong></td>
<td><strong>Lecture with slide</strong> and chart</td>
</tr>
<tr>
<td></td>
<td><em>Shortcoming of these methods</em></td>
<td></td>
</tr>
<tr>
<td>12.15 - 01.00 p.m</td>
<td><strong>Group discussion on what is really</strong> people centred development approach.</td>
<td><strong>In small group</strong></td>
</tr>
<tr>
<td>01.00 - 02.30</td>
<td>Lunch</td>
<td></td>
</tr>
<tr>
<td>02.30 - 04.00</td>
<td><strong>Group report presentation Consolidation, are we really prepared,</strong></td>
<td><strong>In large group</strong></td>
</tr>
<tr>
<td></td>
<td><em>competent for it What we are lacking</em>*</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Tea break</strong></td>
<td></td>
</tr>
<tr>
<td>04.15 - 05.30</td>
<td><em>What will be our role</em></td>
<td><strong>In large group</strong></td>
</tr>
<tr>
<td></td>
<td><em>What we want to know</em></td>
<td></td>
</tr>
<tr>
<td></td>
<td><em>How we can know it</em></td>
<td></td>
</tr>
<tr>
<td></td>
<td><em>Specific follow up plan for each group</em></td>
<td></td>
</tr>
</tbody>
</table>
Chapter No. 8

by Sahabhagi Shikshan Kendra

Lucknow
Orientation Programme for Head of the Voluntary Organisation on Panchayat Raj Act

Participants

- 30 Heads of the voluntary organisations working at the grassroot level.

Duration

- 3 days (Residential)

Objectives

- Basic orientation regarding the new act on Panchayati Raj.
- Understanding the implications and the future roles vis-a-vis new Panchayati Raj Act '93
- Sensitizing the organisations about the need and scope of formulating new strategy with respect to the new act.

Day First

Morning session
- Introduction of the participants, programme objectives and other administrative arrangements.
- Major provisions under the act.

Afternoon session
- Clarifications on major provisions

Methods
- Lecture.
- Questions answer.

Day Second

Morning session
- Major outlines of the act under the state level amendments
- Major implications under the state amendment (Election, power, function, finance, control, monitoring)
- Group presentation and discussion

Methods
- Lecture
- Small group
Day Third

Morning session
- Future role and responsibilities of Gram Panchayat under new Act,
- Role of volags in the new context.

Afternoon session
- New capacities required for volags to meet the present challenges
- Future strategy of organisations.
  (Training, motivation, resources, networking etc.)

Methods
- Small group discussion and Presentation
- Discussion

Orientation Programme on New Panchayat Raj Act for Senior field works

Participants
- 30 frontline field workers of Voluntary Organisations.

Duration
- 4 days (Residential)

Objectives
- To orient the field workers about the new Act.
- To sensitize the FWs about their roles and responsibilities under the new act.

Day-First

Morning session
- Introduction of participants.
- Introduction of the course and its objective
- Other administrative arrangements.

Afternoon
- History of Panchayati Raj system in India

Methods
- Lecture
<table>
<thead>
<tr>
<th>Session</th>
<th>Activities</th>
<th>Format</th>
</tr>
</thead>
<tbody>
<tr>
<td>Evening session</td>
<td>• Why Panchayati Raj system was not effective in our state?</td>
<td>Small group discussion</td>
</tr>
<tr>
<td></td>
<td>• Group presentation and discussion</td>
<td>Discussion</td>
</tr>
<tr>
<td></td>
<td>• Salient features of the new act.</td>
<td>Lecture</td>
</tr>
<tr>
<td></td>
<td>• Classifications on the new act</td>
<td>Discussion</td>
</tr>
</tbody>
</table>

**Day Second**

<table>
<thead>
<tr>
<th>Morning session</th>
<th>Activities</th>
<th>Format</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Major provisions under the state level amendments</td>
<td>Lecture</td>
</tr>
<tr>
<td></td>
<td>• Classifications on various important aspects of the act</td>
<td>Discussion with resource persons</td>
</tr>
<tr>
<td></td>
<td>- Administrative aspect</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Finance aspect</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Management of Resources</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Functions and duties</td>
<td></td>
</tr>
<tr>
<td>Afternoon session</td>
<td>• Issues related to effective participation of women in Panchayats.</td>
<td>Small group discussion</td>
</tr>
<tr>
<td></td>
<td>• How to ensure women participation in P.R.</td>
<td></td>
</tr>
</tbody>
</table>

**Day Third**

<table>
<thead>
<tr>
<th>Morning session</th>
<th>Activities</th>
<th>Format</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Availability of external resources for the Panchayats</td>
<td>Lecture</td>
</tr>
<tr>
<td></td>
<td>• Schemes of SSWB and other state level assistance</td>
<td>Reading material and discussion</td>
</tr>
<tr>
<td>Afternoon session</td>
<td>• Financial assistance available to Gram Panchayats under the central Govt.</td>
<td>Reading material and discussion</td>
</tr>
</tbody>
</table>
Training Programme for Elected Women Representatives of Panchayats:

Participants
- 30 Elected women representatives of the Panchayats.

Duration
- 4 days (Residential)

Objectives
- To enhance the understanding of women's status in society
- To enhance understanding of group functioning and processes
- Sensitize them towards self analysis and self development.

Day First
Morning session
- Introduction
- What are the conditions of women in your village
- Group presentation and input status of women in the society

Afternoon session
- Status of women with respect to
  - i) Education
  - ii) Health
  - iii) Decision making
  - iv) Others

Day Second
Morning session
- When and why do you face difficulties in participating in a group
- Consolidation and input

Afternoon session
- Meaning of participation in a small group
- De-briefing of exercise and input on Participation
- Video film show (JAG SAKHI)

- Small group discussion
- Lecture (based on presentation)
- Small group discussion
- Self disclosure
- Exercise (Video)
- Lecture and discussion
Day Third

Morning session  ● How decisions are taken in a group - Exercise (Video)
 ● De-briefing and input on decision - Lecture and
    making process in a group and relate discussion
     it with the Panchayat meetings
 Afternoon session  ● How problems are solved in a group - Exercise (Video)
    meeting - Lecture and
 ● Debriefing and input on problem discussion
    solving - Large group
 ● Input on various processes discussion through
    of panchayat meetings. video review of all
    - Decision making exercises.
    - Problem solving
    - Leadership
    - Communication

Day Fourth

Morning session  ● In yesterday’s video - Self reflection
    review-what are the two major
    strengths and two weaknesses
    associated with myself.
 ● Individual planning for sustaining - Self planning
    the strengths and improving upon
    the weaknesses.

Awareness programme for the women voters

Participants  ● 50-60 village women who are eligible
   to vote in Panchayat election

Duration  ● 1 day programme (Non-Residential)

Objectives  ● To make them aware about the major
   provisions under the new Panchayat act.

46
Day First

- Salient features of new Panchayat Act. - Lecture
- Duties and power of the Panchayats and Panchayat representatives. - Lecture
- Elected woman representative Video film show (It is proposed to prepare a video film of a woman panchayat member which will be used as case material) - Video review
- Need for selecting right kind of women representatives for Panchayat for taking up women issues up in Panchayats. - Discussion

Note: This module of one day shibir kind of programme will be supported by wall writing, posters and video films.

Training Design Programme of Panchayat Pradhans

Participants

- Panchayat Pradhan and two other members (one of them should be a women) 8 to 9 panchayats in one Training programme

Duration

- 7 days (Residential)

Objectives

- Enhance the understanding skill of village level planning for overall development of the Panchayat.
Day First

Morning session
- Introduction of participants
- Introduction of the course and its objectives
- Other administrative arrangements.

Afternoon session
- Major provisions under the New Panchayat Act
- Classification on major provisions and on various aspects like
  - Administrative
  - Legal
  - Duties and Powers
  - Records and Book keeping etc.

Day Second

Morning session
- Understanding the Participatory Philosophy

Afternoon session
- Principles of Participatory Planning
- Points to be kept in mind for doing village planning with the villagers.
  - Input on village mapping
  - What is it?
  - Why do we do this?
  - How do we do it?

Day Third

Morning session
- Inputs on a few other methods to be used together with informations from the villages. (Time line, time trend, transactwalk, etc.)

Afternoon session
- Practicing these methods in a village
- Preparation of reports
- Presentation of reports followed by feedbacks.

- Lecture
- Lecture following by question-answers.
- Lecture
- Discussion presentation
- Lecture
- Question Answers.
- Practice
Day Fourth
Morning
- Input on few other things like seasonal analysis exercises - Chapati diagram & pie diagram
- Lecture

Afternoon session
- Practicing these exercises in a village
- Preparation and presentation of reports.
- Feed back.

Day Fifth
Morning session
- Input on few other exercises like wealth ranking, matrix ranking, etc.
- Lecture

Afternoon session
- Practicing wealth ranking - matrix ranking in the village
- Preparation and presentation of reports.
- Feedback.

Day Sixth
Morning session
- Identifying problems and opportunities of the village
- Preparation of a detailed action plan for the village
- Small group discussions.
- In small groups

Afternoon session
- Discussion of the action plan with the villagers for further rectification and finalization.
- Large group
- Preparing budget for this plan
- Input practice

Day Seventh
Morning session
- Various schemes available for Panchayats
- Lecture

- Classifications on various schemes persons.
- Discussions with resource
Chapter No. 9

by M.G. Placid, Sahayi, Kerala
Panchayat Raj Institutions - Assuring Women's Participation in the political process: A Training Design for Women’s Organisation in Kerala.

Background

Decentralisation of planning and development administration below the state level has been widely accepted as a better solution for effective and speedy development process in our country. Several attempts have been made at the national and state levels, to strengthen the Panchayat Raj system in India since the Balvantrai Mehta committee, recommended the Panchayat Raj in India (1957). While explaining its philosophy the committee remarked that the Panchayat Raj system establishes a linkage between, local leadership enjoying confidence of local people and the government, and translates the policies of the government into action. The recent Constitutional Amendments related to Panchayat Raj, has been welcomed, as it focussed the attention of the nation on the political structures and processes of rural India, their significance for the vulnerable sections of the rural society and their participation in the Panchayat Raj Institutions. Women being one of these vulnerable sections, participation and role of women in these local institution is a crucial ingredient for our nation building.

In 1959, when the Panchayat Raj was first introduced in India, very few women contested or got elected, and their participation in the process was minimum. With the 73rd Constitutional Amendment Act the women representation in Panchayat Raj Institutions increased to not less than one-third of the total members and in turn are to be elected by direct elections. Not only are they going to be honoured, respected and equal members of these institutions, a third of the post of Chairperson is also being reserved for women Chairpersons. The women’s movement, ever since the publication of the status of women’s commission Report (1976) has been demanding such a reservation at the local governmental level to enable women to participate effectively and in large numbers in the political processes of the nation.

In the above context, it would now be necessary to make these facilities and provisions accessible to the common women. To attain this, first women are empowered politically and their self-image strengthened. The voice of women can be heard best locally, and so women need to be helped raise their voice first. The views and demands of women, in turn, must be raised in the bodies and at levels where it can be meaningful. With this broad objective Sahayi proposes to organise a series of training programmes for the core group members of the women’s organisations in Kerala.
Nature and Duration

The training will be organised in a phased manner. The programme consists of two phases of seven day duration each and will be residential in nature.

Participants

Participants will be the core group women members of the Voluntary Organisations catering to the needs of women/Mahila samajams working at the grassroot level in Kerala. Forty to forty five participants will be invited for the programme consisting of two or three members from one organisation.

Objectives

Phase I

- to make women aware of their present status and conditions
- to help them identify their problems/reasons of alienation from the main stream
- to help them find out solutions to overcome the difficulties
- to make them aware of the policies and programmes for their development and its implementation
- to increase the knowledge of participants on the meaning and importance of leadership, public speaking, etc and to improve their leadership qualities

Phase II

- to make women aware of the Indian constitution and the constitutional and legal rights and duties of women
- to increase their knowledge on existing political structures and functioning
- to help them understand the concept and relevance of Panchayat Raj, and various Panchayat Raj Constitutional Amendment Acts
- to make them aware of the powers, role and functions of the Panchayat Raj Institutions and possibilities for its effective functioning
- to improve their understanding of the election formalities and procedures

Training Design

Phase - I

Day First

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
<th>Methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td>09.00 a.m</td>
<td>Registration</td>
<td>In dyads</td>
</tr>
<tr>
<td>10.00 a.m</td>
<td>Introduction</td>
<td>Individual sharing</td>
</tr>
<tr>
<td></td>
<td>- Expectations of the participants</td>
<td></td>
</tr>
</tbody>
</table>
12.00 noon  - Objectives of training
    - Tentative training design
01.00 p.m   - Lunch
02.00 p.m   - Problems of women
04.00 p.m   Tea
05.30 p.m   Major reasons for alienation of
             women from the mainstream
08.15 p.m   Dinner
09.15 p.m   Review meeting

Day Second
08.00 a.m   Breakfast
09.00 a.m   Status of women in Kerala-
             a comparative analysis
11.15 a.m   Tea
11.30 a.m   Development programmes for women
             an overview
01.00 p.m   Lunch
02.00 p.m   Women and child development
             programmes of the state social
             welfare department
04.15 p.m   Tea
06.00 p.m   Women and child development
             programme of VOs.
08.15 p.m   Dinner
08.45 p.m   Cultural programmes
10.00 p.m   Evaluation

Day Third
08.00 a.m   Breakfast
08.45 a.m   Song
- Women and child development programme CSWB
10.45 a.m. Tea
11.00 a.m. CAPART's schemes for women and child development
01.00 p.m. Lunch
02.00 p.m. Developmental schemes for weaker sections
05.30 p.m. Various other developmental schemes for women
09.00 p.m. Cultural programmes
10.00 p.m. Evaluation

Day Fourth
08.00 a.m. Breakfast
08.45 a.m. Song
          Implementation of women's development programmes and its drawbacks
10.45 a.m. Tea
11.00 a.m. Alternatives for the effective implementation of the schemes
01.00 p.m. Lunch
02.00 p.m. Competencies required for the women's organisation to participate in developmental programmes
04.00 p.m. Tea
05.30 p.m. Need and relevance of empowering women's groups to be involved in the political process
08.30 p.m. Dinner
09.30 p.m. Evaluation

Day Fifth
08.00 a.m. Breakfast
08.45 a.m  
Song
Meaning and importance of group formation, and relevant theories
- Individual sharing
- Lecture

10.45 a.m  
Tea

11.00 a.m  
Group dynamism, intergroup relations and its benefits
- Lecture

01.00 p.m  
Lunch

02.00 p.m  
Decision making process
- Practical exercises debriefing

06.00 p.m  
Conflict resolution
- Practical exercises debriefing

08.15 p.m  
Dinner

09.00 p.m  
Cultural programmes

10.00 p.m  
Evaluation

Day Sixth

08.00 a.m  
Breakfast

08.45 a.m  
Song
Relevance of co-operation and collective action
- Practical exercises games, Debriefing

10.45 a.m  
Tea

11.00 a.m  
Communication-meaning, importance, methods, etc
- Buzz groups
- Debriefing
- Game

01.00 p.m  
Lunch

02.00 p.m  
Communication
- Games
- Debriefing

04.00 p.m  
Tea

04.30 p.m  
Leadership meaning and importance
- Lecture
- Games
- Debriefing

05.30 p.m  
Leadership

08.00 p.m  
Dinner

08.30 p.m  
Grand cultural night

10.30 p.m  
Evaluation
Day Seventh

08.00 a.m  Breakfast
08.30 a.m  Leadership style of participants - Practical exercises
10.30 a.m  Tea - Debriefing
10.45 a.m  Leadership qualities - Individual sharing and lecture
12 noon   Public speaking importance and methods - Lecture
01.00 p.m  Lunch
02.00 p.m  Public speaking - Practical exercises
03.30 p.m  Tea
03.45 p.m  Discussion about the Phase II Evaluation

Phase - II

Day First

10.00 a.m  Registration
11.00 a.m  Meaning and importance of decentralised planning/area planning - its merits and demerits - Lecture
- Group discussion
01.00 p.m  Lunch
02.00 p.m  Existing systems of plan process - Individual sharing
- Lecture
04.00 p.m  Tea
05.30 p.m  Indian democracy and constitution an overview - Lecture
Question-answer session
08.30 p.m  Dinner
08.30 p.m  Evaluation

Day Second

08.00 a.m  Breakfast

56
09.00 a.m  Constitutional provisions for weaker sections Constitutional provisions for women and children
01.00 p.m  Lunch
02.00 p.m  Rights and role of women as citizens
04.00 p.m  Tea
06.00 p.m  Concept and evolution of village Panchayats in India
08.15 p.m  Dinner
08.45 p.m  Cultural programme
10.00 p.m  Evaluation

Day Third

08.00 a.m  Breakfast
08.45 a.m  Panchayat Raj institutions in India
10.30 a.m  Tea
11.00 a.m  Form of existing micro political institutions in Kerala and their functioning - Panchayats
01.00 p.m  Lunch
02.00 p.m  Panel discussion continues Blocks, Taluk, Panchayats
04.30 p.m  Tea
06.00 p.m  District councils
08.15 p.m  Dinner
09.00 p.m  Cultural programme
10.00 p.m  Evaluation

Day Fourth

08.00 a.m  Breakfast
09.00 a.m  Panchayat Raj Institutions constitutional amendment acts

- Panel discussion
- Question-answer session
- Small group discussion consolidation of report
- Lecture discussion
- Presentation of paper and discussion
- Panel discussion
- Panel discussion
- Panel discussion

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1.00 p.m  Lunch  
2.00 p.m  Powers, roles and functions of Panchayat Raj institutions  
          - Panel discussion  
          - Question-answer session  
08.15 p.m  Dinner  
09.30 p.m  Evaluation  

Day Fifth  
08.00 a.m  Breakfast  
09.00 a.m  Financial resources for Panchayat Raj institutions  
          - Panel discussion  
          - Question-answer session  
01.00 p.m  Lunch  
02.00 p.m  Election formalities and procedures in general and Kerala in specific  
          - Paper presentation and discussion  
06.00 p.m  Election campaign - Legal provisions  
          - Lecture group discussion  
08.15 p.m  Dinner  
09.00 p.m  Cultural programme  
10.00 p.m  Evaluation  

Day Sixth  
08.00 a.m  Breakfast  
09.00 a.m  Problems and possibilities of women in participating in the political process  
          - Small group discussion and consolidation of reports.  
11.00 a.m  Tea  
11.15  Strategies to be developed for overcoming the difficulties of women to get involved in the political process  
          - Small group discussion and consolidation of records  
01.00 p.m  Lunch  
02.00 p.m  Role of women's organisations as catalytic agents of empowering rural women  
          - Small group discussion and consolidation of reports  
06.00 p.m  Requirements of the catalytic organisations to undertake these challenges  
          - Small group discussion and consolidation of reports
08.00 p.m  Dinner
08.45 p.m  Grand cultural night

**Day Seventh**

08.00 a.m  Breakfast
09.00 a.m  Follow up programmes. Formulation of action plan
11.30 a.m  Tea
12 noon    Evaluation of the programme
01.00 p.m  Lunch

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