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Governing at the Grassroots

Empowering the Panchayats in Uttar Pradesh

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Acknowledgement

It is a privilege for us to have been invited by Dr Jatin De', Director, PSU Foundation to suggest a role for non Governmental organisations like the Foundation to contribute to the training of newly elected Panchayat members, particularly women, in Uttar Pradesh. In this endeavour, we have proceeded beyond our original mandate. We have attempted to suggest an overall approach to the training of newly elected Panchayat members. We have been emboldened in attempting this, both on account of the need to place our recommendations in a conceptual framework and also in order to utilise some experiences that we share in working with Panchayats in West Bengal.

West Bengal has learnt much from the experience of grass-roots government in the nearly two decades that Panchayats are functioning there. While some of the conditions are obviously different in Uttar Pradesh, there are probably equally important areas of similarity. In particular, the experience evolved over the years in imparting training to large numbers of Panchayat members scattered over vast areas and meeting the needs of vulnerable groups like women and weaker sections have universal validity.

Our understanding about UP was facilitated by the generous time and advice given to us by several people. We would like to thank in particular, Mr J.L. Bajaj, Chairman, Administrative Reforms Commission UP, Mr Alok Sinha, Commissioner Rural Development and Mr R.N. Trivedi, Advocate, Lucknow for the valuable insights they shared with us. We undertook two field visits to districts in UP and met many people in the rural areas including members of the older Panchayats and officials at districts, Blocks and Nyay Panchayats. We are grateful for the time and effort spared by all of them during these visits.

Finally, this work would not have been possible without the meticulous planning and the generous support of Dr De' and all his colleagues at the Foundation. We have been inspired seeing the professional excellence and commitment that all members of PSUF share and hope that they will continue to gain strength in their work with the rural communities.

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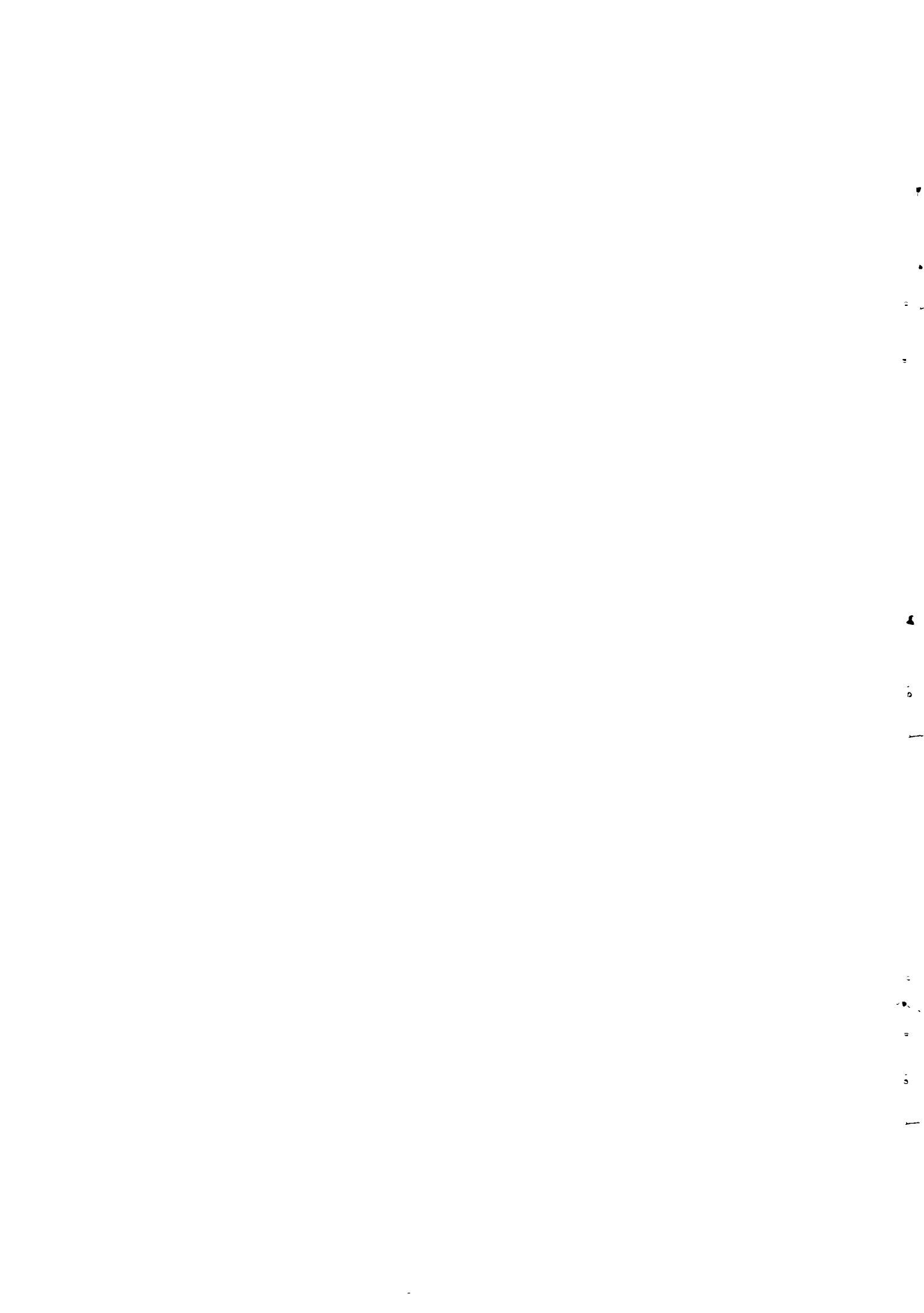


Preface

The rural water sector in India, over the last decade has been focusing on optimising and sustaining benefits with the involvement of the community emerging as the most critical factor. Community managed projects are now seen as the alternative to ensure sustained operation and maintenance. Working under this assumption the PSU Foundation has been experimenting with various options, mainly within the scope of the Indo-Dutch bilateral co-operation in the water and sanitation sector, and in the process has evolved a network of handpump based Jal Samitis and Pradhans forums as grassroots institutions.

The 73rd amendment of the Indian Constitution and the devolution of the development process to the grassroots Panchayat system, now holds greater promise for the success of these institutions and community managed projects aiming at a decentralised system of planning, implementation and maintenance. Further, the necessity of women's involvement in the development sector, as reflected by their enhanced representation in the Panchayat system, is also a concern shared by Foundation. However, a transition of such a magnitude and with such deep rooted implications calls for careful preparation and orientation of both the community and its elected representative. It is against this background that the Foundation commissioned a study to formulate a strategy for equipping the newly elected Panchayats, specially the women representatives, to function as an effective local government institution.

The study team, consisting of G. Balagopal, M N Roy, Ratan Khasnobis and Kalyani Menon Sen, represented experience in development administration, gender and social issues with the study itself being conducted against the perspective of the experiences of states like Kerala and West Bengal.



Executive Summary

1. The 73rd Amendment of the Constitution and the consequent election to the Panchayat bodies has offered a historic opportunity to Uttar Pradesh to put in place a responsive and competent tier of local governance. The provision for mandatory reservation extends the opportunity for participation to women and other weaker sections of society in significant numbers. The new order however presupposes a realignment in the role and functions of government officials and elected representatives at different levels and a clear understanding of the changes is required in order to avoid confusion and potential conflict. The paper outlines a strategy for providing a first level training, which will enable the elected representatives and their counterparts in government to function efficiently [1]
2. The broad objectives which should inform a training programme have been suggested. These include inculcating the spirit of self governance and internalising the concept of decentralisation, capacity building, encouraging the sense of entitlement and responsibility and institution building through collective leadership. The importance of transparency and accountability in the functioning of Panchayats is underlined and an orientation on duties, responsibilities and limitations of each level of Panchayats suggested. An additional component addressing the needs of women and representatives of the weaker section is recommended [2 1]
3. The following steps in the process of training have been identified [2.2]

Step 1 Assessment of the number of trainees

Trainees include elected members (708,100), functionaries like Chairpersons and Vice-Chairpersons (117,532) and government officials (146,400) at the 3 levels of Gram Panchayat, Kshetra Samity and Zilla Parishad.

Step 2 Formation of groups for training

Formation of a set of 6 broadly similar groups of persons for the purpose of training is suggested.

Step 3 Assessment of learning needs

A set of core learning needs for the trainees is identified.

Step 4 Determining training schedule

The size and number of batches of trainees in the identified groups for training is suggested.

Step 5 Identification of training organisations

Training institutions at State/Regional/District and sub-District level for imparting training

Step 6 Phasing and time-schedule for training

Estimation of preparatory work required and phasing of training so that all training can be completed within a maximum time of 30 weeks

Step 7 Management of training

Suggested decentralisation of training at the district level under a district task force.

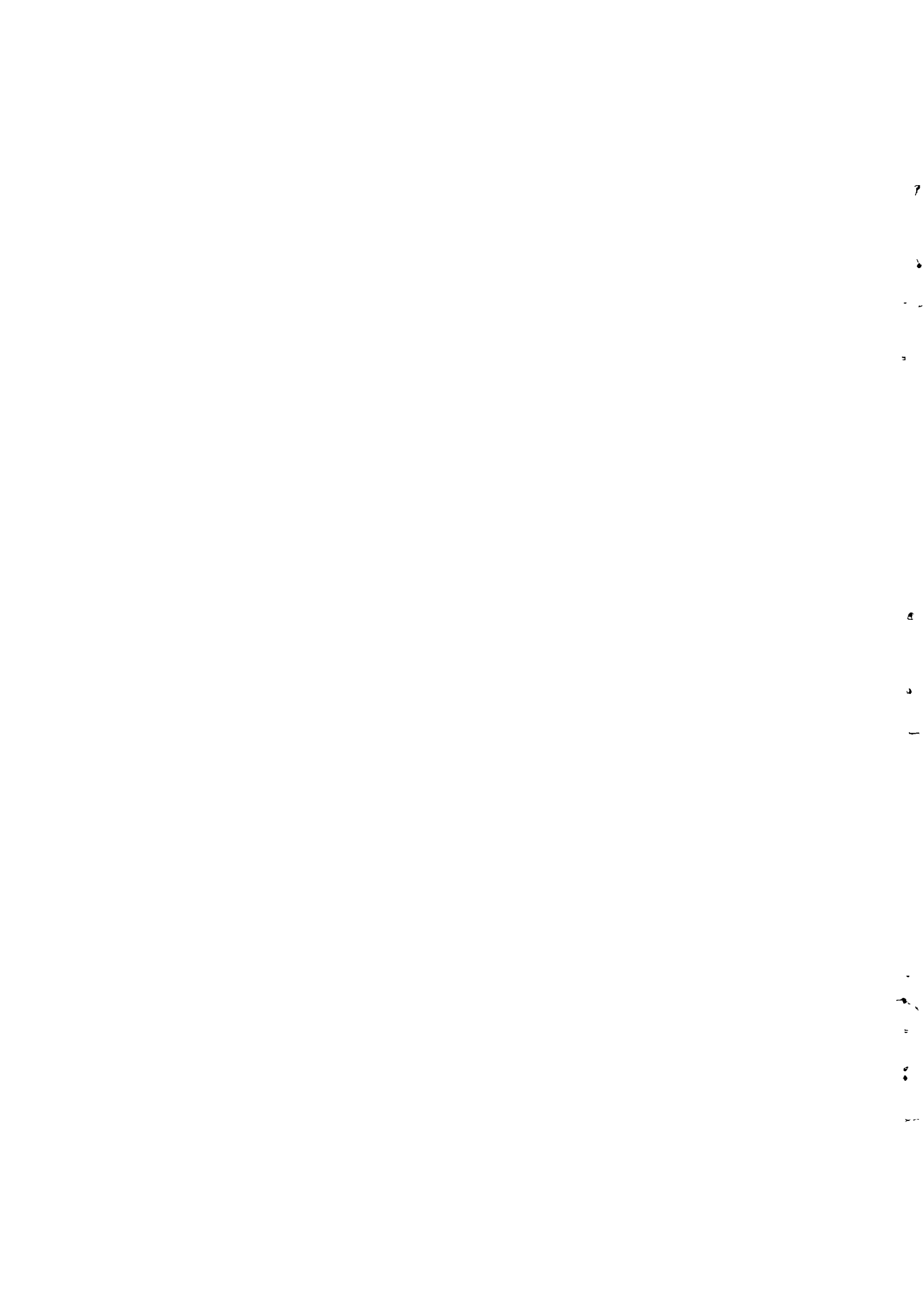
Step 8 Gender focus on training

Building additionality for women members of Panchayats in the training programme

Step 9 Trainer training

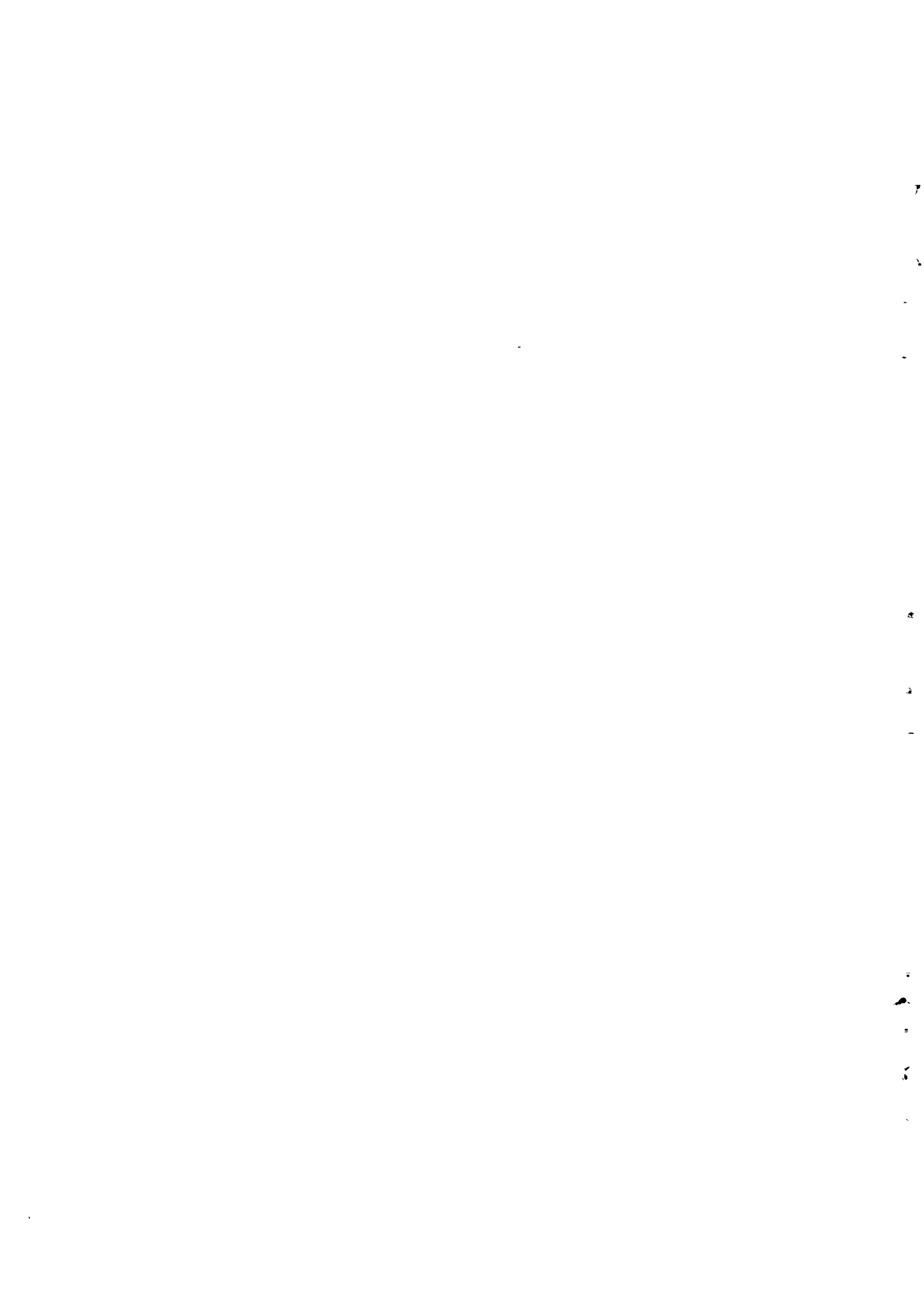
Developing teams to impart training skills to the trainers at sub-District level

4. Appropriate training methodologies were identified for the proposed training, including use of video training modules, sharing of trainees experiences, use of simple graded language suited for neo-literates, emphasising few simple messages etc. It has been suggested that the training



should incorporate a gender perspective in both method and content and that the training should be residential as far as possible. [2.3]

5. Resources required for organising this training has been estimated. This includes the cost of sets of basic booklets for different levels, trainer fees and the cost of food for the trainees at a modest scale. Covering only these bare essentials, the cost comes to approximately Rs 15 crores [2.4]
6. A monitoring and evaluation system for the training interventions is suggested. In addition, measures for spreading awareness regarding the Panchayat system using the electronic media, literacy and post-literacy training materials and use of folk art and local media are suggested [2.5, 2.6]
7. Finding space for Non-governmental organisations to participate in the process of training Panchayats was explored using the example of PSU Foundation. It was felt that NGOs could be of service in facilitating the establishment of Panchayats by articulating the importance of local governance, supporting information campaigns, assessing women situations and actively advancing and supporting women participation in Panchayat activities.
8. It has been suggested that the grass-roots presence and experience of PSU Foundation be used for building a comprehensive data-base on elected women members of Panchayats. This will allow a more accurate assessment of training needs as well as help in monitoring and follow-up of training. [3]



I. Governing at the Grassroots Empowering the Panchayats in Uttar Pradesh

Uttar Pradesh [UP], with about 140 million people, has the largest population of any State in the country. The population density at 473 per square kilometre is higher than the national average. Most of the critical indicators of social and health status in UP compare unfavourably with other States. The annual rate of growth of population in UP is 2.27%, which is somewhat higher than the national rate of 2.14%. The life expectancy in UP is 52.3 for males and 49.6 for females, both being lower than the national averages. The infant mortality rate in UP is 93 per 1000 live births, which is significantly higher than the national rate of 79 per 1000. The literacy rates of 55.7% for men and 25.3% for women are considerably lower than the national averages.

More than a fifth of the population of UP belong to the Scheduled Caste community [21.05 % as per Census 1991]. The Scheduled Tribe population is however relatively insignificant [0.21%].

82 % of the population live in the rural areas and agriculture is the mainstay of the economy of the State. According to the All India Rural Debt and Investment Report [1981-82], the share of land in total assets of rural households in UP is 65%. The distribution of ownership of land is however very asymmetric in UP. According to the National Sample Survey 37th Round information, the bottom 40 % of the landowning households of the State account for only 2.6% of the total arable land in the State and the upper 10 % hold 45.5 % of the total agricultural land. The progress of land distribution after abolition of intermediaries in 1951 has been slow. Of the 203 thousand hectares of land declared surplus, about 193 thousand hectares were taken possession of, whereas the land distributed so far is only 138 thousand hectares.

There is a large army of landless families in the countryside of UP. The share of wage labourers in the rural male workforce is 24.1% [NSSO 38th Round], 73.6% of whom are casual wage labourers. According to NSSO 43rd Round, 37.1 % of the rural people in UP live below the poverty line.

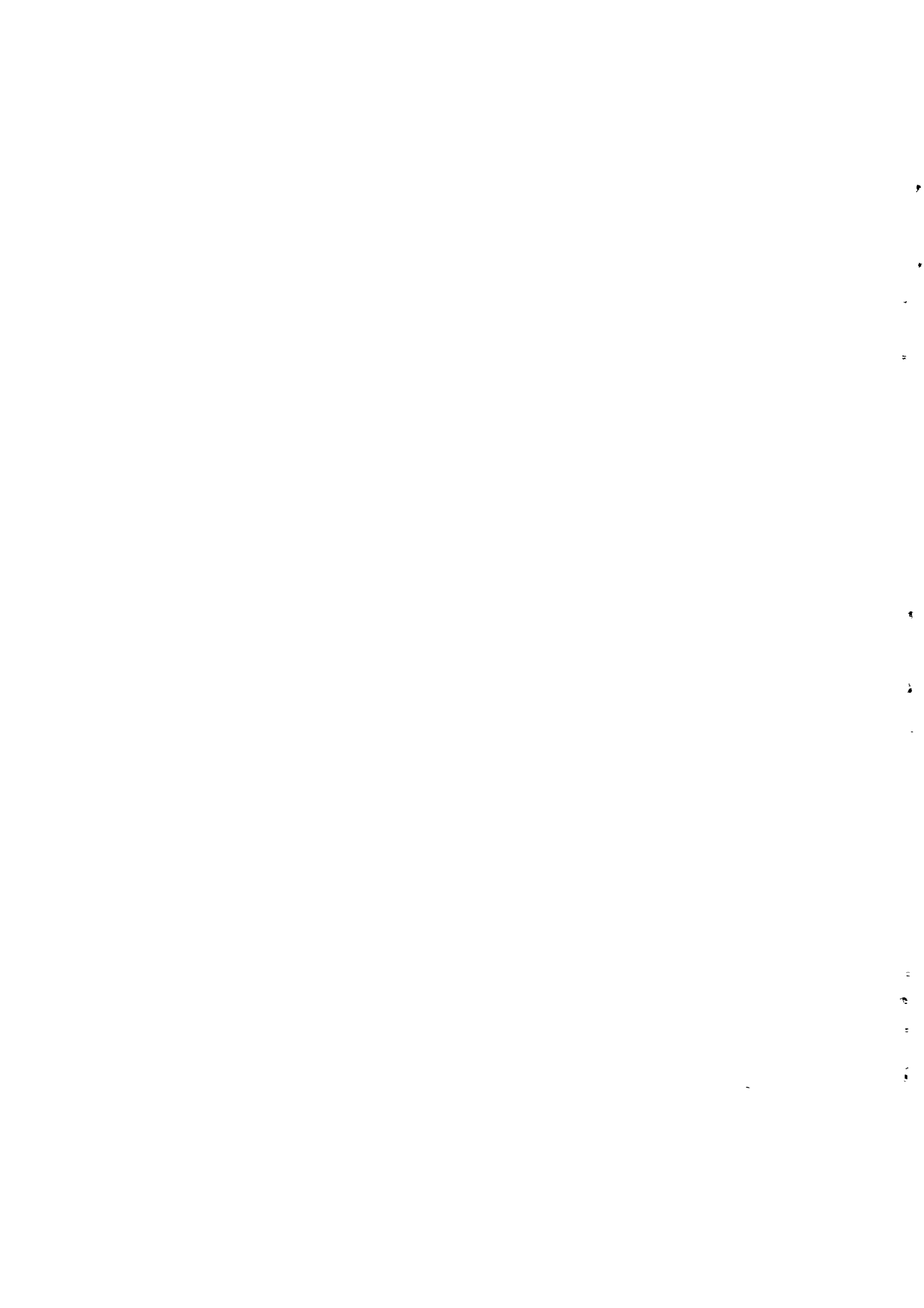
A recent study¹ reveals that 15.68% of the rural households belonging to the higher castes own 40.71% of the total land; 31.33% of the surveyed households belong to the intermediate castes and own 27.22% of the cultivable land; the rest belong to scheduled castes, scheduled tribes and religious minorities. The study also shows that 56.52% of the landless families came from the scheduled caste community. While this explains much of the caste-class mapping of social forces of UP, the ground reality is that the intermediate castes and other backward castes have now acquired greater political dominance, challenging the legitimacy of the old propertied upper castes in rural UP.

1.1 Experiences with Panchayats in UP

1.1.1 Milestone Events

The UP Panchayat Act Raj (1947) predates the Constitution of India. Under this Act, the basic unit is the *Gaon Sabha* [GS] for a revenue village or a group of villages. On an average 1.5 villages are covered by a GS in UP. The GS is constituted by all the adult members of the constituency, who elect its executive for 5 years. The elections are not held on party symbols. Under Section 12(6), there is a provision for reservation of seats for scheduled castes, 'the number of seats so reserved shall bear as nearly as may be the proportion of population of the scheduled castes in the area of the Gaon Sabha'. There is no separate constituency for women or other backward castes, except a provision to co-opt one woman if no woman is successful in the elections. The executive committee of the GS is the *Gram Panchayat* (GP).

1 Shrmali P D "The Agrarian changes in Uttar Pradesh in Trends in Agrarian Economy Ed Y V Krishna Rao, PPH, Delhi, 1989



The GPs started functioning from August 1949. When elections were last held in 1988, there were 74377 Gram Panchayats in UP. Out of the 72373 Pradhans only 930 are women (1.3%)

The Act of 1947 also provided for the establishment of *Nyaya Panchayats* [NP] for the purpose of decentralised functioning of rural judiciary. For this purpose, each district was divided into a few circles consisting of 7 to 10 villages and an NP was formed for each circle. There are 8085 NPs in UP. However the Nps are almost non-functional these days and elections to Nps have not taken place during the last 22 years.

Following the recommendations of the Balwantraj Mehta Committee that there should be a three tier system of local bodies, the UP *Kshetra Samities and Zilla Parishad Adhiniyam* 1961 established this system. The *Kshetra Samities* [KS] consist of all the Pradhans of Gram Panchayats; Chairmen of committees of town areas and representatives of cooperatives operating in the Block [*Khand*] area. MPs and MLAs whose constituencies include any part of the Khand or who reside within the Khand are also members of the KS. There is a provision for co-option from among the weaker sections. The *Pramukh* of the KS is elected by the Pradhans and chairmen of the town committees.

The *Zilla Parishad* at the district level is constituted of all the *Pramukhs* of the KS and members 'as may be specified to be chosen by each Kshetra Samity out of its members'. Presidents of the Municipal boards of the district, Chairman of the District Cooperative Federation and all the Mps and MLAs of the district are members of the ZP. There is a provision for co-opting between 1 and 3 women and between 3 and 10 members of the scheduled castes depending on the number of Khands in the district. The members elect the *Adhyaksh*, who need not necessarily be a member of the ZP.

1.1.2 Powers and functions of GP and GS

The GPs are responsible, as far as resources permit, for the construction and maintenance of village roads, wells, tanks and small irrigation projects; health, sanitation education etc. Some regulatory tasks may also be performed by the Gps. For instance, the GP is to function also as the village land development committee as recommended by the UP *Zamindari Abolition Act* of 1951.

The Gaon Sabha is to meet at least twice a year and to approve the annual estimate of income and expenditure for the following year and approve the accounts for the previous year. However the GS has generally failed to perform these duties.

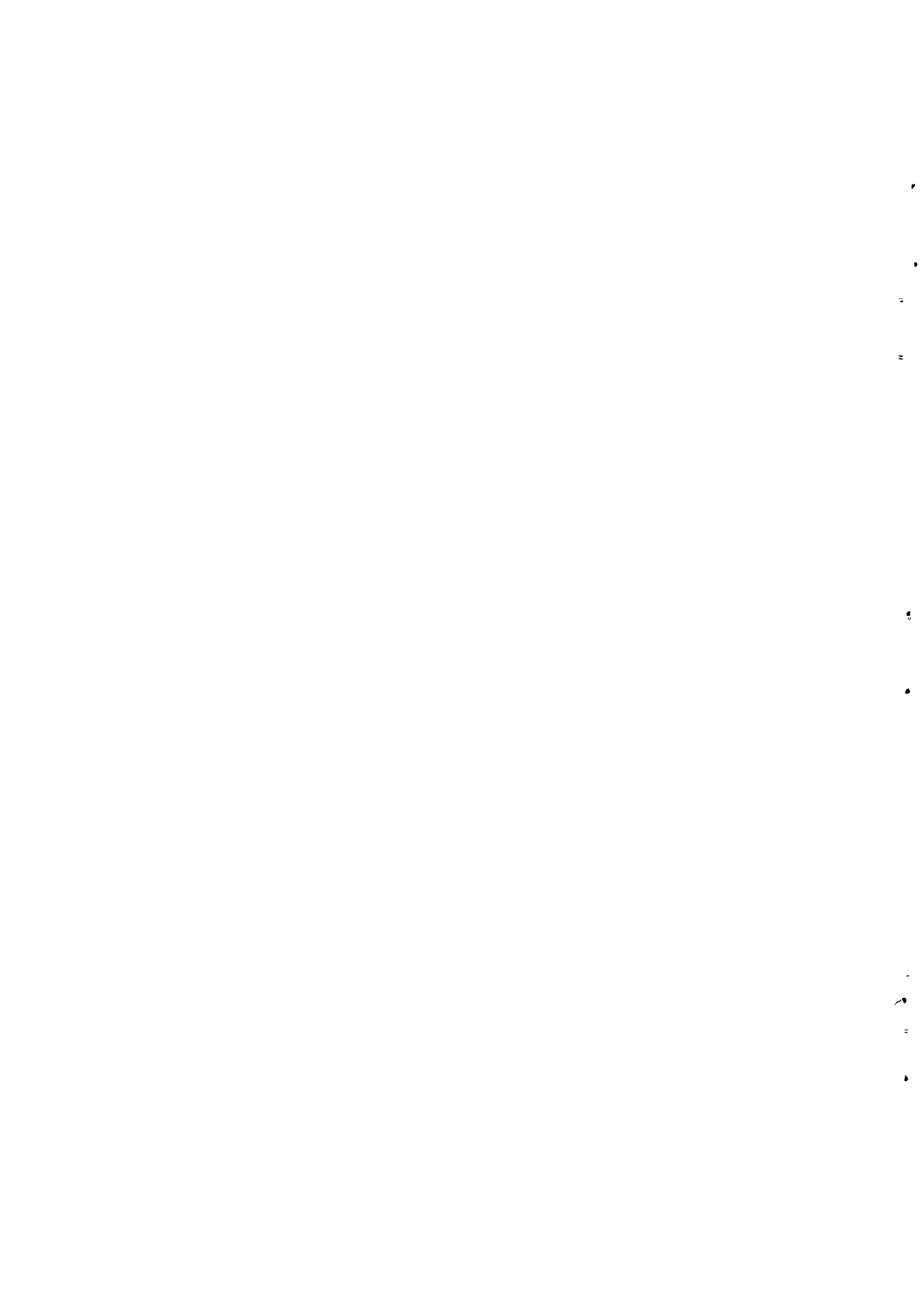
The resources for the GP can be raised from local taxation on melas, entertainment, sale of animals and by raising a tariff on sanitation, drinking water and irrigation facilities. The GP is also empowered to levy a surcharge of upto 25% on the land revenue of the village. These functions have also been only perfunctorily performed by the GPs.

1.2 Inadequacies

1.2.1 Functioning

The average size of a Gaon Sabha is 1.5 revenue villages. This size is far too small for a viable entity to function as an unit of local governance. Unless the lowest tier is of a minimum size, viability is hampered both on account of the inability to command adequate resources and also from the difficulty of maintaining any reasonable level of technical and administrative support at that level. It is also an almost impossible task for the Block office to arrange any real coordination among an average of around 100 Gaon Panchayats in each Block.

Again, it is well known that the resource base of almost every GP in UP is weak. Hardly any of



the resource sources mentioned above are tapped by the GPs. The GPs are almost solely dependant on financial assistance from the Central and State governments

Another weakness of the 1947 Act is that the government administration continues to have sweeping powers over the Panchayats, including the powers to co-opt and penalise members and Pradhans. The Gram Panchayat *Adhikary* [GPA] in each Nyaya Panchayat circle looks after all the Gaon Sabhas in that circle. The GPA is however accountable only to the government administration and not to the Gram Panchayat or the Kshetra Samities.

Since the GPA maintains the accounts, arranges for audit and can make complaints against the Pradhans [in which case the GPA and his staff themselves become the investigating authority], the system becomes vulnerable to arbitrary exercise of power and corrupt practices

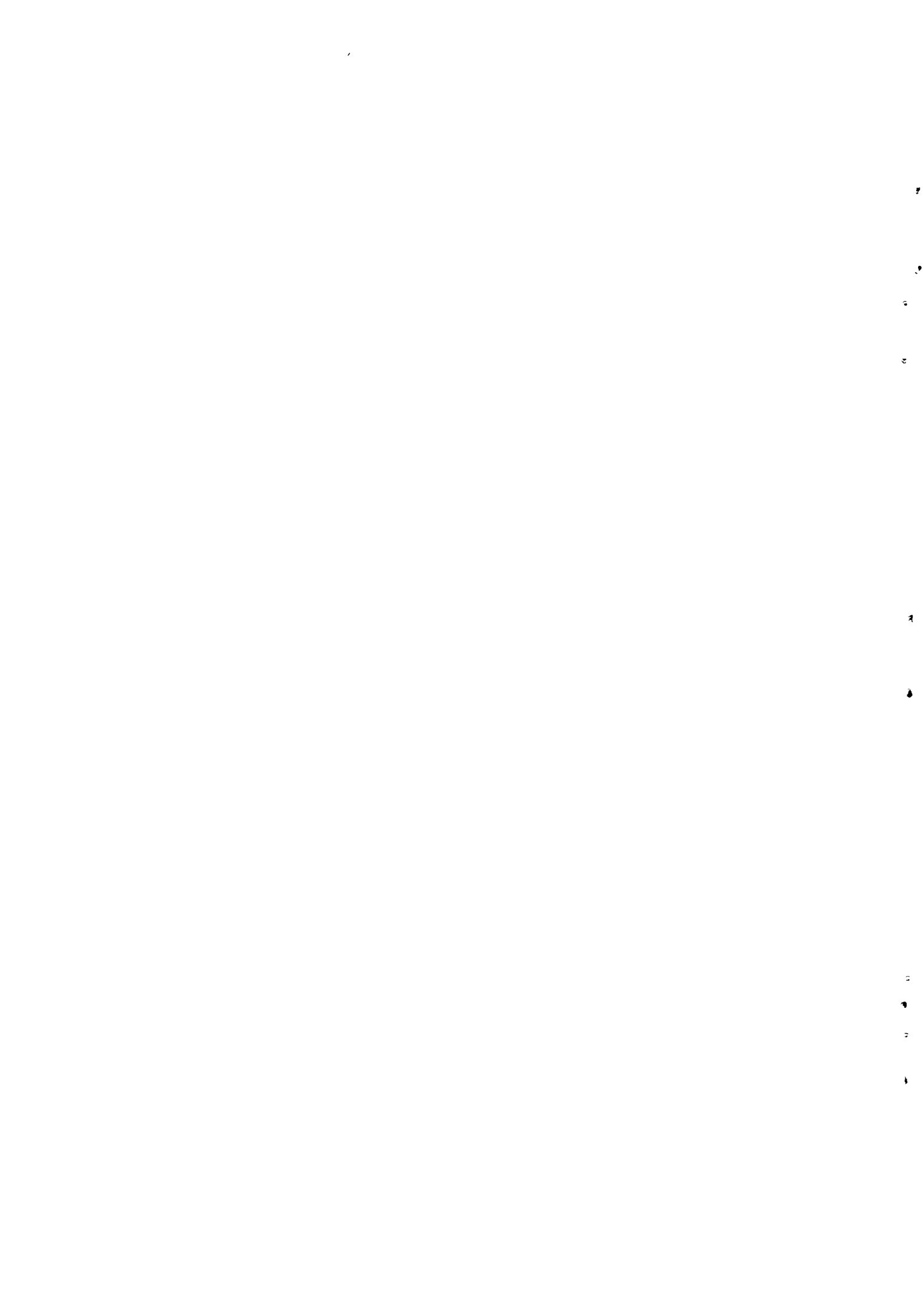
1.2.2 Leadership

The skewed land-holdings and the failure in implementing land reforms have together reinforced the dependency of the rural poor on the rural rich. Economic concentration, extra-economic instruments of coercion and linkages with power structures outside the village all figure in the evolution of formal and informal power structures in UP. The Panchayats work under such a situation. However, the ground reality with respect to caste-class has been changing in UP. While the old proprietary castes continue to exercise dominance over several regions, intermediate castes and other backward castes have been increasingly gaining in strength. Fractional struggles between competing groups have been characteristic of village politics in UP in the recent past. The absence of democratic participation in decision making at the Gaon Sabha level has denied an outlet for these fermenting political forces

1.2.3 Perception

Impressions gathered on field trips and through discussions with knowledgeable persons reveal that .

- i) People are widely unaware of the provision that Gaon Sabha meetings are mandatory twice a year. Even when they are aware of such meetings, a large section does not participate in such meetings. The participation of women is particularly poor, 'they are not called to participate'. Discussion with some women members of the Gaon Sabha show that they are not even aware of the existence of the Gaon Sabha
- ii) Very few people are aware of the provision that the development projects are to be selected by the general assembly. Hardly any have an idea of the quantum of funds received by the GP
- iii) It is widely believed that the funds are not utilised properly. The existing system of fund handling in case of JRY has also been criticised by the people who are aware of the modality of fund handling under this scheme.
- iv) Regarding the impact of existing devolution on development projects [as under JRY], the general understanding is that the existing devolution has had a marginally positive impact. There is resistance to any suggestion that some of these funds should be spent by the Kshetra Pramukh or higher bodies
- v) When asked about the principal reason for the poor performance of Panchayats some of the reasons cited by people in the rural areas were local level corruption and factionalism, followed by fund shortage, poor performance of Pradhan and of government officials
- vi) It seems that the Gaon Sabhas and Gram Panchayats were largely instruments for



maintaining status quo in the villages. There has been a noticeable lack of political will to change this situation or use these structures for changing the economic and social condition of the people in the rural areas.

1.3 The 73rd Amendment

The Constitution (73rd Amendment) Act of 1992 extends the scope of participation of at least two crucial underprivileged sections of the rural society in the Panchayat system: women and scheduled castes /scheduled tribe persons. For women, not less than a third of the total membership in the Panchayat bodies has been reserved, the seats being allotted by rotation to different constituencies. Seats equal to the proportion of scheduled Castes and tribes have also been reserved at the different tiers of the Panchayat bodies. These reservations hold for positions of chairpersons of Panchayats at different levels. For the first time, women and underprivileged sections of society have the opportunities to participate in strength in the Panchayats and aspire to positions of prominence in reasonable numbers.

Of equally crucial significance is the decision that the Panchayats would be endowed with 'such powers and authority as may be necessary to enable them to function as institutions of self-government' and the direction that 'such law may contain provisions for the devolution of powers and responsibilities upon Panchayats with respect to the preparation of plans for economic development and social justice and for implementation of schemes in relation to matters listed in the Eleventh Schedule of the Constitution'. 29 subjects of vital relevance in the rural areas are listed in this Schedule.

This provides an unique occasion for participative functioning in governance at the grass-roots and a real opportunity for building up the planning process from below. The participation of women and the weaker sections can bring about a change in the qualitative nature of the functioning of local government. Priority concerns of these segments of population will receive increasing attention. The social sectors programmes like education, health and child welfare can receive greater emphasis and programme efficiency can be enhanced considerably

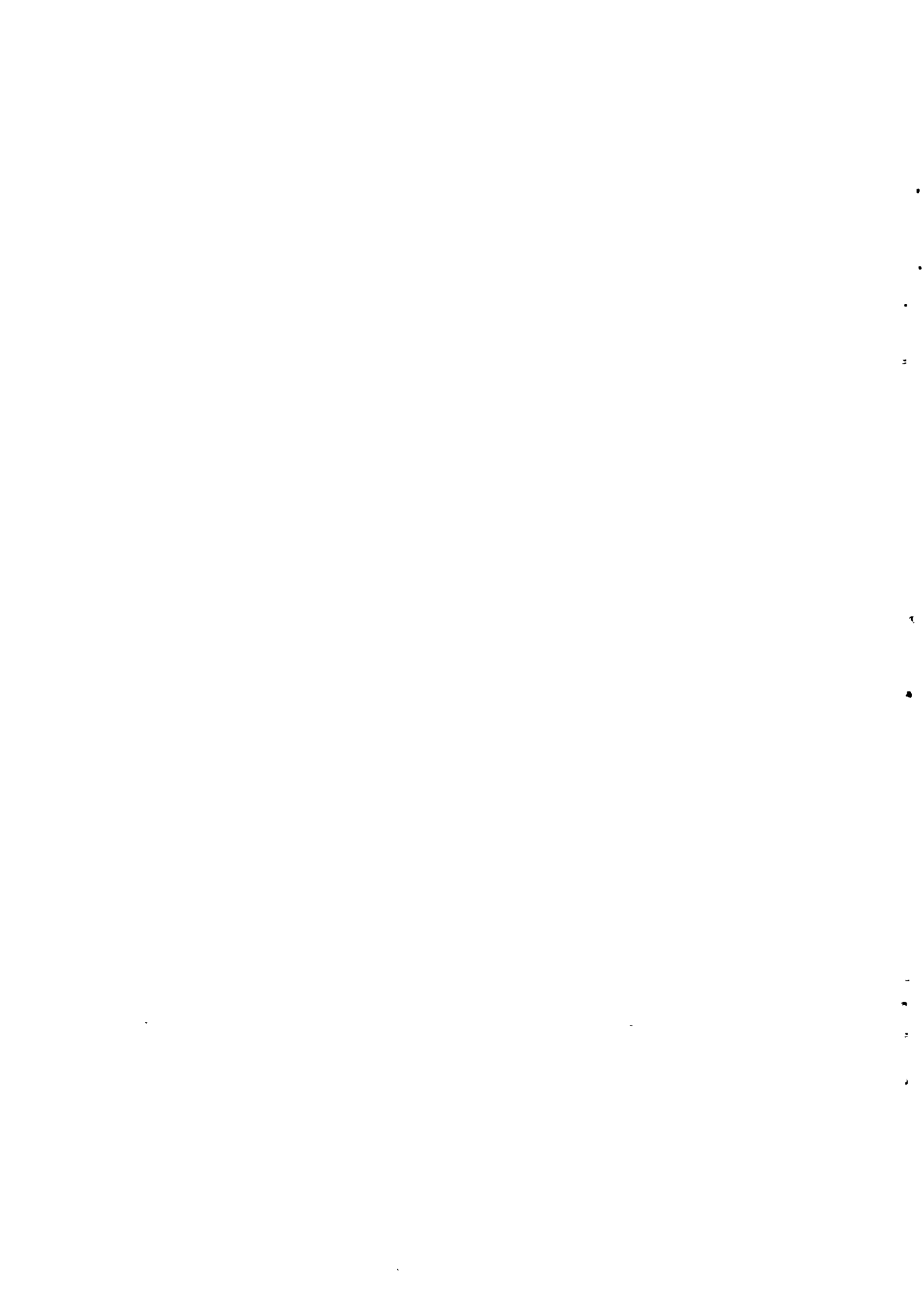
The 73rd Amendment has also provided the scope for devolution of financial power to the Panchayats. The State legislature has been given the power to authorise the Panchayats to levy, collect and appropriate suitable local taxes and also provide for making grants in aid to the Panchayats from the Consolidated Fund of the State. In addition a Finance Commission has been constituted for five years to review the financial position of the Panchayats and to make suitable recommendations to the State on the distribution of funds between the States and the local bodies. If these directions are implemented in their true spirit, a significant fund flow to the Panchayat Raj bodies can be facilitated.

Mandatory election every five years and the exclusion of cooption or nomination as a method of selection are other significant provisions. The fact that the representatives elected to local bodies will be have to face elections regularly would tend to make these bodies responsive to needs and concerns of the community they represent.

The UP Panchayat Raj Act of 1947 has been suitably amended to incorporate the provisions of the 73rd Amendment.

1.4 The new role for bureaucracy

One of the difficult transitions which will need to be made with the 73rd Amendment is the re-definition in the role of the government servants in the areas in which power is transferred to the Panchayats. The officials as well as the elected Panchayat representatives will have to clearly understand their respective roles, responsibilities and limitations. Though it is for the government



of UP to decide the exact relationships, there is no doubt that the position of key officials at the district level from the District Magistrate to the Block Development Officer will change. It is important that the officials do not see this transition as an erosion of their position and powers. This delicate transition will have to be made with an open mind and willingness on both sides to adjust to the new situation, if friction and time-wasting obstructionism is to be avoided. It is suggested that the process be initiated at the top level, with the seminar for the elected heads of Zilla Parishads and District Magistrates which is proposed in a later section of this paper. The issues may be discussed frankly in the presence of the State political leadership and the senior most government officials. The pattern of joint training which has been proposed for elected representatives and officials operating at the corresponding levels is another important procedure in the efforts to bring about a healthy transition in the relationship.

1.5 Opportunities

These developments set the agenda for the institutions of rural self-governments. But the Constitutional amendments in themselves are not sufficient for the desired changes to materialise. The major challenge is to equip the newly elected members, particularly women and other newcomers to be able to use the opportunities to bring about the needed changes.

The time is at hand for capitalizing on the opportunities offered by the 73rd Amendment. The task is gigantic. After de-limitation it is estimated that about 862,200 persons will come into the Panchayat bodies. Of these a third of the elected members would be women, a majority of whom are illiterate with little or no experience of public life. If this force can be tapped, properly oriented and empowered, the rural society of UP can be transformed. The remaining parts of this paper is an attempt to see how this can be accomplished.



II. An approach to training of Panchayat members in U.P.

2.1 Objectives of training

The objective of the training will be to impart a minimum level of knowledge in order to enable the newly elected members to participate freely and keep on learning from their day to day experiences. It is assumed that they will learn more from their experience than from any other sources. It is suggested that the initial training programme could be designed keeping the broad strategic approaches indicated below:

2.1.1 *Inculcate the spirit of self governance*

Prior to the 73rd Amendment, Panchayats used to function through the delegated authority of State Government. Now, Panchayats are expected to function as the third stratum of Government with authority derived from the Constitution. Although work may still be assigned to the Panchayats by the State Government, each Panchayat should develop its own vision and programme for the area and the people. In order that this vision is developed, the newly elected members should have a clear idea of the democratic traditions of the country and the system of governance of the country from the Gaon Sabha to the Parliament.

2.1.2 *Initiate the process of people-centred participatory development*

Since all programmes are ultimately for the benefit of the people, their active involvement is very important for the success of the programmes. The tradition of being mere passive recipients of benefits delivered through a bureaucratic system should be overcome. Therefore it is necessary to make all programmes people-centred and participatory. The Panchayats can provide an ideal forum for ensuring such participation. However, the Panchayat members only represent the people and are not a substitute of the people. They should be oriented to appreciate this distinction and to strive for more and more involvement of the people in all their programmes.

2.1.3 *Internalise the concept of decentralisation*

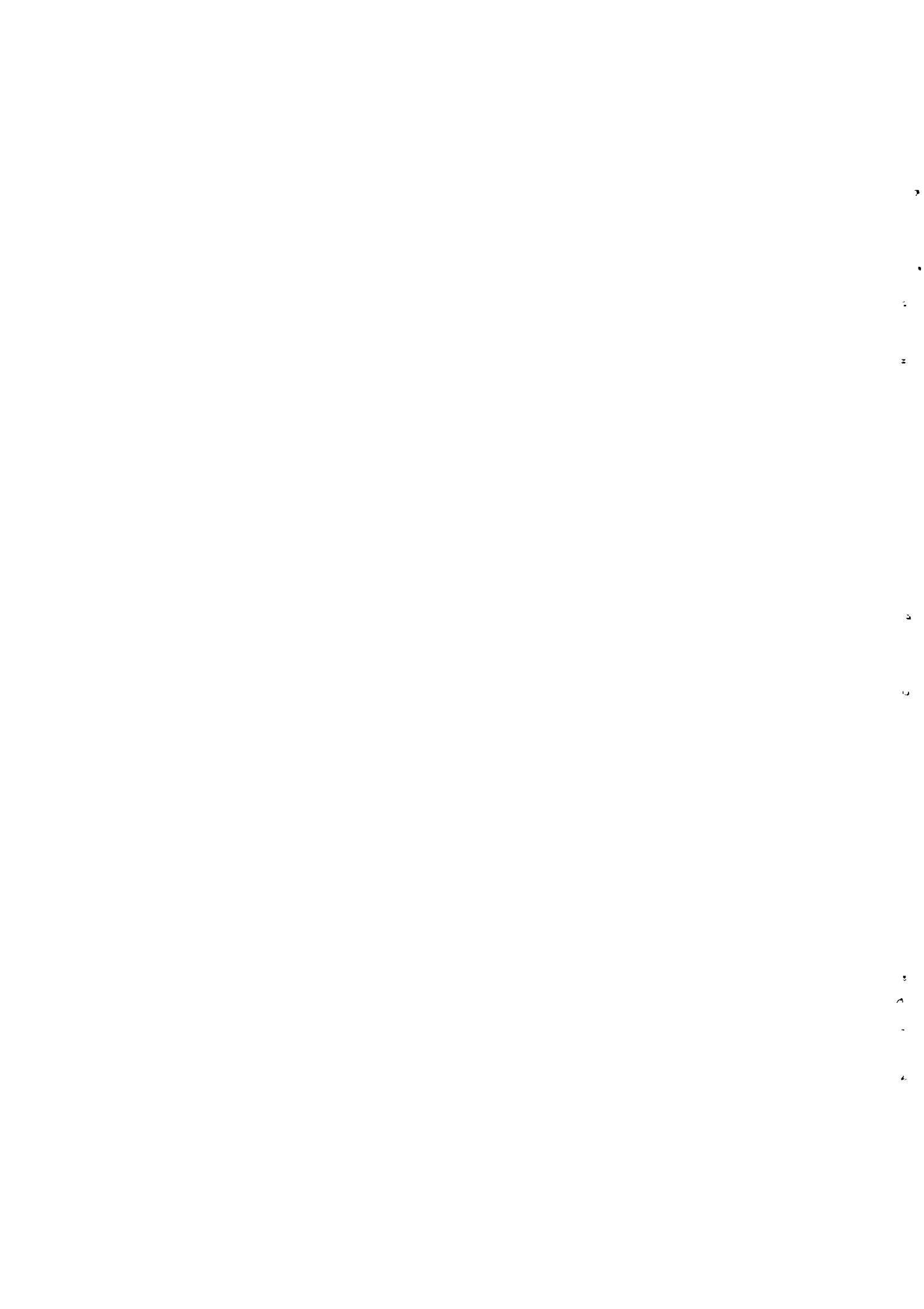
Participation of the people can be ensured only by decentralisation of the decision making and the implementation process. The 73rd Amendment of Constitution provides for the formation of District Planning Committees. District planning should be undertaken on the basis of Block Plans, and Block Plans should be based on Village Level Plans. The Gram Panchayat, Kshetra Samity, the Zilla Parishad should be the primary means of decentralisation of planning.

2.1.4 *Capacity building and enhancing the sense of entitlement and responsibility*

The prerequisite for participatory development is the capacity of the people to participate. To build this capacity people should have broad ideas about their entitlements and their responsibilities and they should be able to articulate their demands and address their own needs with available resources at their command. Panchayats can play a very effective role in empowering the people and enhancing their awareness and organizational strengths.

2.1.5 *Institution building through collective leadership*

Although the Panchayats have been functioning for quite sometime, these bodies are not perceived as institutions of the people. At the village level it is the Pradhan who is at the focus of attention and not the Gram Panchayat. People do not visualise the Gram Panchayat as their own institution or see the Pradhan as only the head of the organisation. On the contrary, the people often visualise the Pradhan as an individual with power delegated to him by the Government. The conception of the Gaon Sabha as a institution with all members meeting regularly and taking decisions jointly, is a vision which has to be realised. The same is true in the



case of the Kshetra Samity and Zilla Panshad. These inadequacies have to be addressed in the training and orientation programmes.

2.1.6 Transparency and accountability

The functioning of the Panchayats should be as transparent as possible. The Panchayat functionaries should be aware of this essential need and there should be clear and simple mechanisms to inform the community as a whole regarding the functioning of the Panchayats. This will encourage the people to participate and the Panchayats to gain credibility. Accountability of these bodies to their electorate is also extremely important. Apart from ensuring this accountability through the official system of audit and inspection the more crucial factor is direct accountability to the people. The Gram Panchayat should be able to inform the people and be answerable to them about their queries on past performance and future programmes. The Kshetra Samity and Zilla Parishad should also be accountable to the society through elected representatives at the respective levels.

2.1.7 Orientation about procedures, duties, responsibilities rules and limitations

Apart from the general awareness building on the issues discussed earlier, the Panchayat members should know the framework of rules and procedures for discharging their duties. This will be more important for those who will be elected for the first time. Special care should be taken about educating the members on discipline to be observed by the Panchayats. Apart from orienting them about the scope of work, their limitations should also be explained so that no undue expectations are aroused.

2.1.8 Empowerment of women and the members of weaker sections

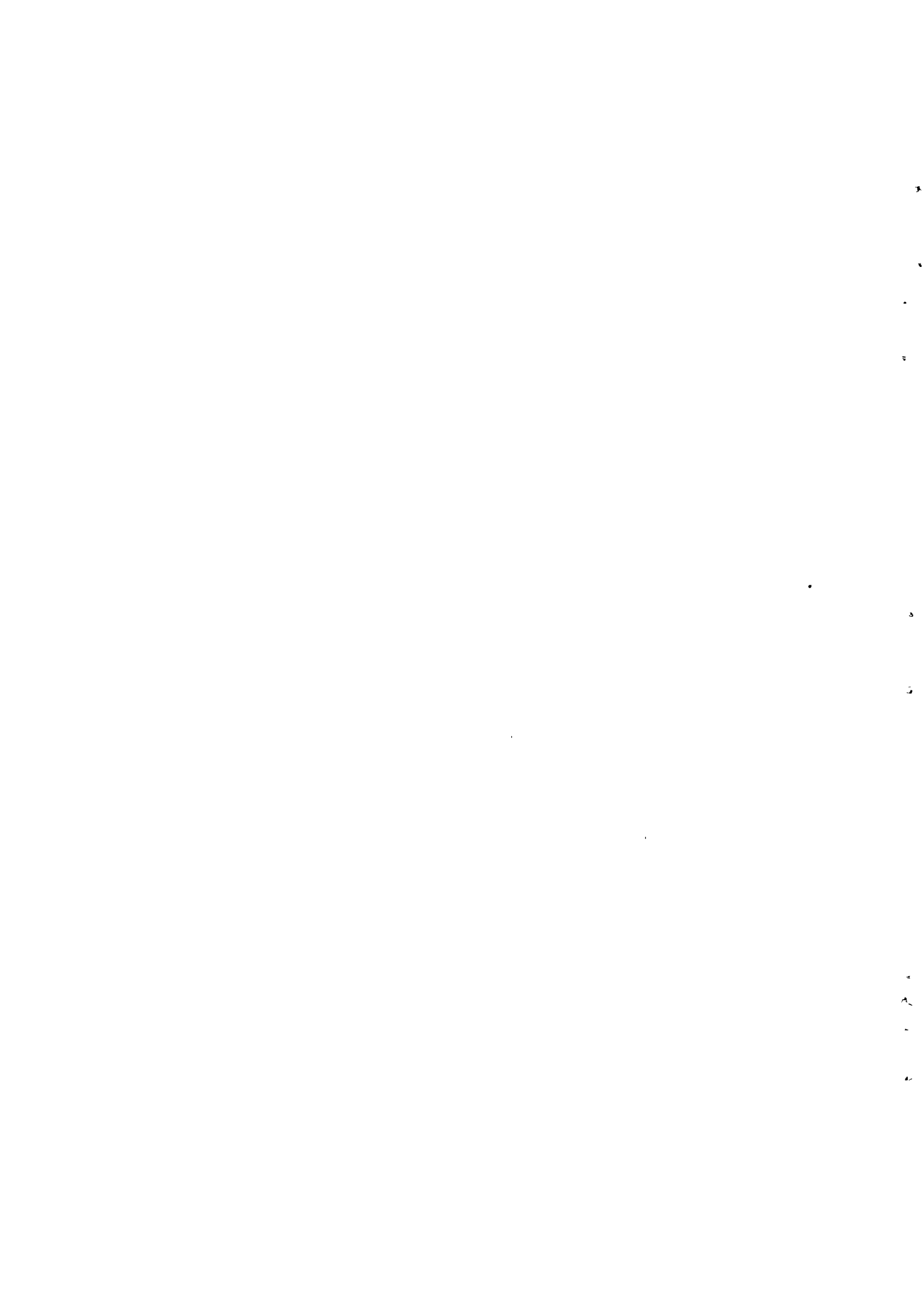
Social discrimination is one of the major barriers to development. Equal improvement of all the sections of the community is essential for living in harmony and with dignity. With representation of women and SC/ST and Backward communities, the new Panchayats should be instrumental in ensuring proper participation of these groups. Since the problems being faced by the women or the members of backward castes/communities are not created by them, the solution has to come with the active contribution of the entire community including the men and the members of the forward castes. Hence the importance of sensitizing all members of the community, while providing special support to the weaker sections through devices like peer group counselling.

2.1.9 Mobilisation and management of resources

Mobilisation of all forms of resources and its proper utilisation is a key factor for rapid development. While resources are made available to different tiers of Panchayats by the government, these could be augmented substantially by mobilisation of local resources. Such local resources include contribution by cash, kind or voluntary labour. Not only will this lead to enhancement of available resources, but this will also encourage local communities to have a higher sense of participation and ownership in the process of asset creation and maintenance.

2.1.10 Developing human resources

The most important of all resources is the human resource. Development of that resource could be one of the vital tasks of the Panchayats. Universal elementary education and spread of adult education through literacy programmes becomes much easier with the support of the Panchayats. If every Gram Panchayat takes the responsibility of spreading literacy in their respective areas and takes responsibilities for sending all children, boys and girls to school, it will be possible to ensure that the entire population becomes literate in a reasonable period of time. This should be followed by efforts to improve functionality of the people by increasing their knowledge to address their day to day problems and enhancing skills whenever necessary. Other important aspects of human resource development is to promote preventive health care, including immunisation,



access to safe water and sanitation, enhance awareness on minimum nutritional needs and thereby control the mortality and morbidity rates in the community. The Panchayats can also play vital role in organising people for accepting family welfare measures.

2.1.11 Implementation of poverty alleviation and other development programmes

Alleviation of poverty and improvement of the quality of life of the people living in the rural areas is one of most important objectives of all Government programmes. The major portion of funds under the employment generation programme Jawahar Rozgar Yojana(JRY) is directly transferred to the Gram Panchayats. In a few States the remaining portion of that fund is also spent by the two higher tiers of the Panchayat. Selection of beneficiaries and other follow-up in respect of other individual/family oriented schemes like Integrated Rural Development Programme, the Special Component Plan (for scheduled castes), the Tribal Sub Plan (for tribals) etc. can be performed by the Panchayats. The Panchayats can play a vital role for coordinating the supply of institutional credit, particularly to the poor farmers. The newly elected Panchayat members should have adequate knowledge about the objectives and scope of all these programmes. It has been noted that the 73rd Amendment provides for transfer of 29 subjects listed in the 11th Schedule to the Panchayats. The State Finance Commission would take decisions for devolution of resources to the Panchayats. These complex fund flows need to be clearly understood and the capability built into the Panchayats to access these resources in the most optimum manner.

2.1.12 Ensuring community based convergence

Development programmes are usually implemented by various departments of the State Government. A convergence of many such programmes through an effective process of coordination can considerably enhance the impact and utility of these programmes. The Panchayats provide institutional forums for coordinating various activities within respective areas and can ensure proper convergence.

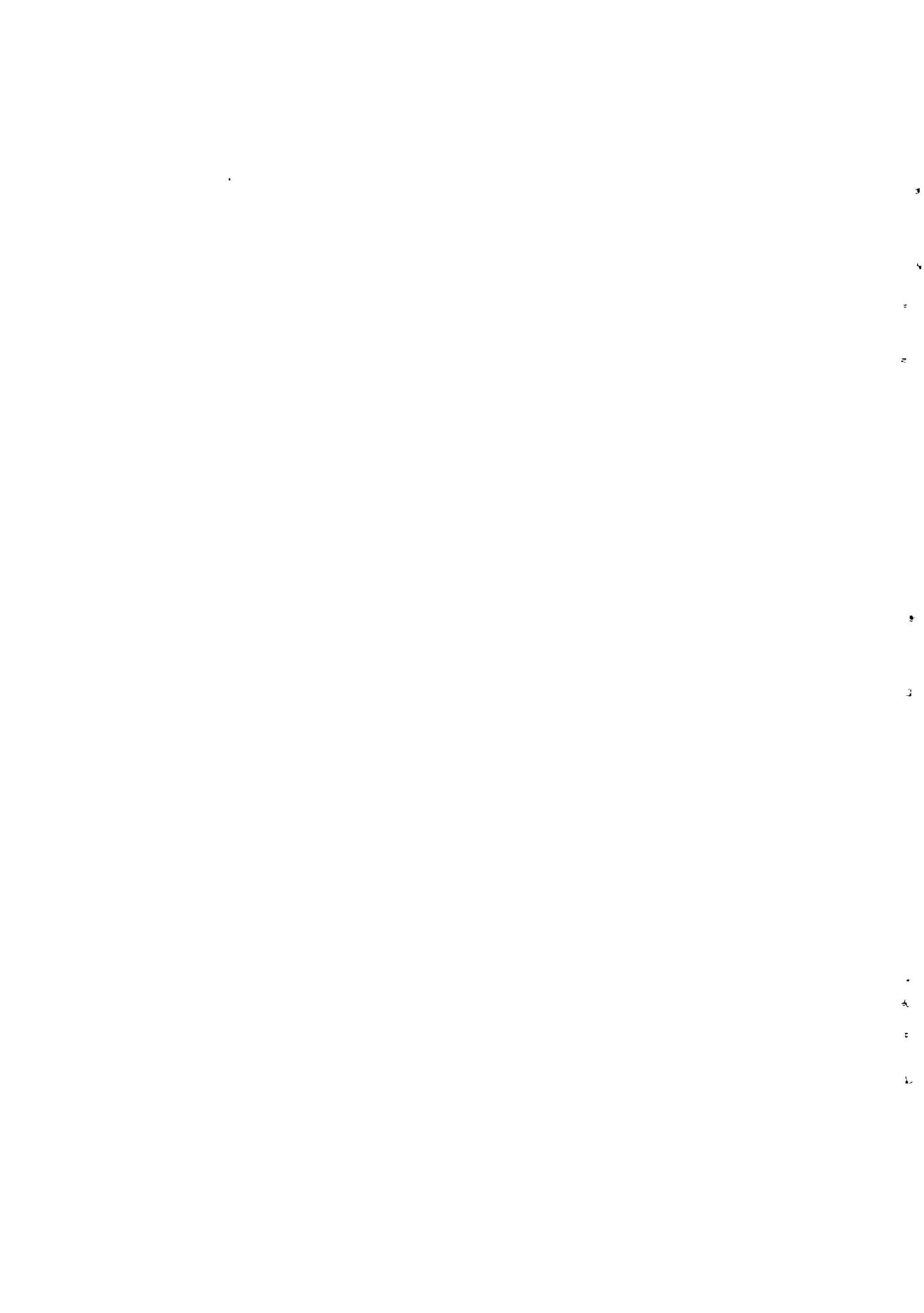
2.1.13 Building database related to the area

While data is maintained at the District and Block level, hardly any data except household and land records are usually maintained at the village level. For decentralised planning and monitoring it is useful to be able to measure various key parameters related to development at the village level. The Gram Panchayat can maintain a few such items of data like birth rate, death rate, infant mortality rate, incidence of diseases, literacy rate, age of marriage, etc for their area. Such data could also be then compiled and maintained at Kshetra Samiti and Zilla Parishad levels also.

2.2 Training Strategy

2.2.1 Assessment of number of trainees [Step 1]

Prior to discussion about the strategy it is necessary to assess the magnitude of the training that is required to be conducted immediately after the election process is over.



The total number of persons who are likely to be elected is estimated be as follows:

Tier	Total Members	Functionaries (Chairperson + Vice-Chair)	Government Officials
Gram Panchayat	616,000	112,000	105,600
Kshetra Samity	55,000	5,400	36,900
Zilla Parishad	2200	132	3900
Total	673,200	117,532	146,400
Grand total (Members+ Functionaries+ Govt Officials)	937,132		

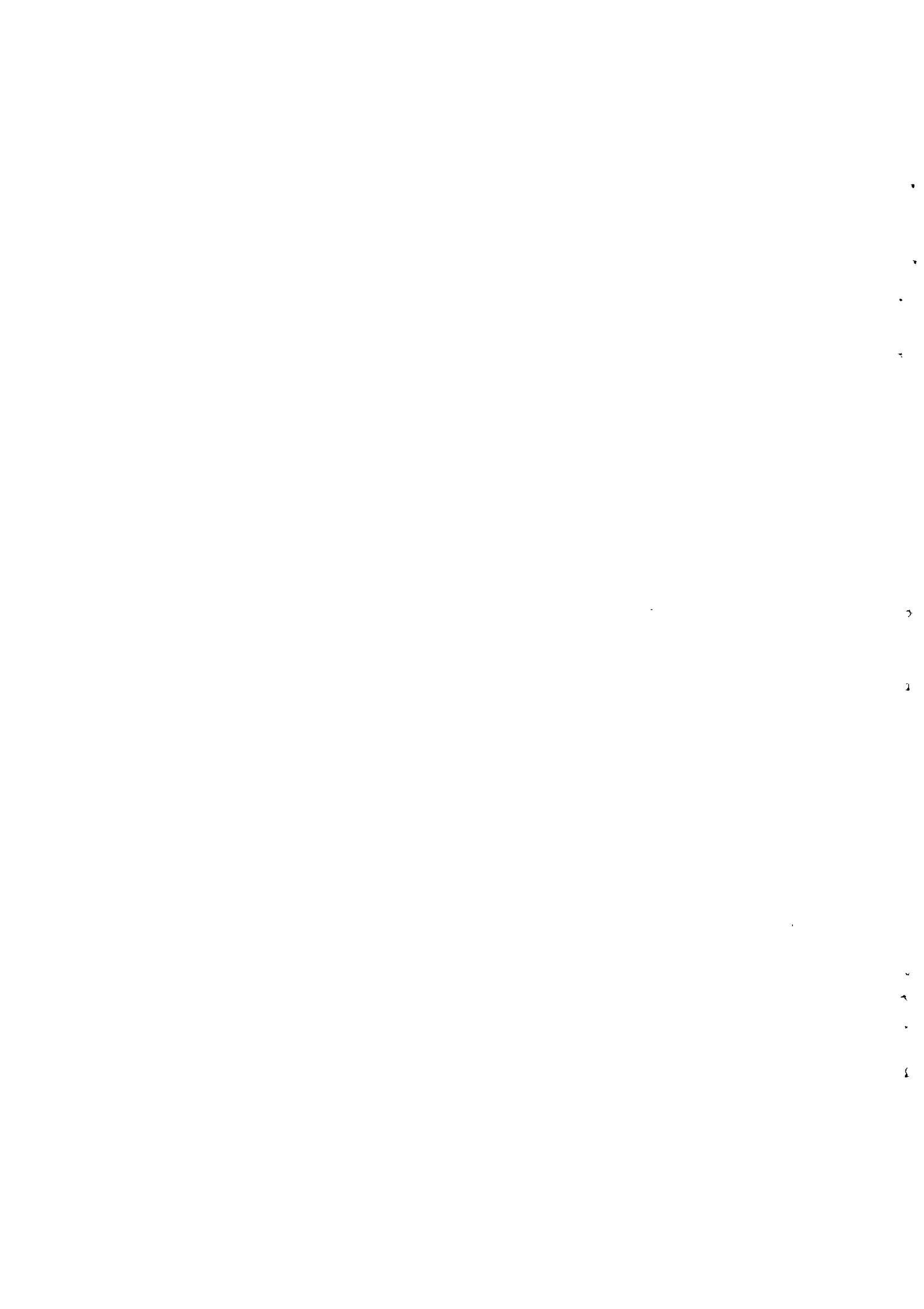
The government officials include 105,600 Gram Vikas and Panchayat Vikas Adhikaris, 2700 Block Development Officers and an additional official each at the Khand level, 31,500 Block level Extension Officers and 3900 district level officials. It is suggested that the government officials are also oriented simultaneously with the Panchayat functionaries in order to facilitate mutual understanding and development of common perspectives.

2.2.2 Different trainee groups [Step 2]

Since the requirements of training would be distinct at different levels, elected representatives and government officials of appropriate levels are proposed to be clubbed together to attend the training simultaneously. The suggested training groups are as follows:

Group	Participants	Number of participants
A	Ordinary members of Gram Panchayat	616,000
B	Pradhan, Up-Pradhan, Panch. Vikas Adhikary, Gram Vikas Adikary	217,600
C	Ordinary members of Kshetra Samiti & Block-level Extn. officers	86,000
D	Pramukh, UP-Pramukh, BDO &	5,400
E	Ordinary Zilla Parishad members, district-level officials	6,100
F	Adhyakshyas, Up-Adhyakshyas, DMs and CDOs	244

While members in Group A to E will participate in different training programmes, for Group F workshops could be organised to understand their combined tasks and their individual roles in that process.



2.2.3 *Assessment of learning need and distribution of training [Step 3]*

A core set of learning needs which are equally relevant for all groups would include the following:

- understanding of the provisions of the Panchayat Act and Rules, its potentials and limitations;
- understanding of roles and responsibilities of various tiers of Panchayats;
- sensitivity to gender issues and commitment to secular values,
- information and skills necessary for decentralised planning and resource mobilization,
- information on existing development infrastructure and resources,
- current status and possible interventions on primary education, health, sanitation, environment, water and other subjects under Schedule 11;
- implementation of poverty alleviation programmes, rural employment programmes including JRY/EAS etc

2.2.4 *Number of training programmes to be organised [Step 4]*

Because of large number involved in level A, 150 Gram Panchayat members should be trained at one time. For levels B to E, each batch should have 50 participants. Thus number of batches to be trained in each group becomes as follows.

Group of training	A	B	C	D	E
No. of batches	4107	4352	1730	170	122

To cover 264 participants of Group F, organization of 8 workshops are suggested one each for the 8 homogenous regions according to levels of development.

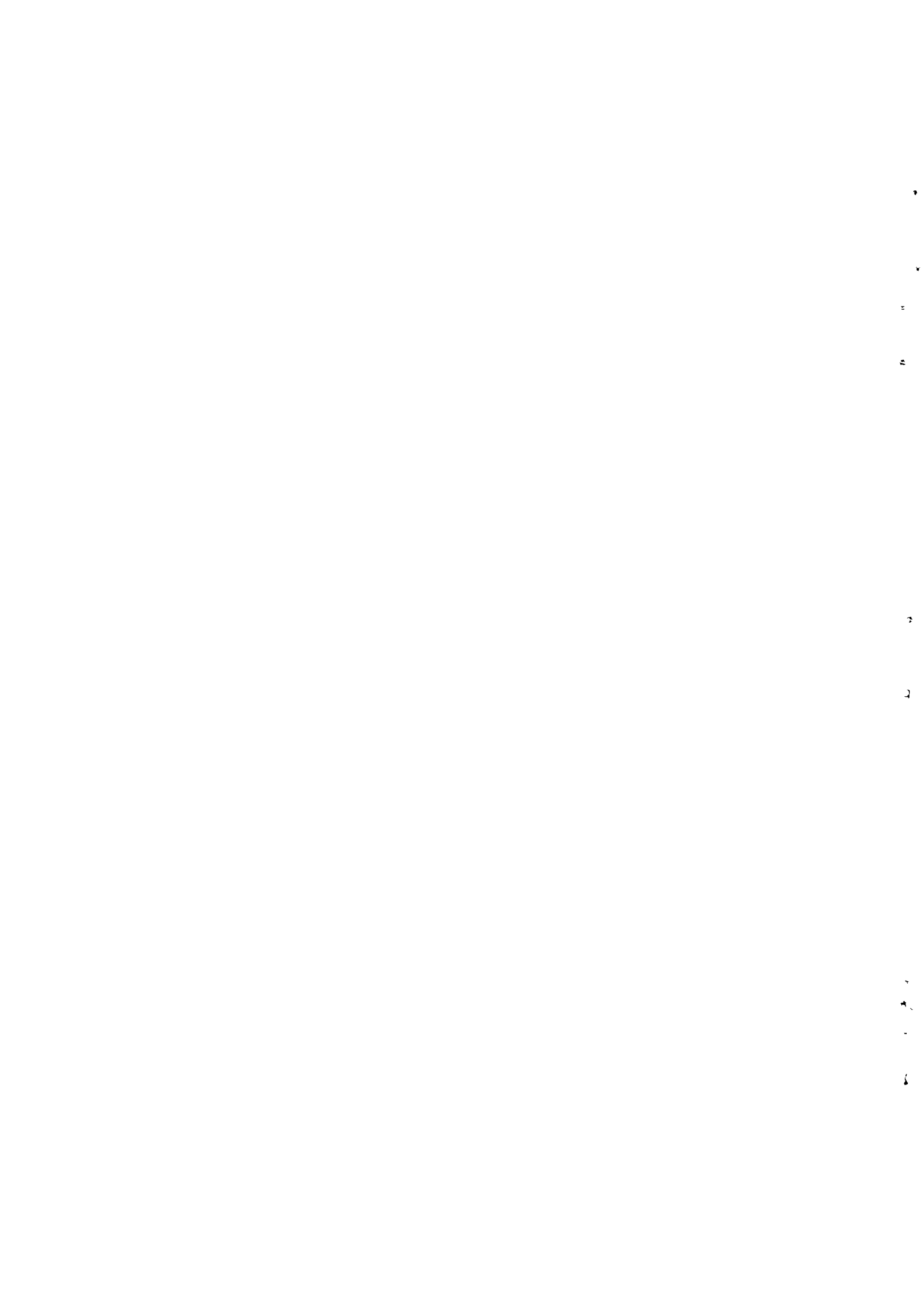
2.2.5 *Identification of training organizations [Step 5]*

It will not be feasible to organise training for Group A in regular institutions. Their training should be organised in villages/nearby towns wherever suitable place to accommodate 150 participants with facilities for video-show are available. Since the location will not be far from their villages, such training need not be residential. It is obvious that ordinarily each venue will be used only once.

Training for groups B & C could be organised at district level institutes (RIRD, DIRD and other institutes). Nearly 200 such institutions should be identified through out the State which comes to around 3 institutes per district. Each such institute will conduct around 30 training

Training for Group D and E should be organised in a few selected regional level institutes. Minimum requirement will be eight such institutes and each one will conduct around 30 training

Workshops for group F is proposed to be organised at State Institute of Rural Development /Administrative Training Institute.



2.2.6 Phasing of the training and time frame [Step 6]

Given the time constraint and the large number of batches involved, it will not be feasible to take up training sequentially. It is suggested that simultaneous training programmes be organized for the different groups. The process will start with the Workshops of the Adhyakshas/DM etc. Immediately after the Adhyakshas /DM return from their Workshop, training of other levels will be taken up. This will enable the Adhyakshas/DMs to provide leadership and a sense of direction for the training efforts in their districts.

The regional level institutes can start with the training of Group D [Pramukh/Up-Pramukh BDO]. Training at district level institutes for Group B [Pradhan/Up-Pradhan, Panchayat Vikas Adhikary, Gram Vikas Adhikary] can start within two weeks after the training starts at the regional level. The training for the Gram Panchayat functionaries and government officials at the village level will also follow the training at the Block level. This pattern helps achieve a spread effect of training and each level will benefit with the next higher level having previously completed the training.

Regional level institutes will start training group E [Zilla Parishad members, district level officials] trainees only after exhausting group D trainees. Similarly the District level institutes will start training group C trainees [Members of Kshetra Samity and Block level extension officers] only after exhausting the group B trainees. This staggered pattern is suggested, considering the relative priorities between different groups.

A possible time frame for starting and finishing the training programmes indicated below, with reference to a starting date by which time preparatory tasks should be complete:

Level of institution	State	Regional	Regional	District	District	Village
Trainee > Group	F	D	E	B	C	A
Possible start >	+ 4 weeks	+ 6 weeks	+ 16 weeks	+ 8 weeks	+ 22 weeks	+ 10 weeks
Possible finish >	+ 8 weeks	+ 14 weeks	+ 20 weeks	+ 20 weeks	+28 weeks	+22 weeks

It needs to be stressed that the essential preparatory work would take time for completion. The actual time required will need to be estimated on the basis of available resources. The preparatory action required will include:

- preparation of training and communication materials, including training modules;
- training of trainers;
- identification of training institutes/trainers;
- establishment of state/district task force,
- preparation of monitoring formats/modalities;
- preparation of Panchayat member/Pradhan profiles.

The time lag which will be necessitated by these preparatory activities can be used for creating a mass awareness about the role of Panchayats through a campaign over the mass media and by various advocacy activities.

2.2.7 Management of training to be decentralised [Step 7]

In view of the magnitude of the task, training would need to be decentralised and implemented at the district level. Training implementation and management structures will have to be set up at the district level, to be coordinated at the State level.

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- The district task force to be set up to be coordinated by a suitably senior officer. The task force should include heads of all identified training institutions, selected representatives of development departments at the district level and NGO representatives.
- The task force to immediately identify existing governmental and NGO training resource groups, for providing institutional support to training programmes.
- A district level data base on the demographic and socio-economic profile of elected members of Panchayats to be prepared.
- Data on information relevant to planning for the economic and social development of the area also to be built up.
- The State level task force to initiate preparation of relevant learning materials for all levels. This group could also network actively with other Hindi-speaking States, particularly **Madhya Pradesh and Rajasthan** to review and adapt existing material wherever possible.
- A well designed computerised Management Information System to be evolved and put in place to monitor, coordinate and evaluate the training strategy.

2.2.8 Training to be gender focussed: [Step 8]

Given the situation of women, it is unrealistic to expect them to participate equally with men in training programmes. Experience in other States indicate that women representatives would require at least a minimum orientation to enable them to learn along with men.

It is suggested that, at the Gram Panchayat (Group A) level, each training programme be preceded by a one day orientation **exclusively for women members**. This would provide the space for a brief exposure to gender issues and the significance of participation of women in Panchayats. The men would join the group on the second day and the core curriculum would be addressed jointly covering gender among other issues.

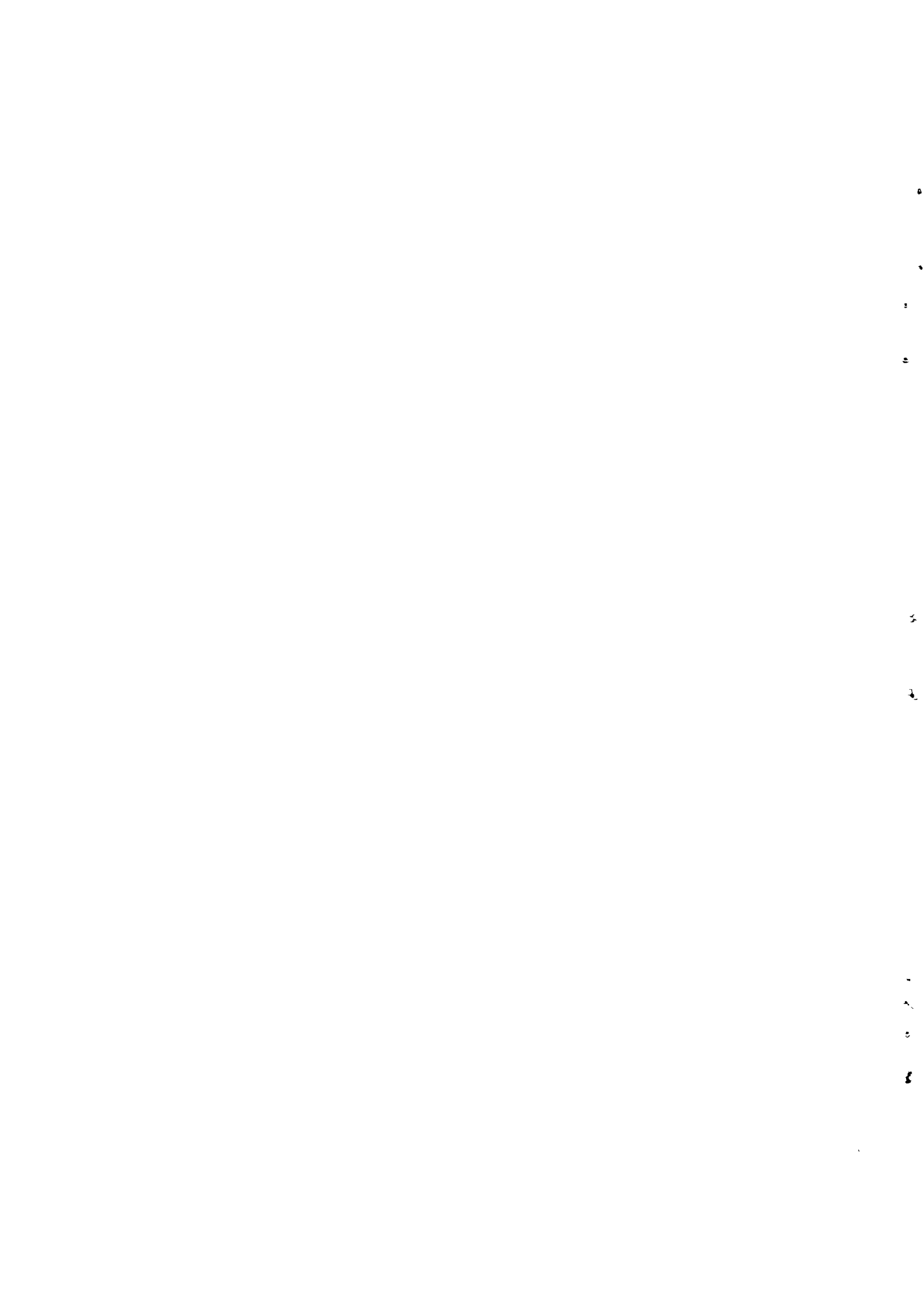
2.2.9 Trainer training: [Step 9]

Trainers' training, particularly for those who would train at the village, district and regional levels, should be well organised. For each of the District and Regional level institutes, six to eight trainers are to be identified well ahead. For training of Gram Panchayat members, a team of trainers should be developed in each district who could go to the villages and organise such training. It will be useful to have a team of six to eight trainers for a cluster of Blocks. Considering that each team will be handling around 20 such training, for every 3000 ordinary members of Gram Panchayat there should be one team. Thus there should be an average of 3 such teams per district, totalling to around 200 teams in the State.

Training of the trainers needs to be of five days duration at all levels. The training needs of Groups A, C and E being somewhat different and more generalised than those of Groups B and D, the training of trainers would also have to be suitably oriented. The training of trainers could be organised well before the training starts at SIRD/ATI.

2.2.10 Avoid any loss of time

Another important aspect is that once the trainers are trained, there should not be much of a gap before they actually start training others. Similarly, training of officials and non-officials should be done as early as possible to avoid any loss of interest among the newly elected Panchayat members.



The number of trainers that would be required at the Regional, District and Village levels, are mentioned below :

i)	Regional level institutes:	60
ii)	District level institutes:	1600
iii)	For providing training at village level:	1640

For trainers at the Regional level institutes two courses for training will be required to be organised. For the district level and village level trainers, 90 training courses will need to be organised with about 40 participants in each batch. In order that these training of trainers is completed within a period of 8 to 10 weeks, SIRD/ATI and the 8 selected Institutes at the regional levels will have to be utilised.

2.3 Training methodologies

Appropriate methods for training at each level would have to be derived keeping in mind the numbers to be trained at each level and in each batch. However, all methods used must be participatory and experience based. Training should be **residential as far as possible**, with special arrangements for child care etc for women trainees.

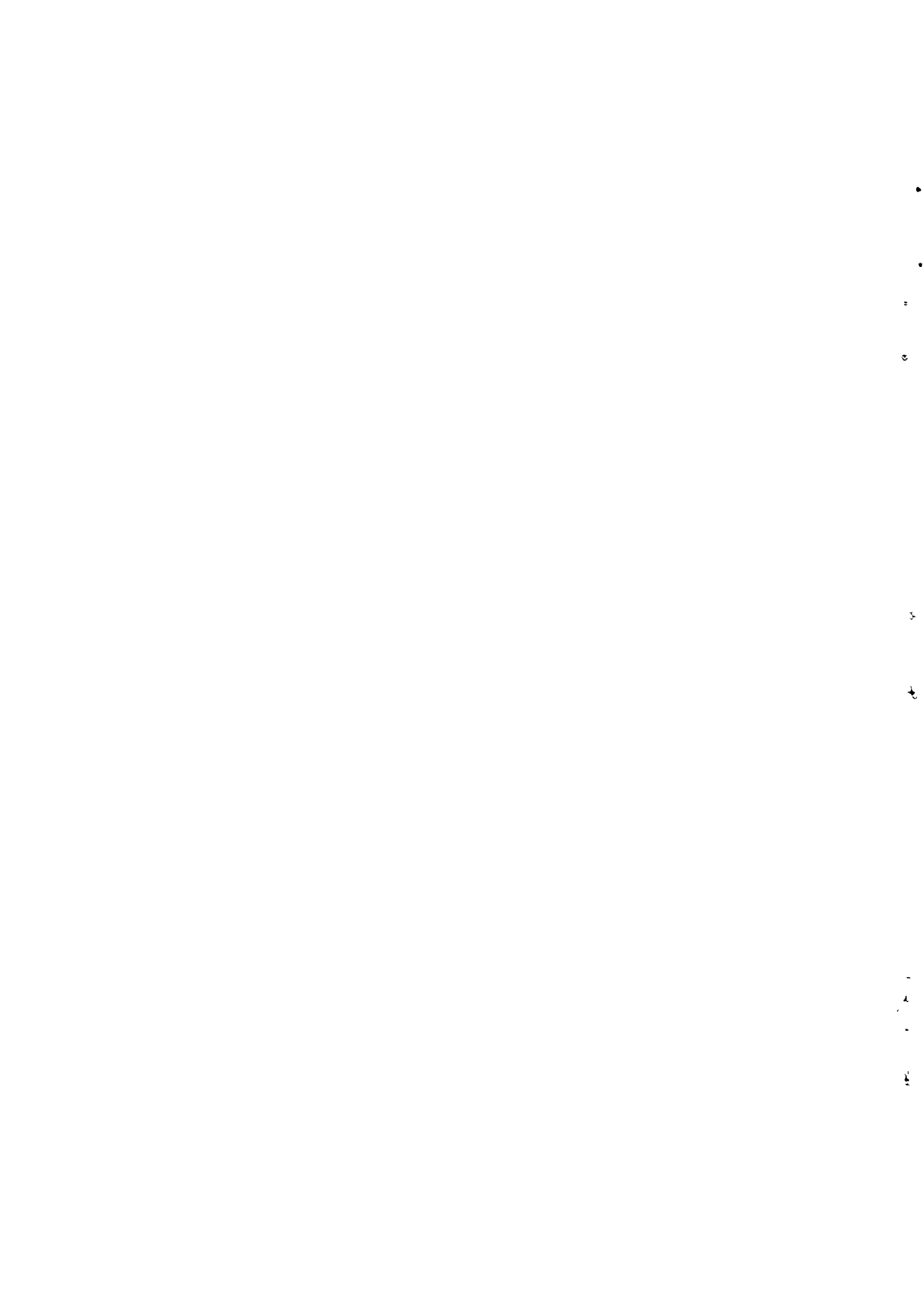
- At the GS level, where the size of the batch is very large and where literacy levels are likely to be low, mass communication methods, use of electronic and audio-visual media and small group discussions to the extent possible will be the methods of choice. Supporting materials will have to be pictorial.
- Creative use of **video training modules** can be made to ensure quality of inputs as well as to optimise learning in large groups. These could be supplemented by discussions and question/answer sessions in smaller groups.
- Every training programme would integrate a gender perspective in both method and content.
- Methods used must provide space for participants to share their experiences and to learn from each other.

Given the constraints on training time, every training programme would require well-designed supplementary learning material:

- Simple graded language suited for neo-literates
- Culture and region specific as far as possible.
- Emphasis on a **few simple, strong messages**.
- Attractively designed with colour and visuals

There should also be a small booklet very briefly describing the basic functions of each level and important procedures/rules guiding activities of these bodies. This booklet should be distributed amongst all the members immediately after election.

All the booklets should be written in graded language suitable for neo-literates. The training booklets should have pictorial illustrations and small case studies related to villages of UP should find place in them appropriately.



Suitable video films should be developed on each of the broad subjects to be covered so that those films could highlight some of the issues contained in the booklets.

2.4 Estimate of Resources required for training.

2.4.1 Institutional

As already mentioned, other than ATI and SIRD, 8 regional level and 200 district level institutes are to be identified immediately.

2.4.2 Communication materials

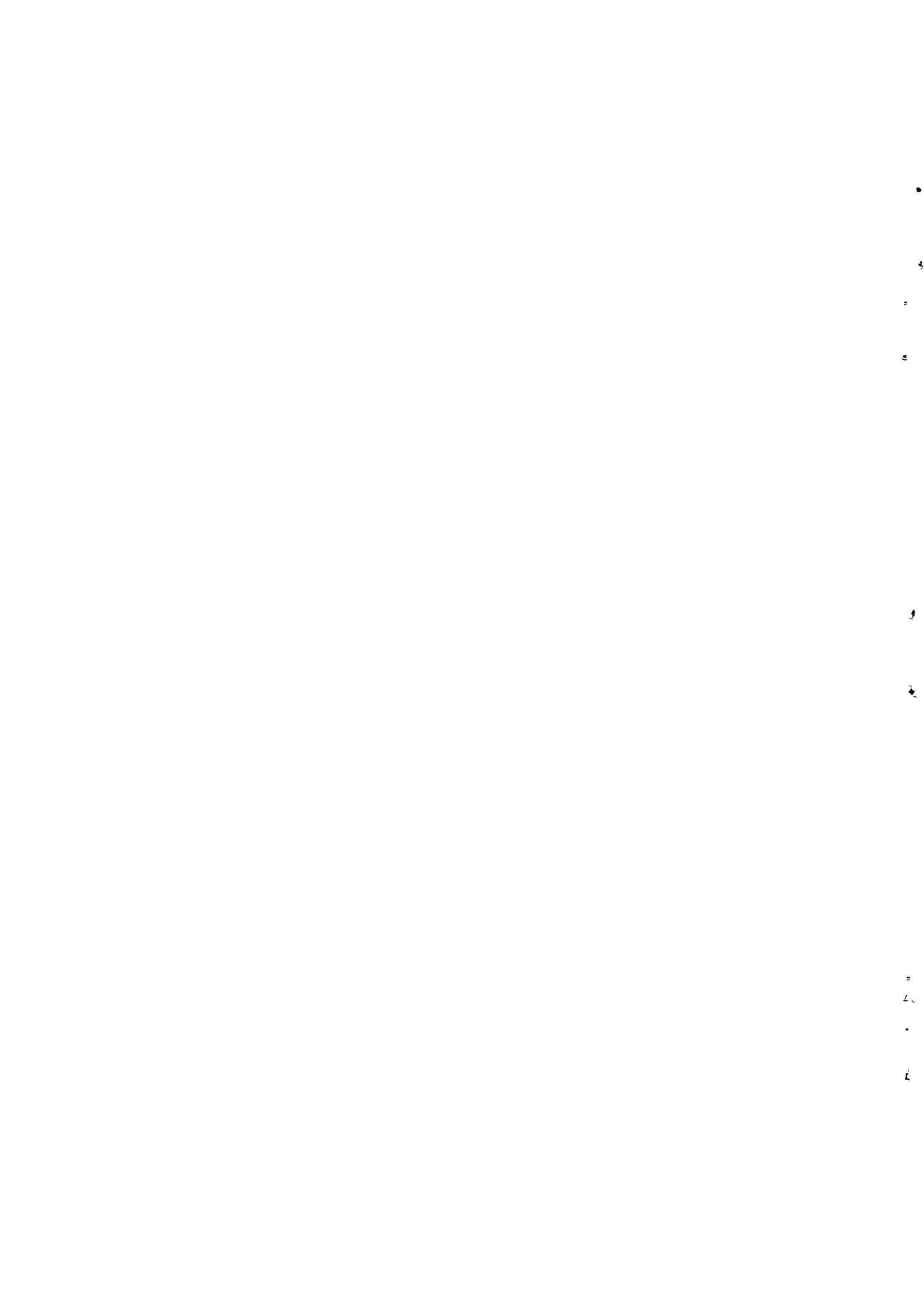
For ordinary Gram Panchayat members two booklets, one explaining the Panchayat system and the other mentioning the most important rural development programmes are to be distributed. Thus nearly 13 lakh booklets will be required for those members only.

For members in groups B and C, five booklets on

- I. Basic duties and responsibilities of Panchayat bodies, procedures and rules for functioning of those bodies.
- ii. Resource mobilisation and decentralised planning.
- iii. Primary education, health care and role of Panchayats
- iv. Special programmes for the women and weaker sections
- v. Implementation of various poverty alleviation programmes.

These should be distributed to all the members. Thus nearly 15 lakh booklets will be required for that purpose.

For the trainees in groups D and E also, upgraded materials on the same subjects should be distributed. Thus nearly 56 thousand booklets will be required for that purpose. For the workshops suitable materials should be designed for stimulating discussions on the major issues



2.4.3 Financial Resources

A preliminary estimate can be made of the resources required to implement the above training strategy :

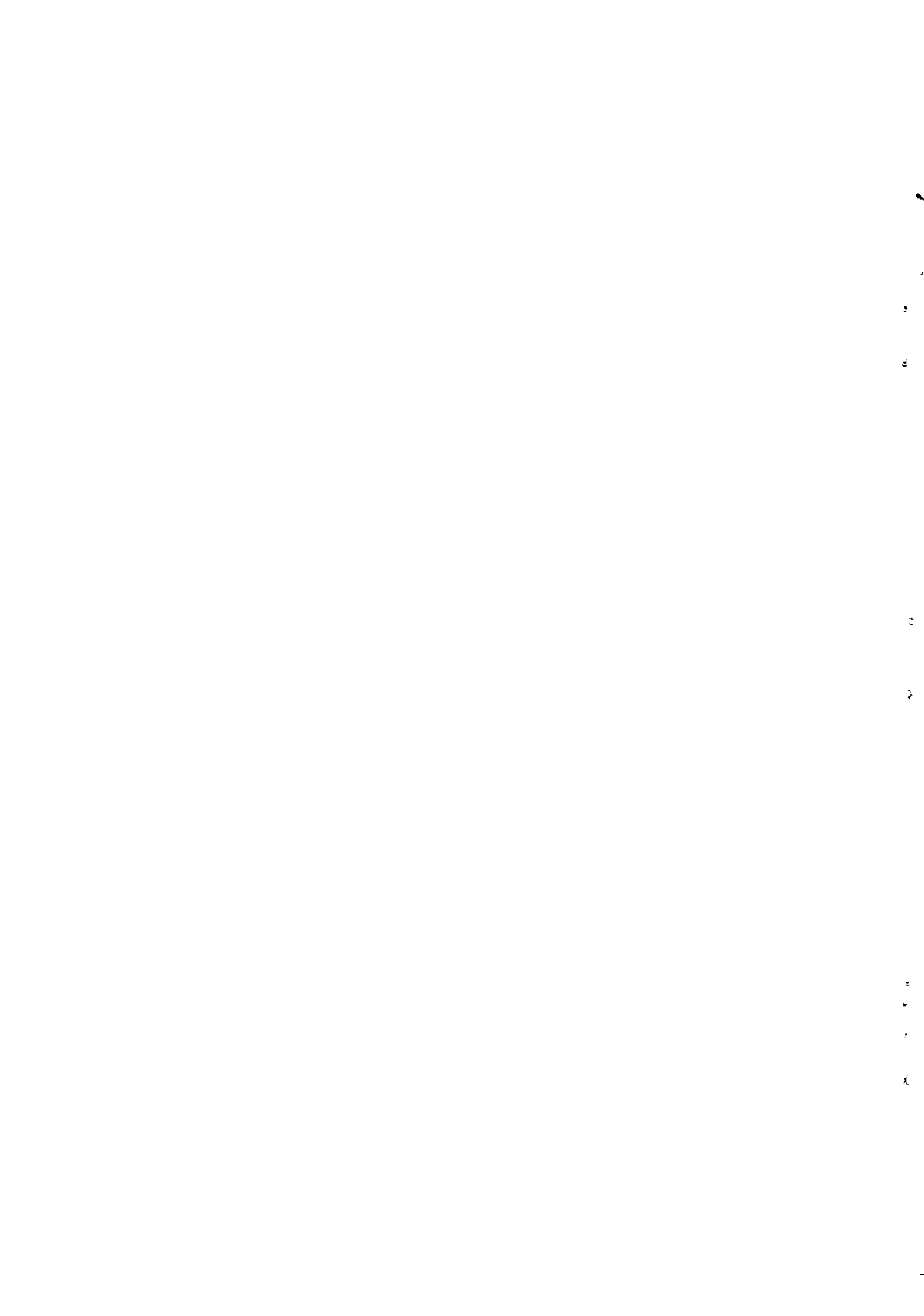
(Rs. In lacs)

Type of training	Person day of training	Cost of food	Learning material	Trainer Fees	Contingencies
Gaon Sabha ordinary members	10.2	306.0	184.8	27.8	41.0
Pradhan/UP Pradhan/GPA	6.5	325.0	195.3	51.6	43.0
KS members/Block Extn Officers	2.5	125.0	77.4	20.2	16.8
Pramukh/UP Pramukh/BDO	0.2	8.0	8.1	1.3	1.1
ZP members & District level officers	0.18	9.0	9.15	1.46	1.2
Adhayakhshas/UP A/DM/CDOS		0.9	0.8	0.3	0.2
Total		773.9	475.5	102.6	108.6

Total under all heads = Rs 1460.5 lakh, say Rs 15 crores.

The above cost has been calculated with the following presumptions.

- i) Cost of the training booklet for the ordinary Gram Panchayat members will be Rs 30/- only.
- ii) Cost of booklets for the trainees of group B & C will be @ Rs 90/- per head.
- iii) Cost of booklets for the trainees of group D and E will be @ Rs 150/- per head.
- iv) For training of each day, there will be four lectures of 1 ½ hours duration. At the village level training the honorarium per lecture will be Rs 50/- only. For District and Regional level institutes the same will be @ 100/- and that for State level Institutes will be @ Rs 200/- only.
- v) For each course, contingent expenditure will be Rs 1000/- only.
- vi) No TA of trainee and trainers have been included in the calculation although same is likely to be paid.
- vii) The cost of food is assumed to be @ Rs 50 per head per day for all residential and Rs 30 per head per head for group A as the programme is non-residential
- viii) The cost of training of trainers and the cost of audio visual equipment including VCRs, cost of production of software, and other costs including stationery costs is to be estimated on the basis of local costs and added to the above.



2.5 Monitoring and evaluation

In such large scale training spread over the entire State for a long period, the quality of training is likely to be affected if not monitored closely and corrective steps are taken quickly. The district administration and the district level training institute could be utilised for monitoring quality of training at the Block level. For monitoring quality of training at the district level ATI/SIRD and office of Divisional Commissioners could play an effective role. The quality of training and to what extent the training objectives are being met should be regularly assessed. If it is not possible to collect feedback from all the training, some of the courses should be covered on a sample basis.

2.6 Stimulating demand for self-government

Given the lack of awareness in the community regarding the implications of the 73rd, action is urgently called for in order to spread this awareness widely. Following are some of the measures which can be undertaken for this purpose:

2.6.1 Using the electronic media

In the situation of literacy prevailing in the State and given the mammoth size of the population requiring to be reached, radio is the best medium for the purpose. Radio reaches over 90% of the rural population and is functional in areas which suffer from chronic power shortages.

UP has a network of stations broadcasting on AM and FM. It is necessary that a programme for using radio for spreading awareness regarding the role of Panchayats and nagarpalikas in self-governance is drawn up for the whole State. It will be desirable that this p have evolved several very successful models for such interactive programming, which can be adapted to meet the needs of UP.

Television has a much more limited penetration in the rural areas of UP. However, in the areas where TV has reach, this medium should also be exploited to the maximum extent for carrying the message of local governance.

Karnataka is in the process of experimenting with an innovative scheme, where TV viewing centres in 30 districts are linked by an audio "talk-back" channel to the telecasting centre. In each of the 30 centres groups viewing the programmes addressed to newly elected women members of Panchayat bodies have the facility of asking questions or responding to the participants in the programme being telecast. After this experiment is evaluated, it can be examined for the scope of its replication in UP.

2.6.2 Using literacy and post-literacy training materials

Total literacy campaigns are on-going in several districts of UP. All these campaigns use learning materials of various types based on the day to day life and experience of the rural inhabitants of UP. It is possible to incorporate basic features of the responsibilities and mode of functioning of the Panchayats into these materials. Similarly these features could also figure suitably in school syllabi.

2.6.3 Using folk art and local media

UP has a very rich tradition of folk media. These range from ballads to puppetry and theatre. These media have a powerful impact in the rural areas. It is possible for the practitioners of these media to incorporate suitable messages into performances. There is a long history of use of folk and traditional media for developmental purposes, particularly for family planning and for community development programmes. The Government of India have the Song and Drama

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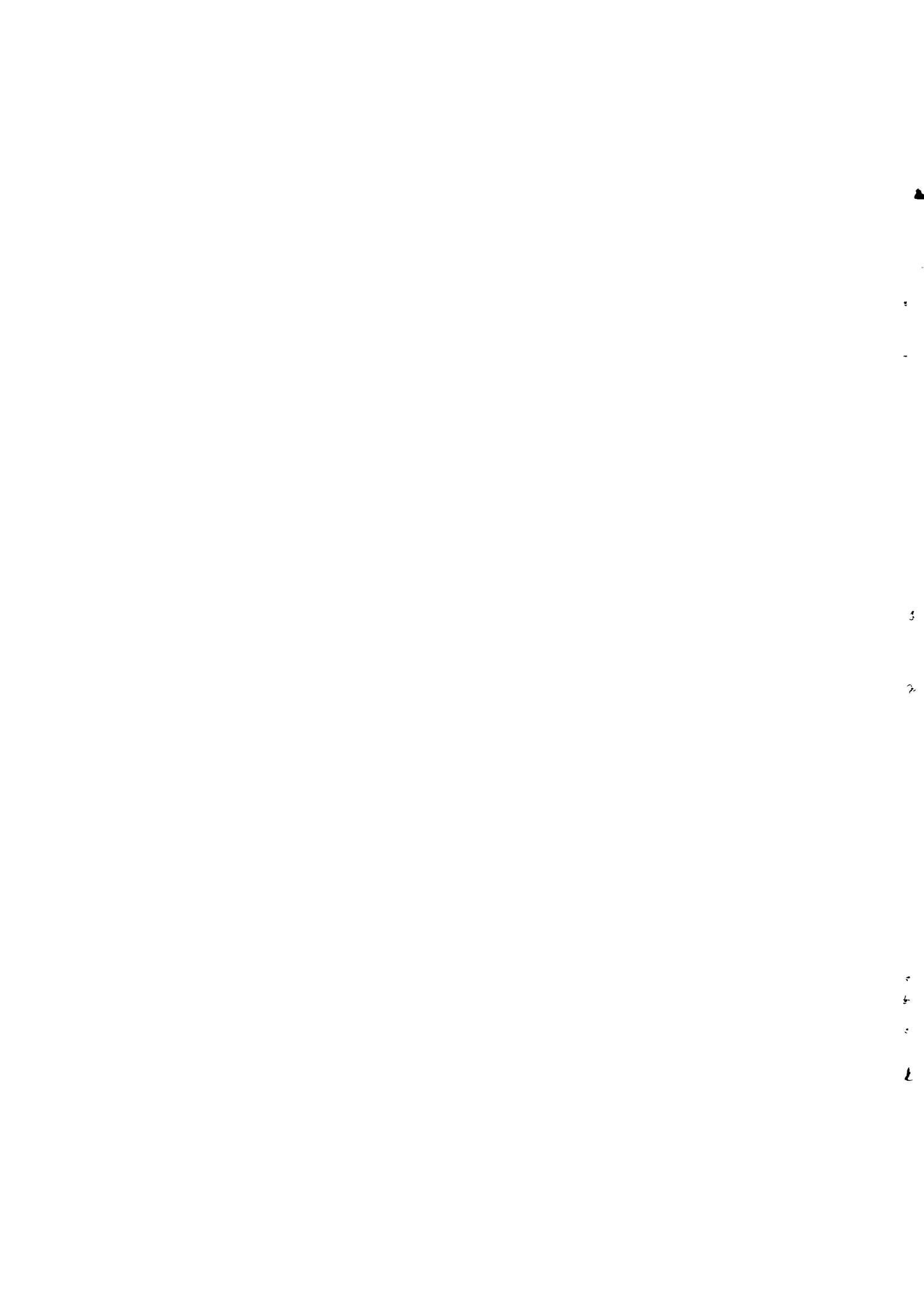
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Division which specializes in such adaptive use. Though the reach of folk media is necessarily limited as it can only address audiences face to face, it is possible to tap into the reservoir of talent spread all over the State through training nodal persons for transmission of these messages.

While these are only three suggestive examples given on different approaches possible, many more approaches could be located based on local knowledge and suggestions.

An important group that needs special attention in the effort to spread information regarding the implications of the 73rd and 74th Amendment are the political leadership in the State. Unless this is effectively done, the whole process of local governance is likely to be severely handicapped. This would necessarily have to be done at the State and district levels separately. Senior political leaders and suitable government officials could conduct discussions and share essential information.



III Suggested role for PSU Foundation (PSUF)

3.1 Objective and Background

In the context of the situation prevailing in UP, Non-governmental organizations have an important role to play in empowering the Panchayat system. As a concrete example of this, the case of PSU Foundation is discussed in the following pages.

PSU Foundation came into being in 1988, as the "Programme Support Unit" [PSU], within the Indo-Dutch bilateral framework for building up peoples participation in the rural water and sanitation sector in UP. From a small beginning, PSU rapidly expanded its coverage to 21 districts in UP in the course of the next six years. Operating through a team of field staff consisting of social scientists and local extension workers, PSU has been largely successful in its efforts. Some of the special strengths of PSU has been its ability to involve village women in various aspects of the programme including maintenance of handpumps and creation of awareness on health and sanitation. Another significant achievement is the use of local folk media including ballads, puppetry, folk theatre, etc., for motivating the community. PSU has been working through a small team of dedicated and highly motivated young professionals and local extension workers in Lucknow and the districts. In November 1993, PSU acquired the status of the Foundation under the Societies Registration Act, 1860, and became the PSU Foundation (or PSUF). In its present form, it has a broader mandate and can contribute to socially useful activities outside its immediate concern with water and sanitation. The following are some suggestions of areas where PSUF can make a contribution.

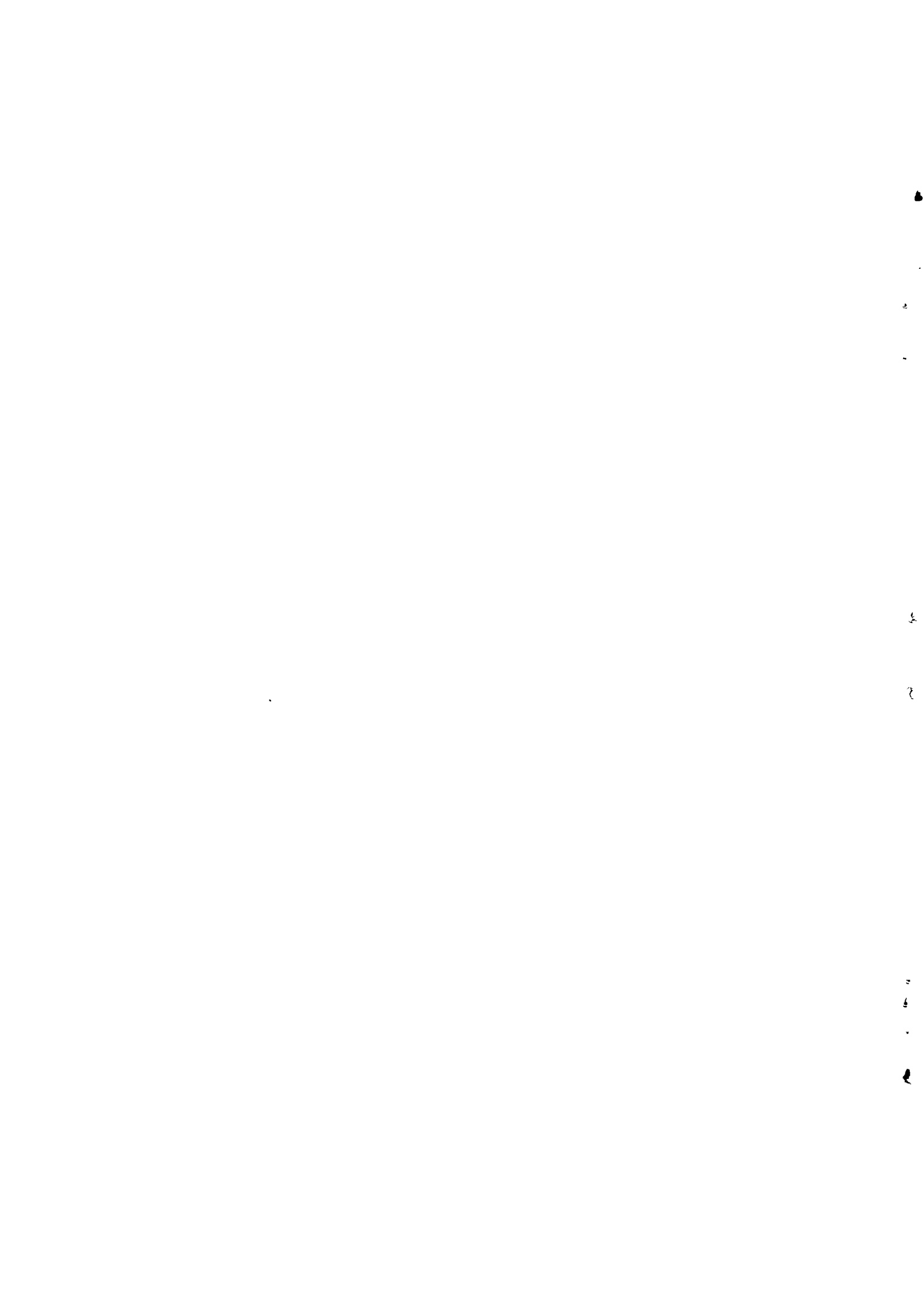
3.2 Forum for facilitating Panchayats

At the time that this evaluation was made, local self governance was low on the agenda of most agencies in UP. However, in view of the Constitutional mandate it is essential to generate a public debate on many essential aspects of this subject. Issues regarding devolution of powers and functions, relations between State and local governments, interface between officials and elected representatives and planning for training and orienting newly elected members are some of the issues which need urgent and detailed consideration at this time. While the Government will be examining policy options on these issues, it will be essential that these are also discussed and debated at suitable fora by the civil society.

It is considered appropriate that PSUF functions as one such forum in UP. The major challenge of training and orienting the newly elected members of the panchayat bodies could be first public issue that PSUF can bring up on a common forum where a cross section of concerned individuals can look at the issues.

3.3 Supporting information campaigns on Panchayats

It is clear that a wide-spread multi-media campaign will be essential in order that awareness regarding the role and responsibilities of panchayats reaches all parts of UP. As indicated at 2.6



in the foregoing, such a campaign could take several forms, including using the electronic media, particularly radio; building into teaching material; adapting folk and local media etc

The special strengths that PSUF has in areas of local and folk media and their experience with generating community participation, particularly of women can provide some useful support to such a campaign. With the limited resources of PSUF, such support will be necessarily limited to making contributions to the planning of such a campaign. PSUF can make suggestions based on their field experiences to agencies which actually undertake the campaigns.

3.4 Assessing the situation of women

The vital part that elected women representatives could play in the Panchayats has been noted. In order to design a strategy for providing the most useful support to women for performing this task, a clear understanding of the position of elected women representatives is necessary. It is suggested that PSUF could undertake a study within their project area to assess the profile of women members and elected office bearers in the Panchayats. This study should provide a socio-cultural and economic profile of the women and assess the priority areas and appropriate means for providing support which can help the women in performing their functions optimally.

3.5 Pilot schemes for helping women's participation

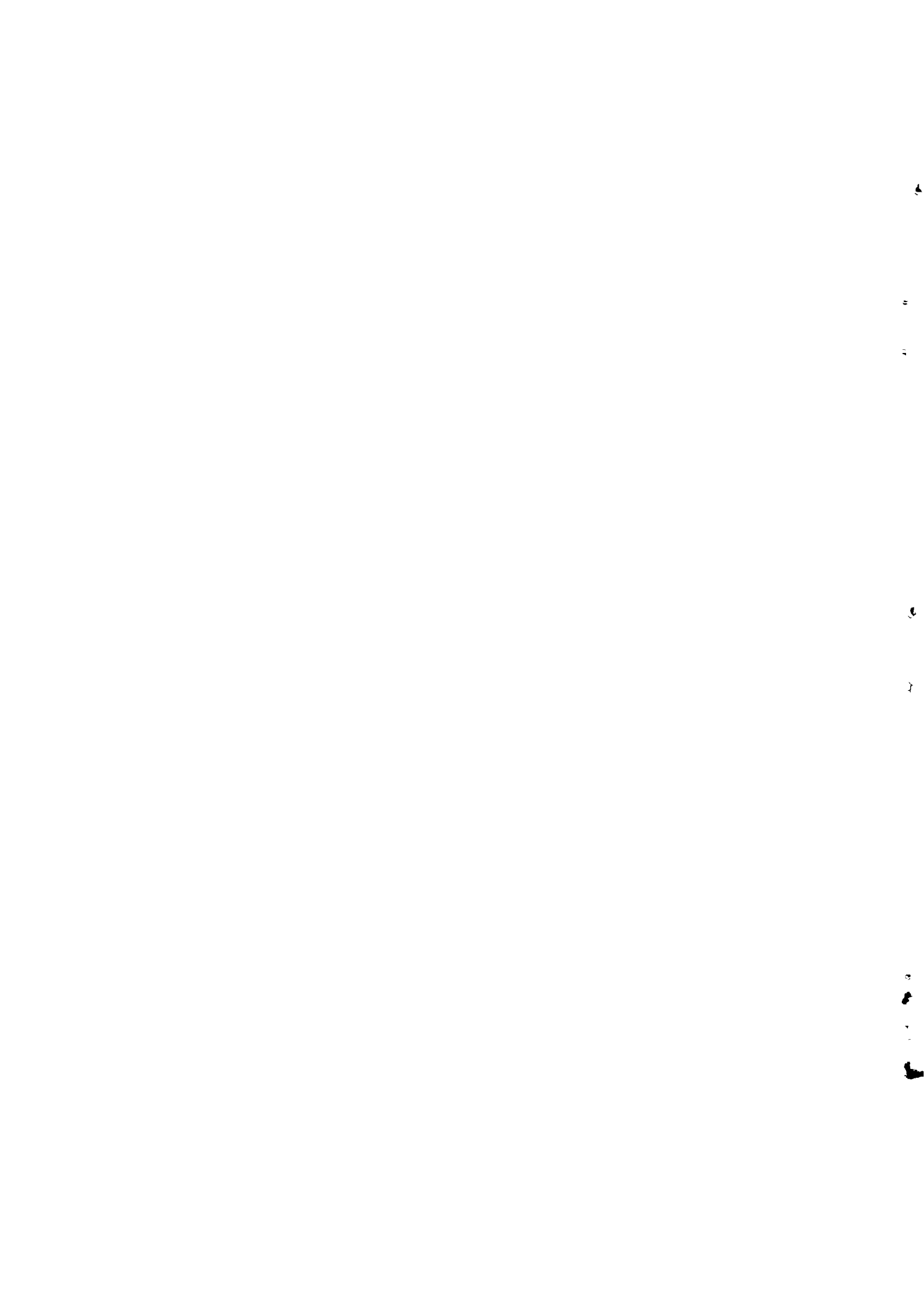
PSUF has "intensive mobilization Blocks" in different districts of UP, where a range of activities take place centred on the community water sources. These could be the areas where PSUF can consider taking up some pilot schemes for helping rural women to understand and participate in the processes of local governance.

The pilot schemes should be taken up in two phases, the first starting immediately for preparing women to participate in the electoral process and the second soon after the elections for orienting the newly elected members.

The Water Committees which function in the villages could be the focal points, where broad-based discussions could be initiated on the implications of the 73rd Amendment. The focus at this stage would be to give women a sense of confidence to participate as equals in the electoral process. It is clear that in several constituencies reserved for women, the male candidates would prefer to have "proxy" women members put up for election. In several parts of UP, women are reluctant to come into the public sphere of activity. One means of supporting women in their new public role is through a peer group. The Water Committees could be encouraged to function as this support group from which the women could draw sustenance and confidence.

Extension support at this stage is crucial. The women's groups need to be provided a range of information, which can enable them to make choices and decisions. In a largely illiterate milieu, much of this information has to be orally exchanged. Therefore, the first step in the process would be to equip the PSUF field staff with information and clear guidelines on their tasks. It will be necessary to guard against any information overload at this stage. The main objective will be to create confidence in women to participate in the Panchayat elections and to build up a support group of fellow women in order to foster and sustain this confidence.

A qualitatively different phase will be necessary after the Panchayat elections are concluded. At this stage the newly elected members and Pradhans of the Gram Panchayat would have to be assisted in acquiring the necessary knowledge and skills to enable them to function competently. In this process, PSUF should work in harmony with the plans and programmes drawn up for this purpose by the district administration. However, the objective behind the pilot schemes is to enrich the process of training in the State and therefore PSUF should attempt to evolve methodologies for training, which are replicable elsewhere. Since most parts of the State do not



have grass-roots level NGO presence, it is necessary that the orientation programmes are undertaken with the involvement of district level institutions like the District/Regional Institutes of Rural Development, the Panchayat Extension Training Centres etc.

The involvement of the district administration, particularly the Chief District Development Officer and the District Magistrate will be necessary in order to ensure PSUF interactions with the training institutions. The State Government should also be requested to convey their formal support for this purpose.

While training programmes for all elected members of the Panchayat bodies are taken up by the designated institutes, PSUF contribution to the training should focus on empowering of women members. PSUF should however be involved in the general training also, in order that a total perspective is available for enabling suggestions for improvement. Much of the training will necessarily be common for both men and women members.

In the training for women members, PSUF support could work through the peer groups established at the preparatory stage. This is recommended as these groups can continue to sustain even at a later stage, when PSUF support is not available. The focus of the peer group efforts would also continue to be on empowerment and confidence building, though information inputs would find an increasingly important part. This would dovetail with those shared at the common training programmes and reinforce knowledge through means appropriate to a largely unlettered group.

3.6 Contributing to Training

The dimension of the task for training of Panchayat members clearly implies that the training will have to be decentralised and undertaken through multiple agencies. PSUF can extend support to the regional and district training centres particularly in the areas of course design, women's empowerment and community mobilization. Training of trainers [TOT] has a special importance. PSUF could contribute to TOT in many ways including preparation of training manuals/modules. The following are areas which are recommended for special attention:

3.6.1 Women's empowerment

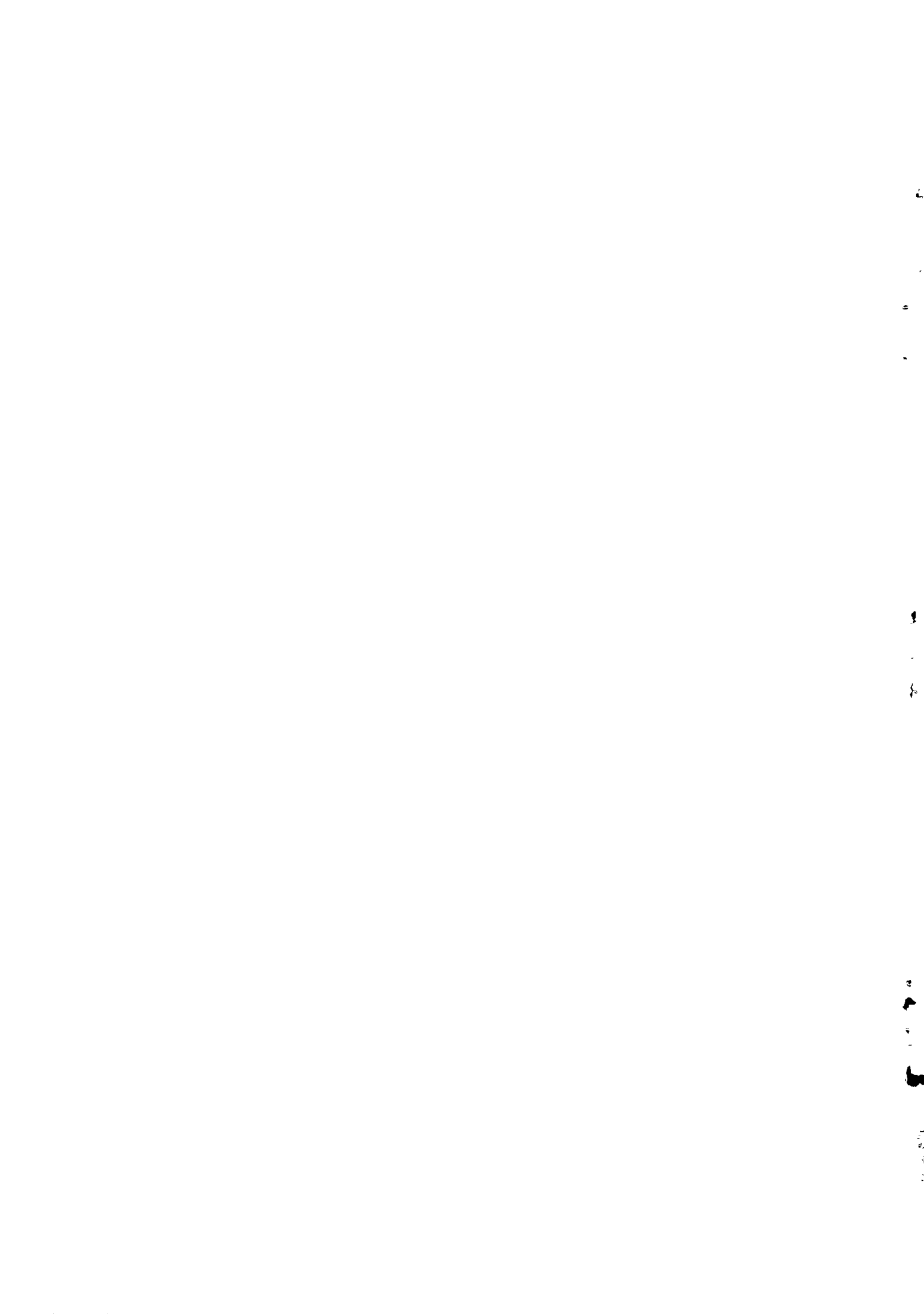
Women in most parts of UP would require additional support if they are to discharge their intended roles in the Panchayat system. There are a few groups of NGOs already working in this area in UP. PSUF could network with all of them and share experiences in order to build up a data source.

Experiences of other States in this area could also be usefully tapped. PSUF could at the first stage collate all available published material and other secondary sources of information on this subject. At the next stage a PSUF representative could visit some of the areas where successful experiences have been witnessed and document these efforts. If found necessary, PSUF can then host a Workshop to evolve a suitable strategy for empowerment of women in UP.

Based on these shared perceptions, a simple Trainer's manual for women's training could be designed for use in UP. In the actual preparation of the manual, the contribution of women in the rural areas, particularly the members of the Water Committees in the PSUF pilot programmes, should also be utilised.

3.6.2 Community mobilization

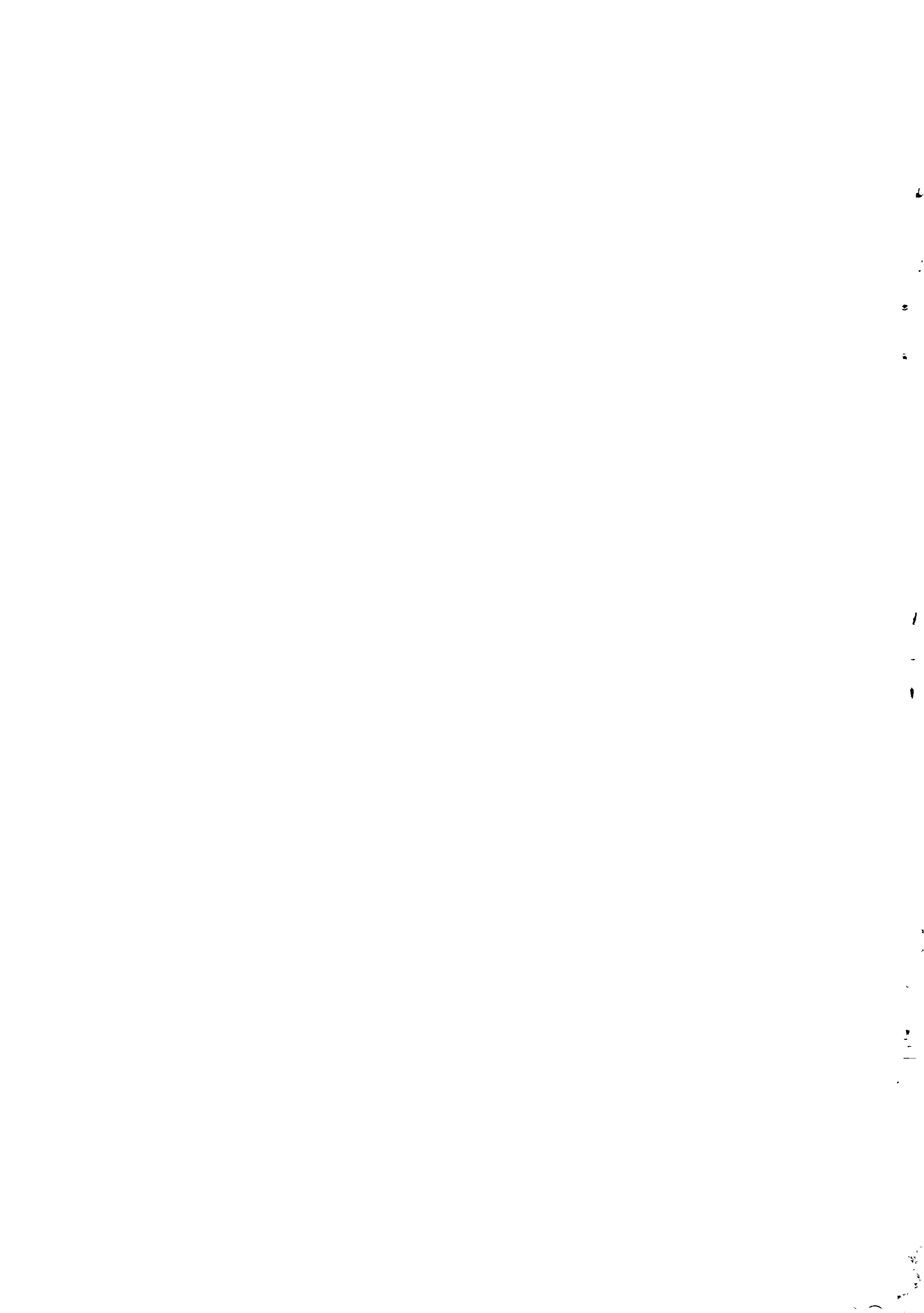
PSUF's skills in mobilizing community participation through effective use of local communication media and extension work has been mentioned earlier. These are skills which trainers would

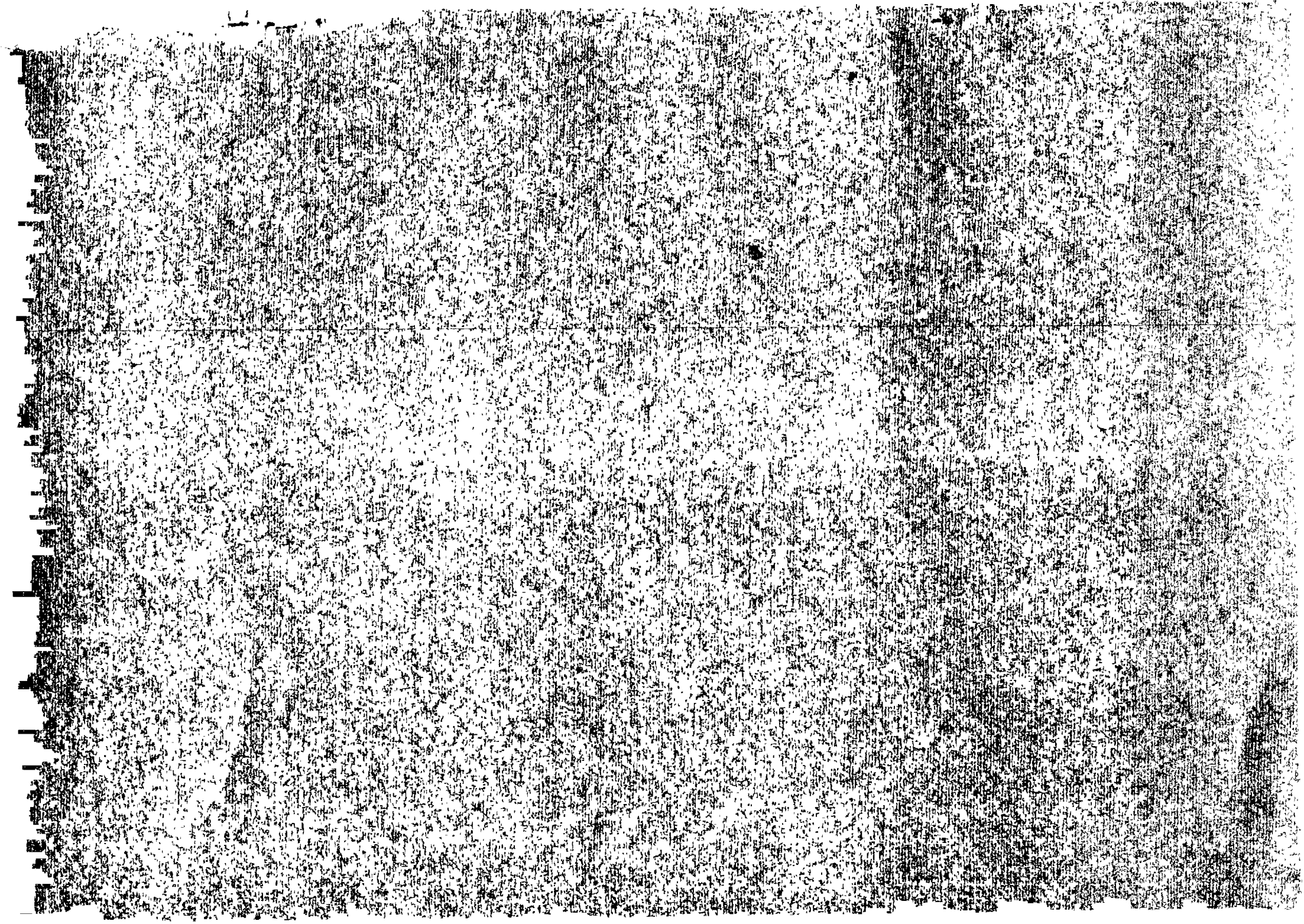


require in order to reach the rural community. Hence it is suggested that PSUF also considers making a contribution to TOT in terms of use of communication.

Since these skills are essentially audio-visual in nature, it is suggested that PSUF prepares a video film in Hindi on the use different folk and local media and extension methodologies in face to face interaction. In the actual TOT sessions, these can be supplemented with live demonstrations and discussions.

If water and sanitation messages are selected as the theme for sharing the lessons of communications, two purposes can be achieved through this means. PSUF can then share their experience with this important sector and also, at the same time demonstrate the use of communication techniques in a practical format.





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