



Government of India
Ministry of Panchayati Raj

GUIDELINES FOR THE CENTRALLY SPONSORED SCHEME OF
RASHTRIYA GRAM SWARAJ YOJANA
(TRAINING & CAPACITY BUILDING)
FOR STRENGTHENING PANCHAYATS

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1. Background

1.1 The 73rd Constitutional Amendment Act 1993 gave Constitutional Status to Panchayats at the District, Intermediate and Village levels. During the first fourteen years following the enactment of the Amendment has resulted in substantially achieving the objective of broad basing political empowerment of people. However, the spirit of Part IX of the Constitution is essentially that elected Panchayats function as institutions of self-government in rural areas. The emphasis is to empower them with certain functional mandates, give them a significant degree of autonomy and impart to them an element of self-reliance and self-sufficiency through fiscal transfers, taxation powers and tax assignments.

1.2 The National Common Minimum Programme (NCMP) states that the government would ensure that the Gram Sabha is empowered to emerge as the foundation of Panchayati Raj. Devolution of funds would be accompanied by similar devolution of functions and functionaries as well. The Government shall ensure that all funds given to States for implementation of poverty alleviation and rural development schemes by Panchayats are neither delayed nor diverted. Regular elections to Panchayat bodies would be ensured and the amended act (PESA) in respect of Fifth Schedule areas will be implemented.

1.3 The Ministry of Panchayati Raj has been engaged in several initiatives to strengthen Panchayati Raj. In order to evolve a national consensus on the measures to be taken to strengthen Panchayati Raj and ensure that Panchayats function as institutions of self-government in the letter of spirit of Part IX of the Constitution, between June, 2004 to December, 2004 the Ministry of Panchayati Raj convened Seven Round Tables of

State Ministers of Panchayati Raj. At the Round Tables about 150 points for action, touching 18 dimensions of Panchayati Raj were evolved. Inter-alia, these include effective devolution of functions, finances, functionaries, planning, Gram Sabhas, women, reservation for SCs/STs, special problems of SCs/STs, elections, audit, parallel bodies, capacity building and training, preparation of a State of the Panchayats Report and working on Panchayati Raj jurisprudence. At the Central level, an important task has been to ensure that Central Government programmes and Centrally Sponsored Schemes are compatible with the letter and spirit of the Constitutional provisions relating to Panchayats. These efforts have contributed to several important policy changes undertaken by several ministries, which have better reflected the Constitutional role assigned to Panchayats. Some of the important programmes and schemes have been reoriented to ensure planning and implementation by Panchayats.

1.4 These developments bring to the forefront the need to rapidly strengthen Panchayats, particularly Gram Panchayats, by providing requisite infrastructure and staff and building their capacity for planning and implementation, financial management, local accountability and resource mobilization. The Central Government has the plenary responsibility for ensuring the implementation of Part IX of the Constitution and empowering Panchayats as institutions of local self-government, in the letter and spirit of Part IX of the Constitution. Hand-in-hand with the re-orientation of Central Schemes and Programmes, it has now the immediate responsibility to assist and support States in strengthen Panchayats to more effectively perform the functions devolved to them. The proposed scheme for administrative strengthening and capacity building of Panchayats, named Gram Swaraj Yojana, is conceived with the objective of meeting this challenge.

2. Objectives of the Scheme

2.1 The objective of the Rashtriya Gram Swaraj Yojana is to assist States for Training and Capacity Building of elected representatives of Panchayati Raj Institutions so that they can effectively perform the functions devolved and the schemes entrusted to them. The need for Training and Capacity Building of elected representatives and officials of Panchayati Raj Institutions at all the three levels of Zilla Parishad, Block Panchayat and

Gram Panchayat cannot be underscored. With the implementation of welfare Schemes such as National Rural Employment Guarantee Scheme which is extended all over the country, the duties and responsibilities of the elected representatives of Panchayats is increasing manifold. In order to understand the complexities of these responsibilities and to fulfill the aspirations of their constituencies, the elected representatives need strong support in the form of Training and Capacity Building.

3. Coverage and Methodology

3.1 A National Capacity Building Framework is already being implemented in 250 Backward Districts (Out of which 236 Districts have Panchayats in existence and 14 Districts are in Sixth Schedule Area) of the country under the Backward Region Grants Fund (BRGF) programme of the Ministry. The Training and Capacity Building of Rashtriya Gram Swaraj Yojana will be implemented in Non-BRGF Districts. The methodology is as under:

- (A) Training and communication ought to reach all PRI functionaries and elected representatives, namely,
 - (i) Gram Panchayat Members, Chairpersons, and Office bearers,
 - (ii) Intermediate Panchayat Members, Chairpersons, and Office bearers,
 - (iii) District Panchayat Members, Chairpersons, and Office bearers,
 - (iv) All officials concerned at National, State, District, Intermediate & Village level; and
 - (v) Standing Committee members at all levels.

- (B) There should be special effort made towards sensitising the media, political parties, representatives in the legislatures, civil society organisations and citizens,
- (C) There must be special campaigns for mobilisation of Gram Sabha members.
- (D) There must be special training for women, SC/ST representatives as well as first time entrants into the Panchayat system within 3 months of their entry.
- (E) Training for PESA areas should be designed so as to have regard to the cultural traditions and special needs of tribal people.

- (F) Training and communication should not be viewed as a single one-time intervention but should be a continuous, ongoing process leading to enhanced sense of self esteem and confidence. Training should cover both the “before” and “after” election periods. Initial training and communication should reach all elected representatives within one year.
- (G) For those Panchayat members who need it, a functional literacy training course should be undertaken immediately after their elections.
- (H) Content of training should press on strategic and technical aspects and should be based on a systematic Training Needs Analysis arrived at through multi-stakeholder consultative workshops, which would precede the design of training modules and materials.
- (I) There should be a minimum core curriculum that is common across the States adapting to suit local contexts. Core curriculum should include:
- (1) Vision on Purna Swaraj through Gram Swaraj;
 - (2) Principles of secularism, equality and human rights emanating from the Constitution of India;
 - (3) Gender equity and social justice;
 - (4) Status of human development;
 - (5) Poverty alleviation;
 - (6) Participatory planning, implementation and monitoring;
 - (7) Right to information and transparency;
 - (8) Social Audit; and
 - (9) Rules and Regulations covering Panchayati Raj.
- (J) Thematic curriculum should include:
- (i) Human Resource Management,
 - (ii) Natural Resource Management,
 - (iii) Disaster Management,
 - (iv) Financial management, including own resource management and accounting,
 - (v) Sectoral approaches into providing basic human needs.

- (K)** Training strategy should be inclusive, participative and interactive and a composite mix of various interventions:
- (a) Face-to-face participatory training courses including seminars and workshops;
 - (b) Exposure visits;
 - (c) Peer training/learning;
 - (d) Satellite training;
 - (e) Radio/cassettes/films;
 - (f) Traditional means of communication;
 - (g) Newsletters, updates and digests of replies to Frequently Asked Questions;
 - (h) Resource centres and Help Desks for Panchayats.
- (L)** Overall perspective of training must reinforce issues of social equity, gender sensitivity and justice among all participants in the process of governance through Panchayati Raj, including all levels of the bureaucracy.
- (M)** Training content processes should be relevant to the ground reality of elected representatives. It should continue to develop and evolve based on feedback and impact assessment. Training should become a two way process so that feedback can help in reforming the content and process of training, as also result in systemic changes in Panchayat and Government functioning.
- (N)** States should also institutionalise collaboration with Community-based organisation at the State, District and Block level.
- (O)** Training should inspire elected representatives to form federations or collectives and facilitate them to voice their demands for genuine devolution and development.
- (P)** Training should include exposure to best practices through visits to other Panchayats.
- (Q)** Training programmes shall be designed especially for the secretarial and technical staff working with Panchayats.
- (R)** Education in democracy and constitutional role of Panchayats as institutions of local self-government should be made part of school curricula.
- (S)** With respect to the training needs of Panchayat members from the Union Territories and States with Sixth Schedule areas, SIRDs, Extension Training Centres and other institutions are identified.

4. Purpose and Outcome

4.1 Under “Training and Capacity Building”, it is proposed to provide comprehensive training and capacity building to all the 36 lakhs elected representatives and 8 lakh Panchayat officials of the entire country during the 11th Five Year Plan on continuous basis as the training is a continuous process. The main purpose of the scheme is as under:

(a) Upgradation of knowledge and skills and attitude of Panchayat elected representatives to better perform their responsibilities towards the Panchayat. In particular, enhancement of the following:

- Their understanding of Local Self Governance, including – local planning and implementation of local need-based action plans equitably, particularly cutting across the inequalities of caste and gender.
- Constructive thinking for solving local problems through participatory decision making across PRI-set up.
- Insight for regular prioritisation of action points for responsive handling of public grievances and development needs.
- Equip them with the operational skills required for day-to-day performance of executive duties of the Panchayats.

(b) Orientation of the key officials associated with the functions devolved to Panchayats for effectively serving and facilitating the Panchayats in the performance of devolved functions. On the one hand these officials represent a vast pool of detailed technical knowledge pertaining to the departments they serve and therefore, can play an important facilitatory role in advising Panchayat elected representatives and imparting to them their wisdom. On the other, these officials also would greatly benefit from imbibing lessons drawn from the grass-root level experiences of elected representatives, who will bring to mutual interactions their significant local knowledge of ground level nuances.

The Framework aims to:

- Equip these officials to function as technical advisors and trainers to Panchayats, and

- Orient them to respect, be more receptive and learn from the ground level experience of elected Panchayat representatives.

(c) Improvement of the vigour of practice of grassroot level democracy through promoting the effective functioning of the Gram Sabha. Gram Sabha as soul of Panchayati Raj system will be sensitised to draw its core significance. Thus the Gram Sabha will:

- Provide a space for the community, particularly the poor, to assert their demands through participative planning.
- Enable them to monitor the implementation of such plans and to hold their Panchayats to account through the instrumentalities of the Right to Information and social audit.

(d) Sensitisation of the media, political parties, representatives in the legislatures, civil society organizations, trade unions, service federations and citizens for looking at Panchayati Raj as an effective level of local Government.

5. Key Training Areas

- 73rd Constitutional Amendment.
- New Panchayati Raj Act and Role of the State/UT.
- Structure and functions of 3-tiers system of PRIs.
- Roles and Responsibilities of Elected Heads of PRIs: Powers & Duties.
- Governance through Panchayati Raj.
- Empowering Political Participation of Deprived Sections Women/SCs/STs/OBCs.
- Conducting Effective Gram Sabhas.
- Standing Committees of PRIs/Vigilance Committee and their functions.
- Development Schemes of Rural Areas.
- Rural Development Schemes/Programmes.
- Poverty Alleviation Schemes.
- Employment Generation Schemes.

- Area Development Schemes.
- State Specific Schemes.
- Renewable energy devices and systems.
- People Centred Micro-Planning/Participatory Planning for Development.
- District Planning Committees and their roles.
- Conducting Effective Gram Sabhas/Ward Sabhas.
- Budgeting and proper use of Funds.
- Account Keeping and Audit.
- Incomes of Panchayats.
- Mobilising New Resources: Rentals/Fees/Taxes/Levies/Octrois/Penalties etc.
- Recommendations of Centre/State Finance Commission for PRIs.
- MP and MLA Local Area Development Funds.
- Conducting of Business.
- Conducting Meeting: Preparation of Agenda and minutes.
- Maintenance of Records and Registers.
- Handling Litigation.
- Transparency and Accountability.
- Right to Information.
- Social Audit through Public Hearings.
- Positive Mental Attitude.
- Leadership and Team Building.
- Motivations and Supervisions.
- Process of decision making.
- Participatory Decision Making.
- Participatory Learning & Action (PLA/PRA for Micro-Planning).
- Effective Public Speaking.
- Conducting Effective Meetings.
- Conflict Resolution.
- Inter-Personal Relations (elected and officials).
- Communication and Negotiation Skills.
- Gender Sensitivity.

- Disclosure to the Public.
- Responsive Governance.
- Delivery of services and reporting.
- Values and Ethics in Public Life.
- Coordination with line departments and Community Based Organisations (CBOs).
- Implementation and monitoring of programmes/schemes.
- Methods of contracting and purchasing materials.
- IT enabled e-governance.
- Computer Training to PRI officials.
- Data collection at the Panchayat level.
- Exhibition of the best practices.
- Sharing of information, experiences and best practices.

6. Funding Pattern

(a) The Schemed is demand driven in nature and the funding pattern of the Scheme has been 75% by the Central Government and 25% by the State Government.

(b) The central assistance to non-governmental organisations would be 100% in case of deserving proposals/projects of the NGOs. Such NGO proposals should have the recommendations of the State Government concerned.

(c) Ordinarily central assistance for capital expenditure would not be considered under the scheme.

(d) In the light of recommendation 13(iv) of the Seventh Round Table relating to satellite based training, the Ministry will consider proposals for setting up infrastructure for satellite based training of elected Panchayat representatives and Panchayat functionaries on 75% cost fund basis. This should be prepared and sent as a separate proposal.

(e) Each individual proposal would be considered in the light of standard norms which are given below in para-7. An increase (*in the norms*) of upto 20% would be admissible for the North-Eastern States and Hill States.

7. Standard Norms for expenditure on Training and Capacity Building of elected representatives and functionaries of PRIs.

7.1 For elected representatives of PRIs.

S. No.	Category	Cost per participant per day (In Rs.)	Duration in Days
1.	ZP Members	600	3
2.	Block Samiti Members	450	3
3.	GP Members	300	3
4.	GP Secretaries	300	3

7.2 For functionaries of Panchayats and Line Departments.

S. No.	Category	Cost per participant per day (In Rs.)	Duration in Days
1.	Central	600	5
2.	State	600	5
3.	District	500	3
4.	Block	450	3
5.	Village	250	3
6.	Total/Spl. Courses	250	3

Note-1: TA/DA of participants has not been included. The cost includes expenditure on:
(a) Boarding and lodging, reproduction of training materials in local language, stationery.
(b) Transport including field visits.
(c) Resources persons.
(d) Hiring of venue and training equipments.

Note-2: Travel expenses may be reimbursed to the elected representatives only (Rail/Bus fare on actual basis).

Note-3: Rates and duration for training programme on computer application for PRI functionaries may be decided by the State Government concerned.

Note-4: Similarly, rates for organising workshops/seminars, awareness generation, campaign for social mobilisation through Gram Sabhas, Exposure visits in and outside of the State and IEC activities etc. would be proposed by the State Governments concerned keeping all the relevant factors in view and may vary from case to case. However, the funding would be on 75:25 basis.

7.3 The central assistance would be released in two equal installments. First installment would be released after the approval of the proposal and second installment on the submission of 60% utilisation and progress report of training undertaken by the State Government/SIRD/other institute.
