



# Introduction



Vishwa Yuvak Kendra



Konrad  
Adenauer  
Stiftung

# PANCHAYATI RAJ CURRICULUM

A Trainer's Handbook



Vishwa Yuvak Kendra



Konrad  
Adenauer  
Stiftung

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## PREFACE

The seed for **Panchayati Raj Curriculum – A Trainer's Handbook** was sown during the annual Joint Staff Development Programme (JSDP) in 2007, organized by KALYAN, Ramakrishna Mission and Konrad Adenauer Stiftung (KAS) at Darjeeling. During the Directors' meeting in JSDP 2007, it was suggested that a curriculum should be developed for training trainers on effective implementation of PRI activities and programmes. The task was assigned to Vishwa Yuvak Kendra (VYK).

After nearly five years of meticulous research, countless discussions and deliberations with partner organisations, other NGOs and experts in the field, we have been able to bring out training manual. All this would not have been possible without the constant and continuous support from a lot of people, to whom, at this juncture, I would like to express my gratitude.

First and foremost, my sincere gratitude to the Konrad Adenauer Stiftung team, headed by Mr. Jorg Wolff earlier, when the project was assigned to us, and later by Dr. (Mrs.) Beatrice Gorawantschy, who continued to extend the same level of support to us, enabling us to complete the project in an effective manner. The KAS-Delhi team members including Mr. Pankaj Madan, Mr. Manu Emmanuel M., Ms. Mohita Bhansali, and others were involved in the project throughout, and I would like to express my gratitude to them for their constant support.

I would also like to thank the partner network of KAS especially Mr. Mayank Upadhyay, Dr. Manda Parikh, Mr. Manohar Golpelwar, Dr. D. Mardi, Dr. A.K. Pati, Mr. Dayanand Tandon, Group Captain R. Vijayakumar, Mr. S.S. Kuiri, Mr. Swapan Mullick, for the inputs received from them during PRI workshops and for the feedback on the draft curriculum, which has gone a long way in making the manual a better one. My special gratitude to Mr. Dayanand Tandon at CREATE, Lucknow and Group Captain Vijayakumar at MMA, Chennai, in collaboration with Prof. Palanithurai for volunteering and carrying out the pilot testing of the project in their respective field areas, as a result of which, we could get the firsthand feedback on the deficiencies in the manual and could address the issue.

I thank Mr. Devidas Ghodeswar who contributed by his useful inputs during various workshops. Prof. G. Palanithurai from Gandhigram Rural Institute, Dindigul, who was inducted as Academic Advisor contributed by giving valuable and practical inputs to make the Manual a useful one. Without the inputs and views of Prof. Palanithurai, this project would not

have evolved to its present form. My special appreciation to Prof. Palanithurai for giving his time inspite of his busy schedule.

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Last, but not the least, I would like to express my sincere gratitude to the core team constituted for this purpose, comprising of Bani Bora who was the Project Administrator, Vikas Kumar, Venugopal K who assisted during the project and Sivan P who assisted in typing, without whose efforts none of this would have been possible.

I sincerely hope that our efforts have not been futile and you find the Training Manual an indispensable tool in imparting training on the role and functioning of Panchayati Raj Institutions in India.

**Suresh Ambekar**

*Director, Vishwa Yuvak Kendra*

## INTRODUCTION

Before explaining about the training manual, it is pertinent to give a brief introduction about the Vishwa Yuvak Kendra (VYK) and Konrad Adenauer Stiftung (KAS)

### About Vishwa Yuvak Kendra

The Indian Youth Centres Trust set up on 10 August 1961, established Vishwa Yuvak Kendra (International Youth Centre) as a multipurpose youth centre. The Kendra has grown to be the premier training institute for youth workers and has been recognised by a large number of agencies in India and abroad. Towards achieving its objectives, VYK conducts workshops, seminars and training programmes for youth and NGO representatives from all over India.

VYK is strongly committed to providing healthcare and general medical facilities to the slum dwellers of Delhi. VYK's community development project is being carried out at Vivekanand Basti at Chanakyapuri, where it conducts health camps, organizes eye check-up camps and provides medicines to the ailing at its own cost.

Apart from health facilities, the Kendra is also involved in getting the school dropouts enrolled back to regular schools, besides providing non-formal education to the slum dwellers. Vocational training courses like stitching, embroidery, computer education etc. is also provided to the residents, especially women and girl children of the slum colonies, so as to enable them to augment their family income. Major portion of the income earned by the VYK is spent on above mentioned charitable activities.

### About Konrad Adenauer Stiftung

The history of the activities in India of the Konrad-Adenauer-Stiftung, a German non-profit making Foundation, reflects not only the changing priorities of the country's development strategies but also India's gradual rising political and economic status in the region as well as its emergence as a global power. In more than 40 years of cooperation with various institutions, Vishwa Yuvak Kendra being one of the first and the oldest partners, a wide range of activities have been undertaken at different levels: poverty alleviation in rural areas, capacity building of local government institutions, training for small and medium scale enterprises in North and South India, programmes for judicial reforms, civil society initiatives and seminars related to the concept of rule of law.

## **Need for this Training Manual**

KAS and its partners felt the emergent need for preparing a training manual on PRI curriculum for trainers to make the policies of decentralization effective in its real sense, so that poor people, particularly from villages, could be enabled to (a) share in decision making that affects their daily lives, (b) evaluate the outcome of their own decisions, (c) minimize chances of misunderstanding, (d) understand the difficulties and complexities of administration planning and management (e) accept responsibility for failure and (f) develop a sense of belonging and commitment to civil society.

## **About the Training Manual**

This training manual is designed for local body leaders and civil society functionaries. Once local body leaders and civil society functionaries at the grassroots are trained, they will be involved in training the ward members and committee members on the effective functioning of Panchayati Raj Institutions. Once the Panchayat representatives and committee members are trained, it is hoped that the local self governance would become more effective, central/state government schemes would be implemented in a better manner, and people would derive greater benefit. This is a generic training manual. The facilitator is expected to include the state-wise specifications and policies in the course.

## **Target Group and Size**

The ideal number of participants in each training batch should be between 30 and 35, however, it can go upto 50 if the training is handled by experienced trainers and facilitators. Larger groups will need a team of at least two facilitators, because the work will have to be divided frequently into two groups, some presentations and lectures being given to the whole group and participatory exercises to smaller groups. This training includes the preparation of assignments, individually or by the group, which will require individual and team coaching. So the larger the group, the more assistance is required.

## **Duration of the Course**

The course is designed for a duration of 35 hours over a period of 5 days, including presentations, case analysis, group exercises, etc.

## Course Methodology

This trainer's manual is prepared to use participatory learning methodologies as far as possible but also includes background of information and power point presentation of lectures and presentations.

*Activities planned in the training manual:*

- Small group discussion
- One to one discussion
- Interactive presentations
- Lectures
- Use of posters

## Course Expectations

The entire manual is divided into 15 modules. It is hoped that after the completion of the training, the learner would have a thorough understanding of the PRI system in India, including its historical background. H/she would have a clearer view of the entire decentralization process, role of panchayat in social and gender justice and tribal welfare and the challenges and opportunities faced during the effective implementation of the PRI system. The module wise objectives are indicated below:

Module	Modules	Objectives
Module 1	<b>Evolution of PRI: Constitutional Entity</b>	After undergoing the process of training the learners should have grip over the historicity of the PRI system in India, before and after independence.
Module 2	<b>Thoughts on Panchayati Raj: Mahatma Gandhi, B.R. Ambedkar, Jawaharlal Nehru, Jayprakash Narayan, Rajiv Gandhi</b>	After undergoing the training, the learner should have understanding of the perspectives of our leaders on Panchayati Raj. They should be in a position to appreciate the differences in perspectives of our leaders.

Module	Modules	Objectives
Module 3	<b>Democratic Decentralization: The New Conceptualization</b>	The learners after undergoing this process of training should be able to look at decentralisation, contextually and they should be able to differentiate democratic decentralisation of powers in India from decentralisation of powers.
Module 4	<b>Present Status of Decentralization of Power</b>	The learners after undergoing this training process should be able to understand the ground realities in terms of operationalisation of decentralisation of powers in India and across the states.
Module 5	<b>Social and Gender Justice</b>	The master trainer, after undergoing this training process will be able to understand and appreciate the huge potentials and opportunities available in the new PRI system for the women and marginalised communities to address the issues of both the women and the marginalised.
Module 6	<b>Participatory Democracy: Deliberate Democracy</b>	The master trainers after this training process should be able to differentiate the participatory democracy envisaged through decentralisation of powers from the representative democracy.
Module 7	<b>Multi-level Participatory Planning</b>	The master trainers, after undergoing the training process, will be able to understand the paradigm shift of the process of planning in India from top down planning to multi-level planning from below
Module 8	<b>PESA: Schedule V</b>	After this training process, the master trainers should be able to appreciate the new initiative of the Govt of India in bringing local governance institutions in line with the traditional practices of the tribal communities in India
Module 9	<b>Local Body Finance</b>	The master trainers, after undergoing the training process will be able to map up and track the resources meant for local governance institutions.



Module	Modules	Objectives
Module 10	<b>Interface between Local Body and Civil Society</b>	The master trainer should be able to figure out the possible tension between local governance institutions and parallel bodies which are being created by the civil society organisations for different purposes.
Module 11	<b>Leadership in Local Bodies</b>	The learners after undergoing this process of training should be able to appreciate the need of transformative leadership at the grassroots, and would be able to understand the implications of new leadership emerging out of the opportunities given to the marginalised in the form of reservation.
Module 12	<b>Common and Natural Resource Management</b>	The learners after undergoing the process of training should be able to understand the full implications of natural resource management in the livelihood of the poor, climate change, global warming and maintaining biodiversity.
Module 13	<b>e-Governance in Panchayats</b>	The learners after undergoing this process of training should be able to suggest ways and means to make use of the newly evolved technical know-how and nuances for governances and administration at the grassroots.
Module 14	<b>Challenges and Opportunities in PRI</b>	The stake holders after attending the training process should be able to figure out the challenges for decentralisation of powers and globalisation of opportunities. They should be able to find out ways and means to overcome the challenges and to enable the local governance institutions to strengthen itself to deliver possible deliverables to the needy at the grassroots level.
Module 15	<b>Case Studies</b>	



## Notes to the Facilitators

The facilitator could make physical contact (hand shake, or any appropriate gesture) to let the participants know that they are valued and special, and that there would be an equal playing field between them. The facilitator could also make participants realize that the opinions they share in the room will be taken by many in the room and this will translate into action in the field. The participants should feel that they are contributing and active, not passively engaged in the training. The local body leaders should think of leadership as accessible quality and they can also prepare a vision for the Panchayats to reduce vulnerability.

The facilitator should patiently listen to what the Panchayat system is and try to reinforce it. The facilitator may comment on their views and he/she should make an effort to shape their opinion. At the end of the training, the trainers should look back at all the key elements of the training. The programme should have everyone associated with the training feeling complete, acknowledged, powerful and ready to take action.

The facilitator's introduction must clearly state his/her credentials and role, including some personal facts that could interest the participants and he/she should present the team who will be working with the participants through the whole course. This is followed by an explanation of how the session will proceed, its objectives and methodology. One way of making introductions is to ask the participants to pair up and spend a few minutes in introducing themselves to each other.

A group discussion can be started by asking the participants their expectations from the course and what they think they would get out of this course. The facilitator could write participant's views on a flip chart and summarise the participants' expectations and relate them to the objectives of the course. The facilitator should describe the course objectives, structure, methodology and programme, using an LCD projector. Time must be allotted for questions and clarifications so that the objectives would be clear to all. However, some of the expectations may not be met and some concerns may remain. These matters should be discussed with the group and the facilitator should help to clear up any misunderstanding.

