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Training module on partnership building

What is partnership?

Partnerships are intended for joint solving of problems, resource exchange, cooperation, coordination and coalition building. The relationship among partners can be temporary (local bodies, including government, grassroots NGO's) or permanent.

A partnership brings together institutional capabilities and human resources in the form of skills, experiences and ideas to tackle common problems that are often beyond the capacity of a single organization or group. Examples: (i) government agency like the Ministry of Education accepting the 'help' of a local NGO and local elected body to enhance literacy in a village; (ii) a local community-based organization (CBO) jointly with local industry associations and elected members of local council, discuss the problem of land degradation caused by industrial activities and agree on the implementation of a joint activity to address the problem.

Types of partnership

Networks – The relationships among partners within networks are often less formal or informal. The main purpose of most networks is to exchange information among members [e.g. Voluntary Action Network India (VANI), a network of voluntary agencies, NGOs, CBOs] and to share experiences in their local activities.

Coordination – Relations among members are more closely linked. Definition of specific tasks among organizations, which require resources (for representation, management, fulfillment of specific tasks) beyond information sharing.

Collaboration – Relations among members are strong with functional more broad ranging areas defined for joint activities. (e.g. Network of Collaborating Regional Support Organizations – India).

Principles of partnership

Trust

Trust is the most important if the partnership crosses many boundaries – interpersonal, inter-institutional, cross cultural – at the same time. In such conditions, relationships are open to risk of misunderstanding and there is need for a clear expression of interest and aspiration on both sides.

Transparency among partners is the basis for a solid and honest relationship. A relationship that involves the transfer of resources (e.g. from a government department to local bodies or from a government department to NGOs or from a donor to NGOs/local bodies, etc.) requires that strict business principles be followed, such as reporting, accountability and good stewardship. Yet, in most cases we have to depend on a relationship based on trust rather than legal conditions and threats of punitive action.

Mutuality

In this case, the partnership relations are open to dialogue and exchange of views. Respect is of utmost importance.

Solidarity

Solidarity means sensitivity and commitment to the problems, efforts and constraints of other partners particularly of those living in conditions of poverty and oppression. It implies a readiness to respond appropriately and in a timely manner to varied needs. If partners (even just one of the partners) are only 'doing' for the poor without 'commitment', it will be difficult to attack the roots of the real problems. Solidarity is not just a catch word; it means response to real needs and constraints based upon respect and equality in the partner relationships.

Accountability

Any partnership involves rights and obligations. It is a major challenge when one partner has the resources and the other has to ask for it, or one has the power to decide who gets funds and how much, and the other is accountable for their use. There is no fully satisfactory answer to this dilemma. That fact, however, does not make partnership a less desirable ideal. It is an ideal worthy of much effort.

Requirements of effective partnership

- Government must be open, receptive, sensitive, responsive and must internalize, accept and institutionalize partnership at appropriate levels;
- Local people, particularly the rural poor must develop skills in negotiation and claim-making to effectively engage the government in participatory local development planning and partnership- building; and
- NGOs must be open to collaboration with the government, share risks and be creative.

Governments in many Asian countries have launched a massive programme of decentralization and have empowered their community institutions through local democracy. Many governments and NGOs are extending support to make this programme a success. Yet, NGOs are often skeptical of the role of local bodies in rural development.

There is also a certain amount of tension in the relationship between grassroots voluntary organizations and public agencies, despite some common interests. Both believe in decentralization and the great potential of civic action at the grassroots level. Yet, the cooperative relationship, which ought to exist between elected local bodies and the NGOs, is often lacking. Similarly, cooperation between government staff and the members of local elected bodies is missing.

Sources of conflicts in a partnership

1. Value disagreements.
2. Personality conflicts.
3. Communication misunderstandings.
4. Doubts about priority need for partnership.
5. Confusion over differing degrees of members' autonomy.
6. Different power interests.

Table 8.1 Exercise on collecting data on sources of conflict in a partnership. (Format to be used)

<i>Example of possible conflict sources</i>	<i>Exists</i>		<i>Level of Importance</i>		
	Agree	Disagree	Low	Moderate	High
This is a source of conflict because of differences over:					
Perceived power to influence decision					
The importance of resources received or expected from other partner.					
How little some members know about the partnership					
The acceptance of partnership's purpose and objectives					
Interpersonal styles					
Perceptions of other partner's ability to contribute constructively					
The real or hidden motive of the other partner					
The impact of the external environment on the partnership.					

How to address/reduce partnership conflicts

Conflict management in partnerships should focus on encouraging open communication and ways of negotiating expressed differences to meet at least some of the needs of all partners.

1. Choose a person who is seen as being neutral to serve as a process observer. The role of this observer can vary from keeping time, offering clarification or remarks, to suggesting possible ways of managing or resolving the conflict. It is important, however, that all partners agree upon the process observer's role.
2. Select a specific conflict that is important to the partnership and the partners concerned.
3. Have the conflicting partners state their positions without interruption.
4. Have each opposing partner paraphrase the other side's explanations or point of view. This effort to understand more clearly and fully each other's position often results in useful conflict management. However, more work may be needed.

5. Start an open dialogue for questioning, obtaining more information and further explanation. This helps ensure that each side understands the other. As the dialogue continues, it is necessary to move beyond explanations. This would require two interacting skills – both parties should behave assertively and cooperatively.
6. Summarize the position of each party, emphasizing their major points of view. Provide an opportunity to each party to correct misinformation or clarify points.

Future perspectives

A community meeting on future perspectives in local development planning is a way to create a shared vision for partnership building. It enrolls those stakeholders, who have the power of information on the topics at hand and those who are affected by the outcomes.

For this exercise, 64 people are involved in local networking. Form eight tables of eight stakeholder groups. Examples of such groups are young people, local authorities, local bodies, etc. They take part in a highly structured two-and-a half day process covering five stages:

<i>Stage</i>	<i>Activity</i>
Day one	
Review the past	Participants write key events in their lives, in the community and the world as a whole, in three parallel time lines
Explore the present	Trends affecting the local community are analysed Stakeholder groups identify important current trends and future perspectives Groups share what they are proud of and sorry about in their community
Day two	
Create ideal future scenarios	Small mixed groups develop visions Barriers to the visions are identified Each group acts out its vision
Identify shared vision	First the small groups, then the whole group, work out the shared vision; what potential projects can help realize it and any unresolved differences
Day three	
Make action plans	Groups plan projects and publicly commit to their action as a collective

Features to empower participants:

1. Principle that people are experts in their own lives. There are facilitators, but no other experts.
2. Emphasis on self-management in small group work.
3. Openness – everything is written on flip charts and displayed.

A future perspectives exercise is worth considering when:

- there are influential people within the sponsoring body (e.g. a local authority) who are prepared to support the idea strongly;
- there is (or can be) a group of local people representing the entire community;
- there is plenty of time to prepare for the event, especially to recruit people;
- there are people with time for recruiting; and
- there is a venue available with natural light, plenty of wall space and good acoustics.

Resources

People: At least one facilitator and a committed partnership group to plan and invite people.

Venue: A room large enough for 64 people to be seated in separate groups of eight and plenty of space for display.

Source: *Participation works – 21 techniques of community participation for the 21st century*, New Economics Foundation, London.

Joint management of sectoral programmes

A partnership between the state and civil society for the management and delivery of social and productive services to local population, particularly rural poor, is an ideal form of responsive networking by the government, with the boundaries between the citizens and the state blurred and citizens themselves making decisions.

Reasons for joint partnership in management of sectoral programs:

- where resources (staff and money) are limited;
- where client communities are geographically distant;
- where the state's role in managing common property resources is fundamentally disputed; and
- where certain social groups have historically rejected the state's authority, making it practically and politically expedient to cede aspects of service delivery to the community.

Case studies

Forest protection committees (FPC), West Bengal, India

There are local partnerships between forest dwellers and frontline forest officials for implementing the joint forestry management (JFM) programme in West Bengal State. This programme aims to end the adversarial relationship between forestry workers and villagers living on the forest fringe who were blamed for forest degradation. In some instances, conflicts led to violent assaults on forestry workers.

The FPCs engage local residents in the regeneration, protection, and maintenance of forests and plantation, and to keep encroachers out. In exchange, each FPC is entitled to 25 percent of the net income from timber sales and certain categories of forest produce.

However, JFM has not met with success elsewhere in India where service providers from the bottom to the top of the forest department have been reluctant to cede management responsibilities and rights of forest produce to the local people.

In this successful west Bengal case, frontline workers were responsible for pushing the forest administration for full implementation of JFM. Indeed, they mobilized client communities to seek more participation and rights to forest produce. They did so because of a collective interest – expressed through their union – in ending the violence and intimidation they faced from villagers and in improving their working conditions.

Watershed management, India

According to Government of India guidelines issued in 1994, local level watershed management in rainfed areas is to be subject to community control. The guidelines list progressive arrangements to ensure community mobilization and autonomous planning and management of rainwater conservation constructions.

All community residents in the watershed area are members of a watershed association, which appoints a committee with representatives of user groups, a local community-based organization, and the Gram Panchayat. This committee conveys local needs to the Project Implementation Agency (PIA), which can be a government agency or an NGO appointed by the District Rural Development Agency. The PIA can seek the committee's help in mobilizing community funding or labour to implement or manage watershed control facilities.

There are very few cases of full or successful implementation of these guidelines and the rare successes depend on proactive NGOs or community groups putting pressure on authorities for proper implementation. Otherwise, watershed committees and user groups are simply set up by authorities to meet targets. Success also depends on the capacity of the civil society partner to generate substantial funds to compensate for resource scarcities in the administration with just 50 percent of PIA staff costs being covered by the government.

Education guarantee scheme (EGS), Madhya Pradesh, India

Set up in 1997 by the Madhya Pradesh State Government, this is a rights-based initiative to universalize primary education under which the state government has guaranteed establishment of a school within 90 days of its demand by a community, which lacks easy access to a school.

The community has to show that it has 40 learners (25 in the case of tribal communities). The district provides the teacher, training and basic learning materials, while the community provides the land for the school and the Gram Panchayat appoints the teacher. Communities are encouraged to suggest a suitable local resident as the teacher to avoid teacher absenteeism.

The community supervises the functioning of the school and the maintenance of its physical facilities. Community involvement is encouraged by the threat of withdrawal of funding if dropout rates are high. Over 15 500 EGS schools were established in the first year of the scheme.

Source: Bringing citizens' voice and client focus into service delivery. Anne Marie Goetz and John Goventa, *Working paper no. 138, Institute of Development Studies (IDS) 2001.*

Contributed by Chandan Datta, PRIA, New Delhi.

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Training module on conflict management

Definition of conflict management

Differences are inevitable in a local group having members with different experiences, attitudes and expectations. However, some conflicts can support organizational goals. Indeed, too little conflict may lead to apathy, lack of creativity, indecision and missed-out deadlines. Clashes of ideas about tasks also help in choosing better tasks and projects. These are 'functional conflicts'.

Functional conflicts can emerge from leaving a selected incidence of conflict to persist, which can be overcome by 'programming' a conflict in the process decision-making by the group by assigning someone the role of a critic. This also helps to avoid 'group thinking' where group members publicly agree with a course of action, while privately having serious reservations about it.

The most difficult conflicts are those arising out of value differences. The most important thing is to understand the real cause of the differences. Yet every resolution of a conflict can also feed a new conflict in a group. It is, therefore, useful to see conflicts as a series of expressions of existing differences within a group, having some links to each other. How effectively a group deals with conflict management largely affects the efficiency level of its functioning.

Common ways of dealing with conflicts within a group

1. *Avoiding* – withdraw from the conflict situation, leaving it to chance.
2. *Harmonizing* – generally cover up the differences and claim that things are fine.
3. *Bargaining* – negotiate to arrive at a compromise, bargaining for gains by both parties
4. *Forcing* – push a party to accept the decision made by a leader or majority.
5. *Problem solving* – confront differences and resolve them on a collaborative basis.

Conflict-management styles

Collaborating – Conflicting parties jointly identify the problem, weigh and choose a solution.

Accommodating – Playing down differences while emphasizing commonalities.

Competing – Shows high concern for self-interest and less concern for the other's interest. Encourages 'I win, you lose' tactics.

Avoiding – Either passive withdrawal from the problem or active suppression of the issue.

Compromising – A give-and-take approach involving moderate concern for both self and others. Each party has to give up something of value. It may include external or third party intervention.

Managing conflict

- Allow time for cooling down.
- Analyse the situation.
- State the problem to the other person.
- Leave the person for some time.
- Use a win-win approach.

Factors affecting conflict

- Personality traits affect how people handle conflict.
- Threats from one party in a disagreement tend to produce more threats from the other.
- Conflict decreases as goal difficulty decreases and goal clarity increases.
- Men and women tend to handle conflict similarly. There is no 'gender effect'.

Table 9.1 **Matching conflict-management approaches with group level conditions**

Situation	Conflict-management approach				
Considerations	<i>Forcing</i>	<i>Accommodating</i>	<i>Compromising</i>	<i>Collaborating</i>	<i>Avoiding</i>
Issue importance	High	Low	Medium	High	Low
Relationship importance	Low	High	Medium	High	Low
Relative power	High	Low	Equal-High	Low-High	Equal-High
Time constraints	Med-High	Med-High	Low	Low	Med-High

Table 9.2 Matching conflict management with process of goals-setting by the group

<i>Conflict-handling style</i>	<i>Appropriate situations</i>
Collaborating	<ul style="list-style-type: none"> • When both sets of concerns are too important to be compromised • When objective is to learn • To merge insights from people with different perspectives • To gain commitment by incorporating concerns into a consensus • To work through feelings that have interfered with a relationship
Accommodating	<ul style="list-style-type: none"> • To allow a better position to be heard and to show reasonableness • When issues are more important to others than yourself • To build social credit for later issues • To minimize loss when you are outmatched and losing • When harmony and stability are especially important • To allow subordinates to develop by learning from mistakes
Competing	<ul style="list-style-type: none"> • When quick, decisive action is vital • On important issues where unpopular actions need implementing • On issues vital to organization and when you know you are right • Against people who take advantage of non-competitive behaviour
Avoiding	<ul style="list-style-type: none"> • When an issue is trivial, or more important issues are pressing • When you see no chance of satisfying your concerns • To let people 'cool down' and regain perspective • Gathering information supersedes the immediate decision • When others can resolve the conflict more effectively
Compromising	<ul style="list-style-type: none"> • When goals are important, but not worth potential disruption of more assertive modes • When equal power opponents are committed to mutually exclusive goals • To find temporary settlements of complex issues • To arrive at expedient solutions under time pressure • As a backup when collaboration or competition is unsuccessful

What to do when you are:

The lead person to present and clarify the background of the conflict

Problem identification

- i) Clearly explain your problem in terms of behaviour, consequences, and feelings.
 - Maintain personal ownership of the problem.
 - Use a specific incident to illustrate the expectations or standards violated.
 - Stick to the facts, avoid drawing evaluative conclusions and attributing motives to the respondent.

- ii) Persist until understood and encourage two-way discussion.
 - Restate your concerns or give additional examples.
 - Avoid introducing additional issues or letting your frustration and emotions grow.
 - Invite the respondent to ask questions and express another perspective.

iii) Manage the agenda carefully.

- Approach multiple problems, proceeding from simple to complex, easy to difficult, concrete to abstract.
- Conversely, don't become fixed up on one issue. If you reach an impasse, expand the discussion to increase the likelihood of an integrative outcome.

Solution

Make a request. Focus on things you share in common (principles, goals and constraints) as the basis for recommending preferred alternatives.

A chairperson in the group conflict management

Problem identification

i) Establish a climate for joint problem solving

- Show genuine concern and interest. Respond empathetically, even if you disagree with the complaint
- Respond appropriately to the lead person's emotions.

ii) Seek additional information about the problem

- Ask questions that channel the lead person's statement from general to specific and from evaluative to descriptive.

iii) Agree with some aspects of the complaint(s)

- Signal your willingness to consider making changes by agreeing with facts, perceptions, feelings or principles.

Solution

Ask for recommendations – to avoid debating the merits of a single suggestion, brainstorm and seek multiple alternatives.

A mediator for managing conflict

Problem identification

i) Acknowledge that a conflict exists

- Select the most appropriate setting (one-on-one conference vs. group meeting) for coaching and fact-finding.
- Propose a problem-solving approach for resolving the dispute.

ii) Maintain a neutral posture

- Assume role of a facilitator and not judge. Do not belittle the problem or criticize the disputants for their inability to resolve their differences.
- Be impartial towards the disputants and the issues (as long as policy has not been violated).
- If correction is necessary, do it in private.

iii) Manage the discussion to ensure fairness

- Focus discussion on the conflict's impact on performance and the detrimental effect of a continued conflict.

- Keep the discussion issue-oriented, not personality-oriented.
- Do not allow one party to dominate the discussion. Ask directed questions to maintain balance.

Solution

Explore options by focusing on interests behind stated positions

- Explore the 'why' behind the disputants' arguments/claims.
- Help disputants see what is common among their goals, values and principles.
- Use this to generate multiple alternatives.
- Maintain a non-judgmental manner.

Table 9.3 Comparison of conflict-handling styles

<i>Approach</i>	<i>Objective</i>	<i>Your posture</i>	<i>Supporting rationale</i>	<i>Likely outcome</i>
I. Collaborating	Solve the problem together	"This is my position, what is yours?" "I am committed to finding the best possible solution." "What do the facts suggest?"	The positions of both parties are equally important (though not necessarily equally valid). Equal emphasis should be placed on the quality, outcome and fairness of the decision-making process.	The problem is most likely to be resolved. Also, both parties are committed to the solution and satisfied that they have been treated fairly.
II. Accommodating	Don't upset the other person	"How can I help you feel good about this encounter?" My position isn't so important that it is worth risking bad feelings between us."	Maintaining harmonious relationships should be our top priority.	Other person is likely to take advantage.
III. Competing	Get your way	"I know what's right" Don't question my judgement or authority."	It is better to risk causing a few hard feelings than to abandon an issue you are committed to.	You feel vindicated, but other party feels defeated and possibly humiliated.
IV. Avoiding	Avoid having to deal with conflict	"I'm neutral to this issue." Let me think about it." "That's someone else's problem."	Disagreements are inherently bad because they create tension.	Interpersonal problems don't get resolved, causing long-term frustration manifested in many ways.
V. Compromising	Reach an agreement quickly	"Let's search for a solution we can both live with so we can get on our work."	Prolonged conflicts alienate people from their work and engender bitter feelings.	The participants become conditioned to seek expedient rather than effective solutions.

Training module on conflict management

Table 9.4 **Contents, objectives and methodology on partnership and conflict management**

<i>Partnership content</i>	<i>Sub-content</i>	<i>Specific objective</i>	<i>Methodology</i>
Role of stakeholders in poverty alleviation Behavioural aspects of building partnership Knowledge of basic government management functions; tendering, budgeting etc. Organizational abilities for PRI meetings Communication skills	Role of officials, elected representatives, NGO representatives and civil society including beneficiaries	1. Clarification of role of local development agencies like DRDA, banks, PRIs and NGOs 2 Understanding the attitudes, beliefs, motivation, awareness, socio-cultural aspects and development of partnership among all stakeholders for poverty alleviation	Lecture-cum-discussion Role-playing Brainstorming Self-analysis techniques Simulation game Story telling and problem-solving Field visit to success and failure sites
<i>Conflict-resolution content</i>	<i>Sub-content</i>	<i>Objectives</i>	<i>Methodology</i>
Concept and sources of conflict Collaboration Methods of conflict resolution Institutional mechanism for conflict management among government and NGOs at <i>panchayat</i> level Leadership development on problem-solving, development-oriented attitude and social communication skills Negotiating skills	<i>Panchayat</i> role in summoning development officers	To clarify the concept of conflict and collaboration To identify the sources of conflict To understand the process of effective conflict management To plan collaboration with stakeholders To clarify the institutional set-up and interests of stakeholders in conflict-resolution	Lecture-cum-discussion Brainstorming Role-playing Simulation game Case study PRA

Source: *Conservation Extension Manual for Mid-Level Technicians*, Local Development Training Academy, Kathmandu, Nepal. pp.113-119.

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8

Training module on planning for disaster preparedness and mitigation

Definition of disaster

A disaster is any event, natural or man made, which threatens human lives, damages private and public property and infrastructure, and disrupts social and economic life.

Classification of disasters

Disasters can be classified by nature, timing, predictability, response time and type of impact.

Table 10.1 **Disasters according to timing and predictability**

SLOW	QUICK	
	<i>Predictable</i>	<i>Unpredictable/Sudden</i>
Drought	Cyclone	Earthquake
Famine	Flood	Landslide
Food shortage	Typhoon	Avalanche

Table 10.2 **Disasters according to response time**

<i>Long response time</i>	<i>Short response time</i>	<i>No response time</i>
Drought	Cyclone	Earthquake
Famine	Floods	Landslide

Table 10.3 **Disasters according to impact**

<i>Affect all aspects of life</i>	<i>Loss of life and damage to physical infrastructure</i>	<i>Affect livelihood and cause environmental degradation</i>	<i>Threaten only lives</i>
Cyclone/Tornado Flood Landslide	Earthquake	Drought/Forest Fire	Famine/Epidemic

Table 10.4 **Impact of disasters on different sections of rural people**

Effect	Impact on different sections of rural people	
	Medium and big farmers/ traders	Small and marginal farmers, artisans, labourers
Loss of human and animal lives	Low as they have means for protection	High as they have very little or even no means for protection
Loss of property and economic assets	High	Low
Loss of means of livelihood	Low	High
Recovery period	Short	Long

Table 10.5 **Natural disasters in India**

Type of hazard	Vulnerable area in sq km	Population in million
1. Cyclone	180 000	110
2. Flood	400 000	260
3. Drought	915 000	72.25
4. Earthquake	1 760 000	375

Disaster management

Natural disasters cannot be prevented, but their impact on people's lives can be reduced to a considerable extent. Disaster management covers all aspects of preventive and protective measures, preparedness, rescue, relief and rehabilitation operations. It has three phases:

1. **Impact phase:** This has three stages.

Pre-impact/response

- Forecast
- Early warning
- Preparedness
- Tracking/monitoring approach of disaster
- Alertness/evacuation.

Impact

- Close monitoring of impact; establishing emergency communication; deploying rescue teams; medical support and other life-saving activities. Supply/air dropping of food, drinking water and essential items.

Post-impact

- Medical care
- Food, clothing and shelter for rescued people
- Estimating loss of life and property

- Disposal of bodies/animal carcasses, prevention of epidemics
- Repair and restoration of essential services/infrastructure.

2. Relief and rehabilitation phase

- Temporary shelter/drinking water/food/clothing/minimum household utility goods for victims
- Repair of roads, electricity and communication networks
- Salvaging damage to agriculture/distribution of seeds, fertilizer, etc.
- Restoration of health/educational facilities or temporary alternative arrangements
- Distribution of ex-gratia relief for those killed and compensation for the losses
- Building durable houses for victims.

3. Long-term mitigation and preparedness phase

This is a crucial period and devoted to long-term development of disaster prone areas to minimize the impact of the hazard and prepare the people as well as all supporting systems in the area to face future disasters.

Long-term planning for preventive measures

- Soil conservation/afforestation in river catchments
- Planting shelter belts/mangroves in coastal areas
- New cropping patterns to minimize crop loss
- Prevent human settlements in low-lying areas, relocate settlements to safer places.

Long-term protective measures

- Safe construction for houses/strict implementation of safety codes
- Hazard-proof roads, bridges, canals, water reservoirs, power transmission lines, etc.
- Flood-protection measures
- Improvement of warning systems
- Organizing people for counter-disaster activities.

Role of Panchayati Raj bodies in local disaster management

While the government has the duty to help people in distress, the latter have a greater responsibility to help the government help them to cope with disasters. *Panchayati Raj* bodies are the most appropriate local institutions for involving people in natural disaster preparedness. *Panchayati Raj* bodies have a role to play in all phases of disaster management.

Panchayat role during first phase of natural disaster management

Gram Panchayat or village level

- Convene meetings to ensure timely warning
 - Update information on civic amenities/population, etc.
 - Select safe locations for people and livestock
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- Arrangements to evacuate the elderly, the disabled, children and women

- Medical and sanitation facilities at relief camps
- Disconnecting power lines during high winds/gales; storing foodgrain, drinking water, etc.

Block/Mandal Panchayat

- Supervise preparedness of *Gram Panchayats* (GP)
- Consolidate village-level information on items listed under GP
- Assessing preparedness of: primary health centres /evacuation arrangements, etc.
- Engineering staff at the Block/*Mandal* level should repair drainage/canal/roads, etc.
- Contact ex-army/security forces personal/volunteers to organize task force for assistance
- Procure and keep ready rescue material, including boats
- Function as link between district and village-level counter-disaster activities.

Zilla Panchaya or district level

- The District Collector/CEO should convene a meeting of all District Heads of sectoral departments and ZP members before the start of likely cyclone periods (May to June & Oct. to Nov.)
- All concerned departments to take up necessary repair and maintenance and related works for preparedness
- Organize 'Task Forces' at district, block and village levels
- Identify NGOs useful in providing assistance during disasters
- Check inventories of items required at short notice for rescue and relief operations
- At first warning, call meeting of Crisis Management Group (CMG) and alert blocks/villages
- All CMG members should be asked to keep their personnel in full preparedness
- District Collector should be CMG Leader and establish a control room managed by senior officers round the clock during the crisis.

Panchayat role in rescue and relief before and during natural disaster impact

Gram Panchayat or village level

- Set up temporary shelters/relief camps after initial warning/store food and water for people/livestock
- Evacuation of people and livestock should start immediately after final warning
- Keep rescue volunteers and task forces ready
- District/block medical/relief teams may be asked take position at strategic points and coordinate with village volunteers/task forces
- Organize veterinary aid teams for taking care of livestock and removal of carcasses
- Disposal of dead bodies and measures to prevent likely epidemics
- Assessing loss of life, livestock and damage to farming, property, etc.

Block/Mandal Panchayat

- Identify vulnerable areas and send task forces/volunteers to supervise safety measures
- Evacuate people from these areas and help GPs in organizing relief camps
- Arrange for emergency communication through police wireless/ ham radio, etc.
- Arrange supply of food and other items to relief camps in adequate quantities
- Supervise rescue and relief activities with district-level officers

- Inform CMG in case help needed from police and defence forces
- Assist armed forces in rescue and relief operations
- Supervise rescue and relief and coordinate with various agencies including NGOs.

Zilla Panchayat or district level

- Monitor situation, identify blocks and villages most likely to be affected and issue warnings
- Activate control room and keep a full watch on the situation
- Arrange emergency communication with the help of police wireless/ham radio, etc.
- Put CMG on the job of assisting block and village *Panchayats* with counter-disaster steps
- Arrange transport for evacuation of people and livestock
- Arrange for temporary shelters/relief camps
- Seek assistance of the armed forces if necessary
- Monitor rescue and relief operations at village and block levels
- Assist lower *panchayats* in mobilizing task forces/volunteers/NGOs for rescue and relief.

Panchayat role in reconstruction and long-term mitigation planning

Gram Panchayat or village level

- Assist in identifying victims for compensation, and then in its distribution
- Formulate reconstruction plans for houses, community buildings, roads, etc. within GP jurisdiction with the assistance of technical departments at block and district levels
- Enforce minimum specifications for safe construction
- Help district and block level organizations in arranging awareness camps for management and mitigation of disasters and ensure participation of the villagers
- Organize village-level task force/volunteers and train them in counter-disaster measures
- Assist in supervising and monitoring reconstruction and development projects
- Encourage local people to insure assets/livestock, which should be mandatory for those who can afford. Seek government help for those who are too poor to afford insurance.

Block/Mandal Panchayat

- Assist in rehabilitation, repair and reconstruction
- Assist *gram panchayats* in identifying victims for payment of compensation and in its distribution
- Prepare village and block-level mitigation plans; consolidate/integrate these with the block plan
- Enforce minimum safety specifications for construction
- Assist in long-term mitigation planning and its integration with block/district development plans
- Supervise and monitor reconstruction and long-term mitigation projects implemented by GPs and Block *Panchayats*.

Zilla Panchayat or district level

- Planning and implementation of rehabilitation, repair and reconstruction
- Compensation for loss of life, property, etc.
- Hazard and vulnerability mapping
- Anti-disaster measures to be integrated in all development projects
- Special funding to use disaster-resistant construction technologies in vulnerable areas

- Supervision of all construction and developmental activities.

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9

Training module on participatory community monitoring and evaluation

Why participatory community monitoring and evaluation?

Participatory community monitoring and evaluation are extremely important for learning about the achievement/deviation from original concerns and problems faced by local development projects/programmes being implemented, so that corrective measures can be taken in time.

Evaluation is often carried out by donor agencies or policy makers and helps in assessing whether the project has brought benefits to those for whom it was intended. An evaluator is expected to examine:

- whether it was right to have invested resources in the project in the context of competing needs;
- whether the underlying assumptions and design were right;
- whether progress was made towards planning changes, and if not, why; and
- unplanned changes that may have occurred.

Monitoring ensures that i) inputs are ready in time; ii) works plans are followed closely; iii) adjustments can be made and corrective action taken as and when necessary; iv) people who need to know are kept informed; v) constraints and bottlenecks are found; and vi) resources are used efficiently.

Aim of participatory monitoring and evaluation (pme)

1. To assess information or generate data on development activities being carried out at the local community level.
2. To facilitate monitoring and evaluation by beneficiaries of different development activities.
3. To increase beneficiaries' commitment and understanding in designing, planning and implementing community-based development projects or programmes.

Participatory monitoring involves local beneficiaries in measuring, recording, collecting, processing and communicating information to assist local development project extension workers and local group members in decision-making.

Participatory evaluation assists in adjusting and redefining objectives, reorganizing institutional arrangements or re-allocating resources as necessary. Monitoring and evaluation system (MES) allows continuous surveillance in order to assess the local development project's impact on intended beneficiaries.

Involving local people in project evaluation is one of the learning objectives of participatory management. Apart from project's impact on the life of the people, it is also worthwhile to evaluate:

- i) attitudinal changes in the local community about their role and sense of responsibility;
- ii) if people have gained confidence in their ability to undertake new activities; and
- iii) lessons about people's capacity, extent of participation and community responsibilities.

It provides an opportunity to the project implementation committee to assess deficiencies in the project design – if objectives and work plan were realistic, if local funding was adequate and whether project actually owned by the people. Answers to these questions indicate future precautions and modifications in the method and approach. This in itself is an achievement in capacity building at the local level.

Role of community extension workers

1. It is the responsibility of extension workers/community development motivators to make beneficiaries aware about the project/programmes and their objectives.
2. Extension workers should develop and help beneficiaries identify **indicators and measurements** for each project activity. Based on these, extension workers should collect data on inputs and outputs by using simple formats and tables.
3. Extension workers should **process, organize and analyse** the data for evaluation. For participatory evaluation, they should assist beneficiaries to understand the process, using simple procedures. After processing, organizing and analysing the data, extension workers must **assess the impact** of local development project activities.

Box 11.1 PME should be:

1. Demonstrative, not instructive in writing
2. Collaborative, not individualist or directive
3. Explorative, not repetitive
4. Listening to, not lecturing
5. Interactive, not dominating
6. Qualitative, not quantitative
7. For community/people, not project-oriented.

Steps in participatory monitoring and evaluation (PME)

- Step I* Understanding goal/objectives of local development project/programme.
- Step II* Identifying activities to achieve objectives.
- Step III* Identifying measurements to assess results or show extent of progress achieved.
- Step IV* Developing measurement indicators.
- Step V* Identifying methods and techniques of collecting information.
- Step VI* Selecting formats/visual tools for presenting information

Step I Goal: *sustainable increase in productivity of sub-watershed within local community*

Objectives

- Soil conservation techniques adopted by 50 percent households.
- Rehabilitation of 40 percent of identified, critical soil erosion sites.
- Trees planted by users' groups in 300 ha.
- Protection of 500 ha of forest by users' group.
- Increase in capability of 100 users' groups to identify, plan and manage watersheds.

Step II

Activities

- Planting fodder, fuel wood trees, sowing grass, improved cropping.
- Check dams, landslide control, wall to protect riverbank.
- Establish nursery; seedling production; planting trees.
- Discussion on forest protection, handing over forest to community and prepare forest protection measures.
- Training for users' groups, workshop/seminar, observation tour.

Step III

Assessment measures

- Percentage of farmers using soil conservation.
- Percentage of critical soil erosion sites rehabilitated.
- Area under forest plantation.
- Capability of users' groups to plan and manage conservation programmes.

Step IV

Developing measurement indicators

- Hold group discussions among farmers and share common experiences.
- Use brainstorming methods (list all possible ideas and select suitable ones).
- Develop indicators for each activity designed to achieve specific objective.

Step V

Identifying methods of collecting information

At community level

- Group discussion among people.
- Direct observation of site activities.
- Interviewing individuals.

Tools

- Resource map
- Pie chart
- Bar chart
- SSI (Semi-structured interview)
- Venn diagram and others

Remember to collect data in

- Simple form
- Local language
- Regular interval (monthly, quarterly, half-yearly or yearly, etc.)

- Remember PRA guidelines

Step VI

Selecting formats/visual tools for presenting information

- Charts/graphs/diagrams.
- Visual presentation is easier for village people to understand.

Table 11.1 Measurement Indicators

<i>Indicators of organizational strength</i>	<i>Indicators of group participation</i>	<i>Indicators for gender issues (women in development)</i>	<i>Indicators for environmental issues</i>
Number of villagers who know or who have heard about organization or groups	Number of groups or rural organizations	Funds allocated for women in development activities	Degree of rehabilitation of degraded areas
Frequency of attendance of participants in the meeting	Socio-economic composition of groups	Women's share in benefit	Community forests protected, managed and utilized
Number of meetings held each month	Number of person/days of labour contributed	Women's participation in decision making	Forest area increased
–	Material and money contributed by group	Women trained in various activities	Bio-diversity increased and protected
–	Joint funds collected from local sources and used for maintenance work	Change in time spent by women in domestic and farm activities	Landslide, soil erosion and floods decreased
–	Participation of farmers	Change in women's income, expenditure and savings	Water-source increased and protected
–	Capacity to maintain local facilities	Position of women in different states	Decrease in incidence of environment-related diseases/disasters

Source: Conservation extension manual for mid-level technician/s, Local Development Training Academy, Kathmandu, Nepal.

10

Training module on PRA tools

The selection and use of training tools must match the training needs and type of training.

The major challenges are:

- a) sensitization to bring about attitudinal and behavioural change; and
- b) using participatory techniques to build rapport, elicit support, information and participation of the people in their own development.

Importance of participatory techniques

- Participatory techniques aim to 'break the silence' of the poor and disadvantaged sections, recognize the value of popular collective knowledge and wisdom and legitimize the production of knowledge by the people themselves.
- Participatory approaches seek to be catalysts enabling and empowering the people.
- These have internalized some key techniques in adult training for learning such as
 - a) linking learning to problems,
 - b) linking learning to people's goals and visions, and
 - c) giving trainees control over decisions on training.
- The participatory approach emphasizes flexible learning, is adaptable to the pace set by the learners/trainers and tailored to needs expressed by participants themselves.

Participatory rural appraisal

Participatory rural appraisal (PRA) is a methodology to enhance

1. the development agent's understanding of the rural reality for the planning and development of projects; and
2. the feeling of a greater degree of ownership and responsibility in the rural poor for better results and social acceptance of the programme.

The effectiveness of participatory approaches has led donors, government organizations and NGOs to use PRA in their programmes. Participatory training is based on the belief that

- learners with their life experiences are themselves a rich source of learning;
- learning cannot be imposed; the learner can only be encouraged to learn;
- learners learn best by doing or practising an activity; and
- learning is facilitated by a positive/successful activity/experience resulting in further achievement, thereby building up a 'virtuous circle'.

Aims of participatory methods

Different participatory methods are used for different ends. Sometimes participatory approaches are the means and ends as well.

In the case of decentralized development, the ends are:

- peoples' active participation in prioritizing needs/micro-planning;
- activating the key *Panchayati Raj* institution – the *Gram Sabha*; and
- attitudinal and behavioural change in the bureaucracy.

Since village *panchayats* have to play an active role in initiating the micro-planning exercise, they need a locally relevant database that is validated by the local people. This will form the basis for setting local priorities. This should help, in turn, in the formulation of local action plans in the form of development activities/projects/programmes.

Scope of PRA

PRA is used

- To ascertain needs
- To establish priorities for development activities
- Within the scope of feasibility studies
- During the implementation phase of projects
- Within the scope of monitoring and evaluation of projects
- For studies of specific topics
- For focusing formal surveys on essential aspects, and identifying conflicting group interests.

Areas of application

- Natural resource management
- Agriculture
- Poverty alleviation/women in development programmes
- Health and nutrition
- Preliminary and primary education
- Village and district-level planning
- Institutional and policy analysis.

Table 12.1 **Participatory rural appraisal**

Principles and methods		Benefits
From 'they learn from us' to 'we learn from them'.	From 'we let them participate' to 'they take command of their own process'.	<i>Empowering</i> the poor and weak to assert their priorities, make demands and act.
From 'we've done a PRA' to 'we admit being corrected by people'.	From 'we use instruments from our toolbox' to 'they can map, model, estimate, score, analyse, plan themselves'.	Expression and harnessing of <i>local diversity</i> .
From 'we share our knowledge analysis with them' to 'we enable them to learn from each other and conduct their own analysis'.	<i>Offsetting biases</i> : spatial, project, gender/elite, seasonal calendar.	<i>Community</i> participatory appraisal, planning, implementation, monitoring and evaluation.
<i>Rapid progressive learning</i> , which is flexible, exploratory, interactive and inventive.	<i>Triangulation</i> : using different methods, sources and disciplines, and a range of informants in a range of places and cross checking to get closer to the truth through successive approximations.	Identification of <i>research priorities</i> ; experts more receptive to the ability of rural poor to design, implement and evaluate.
<i>Facilitation</i> : to enable people to do more or all of the investigation themselves and own the outcome.		Insights gained from PRA leading to <i>policy change</i> .
<i>Sharing</i> : a culture of sharing information, methods, field experiences among NGOs, government and villagers.		A culture of <i>open learning</i> among govt., NGOs and community.

Table 12.2 **Tools of PRA**

Diagram		Priority matrix	Seasonal calendar	Time trends	Venn diagram
<i>Map</i>	<i>Transect</i>	Entire community involved in prioritizing needs and development initiatives	Helps to identify lean periods for resources and timing of supply of key farm inputs	Provides local perspective on time changes in natural resources/ecology/etc.	Helps to identify marginalized individuals and groups within the village
Provides alternative database	Builds rapport with locals				
Depicts differing local perception of local problems/needs	Supports maps of local resources/needs				

For details of PRA tools, please see Annex VII, pages 113-129.

Annexes

Annex I

Number of *panchayats* in States/Union Territories

(as on 31 March 2002)

State	Gram Panchayats	Panchayat Samitis	Zilla Parishads	Total
Andhra Pradesh	21 913	1 095	22	23 030
Arunachal Pradesh	2 012	78	13	2 103
Assam	2 487	203	21	2 711
Bihar	8 471	533	38	9 042
Chattisgarh	9 139	146	16	9 301
Goa	189	-	2	191
Gujarat	13 316	224	25	13 565
Haryana	6 020	114	19	6 153
Himachal Pradesh	3 037	75	12	3 124
Jammu & Kashmir	2 683	-	-	2 683
Jharkhand	3 746	211	22	3 979
Karnataka	5 659	175	27	5 861
Kerala	991	152	14	1 157
Madhya Pradesh	22 029	313	45	22 837
Maharashtra	27 684	321	33	28 038
Manipur	166	-	4	170
Meghalaya [^]	-	-	-	-
Mizoram [^]	-	-	-	-
Nagaland [^]	-	-	-	-
Orissa	5 261	314	30	5 605
Punjab	12 369	138	17	12 524
Rajasthan	9 186	237	32	9 455
Sikkim	159	-	4	163
Tamil Nadu	12 618	385	29	13 032
Tripura	540	23	4	567
Uttar Pradesh	52 029	809	70	52 908
Uttaranchal	7 055	95	13	7 163
West Bengal	3 360	341	17	3 718
UTs	-	-	-	-
A & N Islands	67	7	1	75
Chandigarh	17	1	1	19
D&N Haveli	11	-	1	12
Daman and Diu	10	-	1	11
NCT Delhi [#]	-	-	-	-
Lakshadweep	10	-	1	11
Pondicherry	98	10	-	108
TOTAL	232 332	6 000	534	238 866

* Source: MORD, GOI

[^] - Traditional Councils

[#] - Panchayati Raj system is yet to be revived

UT – Union Territory

Number of elected representatives of *panchayats* in the States/Union Territories (as on 31 March 2002)

State	Gram Panchayat	Panchayat Samiti	Zilla Parishad	TOTAL
Andhra Pradesh	230 529	14 644	1 093	246 266
Arunachal Pradesh	5 733	1 205	77	7 015
Assam	30 360	2 564	845	33 769
Bihar	114 721	10 992	1 004	126 717
Chattisgarh	149 968	2 795	290	153 053
Goa	1 281	--	35	1 316
Gujarat	123 470	3 814	761	128 045
Haryana	54 346	2 430	226	57 002
Himachal Pradesh	18 264	1 661	252	20 177
Jammu and Kashmir	--	--	--	--
Jharkhand#	50 731	4 352	581	55 664
Karnataka	80 627	3 340	919	84 886
Kerala	10 270	1 547	300	12 117
Madhya Pradesh	335 263	6 203	764	342 230
Maharashtra	303 545	3 524	1 762	308 831
Manipur	1 556	--	61	1 617
Meghalaya^	--	--	--	--
Mizoram^	--	--	--	--
Nagaland^	--	--	--	--
Orissa	81 077	5 260	854	87 191
Punjab	75 473	2 441	274	78 188
Rajasthan	112 897	5 494	1 028	119 419
Sikkim	1 827	--	145	1 972
Tamil Nadu	125 852	6 499	648	132 999
Tripura	5 421	196	70	5 687
Uttar Pradesh	704 281	5 361	2 266	711 908
Uttaranchal#	95 499	630	421	96 550
West Bengal	62 139	9 516	664	72 319
A & N Islands	750	67	30	847
Chandigarh	109	--	10	119
D&N Haveli	135	--	16	151
Daman and Diu	63	--	15	78
NCT Delhi	--	--	--	--
Lakshadweep	79	--	22	101
Pondicherry	120	--	16	136
TOTAL	2 776 386	94 535	15 449	2 886 370

* Source: MORD, GOI

Provisional figures

^ Traditional Councils perform duties of local government. 73rd Amendment not applicable

Annex II

Training handbook for training of trainers on PRI capacity-building in NIRD and State-level training institutions

Aim

Participation and empowerment of rural people leading to

- better education, income and environmental standards
- fraternity
- enforcement of social legislation
- effective and efficient utilization of public funds
- social audit.

Important characteristics

- Easy to read and explain to different audiences.
- User can comprehend action points easily.
- Illustrative to enable user to modify these to local conditions.
- Based on felt needs of people associated with decentralization.
- Practical and field-based.
- Universal applicability as far as possible.

Utility

- Information on decentralization in different countries.
- Preparation of short and long-term training programmes.
- Clarifies roles of different functionaries and/or facilitators.
- Awareness that training is a continuous process.
- Provides insights into decentralization and participatory planning.

Training content

For elected PRI members, development officials, NGO and self-help group representatives

Basic concepts

- 73rd Constitutional Amendment, State Acts/Rules.
- Changed PRI roles, responsibilities and functions in relation to other decentralized development actors.
- PRIs and innovative decentralization.

Participatory rural planning:

- Existing rural development initiatives.
- Assessment of local needs.
- Problems of rural/local development.
- Solutions for these.
- Participatory rural planning techniques.

Plan formulation:

- Data needs and creation of alternative database through facilitating people's participation.
- Building up databases for use in plan formulation for block/district.

Promoting appropriate attitudes and behaviour for participatory planning, implementation and concurrent monitoring at different levels.

For role-planning team involved in consolidating district plan

Project appraisal and feasibility:

- Environmental feasibility
- Location and technical feasibility
- Financial feasibility

Phasing and budgeting of plan:

- Identification/strengthening of inter-sectoral linkages and coordination
- Cost-estimation for sectoral programmes and projects
- Identification of sources of finance

Application of cartographic and Geographical Information System (GIS) technique in district planning.

Implementation, management and monitoring:

- Application of computers for data management.
- Monitoring and evaluation in terms of building up participatory evaluation and monitoring reports, triangulating with field visits and reports from lower to the district level.

Training modules

<i>Number of trainees from each level:</i>	35
<i>Duration of training:</i>	Five days
<i>Institution:</i>	National/state level/NGOs

Methodology

- Lecture
- Discussion
- Field visits/demonstration
- Case study
- Experience sharing
- Role-playing
- Film show

Objectives of training

For chairman & vice- chairman of zilla parisha/president & vice-president of panchayat samiti/sarpanch & panch

- Acquaint with *Panchayati Raj* in the light of constitutional provisions – state government laws, rules and executive orders.
- Acquire knowledge and skills for planning and implementation of rural development programmes by *Panchayati Raj* bodies.

Course content

General orientation

For chairman & vice- chairman of zilla parisha/president & vice-president of panchayat samiti/ sarpanch & panch

- Planning process in the country.
- Rural development programmes in India.
- Democratic decentralization.

Subject orientation (at ZP/GP and sarpanch/panch level)

- *Panchayati Raj: Concepts and status.*
- Salient features of *Panchayati Raj* structure in the concerned State.
- *Zilla parishad* functions.
- Resources of *zilla parishad/panchayat samiti*.
- Staff of *zilla parishad/Role of panchayat samiti* staff.
- Supervision and control over *panchayat samitis* and village *panchayat*.

Role orientation

For chairman/vice-chairman zilla parishad

- Role and responsibilities of elected representatives at district level
- Role and responsibilities of officials at the district level
- Relationship between officials and elected representatives

For president and vice-president panchayat samiti

- Role and responsibilities of elected representatives
- Role and responsibilities of officials
- Relationship between officials and elected representatives
- Working in the community

For sarpanch and panch

- Role and responsibilities of village-level elected representatives
- Role and responsibilities of village-level officials
- Relationship between officials and elected representatives
- Collective leadership and community participation.

Activity orientation (for all three levels)

- Agriculture including agriculture extension/Land improvement, land reforms, soil conservation
- Minor irrigation, watershed development
- Animal husbandry, dairy and poultry
- Fisheries
- Social and farm forestry/Minor forest produce
- Small-scale industries including food processing/*Khadi*, village and cottage industries
- Rural housing

- Drinking water
- Fuel and fodder
- Roads, culverts, bridges, ferries and waterways/Rural electrification
- Non-conventional energy
- Poverty alleviation programmes
- Education, including primary and secondary schools/Technical training/vocational education
- Adult/non-formal education/Libraries
- Cultural activities
- Markets and fairs
- Health and sanitation/Family welfare
- Women and child development
- Social welfare, including welfare of people with disabilities
- Welfare of weaker sections and in particular of Scheduled Castes/Scheduled Tribes
- Public distribution system
- Maintenance of community assets

Management orientation

For chairman/vice-chairman ZP

- Administration coordination with different *Panchayat Samities*
- ZP role in planning and development/role of district level officials
- Decentralized planning – preparation of plan/identification of resources
- Database
- Implementation of special programmes
- ZP budget/powers/functions/resource mobilization
- Conduct of business – ZP meeting/agenda/no-confidence vote/quorum
- Training of officials/non-officials/personnel administration
- Maintenance of properties of district *panchayats*
- Management of primary schools

For president vice-president of panchayat samiti

- Team work
- Administration coordination with ZP and different *panchayats*
- Role of *panchayat samiti* in planning and development
- Role of block-level officials
- Maintenance of records
- Preparation of block-level plans/coordination of village-level plans
- Implementation of special rural development programmes
- *Panchayat samiti* budget/audit and accounts/resource mobilization
- Conduct of business – ZP, *panchayat samiti* meeting/quorum/agenda/no-confidence vote/disqualification of members/minutes
- Coordinate with state government agencies operating at state/district/block level
- Coordinate with agencies within district – banks/cooperatives/NGOs
- Management of common property resources/environment
- Management of public utility services

For sarpanch and panch

- Administrative management of *panchayat samiti* programmes
- Emerging role of *panchayats* in planning and development

- Maintenance of records
- Preparation of village plans/resource mobilization
- Implementation of special programmes
- *Panchayat* fund and budget/maintenance of accounts/audit and accounts
- Conduct of business – meetings of *Gram Sabha/panchayats*/quorum/agenda/no-confidence vote/disqualification/minutes
- Coordination with state government agencies at state/district/block level
- Coordinate with agencies within district – banks/cooperatives/NGOs
- Management of community lands
- Management of primary schools

Field observation

Organize visits to successful institutions/demonstration farms, etc. to educate trainees. This may include successful *panchayats* and knowledgeable individuals.

Illustrative list of institutions/organizations

Institutions/programmes

- A successful *panchayat*
- A successful cooperative society
- A farmers' *mandal, mahila mandal*
- A cooperative bank
- Agriculture research/dairy/cattle farm
- Afforestation programme
- Cottage/village industry centres.

Projects

- An irrigation or hydel project
- A key industry
- A model housing colony

Individuals

- A successful farmer
- A successful cattle breeder and poultry breeder

Annex III

Training module on enhancing women's participation

Selected target groups for training

<i>Government officials (Village level)</i>	<i>Government officials (Middle level)</i>	<i>Government officials (District level)</i>
Panchayat Secretary	Block/Mandal Officer	Project Officer, DRDA
Anganwadi worker*	Extension Officers	CEO
Health worker*	Education Officers	District Project Officer (ICDS)
Village Administrative Officer	Agriculture Co-operative Bank	District Education Officer
Fair price shop dealer	Primary health centre doctor	District Revenue Officer
OHT operator	Health supervisor (female)	District Agricultural Officer
Hand pump operator	PWD - engineer	District Fisheries Officer
Multi-purpose worker	Taluk Revenue Officer	District Forest Officer
Bank officials	Integrated child development services (ICDS) - supervisor	
Agricultural marketing employee	Fisheries Supervisor/Forest Range Officer	
Co-operative society employee		

Format for assessing bio-data of elected women representatives

Name: -----

Age: -----

Caste: -----

Educational qualification: -----

Position in the panchayat: Member/vice-chairperson/chairperson

Panchayat level: Village level/middle level/District level

Experience with local government institutions: First time/second time

Have you undergone any training: Yes / No

If yes, where: (Mention the place)

What type of training: (Mention title)

SWOT analysis

- To identify the extent to which the current strategy of development of women is relevant and capable of dealing with the changes taking place in the functioning of Panchayati Raj institutions.
- The trainees can be tested through a question and answer session either at the time of registration or at the time of counseling.

Test for women trainees Yes No NR*

1. Gram Sabha (GS) shall meet at least four times in a year
2. All adults are Gram Sabha members
3. There is reservation for women as chairpersons
4. Gram Panchayat (GP) has to prepare agenda for GS
5. Quorum is required for passing resolution
6. Village development is the major focus of the GP
7. Social justice committee has to include:
Scheduled Caste and Scheduled Tribe women
8. Panchayat assistant/secretary/clerk has to assist Sarpanch/President/Pradhan
9. There are different types of GP meetings
10. GP should meet once in a year
11. GP is under the control of the BDO (block development officer)

(*NR: No response)

SWOT analysis

Strength	Weakness	Opportunities	Threats
Possess inherent knowledge and skill	Illiterate	Efficient leaders	Male domination suppressing
Familiar with local community	Less competent	Best resource persons	More counseling and mentoring
Easy accessibility to local culture and tradition	Male-dominated social values	Transfer knowledge and skills	Opportunity denied to other women
Moderately mobilize women participants	Gender bias	First lady of the village	Marginalized benefit

Content, resources and methods for training of women council members

Content

Rules, powers, responsibilities and functions of local self-government

- Rules, Government Orders, Executive Instructions, Guidelines and PRI procedures;
- PRI powers, functions and responsibilities

Leadership, communication and social mobilization/management skills

- Motivation
- Decision-making
- Conflict/crisis management
- Public speaking, rapport-building
- Team-building
- Leading meetings
- Roles of PRI functionaries/conduct of meetings/voting, etc.
- Rights and duties of individual member
- Eligibility/election/etc.
- Disqualification of members
- Social audit
- Access to records and right to information
- Attitude and behavioural change

Integration of gender concerns in local development planning

Enhancing empowerment of women

- Perception of elected representatives, society and officials
- Social evils – Dowry system/bonded/child labour
- Legal Issues affecting women – National Commission for Women/maternity benefit, dowry ban, etc.
- Gender bias & role conflict
- Self-help groups – Problems and prospects of organizing SHGs/activities/ etc.
- Involving NGOs – Areas of cooperation

Preparation of development plan at panchayat level

District Planning Committee

- Composition
- Functions
- Decentralized planning cell at different levels
- Composition
- Functions

Implementation powers

- Salient features of programmes
- Criteria for selecting beneficiaries
- Methodology
- Review authority

Women in village development

Identification of poor, unemployed, under-employed/Agriculture and related/Rural industry/Basic amenities/Education/Primary health care/Women & child development/Revenue/Public distribution system

Resource persons

PRI expert/Planning expert/expert in training methodology/Self-analysis/Behavioural science expert/Rural development expert/experts from various fields/Gender and development expert

Methods

Lecture-cum-discussion/ Demonstration/Role-playing/ Case illustration/ Interactive session/SWOT Analysis/Transect walk/Prepare village map/Case /research studies/Pictorial/Dialogue with successful SHG/Visit to NGO

Charts/Posters/Video/Overhead Projector/Guide with definition/Compilation of Government Orders and Procedures/Findings of study

Post-assessment

Question and answer/Interactive session/thematic presentation followed by quiz/Demonstration

Annex IV

Training module on social audit

Example of training session on social audit

One-day social audit orientation for members of local bodies

Objectives:

1. To develop understanding at *Gram Sabha* level of social audit and its importance.
2. To plan social audit in local bodies and draw lessons from the process.
3. To prepare a social audit plan for respective organizations/groups/departments.

Participants – Thirty; mainly members of elected bodies and some community members/local CBOs (community-based organizations) and a few government officials.

Period – One day.

Venue – Preferably an isolated environment.

Schedule

9.00-9.30	Arrival of participants, informal interaction, tea.
9.30-10.30	Welcome. - Introduction, some ice-breaking exercise. - Purpose of the workshop. - Inaugural remarks by a local eminent person. (Some ideas on 'social audit' will be provided here through 'Purpose' & inaugural remarks)
10.30-11.30	Session I – 'Why, what and how' of audit - Participants given small cards to write 'why', 'what' and 'how'. - Each 'why', 'what' and 'how' card pasted separately on the wall. - Participants asked to identify common points in each and rearrange the cards. - All participants asked to move around the hall and read the cards.
11.30-11.50	Brief consolidation by the facilitator and discussion, question/answers. (It may happen that each point does not come up clearly or 'how audit' at the local level is not clear)
	Tea break
11.50-13.15	Session continues (30 minutes). - Lecture on various types of audit, importance of social audit in our context and how social audit is being organized and could be organized (some examples). - Discussion on this continues. Questions, ideas, experiences, doubts, etc raised (participants encouraged to do this) from their experience. - Facilitator also encourages some people to answer the questions, share views, experiences, etc.

- 13.15-14.00 Working lunch.
- 14.00- 16:00 Session II – To plan and draw lessons from social audit (10 minutes).
– Brief lecture on what could be done as part of social audit.
– Role-play on how to organize social audit planning.
– Develop roles, briefing each and all group members (For example, participants can be divided into various groups like elected members, government staff, villagers, village elders, youth, women, etc. and briefed on their roles.) There will be some observers among the participants.
– Role-play continues for 20 to 30 minutes depending on whether it is interesting enough to serve the purpose.
- Debriefing
- Participants asked to briefly narrate their experiences. Facilitator to write the experiences/views on the flip chart in a framework. Also ask the observers' group for its views.
– Facilitator to ask questions to get them involved in more intensive, internal thinking, analysis and provide comments on that basis.
– Facilitator to explain the meaning of what they have experienced, said, and, if necessary, add some of his/her views as process observer.
- 16.00 - 16.15 Break
- 16.15 - 17.30 Session III – To prepare a social audit plan
– Each group to work independently to plan what they will do/they can do, how they will do it with what purpose in mind. Facilitators to provide feedback to the group. – 45 minutes
– Group presentation, salient points. Facilitators to provide some simple ideas about communication, social audit planning process. – 30 minutes.
– Concluding remarks.

Annex V – Training module on partnership building

Objective – To develop understanding about the 'what, why and how' of partnership.

Participants: Thirty representatives from local bodies and state government staff at district level.

Day one

Session	Subject	Duration	Method
First	Welcome and purpose of the training/ workshop	15 min.	Large group
	Self-introduction including their role	30 min.	Large group
	Ice-breaking exercise		
	What is partnership		Facilitator questions participants and writes their answers on a flip chart
	Why partnership	30 min.	Form trainees into six small and diverse groups to discuss issue
	Break	20 min.	
Second	Group presentation and clarification	20 min.	Large group
	Consolidation of the group work provide additional points (provide handout)	20 min.	Large group.
	Presentation of various types of partnership – Network, Collaboration etc. and discussion on the same.	50 min.	Lecture, discussion
	Working lunch (ensure participants mix with group other than their own)	45 min	
Third	Experience sharing and partnership Some participants share their experiences (facilitator to draw and note key points – what, why & how part of these experiences)	One hour.	Large group.
	Consolidation and discussion	30 min.	Large group. Facilitation to ask the why, what and how of these experiences. Note answers on flip chart then provide his/her points.
	Break	30 min.	
Fourth	Case study on how to develop partnership (facilitators to provide inputs in the form of clarifying the task, help them to carry forward discussions etc.)	30-45 min.	Small diverse group
	Case study presentation	30 min.	Large group
	Consolidate and discuss presentation and identified issues	30 min.	Large group
	Some good examples of partnerships. What it is, why and how they develop and with what results (provide handouts on these)	30 min	Large group

Objective – To understand the principles of partnership and how to solve conflicts

Day two

	Recapitulation of Day I. Reading/ presentation of a report by one or two participants	20 min.	Large group
Fifth	How to develop and sustain the partnership/what are its values and principles	15min.	Participants asked to think individually and, if necessary, write points in their note book
	Participants to discuss in small group (facilitators to clarify the task, help the group to discuss)	45 min.	Six small groups
	Group report presentation, consolidation and discussion. Facilitator to write key points emerging from the discussion on a chart. (distribute handouts)	45 min.	Presentation on flip chart in large group
	Break	30 min.	
Sixth	Conflicts in partnerships and how to solve these		
	Identify potential conflict areas	15min	Individual exercise
	Participants to highlight the points and discuss the same	30 min.	Facilitator to write on a chart
	Case study on collecting data on sources of conflicts in a partnership		Six small groups of diverse people

Annex VI

Training module on participatory community monitoring and evaluation

Pre-evaluation

This helps in learning about specific needs and preferences of particular client groups. This can be done with simple questionnaires on the expectations from the training, objectives in attending the training, their conception and understanding of their changed roles and functions, and the general context of decentralization. Trainees can also be asked to prepare short notes prior to training and present these at the start of the training session.

This can be used as an ice-breaker to help introduce each trainee to the group and making each individual trainee's perception clear to the others and the facilitator. These presentations can be consolidated by dividing the trainees into groups of three to six, depending on the number of participants, and asking them to prioritize their expectations into four or five major ones.

These group priorities can be listed on a flip chart and consolidated into important priorities for training for the larger group. This exercise not only helps in building familiarity among the participants, but also aims to boost the spirit of participation in them. It gives the facilitator more scope to innovate and experiment while facilitating training sessions. It also provides the necessary baseline for post-evaluation.

Post-evaluation

Post-evaluation of training is to be included as a part of the training schedule. The trainees use self-appraisal to evaluate how many of their training expectations have been met. Individual evaluations can be consolidated into four or five small groups and further built up to form the client groups' evaluation of the training in terms of their expectations.

This has been found to be highly useful as it can be built into subsequent training programmes, making it a continuous process with training and resulting in need-based qualitative training with in-built mechanisms for upgrading.

Training module on evaluation

The organization and its staff members should be trained to:

- E - EVALUATE the situation and define the objectives.
- P - PLAN to achieve these objectives fully.
- D - DO to implement the plans.
- C - CHECK if objectives are achieved.
- A - AMEND to correct mistakes.

Exercise to develop indicators

Time: Three hours approximately.

Steps

1. A planning meeting of eight to ten people from the group/organization involved in the work.
2. Discuss and decide purpose of work – organizing and follow-up of village assembly.
3. Write the purpose.
4. Based on purpose, write expected output.
5. Discuss and decide activities to be undertaken to reach/achieve expected result.
6. Decide/identify the indicators to evaluate the result.

Planning sheets

<i>Area of work</i>	<i>Expected measurable Output</i>	<i>Activities</i>	<i>Measurable indicators</i>
Organization/follow-up of village assembly meeting	Meeting planned efficiently/held with the participation of all concerned Decisions taken on relevant issues Follow up decisions	Decisions on meeting date/ time/venue Group formed to plan meeting details such as venue/agenda/structure, etc. Prepare/post major decisions in prominent locations	Participation of all concerned Decisions on relevant issues Meeting management Minutes posted Follow-up of decisions

Exercise to measure level of achievement

Time: About three hours

Participants: Eight to ten people from the organization involved in the work

Steps:

1. Keep detailed plan in front of the group.
2. Write on paper/board activities undertaken against those planned.
3. Write achieved against expected output.
4. Check with indicators.
5. Participants will have different perceptions/views on level of achievement/ Write these against expected output.
6. Discuss and write what is not achieved and the reason for this. Link this to activities undertaken.
7. Identify gaps and the reasons for these.
8. Fix/revise output, activities, indicators and plan to work on that basis.

Training design on evaluation

Session I

Understanding evaluation - 2 hours.

- Why
- What
- How

(provide notes/write-up on this)

Session II

Exercise to develop indicators - 3 hours.

Session III

How to measure level of achievement - 3 hours.

(Depending on participants - single group, diverse group etc – the intensity of exercise will vary.)

Annex VII

PRA tools

Diagram

A diagram presents information in a readily understood visual form and has a dual use. First, the act of constructing a diagram is in itself an analytical procedure, which enables those preparing it to understand clearly the dynamics they are trying to record. Second, the diagram becomes a tool of communication and discussion among different people.

(i) Map: This is very useful for creating an alternative database for the design of village plans by the local people. People can draw maps of their village and locate the services, facilities and infrastructure according to availability and access to different groups, thus facilitating the identification of needs, problems and solutions. Different village groups can draw different maps to depict their perceptions, problems and needs. A number of maps by all sections of people in a village can help in prioritizing and preparing village plans of action.

People in the village can draw maps on the ground, floor or on paper (these can later be transferred to paper by the facilitator/PRI actor). Social, demographic, health, natural resources or farm maps can be drawn to construct three-dimensional models of their land. Some examples of such maps constructed by villagers are shown as illustrations in this section. The part to be played by the decentralized development actors in this exercise is that of patient listening and motivating people to participate by accepting and respecting their knowledge.

(ii) Transect: Can be used to substantiate and support a map. A transect is a systematic walk with villagers through the village, observing, listening to villagers' descriptions, asking relevant questions, discussing ideas, identifying different zones, local technologies, introduced technologies, seeking problems, solutions and finally, diagramming/mapping the transect walk and its findings. This helps to:

- build rapport with local people;
- substantiate and support the diagrammed facts; and
- identify locations of the problems and opportunities for development.

Seasonal mapping or seasonal calendar

An extended version of the crop calendar representing all the major changes within the rural year, such as rainfall patterns and other major climatic changes, cropping, livestock cycles, labour demand, etc. This helps in identifying lean periods for resources and in timing the supply of farm inputs and alternative employment initiatives. Many participatory approaches have been used in India for this purpose, either the locally known Hindu calendar months or festivals and fairs. People in the Indian countryside are more familiar, comfortable and accurate with these benchmarks than the Western calendar. Seasons and months can be related to festivals that are known and generally celebrated by the large majority of the local population.

Other diagrams dealing with time trends

Long-term changes in rural areas can be represented in diagrams such as historical profiles and graphic time trends. The local people's accounts of the past, of how things close to them have changed – ecological histories, land use and cropping patterns, customs and practices, trends in fuel use, etc. – can be represented with approximate dates before and after well-known events. Although secondary data may be available on these, a local perspective facilitates the design of development initiatives.

Another useful tool is the historical transect. This depicts local knowledge of the state of natural resources over a period of time. This can be initiated for various sectors of the rural economy to produce a series of diagrams reflecting people's perceptions and priorities.

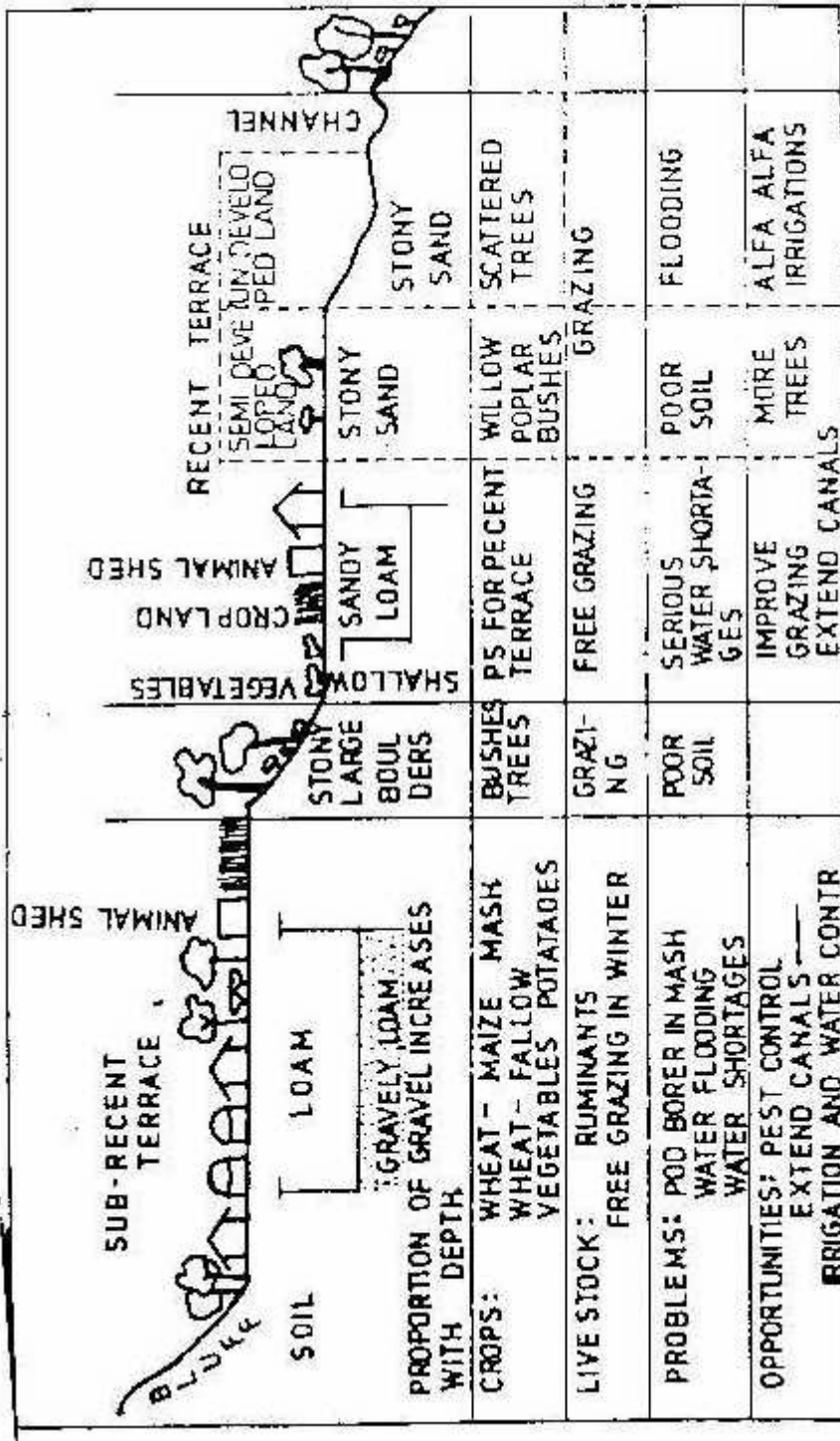
Venn diagram

A Venn diagram shows the relationship between individuals, groups and institutions in a community as perceived by the people. It is made up of touching or overlapping circles of various sizes, with each circle representing an individual or institution. The size of the circle indicates their importance and the overlap indicates the degree of contact or inclusion in decision making. This will help in the formulation and implementation of development initiatives at the local level, as well as in identifying marginalized individuals/groups in the community

Prioritization matrix

This is used to involve people in prioritizing their needs and type of development initiative suited to local needs. Villagers use seeds to give scores to development initiatives, either individually scoring or in small groups and aggregating for the community as a whole. This will facilitate a process of democratic prioritization by the entire community, ensuring people's involvement in their own development. This is a very important tool for micro-planning by the PRIs at village level.

Geographical transect of a village

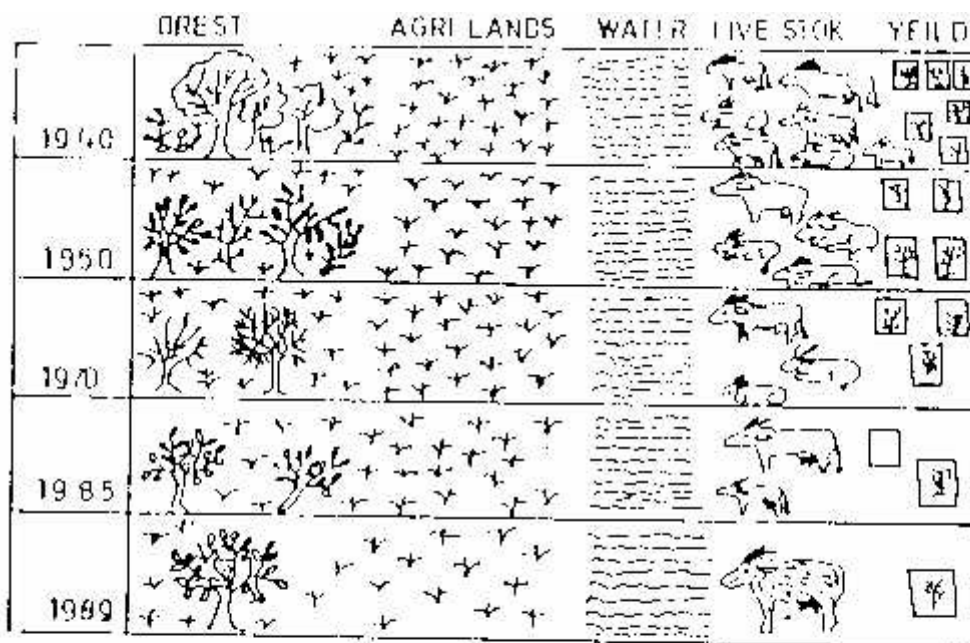


GEOGRAPHICAL TRANSECTS: This is a transect of a village

SOURCE: Forest, Trees & People News Letter no. 15/16

Figure 1

Historical transect of Ardnaryoura village



MYRADA STAFF

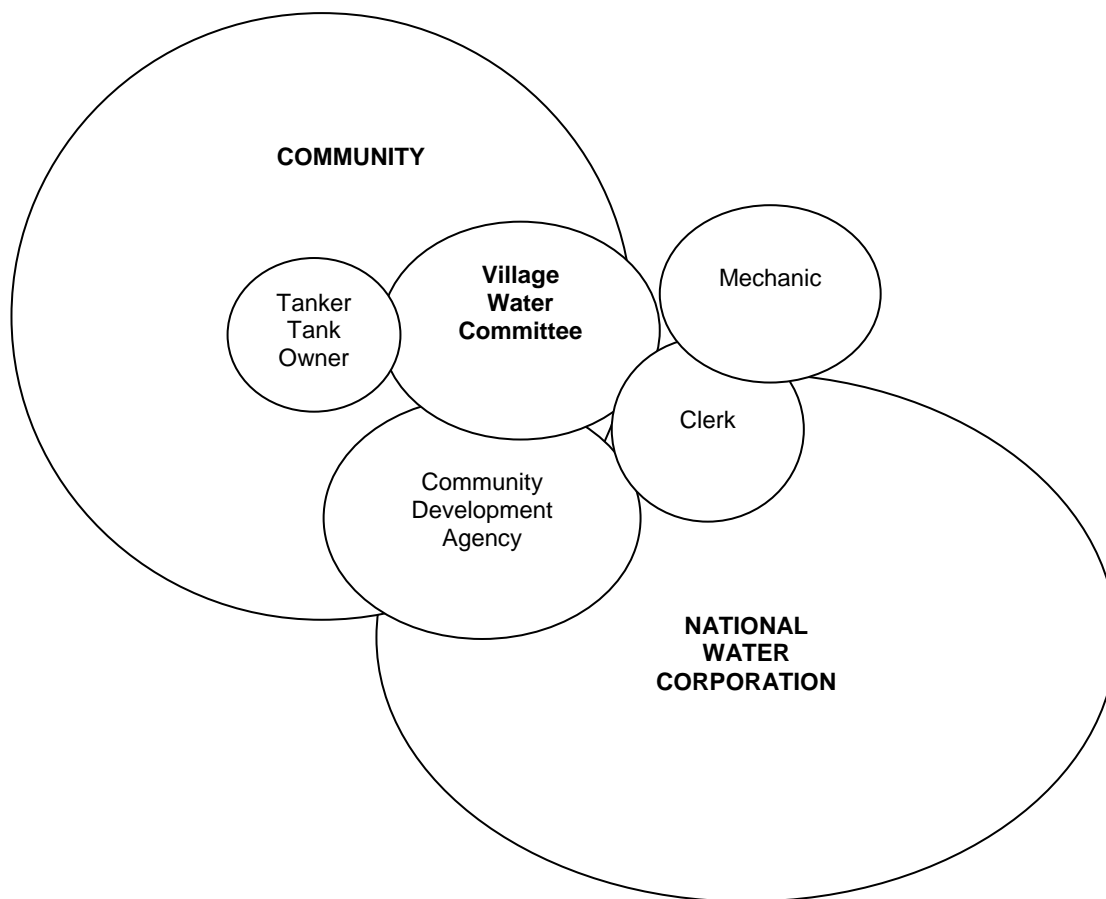
1. CHAKRA PAKI
2. KIRAN
3. VINCENT
4. SHELEA

PARTICIPANTS

1. SUNDARADAMMA
2. MADAMMA
3. MARE
4. SEVE MADAMMA
5. SHIDAMMA

HISTORICAL TRANSECTS OF ARDNARYPURA VILLAGE.

Venn diagram of water use control in a Sudan village



Multiple role-playing

This is an important tool that will help trainees understand situations they will face in their work. It aids understanding of other actors in the working situation, their points of view, their reactions and feelings. It also gives them an opportunity to practise their roles in a 'safe' environment.

Most role-playing uses an improvised script, based on suggestions made by the trainees, either from their experiences or hypothetical situations that may arise in future. Trainees can be divided into two main groups, one enacting the script, the other observing the players/actors. The roles can be reversed after one performance, firstly, within the same group of actors playing different roles, secondly, with the observers acting out the script and the actors taking on the role of observers. The role reversals can be repeated to allow each trainee to play all the roles.

The role-playing can be followed by a group discussion to identify the most appropriate/effective behaviour/attitudes and mistakes to be avoided. This helps trainees learn in a risk-free environment with objective feedback from their peers and the facilitators, which is generally not possible in real life situations.

Role-playing tools can be a mirror for trainees to see themselves as others perceive them, encouraging insights into their own attitude and behaviour and sensitivity to the opinions, attitudes and needs of others. The benefits of change in attitude and behaviour are readily demonstrated, encouraging desired change.

Role-playing is most effective for practising or learning face-to-face communication skills, which will be needed for direct dealing with individuals/people in the decentralized development process.

Role-playing addresses basic aspects of face-to-face communication such as, listening, awareness and recognition of body language and appreciation of other points of view. Although often criticized for lacking realism, as it cannot accurately depict all the complexities of a real work situation, the strength of role-playing lies in the fact that it gives the trainees the confidence to try new approaches and innovate in the field.

An important consideration to be kept in mind is that people feel inhibited in playing roles in front of peer observers and video cameras. This can be overcome by creating an atmosphere of mutual trust/support among the trainees. Role-playing can be introduced towards the middle of the training, giving the group enough time to know one another. The tool's effectiveness depends on the quality of feedback, which must be constructive, enabling a reinforcement of effective behaviour, instilling confidence and highlighting specific areas for improvement in a way that is not critical and readily acceptable.

Example of role-playing

Script for gram sabha role-playing

Agenda

The *gram panchayat* has received funds for the construction of four houses under the *Indira Awas Yojana* (IAY) and two houses under the state innovative project, *Mangal Gram Yojana* (MGY). Houses will be given to people belonging to below poverty line (BPL) families

approved by the *gram sabha*. The project will be implemented by the *gram panchayat* involving the beneficiaries and shall be completed within one year.

For Sarpanch

- You are the *Sarpanch* of the *Gram Panchayat*.
- You have assembled the *Panchayat* Secretary, Extension Officer (*Panchayat*), other members of the *panchayat* and *gram sabha* members.
- *Gram sabha* has about 100 adult men and women of your village and you have called them to a meeting, to decide the beneficiaries for the IAY/MAY schemes.
- The *Gram sbaha* will meet near the *panchayat* office at about 11 a.m. on Sunday.
- You start the meeting with a prayer, greet the gathering and tell them about the meeting's purpose and your expectations.
- Ask the *Panchayat* Secretary to read out the agenda.
- Allow discussion, giving two to three minutes to each person who raises his or her hand.
- If clarification is needed, the help of ward members can be obtained with the chair's permission.
- Take full control over the house and lead the people in a good discussion.
- List the people who deserve houses under IAY/MGY.
- Finalize the list according to the availability of funds.
- Place the list before the meeting and secure approval by obtaining signatures of those present.
- Serve tea/snacks if possible.
- Thank every one for attending the meeting.
- End the programme with the singing of the National Anthem.

For Panchayat Secretary/assistant/clerk

- You are the *Panchayat* Secretary.
- The extension officer (*Panchayat*) has come to attend the meeting.
- The *Sarpanch* and other *panchayat* members, including three women are present.
- You sit on the side, obey the *sarpanch*, read out the agenda when asked and carefully record the minutes of the meeting.
- You talk less and only when asked by the *Sarpanch*..
- Come prepared for the meeting with the socio-economic details of the village.

For Panchayat members

- You are ward members elected from reserved constituencies 1/2/3/4/5/6/7/8/9.
- You try to recommend one person in your ward for getting an IAY house.
- Speak with the permission of the chair.
- Put forth your case precisely and clearly.
- Ensure that the member recommended by you is present.

Note: Ward member 1,2, & 6 – BC; Ward member 3 & 9 – women (General)
Ward member 4 &5 – SC; Ward member 7 – woman (SC)
Ward member 8 – ST *Sarpanch* directly elected – BC Women

BC – backward caste; SC – scheduled caste; ST –scheduled tribe.

For Gram Sabha members

- You are the resident of the village.
- You come in the BPL category.
- Take active part in the meeting.
- Present your ideas/opinions clearly.
- Try to get yourself included in the beneficiary list.
- Obey the chairperson.
- Speak when given the chance.

Case study

By providing the opportunity for a focused, in-depth discussion of particular situations/events, a case study helps in the understanding of problems and events leading to more acceptable solutions and in relating field experience to training, making it more relevant. It gives insights into a) results of action/inaction in terms of policy/programme/project implementation/non-implementation; b) reactions, emotions and problems of people by following events over time and identifying key characteristics.

A case study can be based on appropriate real life/hypothetical situations. Or, it can be prepared as an exercise by the trainees before the start of the training. Trainees can also construct case studies during field visits planned as part of the training programme. A case study is especially useful for development functionaries as the problems are given a human face and can be dealt with more empathy, ensuring better acceptance and success.

Field visit

This is a very important tool for development functionaries and government officials who have to interact directly with the community. For e.g. the *Janmabhoomi* programme in Andhra Pradesh (see Part I) requires officials and functionaries to meet people in their own habitat as against the earlier practice of people visiting officials at their work place. This also facilitates the use of participatory tools learnt in earlier training sessions and can be used by the trainees to build up case studies of real life situations for discussion in later sessions.

Depending on the objectives, field visits can be of different duration and form the penultimate session of the training. This may also be used as a part of the evaluation, with trainees applying newly learnt participatory skills in real life situations. The evaluation should include a self-appraisal based upon observations by the facilitator, with the trainees discussing the problems and solutions in practising participatory tools in real situations.

Participatory methods

Traditional practices and beliefs

Objective

To encourage field staff to consider and acknowledge the validity and relevance of local knowledge, practices and beliefs.

Material: None

Time: 30 minutes

Procedure

Early in the workshop, ask participants to think about intriguing traditional practices, beliefs and myths that they have come across. These will be the ones they may not be able to explain scientifically, but appear to have their own internal logic.

Ask participants to list some intriguing practices and beliefs from their own respective cultures. You should contribute a number of examples of your own.

Fruit salad

Objectives

- To make the group active, especially good after lunch or a long passive session.
- To form sub-groups, each with an easily remembered name, for further group work.

Material: Chairs arranged in a circle, one less than the number of participants and trainers. If there are enough chairs, these can be set up ahead of time in another area, such as in an adjoining room. The participants are asked to bring their chairs with them.

Time: 10 minutes

Procedure

1. Decide on the number of groups, as this will determine the number of fruits selected. Set up a closed circle of chairs, one less than the number of people who will join the exercise.
2. Ask participants to sit on the chairs. The trainer begins the game by standing in the middle. Explain that this is an energizing exercise, which will require their (very!) active participation.
3. Let the participants name as many fruits as you need sub-groups, for example, four fruits if you need four sub-groups. Ask one person to choose a fruit, his or her neighbour another fruit, the next neighbour another, and so on until the desired number of sub-groups is formed. The next person in the circle takes the first fruit, the next the second, and so on until everyone, including the trainer, has a fruit name (such as apple, melon, orange, etc.).

Sequence analysis

Objective: To encourage use of participatory methods in sequence to address particular issues, topics or questions.

Material: Pen and paper

Time: 30 minutes

Procedure

1. Develop a flow diagram of a potential sequence of methods for investigating a particular issue/issues.
2. Explore linkages between methods.
3. Discuss type of information to be learnt from each exercise.
4. Discuss how the group can facilitate fieldwork in terms of division of roles, revising interview guides, etc.

Comment: Following the development of the checklist, it may be useful to have the group reflect on the use of sequences of participatory methods. This emphasises the flexibility and interaction of different participatory methods in a field setting. These should not be seen as isolated methods, but as the means to encourage learning. Method sequencing thus enhances learning.

Brainstorming for interview guide and checklist preparation

Objectives

- To quickly develop an unconstrained, non-evaluated list of issues, topics and questions, using the group's collective insights, for later discussion, grouping and sorting.
- Team building.

Material: Flip charts, small sheets of paper, cards

Time: 5 to 10 minutes

Procedure

1. Ask the group to appoint a recorder who will not participate and only record ideas.
2. Ask the group to think of issues, topics and questions they want to tackle in the field or in relation to any particular issue.
3. Encourage them to think of everything that can be included, even the most outlandish idea.
4. Encourage quantity rather than quality, the more ideas the better.
5. There are two options for brainstorming.
 - People state their ideas and the facilitator notes each on a flip chart. No comments and evaluation can be made; it must remain a free flow of ideas.

- Each group member notes issues, topics or questions on small pieces of paper or cards, which are then stuck up on the wall (see Delphi Technique, page 123)

6. Evaluate the ideas after the brainstorming session and agree on a final list of issues by using another method (for example Delphi Technique).

People find it very difficult not to comment on or evaluate ideas during a brainstorming session. Emphasize that all judgements must be ruled out until after all ideas have been generated. However, it is very important that the 'rules' of brainstorming are clear before you start.

Role-playing of good and bad interviews

Objectives

- To generate discussion on the merits of adopting good interviewing technique.
- To summarize the main good and bad elements of semi-structured interviewing.
- To energize the group.

Material: None, although groups can find props around the training area

Time: 30 – 40 minutes

Procedure

1. Divide the participants into groups of four or five people
2. Ask half of the sub-groups to develop a 'bad' interview sketch and the others to develop a 'good' interview sketch. Suggest that they reflect on all the do's and don'ts developed in earlier exercises as guidelines, and on the type of questions they can ask.
3. After 15 minutes, ask the 'bad' interview role-players to present their sketch first. These are much easier to do and result in much amusement.
4. After the 'bad' interview, ask the audience if there were still any good points. After the 'good' interview ask if there were any bad points.

Comment: The role-player groups can concentrate on different types of interviews. For instance, one group can do an individual interview, another a group interview, etc. In the subsequent discussion, highlight key points raised by the role-players and get participants to discuss their own experiences. You might need to tone down criticism of the attempted 'good' interviews by stressing how difficult it is to do a good interview. These should become reference points for the groups as the training progresses.

Delphi Technique

Objectives

- To generate ideas, issues, questions
- To group, sort, rank, set priorities

Material: Small coloured paper/cards, masking tape, pin gum, etc.

Time: 30 minutes or more

Procedure

1. Use the Brainstorming procedure to generate issues, topics, questions from individuals or small groups. Each idea is noted on a card/paper (only one per card/paper).
2. The cards/papers are placed on the wall and grouped, either by one or a number of volunteers, or by all of the participants. Cards with exactly the same idea are removed, but all others must remain.
3. The group must agree on how the cards are to be clustered, as this will form the basis for the sub-division of a checklist into theme areas.

Comment: This method is quite flexible and can be used for a variety of purposes, including developing and revising an interview checklist, comparing strengths and weaknesses of various methods and preparing a team contract. Use your imagination and you will find it a good way to involve all trainees in almost any discussion. By asking one or two trainees to do the sorting and clustering of cards, you can encourage them to take responsibility for their own learning.

Transect walks

Objective: To demonstrate the importance of gathering and analysing local information.

Material: A table for a group of five people and five envelopes containing paper/small cards.

Time: About 1 hour (5 minutes for introduction, 20 minutes for task, 20-30 minutes for evaluation)

Procedure

1. Identify the route for transect walks by several teams. This may be close to the workshop location (research station, neighborhood of the hotel); further away (a nearby village or community); or inside a large office building.
2. Provide for local key informants to accompany the teams.
3. Divide participants into small teams (using an energizing group-forming exercise).
4. Give the groups time to plan their transect walks. Use the group problem-solving exercise if you have time. Ensure that the groups focus on what they expect to find and the methods they will use. It is better if the subject of the inquiry is precisely defined, as groups will be able to compare findings on their return.
5. The groups return by an agreed time to prepare a diagram and present their findings.

Comment: During the debriefing, focus discussion on both methodological issues and findings.

- “What did you discover that was new?”
- “How did you feel talking to informants on their own territory?”
- “What methods did you use during the transect walk?”

Mapping your own town or city

Objectives

- To demonstrate that everyone has different mental maps of where they live or work, depending greatly on who we are and what information we have.
- To practice mapping and modeling first hand.

Material: Pens and large sheets of paper, any other available material

Time: 45-75 minutes

Procedure

Divide participants into groups to produce map-models of the village, town or city where the training is being conducted. The exact mix of groups and nature of the task will depend on the participants' knowledge about the locality.

Seasonal calendars

Objective: To demonstrate ways to explore changes during the year.

Material: Stones, sticks, seeds, beans, pens, etc.

Time: 20 minutes to one hour

Procedure

1. Divide participants into small groups of between three and five people, using a group-forming exercise.
2. Either you or the participants select one or two 'key informants' from each group. Although not essential, these informants may be interviewed about some specialized knowledge they have of the local area or a particular subject. An agronomist may be asked to make calendars of cropping patterns of major crop pests and diseases; a public health officer may be requested to prepare calendars of major diseases.
3. The remaining members of each group are then asked to interview their key informant(s) about a theme assigned by you or selected by them. The informants are then asked to make a diagram or set of diagrams to illustrate trends and changes in those activities and/or events over the course of a single day, week, or year.
4. For example, if you have five working groups, each with their own key informant, they may be asked to create. (a) rainfall calendars – days of rain/month, relative amount of rain over a year, inches of soil moisture/month, etc – for a particular area, comparing these with the situation 20 years ago; (b) major crop production and price calendars – average – of area; (c) agricultural labour, income and expenditure calendars for men and women in an area; (d) daily activity diagrams for particular groups – young men, young women, older men, older women; and (e) daily activity calendars – before and after some intervention or introduction of a new technology.

5. After the diagrams have been completed (usually 20-30 minutes), ask each group to present its 'findings' to the others. Encourage the groups to focus their presentations on the process they went through (how they interviewed their key informants, the way the diagram developed, and so on), not just the final product. The important point to highlight in these presentations is the possible applications and limitations of these methods in real world situations.
6. After the group presentations, ask the participants to reflect on the advantages, disadvantages and the analytical potential of seasonal calendars. Issues to be raised include:
 - use of intra and inter-household differences in daily activities (which can lead to the identification of constraints and appropriate times of day to schedule meetings with various groups);
 - value in identifying trends and changes over time;
 - utility in discovering correlation and connections between different seasonal patterns (such as precipitation and income and expenditure) which might help to understand causes and effects;
 - power in conveying useful information that everyone - literate and non-literate - can understand and assess; and
 - value in monitoring the impact of project interventions.

A quick variation, which can also be used as an introduction, is to show the group how to establish quantitative information by conducting an analysis of the periodicity of human conception. Make a circle with 12 large cards with the months of the year written on these. Ask participants to line up behind the month of their birth. See if there is a pattern to the month of conception.

Venn diagram

Objectives

- To teach the value of visuals in understanding institutional linkages and relationships.
- To reveal important linkages and constraints in the participants' own organization according to the perceptions of different participant groups (senior management, junior management, department heads, field staff. etc.).

Material: Pens, paper, scissors, tape or glue

Time: 45 minutes to one hour

Procedure

1. Divide participants into groups to produce Venn diagrams of a known institution, usually the one they belong to. Form groups, either according to what they know about the institution or according to hierarchy or department.
2. Describe the process of making a Venn diagram (you can use the examples below). Circles of different sizes are allocated to different institutions, groups, departments or

programmes. These overlap, depending on the degree of contact in the real world. They are contained within a circle if they are part of that circle's institution. A large circle means an important institution.

3. Explain that there are two processes: cutting circles out of paper sheets and laying these on or against each other, or drawing on paper or on the ground. The former takes longer, but is better as changes can be made. The latter is quicker, but changes can be messy.
4. Ask the groups to exhibit their Venn diagrams. Analyse key differences between groups and the underlying causes for this.

Comment: This can be an extremely illuminating exercise for the participants as certain aspects of their own institution and work may be revealed for the first time. It will also show the different perceptions of different groups. It may help to highlight contrasting perceptions of different roles, responsibilities and linkages, pointing to areas of conflict and dispute as well as ways to resolve these.

Following the construction of a series of diagrams of the existing situation as seen by different actors, participants can discuss ways of resolving conflicts, filling institutional gaps, or encouraging linkages.

A shorter variation is to give each participant a copy of the Venn diagrams below and ask them to identify key differences. These examples are quite striking but also very complex. If participants feel frustrated about not understanding the context, stop and summarize the main points. Different people will have a different understanding of the same organization depending on their role in the institution, and this might cause difficulties in communication.

Example for Venn diagram: ***Research project in Pakistan***

In the example of a potato project in Pakistan, participants from headquarters (national and expatriate) and from the regions produced very different pictures of their project and its linkages with other institutions. Headquarters staff in Islamabad mapped a wide range of institutions with which they had regular contact. These included those at the international level. The provincial staff closest to the 'centre' knew of more linkages than those from other provinces, but did not show international links. The most remote staff indicated a very simple picture of institutional relationships, clearly illustrating that they are marginalized within the project.

Flow diagrams for systems and impact analysis

Objectives

- To teach how to depict farm and livelihood systems in a diagram, leading to better understanding of the complexities of linkages and relationships at the local level.
- To teach how to depict the impact of an intervention or process, leading to better understanding of the anticipated and unexpected effects from the local people's perspective.
- To describe the basic principles and procedures of flow diagrams.

Material: Large sheets of paper, pens

Time: One to two hours

Procedure

Divide participants into groups (using a group-forming exercise)

For system diagram

1. Ask participants to consider a typical farming system in an area they know well. The first step is for them to identify and represent the components of the farming system.
2. Then ask them to show the linkages and flows between different components (such as manure from livestock to field, fuelwood from trees to homestead).
3. Next, they should show the farm's links with markets, seed stores, towns, etc.
4. Discuss with the groups whether the system they have depicted has changed over time. What happens if certain linkages break down?

For impact diagram

Ask the teams to select an activity or event, the impact of which they wish to explore. This may be a programme or policy change (such as a structural adjustment programme) or a household change (such as a disabling illness in a family). They could also consider the impact of training on their lives or work.

1. Ask them to represent the impact on paper, and identify the consequences of the activity or event. This could be both positive and negative. Ask them to link the consequences, using arrows to indicate the direction of flow.
2. Encourage them to think of primary, secondary and tertiary effects, grouping these into different sub-systems.
3. Ask them to exhibit their flow diagrams and organize a debriefing session.

Exhibit the results of the group work, with all participants visiting each group in turn. Use the presentation to allow participants to reflect on the actual findings and on the methodology:

- How will the process differ in the field?
- What have you learned as a group from this exercise?
- What problems do you anticipate?
- What possible applications can you think of for your work?

Flip charts

- Useful for comprehending organizational patterns of different networks/systems.
- Have the advantage of providing a condensed and holistic outlook, which does not require much explanation and highlights key issues.
- Facilitates discussion on all aspects of the topics represented.

Audio-visual

These are very important and can be used in a number of ways.

- During general training or role-playing, to provide feedback by playing video recordings in subsequent sessions. This will facilitate identification of dominant/subservient attitude/behaviour from body language, voiced opinions, voice modulations, etc.
- During review of the training for evaluation at a later stage.
- Some aspects/situations are better shown/understood through audio visual aids than by discussion or lecturing.

Audio-visual aids have the advantage of being understood even by illiterate people. Learning to use these is essential for resource persons/master trainers who have to train lower level functionaries and interact directly with communities.

Flannel boards and diagrams

- Important for facilitating participation in all issues discussed during training sessions.
- Useful with training tools like matrix ranking/scoring in training sessions. Diagrams like graphs, maps and other models are basically supportive aids for better comprehension of issues/problems discussed in training sessions.

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Abbreviations

CBO	Community-based Organization
CDP	Community Development Programme
DPC	District Planning Committee
DWCRA	Development of Women and Children in Rural Areas
GP	<i>Gram Panchayat</i>
JRY	<i>Jawahar Rozgar Yojana</i>
MPTC	<i>Mandal Parishad</i> Territorial Constituency
NGO	Non-Governmental Organization
NIRD	National Institute of Rural Development
PR	<i>Panchayati Raj</i>
PRI	<i>Panchayati Raj</i> Institution
SC	Scheduled Caste
SHG	Self-Help Group
SFC	State Finance Commission
ST	Scheduled Tribe
TNA	Training Needs Assessment
TP	<i>Taluk Panchayat</i>
UP	<i>Uttar Parishad</i>
ZP	<i>Zilla Parishad</i>
ZPTC	<i>Zilla Parishad</i> Territorial Constituency
VEC	Village Education Committee
WUA	Water Users' Association
VP	<i>Village Panchayat</i>