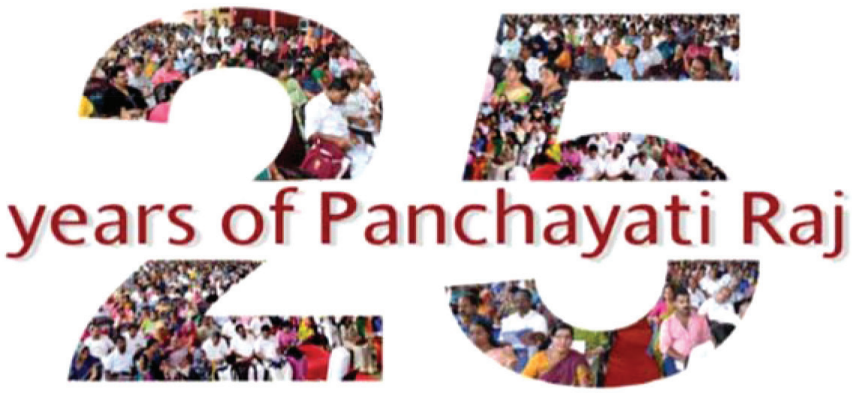
Proceedings of the National Conference on



24-25 April 2018
Mascot Hotel
Thiruvananthapuram, Kerala

Kerala Institute of Local Administration (KILA)
Mulamkunnathukavu P.O., Thrissur - 680581, Kerala
www.kila.ac.in, info@kila.ac.in, Tel.: 0487-2207000

Proceedings of the National Conference

On

25 Years of Panchayati Raj

Coordinator

Ms. Sukanya K U, Research Associate, KILA

Documentation compiled by

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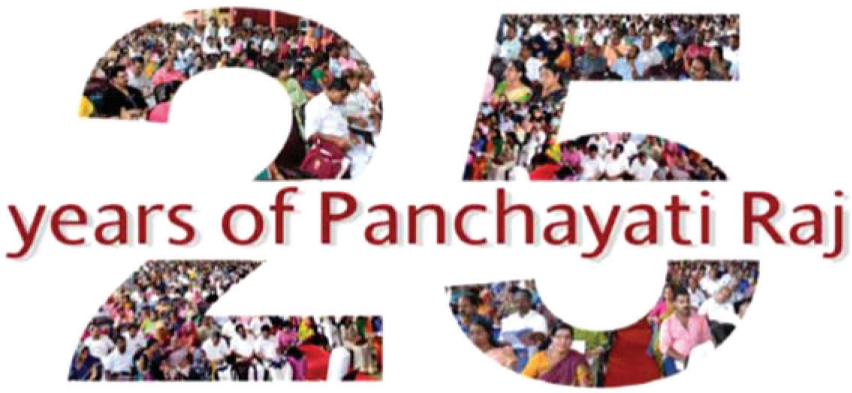

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Preface

Panchayat has been the backbone of Indian villages since the beginning of recorded history. It is on behalf of that; the introduction of the three- tier Panchayati Raj system had been established to ensure people participation in rural reconstruction. The passage of the Constitution 73rd Amendment Act, 1992 marks a new era in the federal democratic set up of the country and provides constitutional status to the Panchayati Raj Institutions (PRIs). As a result, 2, 32,278 Panchayats at Village level, 6,022 Panchayats at Intermediate level and 535 Panchayats at District level have been constituted in the country. These Panchayats are being manned by about 29.2 lakh elected representatives of Panchayats at all levels. This is the broadest representative base that exists in any developed or underdeveloped country of the world. In this context KILA has to take the initiative to conduct a National Conference on 25 years of Panchayati Raj. I indebted to Faculty and other Staff Members of KILA, the foremost and vital organizer and implementers of their support, which made this Conference a great success.

Words are very few to express our great pleasure to the participants on this festive occasion. The National Conference took the festivity of the event to a greater level of zealous speeches to the delegates. Execution of an inclusive National Conference of this nature cannot be realized single headed. It is the team endeavor that helped us to make this National Conference a success. We appreciate the hard work and dedication of the team from the organizing institution KILA, who took all the pain in organizing the itinerary, food, accommodation and all other ground work for the National Conference.

Dr. Joy Elamon

Director, KILA

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Abbreviations

BP	-Block Panchayat
CM	-Chief Minister
GoI	-Government of India
GoK	-Government of Kerala
GP	-Grama Panchayat
GPDP	-Grama Panchayat Development Plan
KILA	-Kerala Institute of Local Administration
MGNREGS	-Mahatma Gandhi National Rural Employment Guarantee Scheme
MoA	-Ministry of Agriculture
MoDW&S	-Ministry of Drinking Water and Sanitation
MoEF&CC	-Ministry of Environment and Forest and Climate Change
MoH&FW	-Ministry of Health and Family Welfare
MoHRD	-Ministry of human Resource Development
MoPR	-Ministry of Panchayati Raj
MoRD	- Ministry of Rural Development
MoSJ&E	-Ministry of Social Justice and Empowerment
MoWCD	-Ministry of Women and Child Development
NIFT	-National Institute of Fashion Technology
NRLM	-National Rural Livelihoods Mission
SCPRI	-Strengthening Capacities of Panchayati Raj Institutions
SDGs	-Sustainable Development Goals
SIRD	-State Institute of Rural Development
ZP	-Zilla Panchayat

1. About the Organizers and Conference

1.1 About KILA:

Kerala Institute of Local Administration (KILA) is an autonomous organization working under the Local Self Government Department, Govt. of Kerala. It has been primarily engaged in the capacity Development Programmes for the staff and elected representatives of the Local Self Government Institutions. Along with that, KILA is actively involved in action-research, publications, seminars and workshops, consultancy, documentation, handholding and information services.

1.2 About the Conference

The importance to proclaim unanimously the implementation of articles 73 & 74. But what happened was article 74 was being sidelined. He further explained political, financial and administrative decentralizations and their impact on the society. Article 74 should have been given undue importance than Article 73. The advent of MGNREGA changed the image of local bodies that had been faced until then. The vision of Dr. BR Ambedkar was put forward later by Mr. Jairam Ramesh. According to Dr. Ambedkar, strong rural and urban government can work effectively for development of the nation.

The 14th Finance Commission recommendations urban bodies are relatively easier but there is a need to have a focus on both urban and rural local bodies. As time pass by, the representation of women has become considerably increased from 33% to 50% in some states in local bodies. For this Kudumbashree has played a significant role in taking women from inside the home to the world around. The representatives are to be corruption free and productive.

In this context, Kerala Institute of Local Administration conducted a grand event at Mascot Hotel Trivandrum on 24 & 25 of April 2018 in the light of remembering 25 years of Panchayati Raj. The conference had the participation from different states with 269 Participants.

2. Content of the Conference

The programme methodology was participatory with initial inputs by eminent and knowledgeable speakers, followed by group discussions and presentations.

PROGRAMME SCHEDULE

DAY 1 24 April 2018 (Tuesday) Venue: Symphony Hall	
09.00 - 09.30 Hrs:	Registration
09.30 - 10.30 Hrs:	Setting the Context
Welcome :	**Dr. Joy Elamon** *Director, KILA*
Presidential Address :	**Dr. K.T. Jaleel** *Hon. Minister for Local Self Governments and Minority Welfare, Kerala*
Setting the Context :	**Dr. T.M. Thomas Issac** *Hon. Minister for Finance, Kerala*
Guest of Honour :	**Mr. Jairam Ramesh, MP** *Former Union Minister for Rural Development*
Relevance of Panchayti Raj in the present context	
Speaker :	**Mr. C.P. John** *Former Member, Kerala State Planning Board*
10.30-12.00 Hrs:	**A Quarter Century of Panchayati Raj**
Chairperson:	**Dr. K.T. Jaleel** *Hon. Minister for Local Self Governments and Minority Welfare, Kerala*
Run up to the 73rd Constitutional Amendment Act: Historical Events	**Mr. M.A. Baby** *Former Minister of Education, Kerala*
Behind the Curtain: Preparing and Finalizing the Bill :	**Dr. S.S. Meenakshisundaram, IAS (Rtd)** *Former Secretary, Government of India*

Overview of Trajectory of Panchayati Raj in India:	**Mr. S.M. Vijayanand, IAS (Rtd)** *Former Secretary, Ministry of Panchayati Raj and Former Chief Secretary, Kerala*
Guest of Honour: Taking it forward: Post 73rd Amendment Scenario and Actions:	**Mr. Mani Shankar Aiyar** *Former Minister of Panjayati Raj*
Vote of Thanks :	**Dr. J.B. Rajan** *Faculty, KILA*
12.15-13.30Hrs:	What is new happening in Kerala Panchayati Raj?
Welcome:	**Adv. K. Thulasibai Teacher** *President, Kerala GramaPanchayat Association*
Chairman:	**Dr. V.K. Ramachandran** *Vice Chairman, Kerala State Planning Board*
Key Note Address:	**Dr. K.N. Harilal** *Member, Kerala State Planning Board*
Vote of Thanks:	**Dr. Sunny George** *Faculty, KILA*
Lunch Break	
Milestones during this Quarter of the Century	
14.30-16.30 Hrs:	**Parallel Technical Sessions Round 1**
Parallel Session 1:	**Finance Commissions-How have they contributed?**
Welcome:	**Dr. Oommen John** *Faculty, KILA*
Chairperson:	**Dr. M.A. Oommen** *Former Chairman, Kerala State Finance Commission*
Speakers:	• **Mr. Manoj Rai,** *PRIA* • **Dr. Vinod Vyasulu,** *Jindal Global University* • **Mr. K.K. Krishnakumar,** *Centre for Socio-Economic and Environmental Studies*
Respondents:	• **Ms. Sriparna Ganguly,** *Maharashtra* • **Mr. Nazarudeen,** • *Vice president, Kerala GramaPanchayat Association* • **Mr. Jawed A Khan** *Centre for Budget and Governance Accountability (CBGA)*

Open Forum:	
Winding up and Vote of Thanks	**Dr. J.B. Rajan** *Faculty, KILA*
Parallel Session 2:	**Vertical Programmes- Central and State- Did they Strengthen Panchayati Raj?**
Welcome	**Dr. Jibini V Kurien** *Faculty, KILA*
Chairperson:	**Dr. B. Ekbal** *Member, Kerala State Planning Board*
Speakers:	• **Dr. Mahipal,** *Gram SansadAbhiyan* • **Mr. Binoy Acharya,** *Unnati* • **Adv. N. Rajeev,***Vice President,EraviperoorGramaPanchayat*
Respondents:	• **Mr. Surya Narayana Reddy,** *Hyderabad* • **Mr. Krishanu,** *New Delhi* • **Ms. Rajika Seth,** *Accountability Initiative*
Open Forum:	
Winding up and Vote of Thanks:	**Mr. Renu Kumar** *KILA*
16.30- 18.00 Hrs:	**Parallel Technical Sessions Round 2**
Parallel Session 3	**Sharing of Experiences- Presentations from the States**
Welcome:	**Ms. Sherine Chacko** *Faculty, KILA*
Chairperson:	**Dr. Ravi Raman** *Member, Kerala State Planning Board*
Speakers:	**Linking CBOs with Panchayats- Presentations from National Resource Organization** • **Mr. Faruk Ahamed,** *Tripura* • **Mr. Dipak Boiragi,** *Assam* • **Ms. Urmila Devi,** *Jharkhand* • **Mr. Limbaram Garasiya,** *Rajasthan* • **Mr. Sushant V Gaonkar,** *Goa* • **Mr. Laxman Maurya,** *Chhattisgarh* • **Dr. Seshadri B,** *Telangana*

Winding up and Vote of Thanks:	**Ms. C.S Lathika** *Faculty, KILA*
Parallel Session 4:	**Local Planning and Capacity Building**
Welcome:	**Mr. Vinod Kumar C** *Faculty, KILA*
Chairperson:	**Dr. P.K. Michael Tharakan** *Chairman, Kerala Council for Historical Research and Former Director, KILA*
Speakers:	• **Prof. G. Palanithurai,** *Gandhigram Rural University* • **Mr. Yokesh Kumar,** *Samarthan* • **Ms. Sumita Dawra,** *UNICEF* • **Mr. Saroj Dash,** *NIRD-PR*
Respondents:	• **Dr. Manoj Kumar,** *CRRID, Chandigarh* • **Mr. KasturiRangan,** *Former Chief Town Planner Kerala* • **Prof. R.K. Chaubisa**
Discussion	
Winding up and Vote of Thanks:	**Dr. Juna L. Paul** *Faculty, KILA*

DAY 2 **25 April 2018 (Wednesday)**	
09.00-10.30 Hrs:	**Parallel Technical Sessions Round 3**
Parallel Session 5:	**Pachayati Raj and Women Empowerment**
Welcome:	**Dr. K.P.N. Amrutha** *Faculty, KILA*
Chairperson:	**Dr. Mridul Eapen** *Member, Kerala State Planning Board*
Speakers:	• **Mrs. Nirmala Buch IAS (Rtd),** *Former Chief Secretary, Madhya Pradesh* • **Dr. Devika J,** *Centre for Development Studies* • **Mr. Subhash Mendhapurkar,** *SUTRA*

Respondents:	• **Ms. Veda Bharadwaj,** *The Hunger Project* • **Mr. Binoy Acharya,** *Unnati*
Open Forum:	
Winding up and Vote of Thanks:	**Dr. Amrutha Raj** *Faculty, KILA*
Parallel Session 6:	**Devolution Index and PEAIS- were they incentives?**
Welcome :	**Dr. Sunny George** *Faculty, KILA*
Chairperson:	**Dr. P.P. Balan** *Former Director, KILA*
Speakers:	• **Dr. V.N. Alok,** *Indian Institute of Public Administration* • **Mr. P.V. Unnikrishnan,** *Centre for Development of Imaging Technology, Kerala* • **Dr. Jos Chathukulam,** *Professor, Sreeramakrishna Hedge Chair on Decentralisation and Development, ISEC, Bangalore*
Respondents:	• **Mr. ShibabrataKar** • **Mr. D. Sanki,** *Director, Kerala State Audit Department*
Open Forum:	
Winding up and Vote of Thanks:	**Dr. J.B. Rajan** *Faculty, KILA*
10.30- 12.30 Hrs:	**Sharing of Experiences- Presentations from the States**
Hall 1 (Symphony)	
Welcome:	**Ms. D. Sudha** *Principal, KILA Centre for Socio-Economic Development*
Coordinator:	**Mr. Rajesh** *Research Associate, KILA*
Chairperson:	**Prof. P.K. Raveendran**
Speakers:	• **Ms. Suparna Ganguly,** *West Bengal* • **Dr. M. Geetha,** *SIRD, Chhattisgargh* • **Mr. Ajay Savrikar,** *SIRD, Yashada, Maharashtra* • **Mr. Anil Kumar Ojha,** *Bihar*

Hall 2 (Sonata)	
Welcome:	**Ms. Vanajakumary** *Regional Director, KILA*
Coordinator:	**Ms. Niyati Vijay** *Research Associate, KILA*
Chairperson:	**Dr. Bishal Rai,** *Sikkim*
Speakers:	• **Mr. Suresh Chhanga,** *Gujarat* • **Ms. Layana,** *Learning Lab for Local Governance* • **Dr. Reva Sharma,** *JKIMPARD, Jammu* • **Ms. Sangita Malshe,** *RSCD, Maharastra*
Hall 3 (Harmony)	
Welcome:	**Mr. Prathap Singh** *Training Associate, KILA*
Coordinator:	**Mr. Sandeep** *Research Associate, KILA*
Chairperson:	**Mr. B.P. Syam Roy**
Speakers:	• **Dr. Mahipal,** *New Delhi* • **Mr. Ramit Basu,** *Bihar* • **Mr. Amba Jamir,** *Executive Director of SDFN* *(Sustainable Development Forum)*
12.30- 13.30 Hrs:	**Innovations from Kerala**
Welcome:	**Mr. V.S. Biju** *Convener, State Resource Group and District Planning Officer, Trivandrum*
Chairperson:	**Prof. G. Palanithurai** *Gandhigram Rural University*
NavaKerala Action Programmes: Integrating State Missions into Panchayat Processes:	**Dr. T.N. Seema** *Executive Vice Chairperson,* *HarithaKeralam Mission*
Total Quality Management and ISO Certification of Panchayats:	**Dr. J.B. Rajan** *Faculty, KILA*

Child Friendly Local Governance:	**Dr. K.P.N. Amrutha** *Faculty, KILA*
Winding up and Vote of Thanks:	**Dr. Oommen John** *Faculty, KILA*
Lunch Break	
14.30-15.30 Hrs:	**Planning for Future (Groups)**
• **Networking and Knowledge Management**	
Coordinator:	**Ms. Sherin Chacko** *Faculty, KILA*
Moderator :	**Mr. Sugatha Roy** *UNICEF*
Initiating the Discussion:	
• **GPDP which way to go-**	
Coordinator :	**Dr.S. Vinod** *Faculty, KILA*
Moderator:	**Dr. C.P. Vinod** *Chairman, Local Government Commission, Kerala*
Initiating the Discussion:	**Ms. Sriparna Ganguly,** *Maharashtra*
• **Integrating SDGs with GPDP**	
Coordinator:	**Ms. Niyati Vijay** *Research Associate, KILA*
Moderator:	**Prof. T.P. Kunhikannan** *Kerala SasthraSahithyaParishad (KSSP)*
Initiating the Discussion:	**Dr. Yokesh Kumar,** *Samarthan*
• **Challenges in Developing Capacities**	
Coordinator:	**Ms. Sameera** *Faculty, KILA*
Moderator:	**Mr. Dilip Kumar Pal**
Initiating the Discussion:	**Dr. Jos Chathukulam,** *Professor, Sreeramakrishna Hedge Chair on Decentralisation and Development, ISEC, Bangalore*

• **Participation, Inclusion and Social Justice**	
Coordinator:	**Mr. Rajesh** *Research Associate, KILA*
Moderator:	**Prof. Yatindra Singh Sisodia**
Initiating the Discussion:	**Ms. Ruchi Yadav,** *The Hunger Project*
15.30-16.30 Hrs:	**Way Ahead**
Welcome:	**Dr. Joy Elamon** *Director, KILA*
Chairperson:	**Dr. K.T. Jaleel** *Hon. Minister for Local Self Governments and Minority Welfare, Kerala*
Speakers:	• **Mr. Mani Shankar ,** *Former Minister for Panchayati Raj* • **Mr. Kutty Ahmed Kutty,** *Former Minister for Local Self-Governments, Kerala* • **Mr. S.M. Vijayanand,** *Former Secretary, Ministry of Panchayati Raj and Former Chief Secretary Kerala* • **Dr. George Mathew,** *Institute of Social Sciences* • **Dr. K.N. Harilal,** *Member, Kerala State Planning Board*
Silver Jubilee Declaration:	
Winding up and Vote of Thanks:	**Dr. Sunny George** *Faculty, KILA*

3. Sessions

Day 1: 24 April 2018, Tuesday

3.1 Inaugural Session

Welcome Speech: Dr. Joy Elamon, Director, KILA,

In the inaugural session **Dr. Joy Elamon** delivered the welcome speech in which he had a word on the subject of PR in India and the PR bill was passed on 24th April 1993.This is the best time to revisit the status of PR, during the silver jubilee celebrations and design an effective implementation of PR for the future course of action. In Kerala, KILA is proud to organize the National Conference on 25 years of PR which will further ignite discussion on the current status of PR and the future course of action for PR in India.



Introductory remarks by Dr. Joy Elamon, Director, KILA, presented in the Dais (L to R) are Mr. S. M Vijayanand (IAS), Mr. Jairam Ramesh, Dr. S.S Meenakshisundaram IAS, Dr. K. N. Harilal

On this auspicious occasion, he welcomed Mr. Jairam Ramesh,(M P, Former Union minister for Rural Development), S.M. Vijayanand IAS, (Rtd,Former Secretary, Ministry of Panchayati Raj and Former Chief Secretary, Kerala),Mr. C.P.John,(Former Member, Kerala State Planning Board), Dr. S.S Meenakshisundaram IAS,(Former Secretary, Government of India), Dr. K. N. Harilal, (Member, Kerala State Planning Board), Dr. K.T Jaleel,(Hon. Minister for Local Self Government sand Minority Welfare, Kerala), Dr. T.M Thomas Isaac,(Hon. Minister for Finance, Kerala),Mr. M A Baby (Former Minister for Education),Mr. Mani Shankar Aiyar (Former Minister for Panchayati Raj),whom are affirmed as the pioneers and key personalities in the field of PR in India, for this National Conference on 25 years of PR and finally he welcomed the audience to the National Conference and sought to make this national conference a fruitful event in history of decentralization in India.

Remarks by the Chairperson: Dr. K.T Jaleel, (Hon. Minister for Local Self Governments and Minority Welfare, Kerala)

Dr. K.T Jaleel talked about the process of 25 years of decentralization and mentioned that this is a good time to revisit the success and failures in the implementation of decentralization and it helps to analyze the pros and cons of decentralization in India. In this extent, the role played by KILA is appreciable in organizing such an event on celebrating 25th years of PR in India. Some of the key points to be remembered when we are celebrating such an event on decentralization are as follows:

- In local self-government there are no ruling and opposition parties. Those who are elected are part of the local bodies.
- Grama Saba has the complete right to select the beneficiaries from the Panchayat.
- The deserving person needs to give the benefit but in reality the elected representative's biased attitudes for giving more benefit to people residing in his consistency will result in getting more benefit for undeserving candidates. This needs to be addressed and changed from the system of local self-government.

- Even now those functionaries are devolved but these functionaries are the part of departmentalism. This problem needs to be addressed.
- The PDS and fire and rescue system are not devolved but all others are devolved to LSG. But whether this is helpful for the betterment of local self-government, needs to be self-assessed by us.
- Spillover of funds from one financial year to another financial year is needed to continue the development process without any hindrance which helps the smooth functioning and delivering the services of LSG in future. This makes a change in the grassroots level development of the society.

In his concluding words he expressed that this event was to be an experience sharing one, on various facets of decentralization in India. This helps to develop a future course of action for the development of society.



Remarks by Hon. Minister Dr. K T Jaleel, presented in the Dais (L to R) are Mr. C.P. John, Mr. S. M Vijayanand (IAS), Dr. T.M Thomas Isaac, (Hon. Minister for Finance, Kerala), Mr. Jairam Ramesh, Dr. S.S Meenakshisundaram IAS, Dr. K. N. Harilal, Dr. Joy Elamon.

Keynote Speaker 1: Setting the Context

Dr. T.M Thomas Isaac, (Hon. Minister for Finance, Kerala)

25 years after 73rd and 74th constitutional amendments were passed, we gather together to reflect on the significance of constitutional amendment and how we are fairly capable of sharing this to our nation and sometimes perhaps to reflect upon and way forward from here. Large democracy in the world, it was democratic at center and state. But once at the local level it was the bureaucratic frame work of governance. Of course the local bodies are the shade of ideals of national movement befit of three F's. Now constitutional amendments brought about uniform structure for local self-governance in India. Ensure periodical election, constitutional mechanism for integrating at district and local level. It does provide a democratic space but we failed to utilize this space that is the experience of 25 years. Look at the transfer of fund, there are some sort of delays. Functionaries are less, functions are elaborate but the reality is funds and functionaries are a mirage. There has been a decline in the local governance system particularly in the last four years.



Remarks by Hon. Minister Dr. T.M Thomas Isaac, presented in the Dais (L to R) are Mr. C.P. John, Mr. S. M. Vijayanand (IAS), Mr. Mani Shankar Aiyar,Mr. Jairam Ramesh, Dr. S.S Meenakshisundaram IAS, Mr. M A Baby, Dr. K. N. Harilal, Dr. Joy Elamon.

1. What I learned from this experience is a legal framework is a necessary condition but not a sufficient condition. For developing a sufficient condition what is required is design a system at the state level in Kerala the representation of elected members in various committees like the Standing Committees in the local bodies make a proportion of representation for all elected members in one way or other. With respect to participation a meaningful deliberation will occur but in reality the participation in Grama Saba is limited to the beneficiaries. In such circumstances how to design the Grama Saba. So the real challenge is to develop a design system which has a workable professional solution and to develop a meaningful participation from the society in the local bodies is the need of the hour.

2. The Funds: look at all the state legislation, in the absence of funds it is nothing but formality. In the nature of subject there is definitely overlapping by state government and local government, department and local government. There will be a definite effect of Local Govt. depending upon the money power it has and the way the fund is transfer tied or untied, an incentive system built into that is important and a capacity building consisting not only elected representatives is important for the development.

3. Imbibing new ideas and weaving for new possibilities is needed for transformation in the function of the system and going beyond elected representation to a direct participation is required and a new style of functioning of governance is to be developed in the system. These are the sufficient conditions.

The success of Kerala is in aiming to bring these sufficient conditions in place to achieve normal administrative reforms. So there is a need for fundamental change in the governance system. For this we need more people participation to change the system. It can't be administrative reform but social mobilization. If social mobilization cuts across political divide and brings everybody together to create a political will at bottom level then it can be termed a success.

Tribute to EMS Namboothiripad, who in 1957 brought a radical legislation on democratic decentralization in which there is a district government and the Collector, was the secretary. This has development functions and regulatory functions and the same

government had taken a revolutionary step in the form of land reforms. This was not able to achieve its intended aim.

When we analyses the result of any studies on the index of development in India, in every aspect of 3F, Kerala is in first place, Sikkim is in second and Karnataka is in third and so on. In this event it is better to look back at our experience and try to redefine the role played by LSG in the development process. In these 25 years of PR it is the most appropriate time to take such a resolution to share, review, reflect, introspect and learn from others experience which will give impetus to development in future.

Keynote Speaker 2: Setting the Context

Guest of Honour: Mr. Jairam Ramesh, (M P, Former Union minister for Rural Development),

In the welcome address as Guest of Honours Mr. Jairam Ramesh says this as a momentous occasion for celebrating 25 years of PR in India. In his words 73rd and 74th amendments of PR goes together (twin amendment) which envisage decentralization and strengthening local bodies for both rural and urban India. Today we are celebrating 25th anniversary of 73rd amendment (Panchayath) which has become effective and in July we will be celebrating 25th anniversary of 74rd (Nagarapalika) amendment. In the past 25 years, I would give nine out of ten for building the base for **political decentralization** in India, in which three million elected representatives, 33% of women elected representatives, and some states having it as 50% women in PR Institutions through law and in India, elections are held almost in the entire state and almost all states have more than two election cycles. But the story is poor when it comes to administrative and financial decentralization. If we look at the constitution of India, the 11th schedule lists out Panchayati Raj Institutions responsible for and 12th schedule on urban bodies having responsibility for. In India no states, including Kerala has the spirit of 11th and 12th schedule followed.

This is the fundamental paradox constitutional amendment which enshrined Panchayat and Nagarapalika in the constitution. However, the operationalization is left

to the state government. This is a duality. Central Govt. is passing the amendment and the state is responsible for executing the 11th and 12th schedule. Even after 25 years we are not able to solve this fundamental paradox. Every CM goes to Delhi and asks for greater autonomy but no CM gives the autonomy to the local bodies of their respective states. On the whole no State Govt. is willing to share the 11th and 12th schedule power to urban and rural local bodies. For this I will give two out of ten for **administrative decentralization** practices in India. In **Financial decentralization** many years around 18 years till the advent of MGNREGA at the local bodies depend on states and center through finance commission grant. But the first time through MGNREGA gave money to GP in the form of tied money for the implementation of works. After 25 years neither Panchayath nor urban bodies developed financial independence and have not reduced dependence from center/state for their finance. For this I will give one out of ten for financial decentralization



Remarks by Guest of Honour: Mr. Jairam Ramesh, (M P, Former Union minister for Rural Development),

Dr. Ambedkarwas opposed to giving the constitutional status to Panchayat. In his words Panchayat are the sinks of localism and dense superstitions, ignorance, narrow mindedness and communalism. However, we can find a compromise on this in Article 14 on Directive Principles. Here I am not as an eventuality but somebody who believes in the complexities of politics in which strong Central Government, strong State Government, strong rural and urban government can work effectively for development of the nation. In the spirit of this I would like to put forward some suggestions:

- Municipal bond market is a huge market need to tap in India which helps in raising financial resources for local bodies and develop a sense of financial discipline among them.
- Property tax, entertainment tax, advertisement tax and professional tax (article 276) on income will help to improve the GP revenue source.

In India, political class is more bothered about 73rd amendment and less about 74th amendment. But the 74th amendment is an easier way for implementing decentralization in local bodies than 73rd amendment. The key recommendations on 14th finance commission on devolution from 32% to 42 % had been accepted by the Govt. but many of the 14th finance commission recommendations were not accepted by the Govt., especially those related largely related to strengthening the local bodies. Creating financial position in urban bodies is relatively easier but there is a need to have a focus on both urban and rural local bodies.

The third one related to bringing together the PRI and Women SHG. This had greater significance because in 1993 the PR revolution and bank linkage to SHG revolution through RBI guidelines of 1992. Today in India 5 million WSHG is functioning (50 million women), one and half million women in elected bodies and 50 million in women as members of participatory bodies in the country. This is a challenge for us to bring together institutions of participation and institution of representation. In this respect Kudumbashree in Kerala integrate the institution of participation and institution of representation, which brings convergence of these two institutions. Each

has a role to play in delivering the public services. In sum last 25 years these Panchayath and Nagarpalika are not three tiers of development but the first tier of democracy. Challenge is to make these as incubator for political leadership and political governance. There is a need to expand across the board. Some of the worry put forward in this regard is that decentralization should not mean that decentralization of corruption, the cynicism is that if we are giving more and more money to local bodies, it has only resulted in more corruption in the lives of people.

Elected representatives in elected bodies need to be independent which will be counterproductive. The whole idea is that Govt. stack in governance and accountability in the delivery of services. So, there is a need to recognize the problems and take necessary steps to solve this. In this regard State Govt. has to take steps to address such issues. But the State Govt. sabotages the devolution of power to local bodies (urban and rural). State has to devolve the 3 F to local bodies and elected members should look forward to things to do.

Keynote Speaker 3: Setting the Context

Mr. C.P. John, (Former Member, Kerala State Planning Board)

C.P John delivered the speech on the relevance of Panchayati Raj in the present context. Some of the remarks he made were about the transformation happening in the country. The **level of urbanization** is around 50% in Kerala, if we look at the last 25 years, the urbanization was doubled. In 2021 the urbanization level will be more than 60% in Kerala. Urbanization has leaping very fast throughout the world. If we look at the demography of Kerala there was no negative growth rate in Kerala. But presently Patanamthitta and Idukki shows negative growth rate. With respect to growth rate we are far behind from the national level. Demography and urbanization has thoroughly changed the challenges before local governments.

Technological revolution has been so enormous that the PR has risen to a level to coping with technology. In 1996 the growth of agriculture was 20% of our GDP but now only 11%. These are the main points when we look at 25 years of PR and think about the next step for future. If we look at the **Functions in the system**: the state public health in Kerala has achieved so many milestones in eradicating malaria, leprosy, etc. and with respect to drinking water, home for poor, connectivity, school infrastructure, health infrastructure decentralization planning was huge success. But regarding the delivery of quality of service there is a bit concern for our self. Presently the spread of fever, especially dengue fever is a worry for the health sector.

In the area of **taxation**, in 1996 a big bang approach made a difference. This brought a chemical change in the public finance. In this GST regime the challenges are more especially regarding the local government is concerned. Increase the percentage of tax revenue for local government is need of the hour but the GST council had not put their mind on taxation of urban and rural local body. Here I would like to propose there is fixed percentage of share from the taxation for local governments in India. Regarding the upliftment of **marginalized we** have failed, and the attitude towards the SC/ST and Dalits need to be changed. To bring up the marginalized is a failure as far as local government is concerned. The number of people working abroad is less than one percentage. However, when we audit the qualities of decentralization this has been increased .In short in 25 years after decentralization, Kerala is a big success but it happened in different paces in different places.



Remarks by Mr. C.P. John, presented in the Dais (L to R) are, Mr. S. M. Vijayanand (IAS), Hon. Minister Dr. K. T Jaleel, Mr. Mani Shankar Aiyar, Hon. Minister Dr. T.M Thomas Isaac, Mr. Jairam Ramesh, Dr. S.S Meenakshisundaram IAS, Mr. M A Baby.

Session 1

Keynote Speaker 1: Quarter Century of Panchayati Raj

Run up to the 73rd Constitutional Amendment Act: Historical Events

Mr. M. A. Baby(Former Minister for Education, Kerala).

Mr. M.A. Baby, Former Minister for Education in Kerala, delivered a talk on the historical events of 73rd Constitutional Amendment Act. In his speech he noted that, along with Rajiv Gandhi, Mahatma Gandhi also to be complemented for ensuring the role of Panchayati raj institutions and municipalities as part of the constitution. In Mahatma Gandhi's Gram Swaraj Concept, it is noted that, the self-contained village Panchayat should be maintained with law and order and delivery of justice. EMS Namboothiripadu also made a meaningful contribution on decentralization in which he wrote district board shall law and order. Panchayati raj institutions have been brought in the part of Indian constitution and now it is irrevocable and irreversible. The future of Panchayati raj institutions is under tremendous threat. Having a constitutional protection is not good enough overcome the threat.



Remarks by Mr. M. A. Baby, presented in the Dais (L to R) are, Hon. Minister Dr . K. T Jaleel, Mr. Mani Shankar Aiyar, Hon. Minister Dr. T.M Thomas Isaac,Mr. Jairam Ramesh, Dr. S.S Meenakshisundaram IAS.

Keynote Speaker 2: Quarter Century of Panchayati Raj Behind the Curtain: Preparing and Finalizing the Bill

Dr. S.S Meenakshisundaram IAS,(Former Secretary, Government of India)

Dr. Meenakshisundaram IAS, former Secretary, Government of India, shared his experience working as Secretary to Government of Karnataka and was instrumental in preparing two tiers Panchayat Raj system in the state and also as the Secretary to the Government of India, had the additional charge of Rural Development Department. In his talk, he gave full credit to Mr.Rajiv Gandhi for bringing the Panchayat Raj into the political discourse even though he failed to bring forward the 64th and 65th amendments for the reason beyond his control. He argued that there was an attempt to bypass state role and central government want to directly go to Panchayati Raj Institutions. It was one among the reason that 64th and 65thAmendments could not go through the end. The government led by Mr. V.P Singh tried to amalgamate the amendments into a single one but the government collapsed and consequently a new government came to form led by Mr. P.V. Narasimha Rao. It is noteworthy to say the action taken by Narasimha Rao who handled the last mile problems much better than others, his contributions stand as importantly as that of Ramakrishna Hedge, the Chief Minister of Karnataka who was implemental in bring two tier Panchayati Raj in Karnataka, and Rajiv Gandhi.



Remarks by Dr. S.S Meenakshisundaram IAS, presented in the Dais (L to R) are,
Mr. S. M. Vijayanand (IAS), Hon. Minister Dr. K. T Jaleel, Mr. Mani Shankar Aiyar,
Hon. Minister Dr. T.M Thomas Isaac,

Meenakshisundaram opined that a two tier system is better for this country. Also State should be given the freedom to decide how many tiers they want. Since it has been a long period of 25 years, it is not possible to bring a new amendment. However, an alternative is that we can keep the middle tier as a non-elected tier and can consider it as a place where members of Grama Panchayat and District Panchayat can meet. He also mentioned about the 74th amendment, which he called as a different cup of tea because both amendments were handled by different ministries-Rural Development and Urban Development and had no co-ordination between them. In his view people do not have interest in 74th amendment because of two reasons- first one budget allocation for urban development is pretty small and secondly political economy works in urban areas.

Keynote Speaker 3: Overview of the Trajectory of Panchayati Raj in India

S.M. Vijayanand IAS, (Rtd, Former Secretary, Ministry of Panchayati Raj and Former Chief Secretary, Kerala)

Mr. Vijayanand in his talk, focused on the missed opportunities of the Nation from the freedom days. He believed that the concerns of Dr. Ambedkar were genuine and antidote was Gandhiji's faith in local self-government. The development history of India would have been different if the freedom fighters would have become the Panchayat Presidents rather than they became the lawyers, teachers and farmers. In 1952, when planning & community development started we forgot the community which was later realized after 7 years in 1959 with Balwantrai Mehta committee. Post 1959, even though there was political will but unfortunately we got into two wars, disasters, and drought and food crisis. Then came Janata Government, who looked it from a Gandhian perspective and they forgot about it. Vijayanand said that only two times in history of India has Panchayat been discussed seriously i.e., in around 1959 and mid 1980s- when Rajiv Gandhi took it up very seriously. In his opinion, if Narasimha Rao, after amendment talked about it 5-6 times then they would have followed it because those were the days when 356 was feared.

After the UPA government came into power, they lost a big opportunity in using NREGA to push Panchayati Raj which was not done. It is because of that NREGA was

with rural development department. We kept on losing opportunities and it was a serial tragedy since 1947. He said that several Panchayats work well within their huge limitations from whom the state can learn a lot. The most heartening part of Panchayati Raj experience has been functioning of Union Finance Commission; the only constitutional mechanism which is functioning beyond expectations. He has special appreciation to 13th and 14thFinance Commissions because of the fact that 13thFinance commission provided a share of union taxes to the local self-government and later 14th finance commission went back and provided a fixed grant to Panchayats. He praises the partnership activities such as SHGs which not only lead to women empowerment but is also supporting the women elected members. This sort of partnerships needs to be nurtured wherever it is possible. Vijayanand concluded his talk by mentioning about Sumit Bose Committee report which actually meant to 'Performance Based Payments for Better Outcomes in Rural Development Programmes' but it also mentioned about human resource needed for Panchayat functions.



Remarks by Mr. S. M. Vijayanand (IAS), presented in the Dais (L to R) are, Hon. Minister Dr. K. T Jaleel, Mr. Mani Shankar Aiyar, Hon. Minister Dr. T.M Thomas Isaac, Mr. Jairam Ramesh, Dr. S.S Meenakshisundaram IAS, Mr. M A Baby.

Keynote Speaker 4: Guest of Honour: Taking it Forward: Post 73rd Amendment Scenario and Actions: Mr. Mani Shankar Aiyar (Former Minister for Panchayati Raj)

The scenario of 25 years of Panchayati Raj after its amalgamation is the single most legacy left in the country and an evaluation of this will help to develop the tasks that are required for future course of action in the country. We have profound theoretical and practical knowledge on our democracy. In1989 Rajeev Gandhi pointed out that we have largest democracy in the world but we have only least representative democracy. Some of the implication/ achievements of PR in India are:

- PR made in electoral, irreversible from the constitutional system in the country is one of the major achievement.
- Presently in India we have two and half lakh of local government institutions covering rural and urban India which includes 32 lakh of elected representatives in the country. From this 14 lakh are women. India had more than women elected representatives in LG Institutions than any other countries in the world. From this a disproportionate number from SC/ST and other weaker sections in the country. This shows light on the status of women transformation happening in the country.
- As a result of finance commission results Institutional finance is increased exponentially to the local government in the form of tied money have a big avenue for the effective functioning of LSGI. So the 3f need to work together in order to proclaim the achievement.
- One issue is the quasi relationship between the central government and NGO which develops non accountability in fund transfer and its implementation.
- Presently the 73% of wealth is concentrated to one percentage of people. In this situation the decentralization can have to play a better role in promoting equity in the nation



Remarks by Mr. Mani Shankar Aiyar, (Former Minister for Panchayati Raj)

Through this another generation fully realizes our objectives and pools it together and takes the way forward. It will help in maintaining the pace and progress we made now and will be a stepping stone for the next 25 years. We will be very much ahead in the celebrations of golden jubilee celebration of PR in India.

Vote of Thanks: Dr. J B Rajan, Associate Professor, KILA

Dr. J B Rajan Associate Professor, KILA proposed the vote of thanks. On behalf of KILA, and the entire fraternity of management, he extended a heartfelt gratitude to all speakers for sharing their best experiences.



Vote of thanks by Dr. J.B Rajan presented in the Dais (L to R) are, Mr. K.N Harilal, Mr. S. M. Vijayanand (IAS), Mr. Mani Shankar Aiyar, Hon. Minister Dr. T.M Thomas Isaac, Mr. Jairam Ramesh, Dr. S.S Meenakshisundaram IAS, Hon. Minister Dr. K. T Jaleel, Mr. M A Baby.



National Conference of 25 years of Panchayati Raj

Session 2

What is new happening in Kerala Panchayati Raj?

Keynote Speaker 1: Adv. K. Thulasibai Teacher, (President, Kerala Panchayat Association)

Concerning the last 25 years, Kerala is a powerful example of Local self-Governments in Village, Block, and Districts. It created strong and vibrant villages which are self-contained. She spoke about the following points:

- Panchayati Raj Institutions are now enjoying the power of Legislative, Judiciary, and Executive.
- Perfect Democracy based on the individual functions.
- Women Empowerment, Reduction of Poverty is the important results of Decentralization.
- More powers help to enhance the capabilities of an Individual
- She explained the 9th -13th year plan. Which was the best historical experiment in Kerala, regarding the people participation and planning?
- Kerala completed the formulation of the plan by June, implementation starts by July.
- But our former experience was 9 months for preparation and 3 months for implementation. Beyond that we had completed the preparation within 2 months. More than 200 Panchayats completed their Budgets in 100% expenditure.
- District plan also very gratefully completed
- The Panchayati Raj Institutions got more freedom for the preparation of plans.
- There should be integration between decentralization and different missions.



Keynote by Adv. K. Thulasibai Teacher, (President, Kerala Panchayat Association), present in the Dais are (L to R) Dr. V. K. Ramachandran (Vice Chairman, Kerala State Planning Board), Mr. K.N Harilal (KSPB).

Keynote Speaker 2: Dr. V. K. Ramachandran (Vice Chairman, Kerala State Planning Board)

Three further features of Panchayati Raj in Kerala which in distinct in three important ways even for those states which had some minimal land reform, even for some states which had a fairly long good record in the implementation of the Panchayati Raj.

- The first is that the financial devolution is far more important in Kerala than elsewhere. 25% of the plan is set aside for Panchayats and it is democratically controlled.
- The second is that the path played by the local bodies in formulating and implementing plans is greater in Kerala than elsewhere.



Keynote by Dr. V. K. Ramachandran (Vice Chairman, Kerala State Planning Board), presented in the Dais are (L to R)Adv. K. Thulasibai Teacher, (President, Kerala Panchayat Association), Mr. K.N Harilal (KSPB). Dr. Sunny George Faculty, KILA

- The third is that the extent of people's participation in development planning is greater in Kerala than elsewhere. The entire process of decentralization is also part of the process of planning.

Keynote Speaker 3: Dr. K. N Harilal (Member, Kerala State Planning Board)

Dr. K N Harilal spoke about democratic participatory planning. He explained the various commission reports especially talk about State Finance Commission, regarding their remarkable performance.

- The very important symptom of the bureaucratic capture of the people's experiments was the combined process of making the plan.

- One contribution of people's campaign in Kerala was the evolution of the methodology of planning, but, overtime the methodology of making and implementing local level plans, it has become very bureaucratic, cob-web of regulations were there, which effectively nullify local development in democracy.
- People's campaign was introduced for the purpose of deepening democracy for democratizing democracy; for Kerala is known for democratizing democracy.
- The mode of Government of democracy has made everyone unhappy because the people feel that the democratically elected governments represent only1% of the citizens instead of 99% of the citizens. This same complaint was received during the people's campaign.
- The changes made in the Panchayati System increase the participation in agriculture.
- He also added that the local plans perform very well with respect to infrastructure.



Keynote by Dr. K. N Harilal (Member, Kerala State Planning Board)

Vote of Thanks: Dr. Sunny George, Professor, KILA

Dr. Sunny George, Professor, KILA proposed the vote of thanks. On behalf of KILA, and the entire fraternity of management, he extended a heartfelt gratitude to all speakers for sharing their best experiences.



Vote of Thanks by Dr. Sunny George, Professor, KILA

PARALLEL TECHNICAL SESSIONS

Milestones during this Quarter of the Century

Parallel Technical Session Round 1:

Parallel Session 1: Finance Commissions – How have they contributed?

Session Coordination:	Dr. Vinod. S, Faculty, KILA

The session was chaired by Dr. M A Oomman, former chairman of Kerala Finance Commission. The other speakers on the dais were Mr. Manoj Ray from PRIA, Dr. Vinod Vyasulu from Jindal Global University and Mr. Krishnakumar from Centre for Socio-economic and Environment Studies.

In the opening remark dwelt with different Finance Commission constituted by Govt. of India. He emphasized the report of 13th FC was more favorable to the Local Governments as a criteria followed. 14th FC adds given weightage to the population for devolving the funds of local governance. In terms of references the 15th FC



Parallel Session 1: Finance Commissions – How have they contributed?

Remarks by the Chairperson: Dr. M. A. Oommen (Former Chairman, Kerala State Finance Commission)

He said Terms of Reference (T o R) of the Union Commission should be a joint product and it should not be a Central Government mandate. The structure of Indian federalism is the mismatch between resources and responsibilities. States have more responsibilities and less resources and now increasingly been taken over by the Union Government. The true spirit of co-operative federation demands that the State representatives and Union Government representatives and also the local government representatives to sit-down to formulate the T o R. These practices have never been done. We come to the 11 UFC, 12, 13 and 14 and now the T o R of the 15th is out. What happened?

The Union Finance Commission has been doing consistently good job encouraged of taking forward the decentralized governance in the country. The prime objective of 73rd to 74th amendments was the creation of the democratize processes of decentralized governance and promote local democracy. The structure of the institution that have created from the Gram Sabha right up to the Union levels of governance at Rural as well as Urban level. All these certainly tell us the need to promote decentralized democratic process of governance. How the various Finance Commissions delivered that? We find that there is continuity. But the continuity of some point of time has been disrupted or I may say it has not been progressively promote it. For example, 13th Finance Commission is probably the best in the tradition of the five Finance Commissions. Not only because that they tried to connect the Local Governments' Grants in a divisible pool in order to make it more predictable and have more to shared in the bouncy from the union taxes. So it was a great contribution on the part of 13th Finance Commission. But they have also divided Finance Commission Grants to Local Governments to the performance Grant. This is an innovation because here we find most of the State Governments have been lay behind progress of decentralized governance in the country.

The story of integration that is the part of 73rd and 74th amendments have been today ignored, which should not happen and integrated public finance implicit that, it is only appropriate to take local governance into public finance of the country. Who should take local governance also public finance of the country? In spite of all the processes that we made, only 7% of public expenditure is accountable by Local Government. As against the 55% for the Northern country, 25% for the Latin American country and OECD countries is ranges for eighteen from 28-30%. Rating even that the great experiment in local democracy, we are expected to promote. We are not gone too far when it comes to question of contribution of own source revenue of Panchayat, it's negligible. It's only 2.12% and 39% of that is accountable by urban local bodies. Therefore unless and until strengthening the Panchayat local finance, it is not possible to go forward.

Explain the whole story of continuity and change what we achieved through 13th Union Finance Commission, not only with regard to that gain all the Finance Commissions are using 1971 population, when it is comes to the questions of given grants to the local governance. Most people ignore this point. That the sizeable flow of money for the south Indian states not only for Kerala. But the 14th Union Finance Commission as far as the performance grant is concerned both they retain it. But they took away the connection between Article 275 and via that in the visible form. But now much more than that is the TOR. The present TOR says the positively true are doing away the article 275 completely. So in this way, great harm is going to be done to the local governance. So the story of continuity and change progressively for this has not happened. Again weightage is given to population by the 14th Finance Commission. They came with 90 percent weightage for population, 34 percent to population, and 10 percent to the area. And no consideration was made to the decentralized process in the 11th Commission. For your information on the 11th finance commission, those who do not know 283 A deals with Tax, 283 B deal with grand and Aids, 283C deals with competitive consolidation fund of the state. This supplemented the resources of Panchayats and municipalities. This exercise is not carried progressively forward to be

examined and now on the 13th finance commission and 34 percent of allocation on the basis of performance grand that is reduce to 10 percent not only that the divisible pool connectivity that stern over the word completely.

This not a progressive trend. The reason they gave is that local governance come under the state and they are the independent entity at all. for that the debatably once up on a time with MG Rao now on the state list schedule 7 list 2 item no 5 to read it shows the local government is a minor entity and club with investment units. Altogether my request that Gram Sabha created state FC, create DPC reserved seat for women and marginalized sessions, done all the activities to promote decentralized governance and of this aspects have not carrying the whole mandates Mission forward that for a great mistake and unless the until the retain the step. The 11th Finance Commission added a particular item 6.In it TOR says that the process of government envisages Article 243 G, 243 W and it should be carried forward. Article 243 G, 243 W demands the creation of institutions and government. It also demands planning for local economic development and social justice. Therefore you people come forward to say that local government is a minor item but that is not a right approach in promoting local democracy and governance in the country.



Remarks by the Chairperson: Dr. M. A. Oommen (Former Chairman, Kerala State Finance Commission)

Keynote Speaker1: Mr. Manoj Rai, PRIA

Mr. Manoj Rai, made a presentation on institutional development of State FC in India – a balance sheet of 25 years. Contribution of SFCs would rather focus on why they had not debated on the potential of SFCs they have contributed and why they did not use their full potential. He exposed facts that out of 32 federal unit only 7 constituted 5thSFCs still 2015 and Kerala was the first. Three commissions were formed that is SECs, SFCs and DPC. Out of these three, SECs are far better due to its political decentralization. If we review the composition of SFC in case of chairperson they are political personality academician, serving bureaucrat the chairperson of the commission is supposed to decide all the decision of resources between state and local government. That is one part of state deciding the recommendations and other part accepting or rejecting in case of SFC. He point out SFC domain and data challenges.



Keynote by Mr. Manoj Rai, PRIA

There having poor local statistical system, constrain with budget and human resources, lack of generation of specific primary date and studies. He showcased the contribution of last SFCs that is balance sheet regarding funds from CFC, SFCs and MGNREGS from Panchayat and ULBs in all State were presented. Eleventh SFCs provided untied grand's to Panchayat. Action taken reports revealed that no ATR for 38 percent of SFCs reports were made. 34 percent of state accepts 50-65 percent of recommendation 19 percent accept 20-50 recommendations and rest 47 percent of state 10-20 percent of recommendations take no action. He concluded the session point out the following comments. Most of the SFCs have not contributed to their full potential. Most of the SFCs have been highly undermined, all SFCs command respects from people, and didn't receive appropriate support from state government and recommended guideline for constitutional composition emphasized onalternative sources of revenue, synch-ionization of CFC sand SFCs and also the need for time bound and evidence based ATRs. He also recommended institutionalizations of the SFCs.

Keynote Speaker 2: Dr. Vinod Vyasulu, Jindal Global University

Dr. Vinod Vyasulu pointed out the importance of DPC in the state. He also mentioned that if local governance are the local government the data that are not used locally can be locally analyzed like in a state Assembly there should be a budget session where all the money that are coming in and out it debated. In DPC budget can be done in April based on the connection of what has been done. Audit can be organized. The date required for state FC will be available if the above said procedure is followed. Budget session in a Panchayat / Municipality will only be possible if we visualize them and government is not an institute of local self-government. He sums-up that we should talk not in terms of decentralization but in terms of malty level Federalism. State FC can rely on local bodies for the case of work, they can make recommendations and all this depends on the structure we give to these bodies. The system should be sphere of government but not label of government thus sphere of Gram Panchayat should be supreme in its own constitution.



Keynote by Dr. Vinod Vyasulu, Jindal Global University

Keynote Speaker 3: Mr. K.K. Krishnakumar, (Centre for Socio-Economic and Environmental Studies)

The 15th finance commission has started working, when its constitution has been over. There are a lot of changes in devour of the 15th finance commission. The commission may consider proposing measurable performance based incentives for states in provision of grant in aids to local bodies for basic services including quality human resources and implementation of performance grant system in improving delivery of services.

The members of the state finance commission of the different state governments have different kinds of profiles. With regard to the population criteria only the 10th

finance commission award into the, exclusively from the basis of 1971 population. The 11th finance commission assigned a weight of 40% to the population in 1991 census.

Actually this population, change in population has started from 11thcommission in the case of local bodies. 11th finance commission used 2001 population for the distribution. But the 13th finance commission was given a higher weightage for 50% of population to both rural and local governments. They made a deviation in allocating grants for local bodies based on the criteria of population.



Keynote by Mr. K.K. Krishnakumar, (Centre for Socio-Economic and Environmental Studies)

In the case of local bodies grants they have specifically used2001 population. But unfortunately the 14th finance commission decided not to use the devolution index while determining the grants for the states. His opinion is that in the wake of this 15th finance commission there is an urgent need to represent for local governments before the

finance commission for getting due share for the local governments for making their functions well. The union finance commission grants the most to the local government. The state government grants are using mainly for the payment of salaries and other functions and day to day expenses.

Respondents:

1. **Ms. Sriparna Ganguly, Maharashtra**

In her speech she responded to the experts who spoke about decentralization. She raised a question, what are the checks and balances that we can create to ensure that when the planning does happen. We are able to allocate the budget of the Panchayats across groups. To include SC and ST to ensure those women's needs are represented.

2. **Mr. Jawed A Khan (Centre for Budget and Governance Accountability, CBGA)**

In his opinion central finance commission has been little progressive if you compare the contribution of state finance commission. But the question arises that, why we need these commissions for the Panchayati Raj institution? Except few states, with largely Panchayats, don't have the human resources. Even after the 25years of this 73rd amendment, they don't have the adequate infrastructure whether it is the Panchayat own or any kind of infrastructure related to office like maintenance. If we focus on central finance commission, after the 13th finance commission onwards, some progressive recommendations were made. There are two main things in terms of the role of the central finance commission. They are the criteria of fund distribution and there was a focus on comprehensive audit and account maintenance and even there was a provision for about the independence of local bodies on its man. GPDP can work in Kerala but it is very difficult for other states. Because there are restrictions of usage of basic grants.

3. **Mr.S. Nazarudeen (Vice President, Kerala Grama Panchayat Association)**

Kerala has witnessed a lot of achievements at this present time. In the morning session officials and rulers have explained the particular way by which this has been executed and achievements attained as a result. Factors like the mode of functioning and

the source of income of local self-government offices in several states in India are to be brought under introspection for an effective and healthy criticism. In some states the formation of Finance Commissions has not been fruitful as many of them didn't even have submitted any reports. It can't be forgotten many of the states are seemingly reluctant to take initiative and work and complete the mission as per the submitted reports. On the contrary, the recommendations taken by the Finance Commission in Kerala strengthened its local self-government establishments in their further course of work. The Union Governments decision to distribute resources to states according to their population ratio and considering various layers such as upper class, lower class etc has already been brought here under serious discussions. On this light, complications will emerge gradually, when we begin developmental process in our state. The financial condition of our country is pathetic if it is analyzed on GST basis or on new policy on finance.

The difficulties common peoples suffered in the field of finance were beyond description. It can't be forgotten that people will have to face tough situations in future too if the required resources are forbidden. Apart from that, some other matters are also to be considered. The local self-government offices are given their respective shares from the Centre only after compromising with some regulations and conditions. Whatever may be the truth, it should be noted that such dividends, for the fields of health, education or sanitation, are given as per the need of time. In such a state like Kerala, the revenue is less compared to the emoluments of officials. For the past 15 years the recovery process in the field of property tax has not been functioned properly. The reason may be the lack of interest in affirming a decision because of election oriented political interests or some other factors. This leads to heavy losses worth cores of rupees. The local self-government offices should not be blamed for making such heavy losses. A report from the central finance commission under the supervision of Omman sir has already been submitted. Unnoticed resources for revenue, both at the center and the state level have been identified.

This alone could have helped us overcome from struggling. 30% of the Panchayats in Kerala find it hard to meet the salary expenses to its employees. Finance Commission should pay more attention to the areas mentioned above. In addition to that revenue can be easily collected from people if the local self-government offices are given complete authority to do it. I am concluding by saying that the Finance Commission should take timely intervention in handling the distribution of funds without any bias and thus this unrest can be corrected to a limit.

Parallel Session 2: Vertical Programmes – Central and State – Did they Strengthen Panchayati Raj?

Session Coordination:	Dr. Jibini Kurien, Faculty, KILA

In this session welcome address by Dr. Jibini V. Kurien, Faculty KILA. The session was chaired by Dr. B Ekbal, Member Kerala State Planning Board, Dr. MahiPal, Grama Sansad Abhiyan and Adv. N. Rajeev, Vice President, Eraviperoor Grama Panchayat discussed on the subject.

Remarks by the Chairperson: Dr. B. Ekbal (Member, Kerala State Planning Board)

Dr. B. Ekbal, Member Kerala State Planning Board chaired in his opening remarks suggested that while speaking about vertical programs we should focus on bottom approach. According to his view most of the central and state programs are tailor made. He pointed that Panchayati Raj Institutions are facing 2 problems



Remarks by the Chairperson: Dr. B. Ekbal (Member, Kerala State Planning Board)

1. Schemes are Concealed- He mainly focused on some issues which the Panchayati Raj institutions are confronting
2. No consultation while designing programs & Guidelines are not friendlier to the states. - State governments are concerned with some problems. First of all, most of the programs were conceived and implemented without consulting the State Government. Secondly, many of the themes may not be relevant to the State Government. They may not be able to implement them due to various reasons.

Speakers:

1. **Dr. Mahi Pal, Grama Sansad Abhiyan**

Dr. Mahi Pal discussed on central and state programs of empower ship. The capability building or empowering part is doing by KILA. He pointed that earlier is Central programs the state of GOI was 75% state share was 25%. But now the central share had decreased to 60% and state share had increased to 40 %. This shows that the state accountability for development has increased. He also pointed that SHG and Kudumbashree of they also participate in Local development.



Keynote by Dr. Mahi Pal, Grama Sansad Abhiyan

He pointed that in Haryana planning and mobilization are not taking place effectively. Beneficiaries or public are unaware regarding the most of the centrally sponsored schemes. At the time of planning there will not be any talk regarding convergence. While developing Grama Panchayat plan, a plan will be developed including 29 components without talk about what are to be converged.

In his concluding remarks he pointed that centrally sponsored schemes are not effective in local mobilization. So he pointed out that it is better to know how to fish. At the present situation central and state programs are used in development to get fished by someone.

1. **Adv. N. Rajeev, Vice president Eraviperoor Grama Panchayat**

Adv. Rajeev pointed out the issues faced in implementing various programs. According to him schemes of centrally sponsored schemes are not open to all local bodies. Local bodies are far away from accessing schemes. He pointed the importance of rapport building by MP's and MLA's with local bodies and central government and pointed out the need of convergence. He pointed that central government had prepared guidelines by considering the country as a while because the centrally sponsored schemes are difficult to implement, so geographical and social status of the state should be considered. While preparing the guidelines system in district level, monitoring is also not effective. And absence in state level of various schemes such as NREGA, PAMY, AYUSH etc.

The other point is whether to keep the ratio of central and state government funding. 60:40 is the ratio. The system of monetary- the central responsibility scheme is like NREGA or PMAY, Sadak Yogana. So many schemes are there. They are not monitoring at least in a district level. Monitoring system is not there in district level.



Keynote by Adv. N. Rajeev, Vice president Eraviperoor Grama Panchayat

Respondents:

1. **Mr. Surya Narayana Reddy, Hyderabad**

   In the present context, there is a big exposure to the possibilities of further application and enhancing the local economy. The Gram Panchayat should be empowered enough to take certain decisions, schemes that comes from the top.

2. **Ms. Rajika Seth, Accountability Initiative**

   Two things that are important are, designing of the schemes and problem of scheme as a means to deliver goods and service. These are the two issues that are conflicted. In terms of accountability, even in states like Andhra Pradesh, where social order have been commissioned and are working as a mechanism to create social accountability.

Parallel Technical Session Round 2

Parallel Session 3: Sharing of Experiences – Presentations from the States

Session Coordination:	Ms. Sherine Chacko, Faculty, KILA

The session was chaired by Dr Ravi Raman, Member, Kerala State Planning Board. The Other dignitaries on the dais were Mr.Manu Sankar, Programme Manager-PRI CBO Convergence Project-Kudumbasree NRO & Dr. Seshadri B from Telangana State Institute for Rural Development. Mr. Manu Sankar provided the delegates with an overview of the work done by NRO (National Resource Organisation). This was followed by presentations by Sarpanchs from the following GPs.



Parallel Session 3: Sharing of Experiences – Presentations from the States (Chaired by Dr Ravi Raman, Member, Kerala State Planning Board)

- Mr.Faruk Ahamed - Kunjaban GP (Tripura)
- Mr. Dipak Boiragi - Boraguri GP (Assam)

- Ms.Urmilla Devi - Jaria GP (Jharkhand)
- Mr. Limbaran Garsiya - Saklal GP (Rajasthan)
- Mr. Sushamt V Gaonkar - Betoda Niranchal Coxen Codar GP (Goa)
- Mr. Laxman Maurya - Guriya GP (Chattisgarh)

Dr Seshadri B from TSIPARD and Savinni Reddy made a presentation on "Mosquito Free village through liquid waste management". This presentation was with reference to Ibrahimpur GP.

Speakers:

1. Jharkhand Summary

Jaria Gram Panchayat, Bero Block, Ranchi

Urmila Devi, President of Jaria Gram Panchayat, Bero Block presented the session. Total population of my panchayatis5871. The panchayat consists of 6 revenue villages and 12 Wards. There are 6 elected female ward member south of 12 Ward Members. The total existing institutions of the Gram Panchayat includes 10Anganwadi centers, 8 Primary Schools, 1 Middle School and 1 Health Sub-Centre. The social institutions under NRLM created 74 SHGs and 6Village Organizations.

Interventions of Gram Panchayat and CBOs

1. One of the best practice of my panchayat is Participatory Planning (Yojana Banao Abhiyaan) of GPDPwith the support of PRI-CBO Convergence Project.
2. Our focus is to improve primary education with joint action of VO, school management committee and Gram Panchayat and now my panchayat is a zero drop out Panchayat.
3. Due to PRI-CBO Convergence, participation of women increased in MGNREGA. Panchayat is situated on hill foot and land sloping is high. For water conservation and soil preservation, different projects under MGNREGA were approved by Gram Sabha and Panchayat. Through small ponds and plantation under MGNREGA, rain water is being conserved. CBO played major role for Planning water conservation and soil preservation.

4. VO and Panchayat did a joint initiative to identify beneficiaries of different welfare schemes through Participatory Assessment of Entitlements (PAE). Beneficiaries for different schemes are identified by VO and under pension scheme 45% of the identified beneficiaries are getting pension now.
5. Gram Sabha Jan Jagriti Abhiyan is initiated by VO and Panchayat with the support of PRI- CBO Convergence Project. Awareness is created among SHGs about different welfare schemes. To create effective awareness regarding the schemes, VO organized rally from VO office to Panchayat office.
6. PRI-CBO Convergence project contributed to revive and train the Panchayat officials, especially the Gram Sabha Standing committees. It is a model practice for structural and development linkages for village development using SHG network as a part of it.
7. I faced several challenges while I decided to initiate the above mentioned activities. My ward members and Panchayat functionaries did not accept me as Mukhiya, because I am a woman. But I approached higher authority, District collector for the support and Collector instructed them to support me in initiating activities for the development of our Panchayat.
8. I started working along with Village organizations and different departments for addressing the issues of Panchayat and that gradually leads to others accepting my leadership as a president. Now they accept misleader and that motivates me to reach the needy and thus the Panchayat is move active now.

2. Assam Summary

Deepak Boiragi, from Bhoroguri Gram Panchayat, Block Bajiagaon, District Nagaon, in the state of Assam. Total population of the Panchayat is 6312 and total number of households is 1391. I took the oath of Panchayat President in the month of March 2013. Currently, in my Panchayat there are 10 members including 1 from the Anchalik Panchayat. Our Panchayat meeting happens once in a month. After joining I was not aware of how a Panchayat functions in reality. But with the passage of time I was provided with an opportunity of an exposure visit under PRI-CBO Convergence

project to Kerala. As part of the visit I got the real experience of how a Panchayat functions in reality. This was an eye opener form to adopt the good practices in my Panchayat. Earlier, Gram Sabha was only done for name sake and I used to go from one door to the other for getting signatures of the people of my village to maintain the register in the Panchayat. But after the exposure, I quickly started to initiate Gram Sabha in my Panchayat with the help of CBO representatives. After which the women participation in GS was always high. It is then I realized the importance of women participation in the development of my Gram Panchayat. On the other hand, as part of maintaining close relation with CBO, a committee named VOCC was formed in my Panchayat and looking into importance of women in the development to four Panchayat. VOCC is a committee that federates the women collective at Panchayat level. My team has decided to provide a room for VOCC in the Panchayat premises. Through PRI-CBO Convergence project, a committee named GPCC was formed with department officials, Panchayat and CBO women to discuss on the developmental issues of the Panchayat. GPCC works towards catering the demands of community. GPCC meetings are conducted once in three months and it makes me happy that even line department officials are actively part of the Panchayat now.

We prepare our Panchayat plan every year and with the help of CBO, women prepared a plan from each house hold, which actually includes the need of every household. The plan preparation by women has made my job easy. The Panchayat committee also meets once in a month to discuss upon the issues raised by CBO. After the women were trained they started giving demands for job cards and I took the initiative to provide job cards to the women who are willing to work and till today women are working actively under MNREGA. Under 14th finance commission of Panchayat an office of VOCC has been proposed for the SHG women.

3. Goa Summary

Sushant V Gaonkar, Village Panchayat President of Betoda Nirancal conxen codarin Ponda Block, North District in Goa. The population of my Village Panchayat is 12000 with 1800 households spread across 11 wards. I was selected into office in May 201. Self Help Groups (SHG) in Ponda have existed for many years, but only after the interventions of Sthreeshakti and Kudumbashree- NRO did the SHGs start functioning as a unit under one fold and that we also as a Panchayat started working with the women's network. They started to conduct their activities in a more organized fashion. The work of Streeshakti and Kudumbashree-NRO is currently undergoing in 132 Village Panchayats in Goa of which my VP is one of them.

When the work of Streeshakti started in my Village Panchayat, PRI helped them with the mobilization campaign to collectivize women of the existing SHGs and orient them about Streeshakti. The PRI members were also involved during the formation of Village organization which is the Federation of the SHG network. Currently there are 26 SHGs and Village Organization at the Panchayat level. Now with the help of the Village Organization we are forming more SHGs in the Panchayat. Panchayath as also been provided the VO with an office space to carry out their work more efficiently because as a president, I understood that working with the SHG network important for taking the development activities of the Village Panchayat forward. The Village Panchayat is promoting the SHG network by including them in various developmental activities of the Village Panchayat such as

- Conducting regular medical camps and health checkups which a reorganized with the help of SHG network
- Organizing women's day celebration
- Exposing the members of the SHG network to several training programs for livelihood promotion, such as coconut plucking, handicraft, jewelry making.
- Including the members of the SHG network in GPDP plan preparation and other plan preparation

- Identifyingandgivingmarketspacesforthevariousgoodsproducedbytheself help group network
- Identifyingandencouragingyouthstoformvariousclubstopromotesportsand culture
- Identifyingandincreasingthereachoftheschemesthroughself help groupnetworkbyavailing benefitsofschemesandentitlementsprovidedbyAgriculturedepartmentandDairy farming
- To achieve ODF, using self help group network to conduct survey
- Conductingcleanlinessdrivesforthecleanpanchayatinitiativewiththehelpofself help group network.

Future Plans

- Promoting Gram Sabha
- Empowering self help group network
- Astheprojectin Goaisnew,thereisalotofscopeofthePRIandself help groupnetworkcoming together and working towards local development and I will be working towards that

. **Tripura Write-Up**

Faruk Ahamed, GP- Kunjaban Block-Matabari RD Block District-Gomati State-Tripura

- Population-3129 [male: 1534 female: 1595]
- Male-female-
- No. ofWards-6 [male: 5 female: 6]
- Household-749
- 340 BPL families
- 9 ST families
- 40% SC population
- Languages spoken- Bengali
- Terrain-Plain

- Literacy rate-95%
- Major Occupation- Daily wage laborers & Farming
- No. of SHGs- 18

1. Interventions with the help of CBOs-

The PRI-CBO Convergence project started in my Panchayat in January 2017. Initially I thought it'll be restricted to the SHG network but when the LRG members came up to me and explained the project to me, I understood that the Panchayat has a very important part to play in it. After that the LRGs started discussing about different schemes in the SHGs and VO came up with a plan which helped us with identification of beneficiaries in our Panchayat. This time I realized that VO and Panchayat together can contribute towards poverty alleviation. There are some instances when the demand came from VO and the Panchayat acted on it and vice versa. Such instances are the road to the Anganwadi in ward no.1 was in such abad shape that it was completely inaccessible for children especially in monsoon and in addition to this the water tank of the Anganwadi was full of silt, making the toilet useless. The VO members in my Panchayat brought this to my notice and they demanded that the road leading to the Anganwadi to be repaired and the water tank to be desalted so that the children can use the toilet. I took their application to the line depts. . . .and within two months' time fulfill edboth their demands. And since the VO didn't't have an office to conduct their meetings I asked them to sit in that Anganwadi, after its working hours and run their activities from there itself.

Before 4 years Kunjaban panchayat got divided into two panchayats and all the agricultural land fell on Purba Kunjaban GP hence there was an absence of agricultural activities in my panchayat. At this point, seeing the kitchen gardens during my exposure visit in Kerala, I thought that the SHG women in my Panchayat can also do something similar on that line since they have some empty space in all their households. So I called a meeting with the VO members and told them that Panchayat will help one SHG member from every SHG with fertilizers and

Seeds to start the kitchen gardens. The VO members agreed to it and nominated one SHG member from each SHG and they started doing it. Now it has become such a huge success that almost all the SHG members are doing it and my Panchayat has become a role model for other Panchayat in this regard.

2. Results & Impacts-

- Panchayat and VO have started working together. Now VO members are major part of the planning process of Panchayat.
- VO has come up with a demand plan which has made beneficiary identification easy for the Panchayat.
- A few schemes like MGNREGS, ration card & SBM has got maximum coverage in Panchayat after we started working with the VOs.
- Through community mobilization womenfolk of Panchayat started actively participating in the Gram Sabha.
- The demand of electrification and drainage facility was not present in the entire Panchayat area so the demand came from the SHG during their Discussions regarding entitlements. This demand was consolidated at VO level and reached us through them and now electrification and drainage facility has been successfully extended to the entire Panchayat area.
- ThroughMGNREGScommunityassetsaswellasindividualassetshavebeencreated in the Panchayat.

3. Challenges-

A major challenge form is the lack of experience & skill of the Panchayat members in the planningprocess.Anotherchallengeistheabsenceofcoordinationbetweenthelinedepts. We are facing difficulties in bringing the poorest of the poor into the Gram Shaba. I think by working with the women's network we will be able to solve that. Finally, there are inadequate financial resources to carry out the developmental activities.

4. How has it motivated me-?

I've always been politically active and interested to participate in the governing process. So when opportunity presented itself for me to work for my panchayat, I took it up. The people of my area continue to motivate me to work for the development of my Panchayat and after starting to work with our SHG women I have understood that so far we have been ignorant about the importance to include the womenfolk in the participatory planning process. So now we have taken a holistic approach and I will also give importance to include more women of my Panchayat in the SHG fold.

5. Rajasthan Summary

Panchayat: Saklal Block: Kherwada District: Udaipur

Total Population of Panchayat: 6050, Male-3050, Female-3000

RevenueVillage-6

Wards-11

Formal introduction by Sarpanch: I am Limba Ram Garasia from Saklal panchayat of Kerwada block in Udaipur district Rajasthan. Our Panchayat consists of eleven wards, with five female and six male Panchayath representatives. Total population of my Panchayat is 6050. Among them female population is 3000 and male are 3050. There are six revenue villages in my Panchayat. The Panchayat received fifty thousand funds from 13thstate finance and 14thfinance commission last year. 1.25 core amount was utilized for MGNREGA last year.

How CBO has helped Panchayat?

One of the important interventions from CBOs side was to mobilize women for Gram Sabha and make them aware of their rights and entitlements. CBO used Gram Sabha platform to put forward their demands. One of the main interventions by CBO was to increase participation of women in MGNREGS. They used their CBO network to impart awareness which motivated various job card holders to demand work and avail benefits of labour card (shramik card).Panchayat planning was initially done only by panchayat representatives. During the implementation of the project, Women started

participating in the planning process by preparing GP2RP plan, where the demand so fall the SHG members were consolidated into a single plan. This plan was integrated into GPDP and the plan was intended towards holistic development of the Panchayat.

The 13th state finance and 14th finance commission fund was utilised to construct water tanks, CC roads, drain age and to provide electricity for poor house hold in the Panchayat. With

The initiatives of women, Panchayat got a primary health center. It was the community demand that lead to opening of a health center. Today the primary health center is available in the village and ANM is available every day for people.

Best practice:

SHG women mobilized the house hold stotake part in Swatch Bharat Mission. The VO members of the Panchayat went to each household of SHGs families and motivated them to construct Toilet under SBM. Today the Panchayat is declared as ODF. Our Panchayat with the help of SHG women bought behavioral change among the people of Panchayat.

TheVOandLRGstookinitiativesincoordinationwithGramPanchayattoincreaseaccessto old age, widow and disable pension. This was how the VO shelled the poor stand the vulnerableinthePanchayatandtherebyhelpingthePanchayatinfulfillingitsresponsibility of ensuring social assistance to all.

IMPACTS:

UnderPRI-CBOconvergenceprojectCBOworkednotonlyonaddressinggapsin access to various schemes but also took initiatives in addressing social issues like child marriage, child labor and preference for boy child. Rajasthan has very old tradition of Bal Bivah (Child marriage). The women too initiatives to address issue of child marriage. They usedtheircommunitymeetingstodiscussaboutdemeritsofchildmarriage. There has been a behavioral change in the mindset.

The drop out children of Panchayat were migrating to the different states, and were engaged in different kind of labor. The Panchayatand CBO jointly took actionto

stop the child labor and thus helped reducing migration with the help of police. All the rescued children were re-sent to school. Today child labor and migrations completely eliminated from our GP.

The issue of female infanticide was high in the Panchayat. After the implementation of PRI-CBO convergence project, the Panchayat, VOs organised rallies to generate awareness and stop the practice female in fanticidesin the Panchayat. Today the female in fanticide has decreased and the awareness and sensitivity level towards the issue has increased.

Challenges

The major challenge was regarding the information dissemination for the general population of the Panchayat about any kind of government schemes. It was challenging for Panchayat to deliver the services provided by government. Through the women collectives, it is easy to reach out the people for any kind of communication and decision making process for the Panchayat. The women were unable to participate in the planning process of the Panchayat before converging with the SHG network. Today women participation has been increased and women started accessing Panchayat space and different schemes.

6. Chhattisgarh Summary

Laxman Maurya, from Guriya Gram Panchayat, Bastar, Chattisgarh. I extend my warm greeting to the honorable guests, state representatives and people present in the dais. I would like to start with giving you a picture of my Gram Panchayat. The total population of my Panchayat is 1278 and total number of households is 371. With the involvement of SHG group in Block Convergence Project the members have taken up MGNREGS as the key area to address migration issue. The work demand for MGNREGS raised by the SHG/VO was taken up in Gram Sabha and it was subsequently sanctioned. Similarly, the SHG members demanded and received IHHL under SBM.

In our GP, SHG groups are giving special attention to Chief Minister Food Security Scheme. Families without access to ration are brought to the attention of Gram Panchayat, beneficiaries get approved in the Gram Sabha and the list is later sent to the Block Office for approval.

Our Panchayat gives special attention to cleanliness, keeping its surroundings clean has been one of the focuses of GP, for which members of the SHG have played a crucial role in mobilizing people and achieving desired results.

TheSHGgroupshavealsocontributedtowardsmakingourPanchayatdevelopmentplans. As apart of making the plan, they made amapof the entire Gram Panchayat. A few works of publicdevelopmentwerekeptasfocalpointinthatmap.Useofsolarpumpstofetch drinking water, approval of health sub-center, installation of dust bins, SHGs have played a vital role in all these. Solar panels have already been installed in six hand pumps. Panchayats have decided to do all these works under the financial support provided through 14th finance commission. Under the influence of Yojana Didi, the women of the SHG have become aware of the schemes and entitlements, participate in Gram Sabha and raise their voices to place their demands in various public platforms.

My Experience:

Ear lier women were confined to their household, they were not aware of their entitlements and they never participated Gram Sabha. Today, women are not afraid to come out in the society and work for development of the Gram Panchayat. Today they are intervening in matters reacting to financial matter sand bringing various changes towards development of the village and their personal lives. They will soon bring amore revolution ary change; sucha change which would lift the most downtrodden of the people in my Gram Panchayat.

Parallel Session 4: Local Planning and Capacity Building

Session Coordination:	Mr. Vinod Kumar C, Faculty, KILA

The fourth parallel session on "Local Planning and Capacity Building" was held at Symphony Hall, Vinod Kumar C, Faculty, KILA, welcomed the gathering through a welcome speech. Dr. P.K. Michael Tharakan, Chairman, Kerala Council for Historical Research and Former Director, KILA chaired the session.And also Mr. Vinod welcomed Mr. Yogesh Kumar from Samarthan, Ms. Sumitha Darwra from UNICEF, Prof. G. Palanithurai from Gandhigram Rural Institute (Deemed University), Dr. JunaL. Paul, Faculty, KILA



Welcome Speech by Mr. Vinod Kumar C, Faculty, KILA

Remarks by the Chairperson: Dr. P.K. Michael Tharakan, (Chairman, Kerala Council for Historical Research and Former Director, KILA)

He gave a brief overview of the current situation in Local Planning and Capacity Building. The British colonized India, and in India they introduced bureaucracy. Even after the British people left, bureaucracy still rules us. Massive experiment of democratizing local level planning, local level administration, and local level government made the bureaucracy realize that it is not yet anywhere in realizing that.



Remarks by the Chairperson: Dr. P.K. Michael Tharakan, (Chairman, Kerala Council for Historical Research and Former Director, KILA)

Keynote Speaker 1: Mr. Yogesh Kumar (Samarthan)

Mr. Yogesh Kumar from Samarthan shared his experiences from Madhya Pradesh and Chathisgarh. He stressed on integrating the multiple planning processes currently followed at gram Panchayath and for the efficient implementation of the planning

design. He also mentioned the importance of monitoring these plans. He also pointed out the convergence of whatever schemes available for the development of Grama Panchayats.



Keynote by Mr. Yogesh Kumar (Samarthan)

Keynote Speaker 2: Ms. Sumita Darwra, UNICEF

Ms. Sumitha Darwra from UNICEF who took us through the GPDP study conducted in 8 states during 2016-17. She pointed out the key challenged faced and the ways to go forward to strengthen GPDP. She also threw light on the importance including child agenda in GPDP and thus to give a holistic approach to the development process. She appreciated the effort done by Kerala Govt. and KILA to develop active balasabhas and Child Friendly Panchayats. She stressed the challenges faced by Grama Panchayats. Among them first one is Local solutions to local planning;second one is ownership for innovations and thirdly linking the local plan to GPDP. Training and capacity building

will be a precondition for Holistic Development of Panchayati Raj Institutions. She also demanded that Child budgeting for GPs and conduct Balasabas prior to every Grama Sabhas. Panchayat Members should visit Schools in their area regularly for monitoring.

Over view of key-learning:

- Need to strengthen GPDP process and related capacity building.
- GPDP need to be elevated to holistic development of Grama Panchayat rather than an expenditure planning exercise.
- Integration of Government service delivery system, especially in social sector with GPDP.
- Good monitoring framework required to measure progress.
- Need for deepening institutional capacities at State/District/Block/Gram Panchayat level for supporting the system.
- Strengthening of Gram Panchayats is a pre-condition for strengthening GPDP.
- Engagement of state level official and elected representative to ensure GPDP emerges as an effective tool for governance.

Way ahead at national level:

- Strengthening of SIPRDs in all state and established district level training centers, besides block level resource centers.
- Exposure of state to best practices across the country and building a cadre 30-50 resource persons at state level to strengthen Master Trainer's program.
- A needs-based training calendar at SIPRD that covers all districts, blocks and Gram Panchayats.
- Programme support unit at State and District level to monitor and facilitate capacity building for GPDPs.
- Web-based state monitoring system to monitor progress of outputs of GPDP in development sectors relevant to poor, women, children and others.
- Identifying mentors for GPs to support GPDP.

- Supporting one district pre state (at least) to emerge as model district in GPDPs.
- Supporting selected GPs in every district for model Gram Panchayats.



Keynote by Ms. Sumita Darwra , UNICEF

Keynote Speaker 3: Prof. G. Palanithurai, (Gandhigram Rural Institute, Deemed University)

Prof. G. Palanithurai from Gandhigram Rural Institute (Deemed University) who gave an insight on the impact of Decentralization on the life of common man. He pointed out the need of skill development of common man with the support of PRIs. He ended the session by pointing out the need for Leadership Schools to transform India. He demanded that the Panchayats should take effective steps for the implementation of Schemes like Mahatma Gandhi NREGS, which will resulted to great change in the rural life.



Keynote by Prof. G. Palanithurai, (Gandhigram Rural Institute, Deemed University)

Respondents:

1. **Mr. Manoj Kumar Teotia, CRRID**

   Mr. Manoj Kumar Teotia from CRRID, Chandigarh responded to the speakers by highlighting the important points the speakers came up with.

2. **Prof. R. K. Chaubisa** briefed us about the current situation of Panchayati Raj in Rajasthan.

Comment By Chairperson:Dr. P.K. Michael Tharakan, (Chairman, Kerala Council for Historical Research and Former Director, KILA)

After respondents, Chairman concluded the thematic part of the session with his experience in Local Planning and Capacity Building for the improvement of rural life by

reducing Infant Mortality Rate and Child Mortality Rate. Thus he stressed that effective involvement of Panchayati Raj Institutions can change the face of rural India.

Dr. Juna L. Paul, Faculty, KILA concluded the session by giving an overall view about the presentations made by the speakers and by giving the vote of thanks.



Comment By Chairperson:Dr. P.K. Michael Tharakan, (Chairman, Kerala Council for Historical Research and Former Director, KILA)

Sessions

Day 2: 25 April 2018, Wednesday

Parallel Technical Session Round 3:

Parallel Session 5: Panchayati Raj and Women Empowerment

Session Coordination:	Dr. Amruthraj, Faculty, KILA

Dr. K.P.N Amrutha, Faculty, KILA welcomed Dr. Mridul Eapen(Member, Kerala State Planning Board), Dr. Devika. J (Centre for Development Studies), Mr. Subhash Mendhapurkar (SUTRA), Ms. Veda Bharadwaj, Ms. Anusha Singh (NRO, Kudumbasree), Mr. R. Elango (Former President, Kothambakom GP). She welcomed all the delegates who have come to make the session live. The session was chaired by Dr. Mridul Eapen (Member, Kerala State Planning Board).And also she welcomedMs. Veda Bharadwaj (The Hunger Project).



Parallel Session 5: Panchayati Raj and Women Empowerment

Remarks by the Chairperson: Dr. Mridul Eapen, (Member, Kerala State Planning Board)

Dr.Mridul Eapen opened the session by commenting that there is no doubt that Panchayati Raj here enabled women participation and representation , but the question in hand is how it is reflected in actual functioning in the same patriarchal system.

Keynote Speaker 1: **Dr. Devika. J (Centre for Development Studies)**

Dr. Devika started her speech by pointing Kerala's positive indicators in Human Development indications and success of Kudumbashree in linking women into groups and being catalyst to become leaders of Panchayati Raj Institutions. Though women got a fair representation in local level decision making process it also proved to be a gateway for women to participate in the political process. Women in position of power made an informal effect on other women in the society.

She opined that gender mainstreaming have not yet happened in the planning process. Even women component plan had failed to address women's strategic gender needs. She concluded that even after 25 years though some stride have been made expected transformation have not happened. She also highlighted the need of incorporating the issues of LGBTQT into Panchayati Raj process. It will also help to discuss sexuality at local level and overcome misogerism.

Keynote Speaker 2: Mr. Subhash Mendhapurkar (SUTRA),

Mr. Subhash Mendhapurakar found a NGO SUTRA shared his experience in Himachal Pradesh. He felt that women empowerment meant different to different people. He opined that man never welcomed women to Panchayat; they feared that women are encroaching to their spaces. He explained how woman become proxy-men and become tools of rich and powerful people. He opined that nowadays woman who were never part of any women's movement are in the local government system. He concluded his speech by opining that gender sensitization should be given priority in training institutions by equipping men to deconstruct their concept of hegemonic masculinity. And also he explains the following points:

- Women empowerment process cannot take place in isolation, it needs complimentary masculinity.
- If men have hegemonic masculinity of pseudo-masculinity or hindu-patriarchial one, then, it is difficult to fulfill the dream.
- This was realized by women's movement by the end of the last century.

73rd amendment results:

- Further marginalization of women from public spaces through women.
- Women from marginalized classes and caste and religion did not feel comfortable with this- but due to their powerlessness they were not able to undertake any corrective measures. The state level politicians further marginalized poor women from occupying public positions. Example- two child norm, toilets and the latest one is educational qualification.

Respondents:

1. **Ms.Veda Bharadwaj, (Hunger Project)**

   Ms.Veda Bharadwaj believed that women's representation in local governments did change that political discourse. It also helped to address other intersectional inequalities. She said that woman from marginalized community are facing a backlash and support systems should be developed for such women who are leaders. She also focused a roll back in reservation since in many states women are more than half in local governments. She opined that girls should be considered as citizen and necessary orientation should be given to them regarding Panchayat raj and gender.

2. **Ms. Anusha Singh, (NRO Kudumbasree)**

   Ms. Anusha Singh, (NRO Kudumbasree) opined that SHGs had provided woman a social space and enabled them to assume powers of leadership. SHG also have helped to mobilize woman to Gram Sabha and strengthened quality participation.

She also shared her experience in Jharkhand and Assam. She concluded that SHGs had helped woman from being beneficiaries to prime movers of development.

3. **Mr. Elango, (Former President, Kothambakom GP)**

   Mr. Elango explained his experience in transforming Kothambakom to a model panchayat. He explained how panchayat raj have helped ordinary woman from marginalised sections to reach leadership positions. He also said about the two terms successive reservation system in Tamil Nadu helped women and marginalised sections to equip themselves to become leaders from scratch. He said village economy should be strengthened to attain gramaswaraj and women can take a lead in that through political reservation and participations in SHGs. Sustainable economy model of villages should be revitalized.

Pertinent questions were raised in the open forum. After fruitful discussions the session was wound up by Dr. Amruthraj R M, faculty, KILA with a formal vote of thanks.

Parallel session 6: Devolution Index and PEAIS – were they incentives?

Session Coordination:	Dr. Juna. l Paul, Faculty, KILA

The session was chaired by Dr.P.P. Balan, (Former Director, KILA), with the welcome speech by Dr. Sunny George, Faculty, KILAwho gave an overview of the Devolution Index and the PEAIS and how the Central Government and the State Governments encouraged the implementation of decentralization by incentivizing and identifying Panchayath's performance based on measurable indicators. And he welcomes Dr. P P Balan (Former Director, KILA), Dr. Jos Chathukulam (Professor, Sri Rama Krishna Headge chair on Decentralization and Development, ISEC), Mr.Sanki, Mr. ShibaBartaKar

Remarks by the Chairperson: Dr. P. P. Balan, (Former Director, KILA)

Dr. P. P. Balan, Former Director, KILA, gave a wakeup call reminding the slow death of the Central Ministry ofPanchayathi Raj. He mentioned the pivotal role the ministry has played during the tenure of Shri. Mani Shankar Aiyer, Former Union Minister of Panchayathi Raj, by systematically organizing consultative meeting with the State Government and developing a very rich literature of Panchayati Raj system which is still used as a reference material. He also talked about GPDP which is yet another unique initiative of MoPRand how the ministry invited all the States concerned departments, got their ideas and pushed them forward to prepare and develop the guidelines for GPDP andtalked about the importance and contributions of MoPR.



Remarks by the Chairperson: Dr. P. P. Balan, (Former Director, KILA)

Keynote Speaker 1: Dr.Jos Chathukulam

Dr. Jos Chathukulam from Sri RamakrishnaHegdeChair on Decentralization and Development, ISEC, Bangalore who is a critique of Panchayathi Rajgave an historical profile of the Devolution Index. He gave an informative and elaborate presentation on the construction of Devolution Index and PAEIS.

The incremental devolution index has helped a few states to be highlighted. This is to motivate and support the states for greater devolution.



Keynote by Dr.Jos Chathukulam, Sri Ramakrishna Hegde Chair on Decentralization and Development, ISEC, Bangalore

The National Council of Applied Economic Research (NCAER) 2006-07

NCEAR constructed a devolution index based on the concept paper of Alok and Bhandari. It was based on the empirical estimation of the data on 2016-17. 3Fs frame work to measure the extent to which states have transferred finance, functions and functionaries to Panchayats. Simple average of three sub-indices of three Fas and each indicator was assigned a score value between 0 and 5. The NCAER could distinguish the mandatory devolution and progressive devolution

The Tata Institute of Social Science prepared a devolution index for period of two years, 2014 – 15and 2016-17 they developed a competitive index of five components he explained.

1. Devolution of functions
2. Transfer of functionaries
3. Devolution of funds
4. Framework
5. Infrastructure and governance& Transparency

Respondents:

1. **Mr. ShibabrataKar**

   The invited talk was followed by response from Mr. ShibabrataKar, Advisor to the Ministry of Panchayathi Raj who stressed that States should not stop with the awards alone but should look forward to measures to motivate, empower and strengthen the Panchayats as it is the need of the hour and that GPDP is one of the aspects but not an end to itself. He also shared the positive and negative experiences the Ministry faced with respect to Devolution and PEAIS.

2. **Mr. D. Sanki, (Director, Kerala State Audit Department)**

   Mr. D. Sanki, Director, Kerala State Audit Department gave his views as an auditor from the state of Kerala who suggested that instead of asking the States to propose the institutions for awards, every institution should be ranked on their performance and that no Panchayats should be left out.

3. **Shri. Mani Shankar Aiyer,(Former Minister for Panchayathi Raj)**

   Shri. Mani Shankar Aiyer, Former Minister for Panchayathi Raj also graced the session by his presence and gave his views, shared his experience and encouraged one and all present in the conference.

The session was followed by a very interactive and fruitful discussion by the participants who shared their experiences and ideas.The session was closed with the vote of thanks by Dr. J. B. Rajan, Faculty,KILA.

Parallel sessions: Sharing of Experiences – Presentations from the States

Hall 1: (Symphony)-

Session Coordination:	Mr. Rajesh, KILA

Ms.D.Sudha, Principal, KILA center for Socio-Economic Development, She welcomed Prof. P.K.Raveendran to chair the session. She invited Ms.Suparna Ganguly, (West Bangal) and Dr.M.Geetha, (SIRD, Chhattisgarh). She welcomed Mr.AjaySavrikar, (SIRD, Yashada, Maharashra), Mr.AnilkumarOjha and Mr.SharathJeitai Patel.

Remarks by the Chairperson:Prof. P.K. Raveendran

He spoke of the need to look to the wishes that are expressed in the73rd and 74th amendments. We also need to ensure to what extent these wishes have been fulfilled to the satisfaction of the people. There may be performing GP, BP, and DP in the states, which are somewhat behind others. The experience of a GP, say a backward state as regard to decentralization, which may be giving some positive lessons and might be well performing Panchayats, need to be highlighted. The performance of a GP or BP or DP can be a pointer to others indicating the way in which they can depend more on their resources.Another aspect he wanted to mention in his presidential remark is that 25 years is not a big time to assess the performance of a policy that is behind important. It is time to reassess the 73rd and 74th amendments based on practical experiences.



Remarks by the Chairperson: Prof. P.K. Raveendran

Keynote Speaker 1: Ms. Suparna Ganguly, (West Bengal)

The Panchayat office started in West Bengal in 1957. The West Bengal Panchayat act, in 1957, introduced the two tiers Panchayat, namely, the Anchal Panchayat and Gram Panchayat. In 1963, additional two tiers, that is the Zilla Parishad in district level and the AnjalicParishad was formed. West Bengal accepted the three tiers Panchayat Raj institution which was established in1978 through an open election.

The number of GPs is 1342 and there is another tier named Gram Shansheth. Before the 73rd amendment, there was already 25 subject's education, child information etc. After the 73rd amendment the proper devolution of 3Fs (funds, functions, functionaries). Apart from the 29 functions, six functions has been assigned by the State Government to the Panchayati Raj institution such as registration of birth and death, disaster management record of forgathers, registering names of missing children, registering battery operators and rickshaws etc.., and scholarship to SC/ST students.



Keynote by Ms. Suparna Ganguly, (West Bengal)

Functionary

- A cadre of Panchayat officials has been constituted. Around 6700 functionaries have been given to Gram Panchayats, around 2700 posts have been created in the Panchayat Samithi and 300 posts in Zilla Parishad for strengthen in accounting, II, engineering and programs monitoring etc. during the last few years.
- Nine departments have developed functionaries at the appropriate tire of PRIs.

a) Animal resource development.
b) Women and child development and social welfare.
c) Micro and small scale enterprises and textiles.
d) Water investigation and development.
e) Mass education extension.
f) Forest department.
g) Food supply department.
h) Health and family planning department.

Funds:

Three Departments have developed under this:

1. Animal resource development.
2. Women and child development and social welfare.
3. Public health engineering have opened Panchayat window in their departmental budget.
    - Support Panchayat window.
    - Funds for development expenditure.
    - Finds for maintenance of assets.
    - Funds for traditional functions.

Institutionalization

- Gram Sansad incorporated by the West Bengal Panchayat (amendment) Act 1992.
- Initiation of MahilaSansad and MahilaSabha.
- Gram Sabha was introduced by West Bengal Panchayat act, 1994.The Gram UnnatanSamithi at the level of Gram Sansad by West Bengal Panchayat (amendment) Act, 2003.
- Block Sansad West Bengal Panchayat Act, 2003 and ZillaSansad West Bengal Panchayat act 2003.
- The district council for Panchayat has been introduced by the West Bengal Panchayat (amendment) Act, 1994.
- At GP level there is an Upa-Samithi.
- TensthayeeSamithi are in ZP and Panchayat Samithi level with subject expert as secretary from each department.

Another pillar is the capacity building going on in West Bengal.

Capacity Building

- For elected representatives and selected representatives.

- Elected women representatives and office bearers. Special care programmed for women office bearers.
- For Sarpanch Pati (gender sensitization)

E-Panchayats

- Introducing GP management system.
- Introducing integrated fund management system.
- Introducing management informant system.

People's participation

- Planning procedure.
- Option in the budget.
- Initiation of Gender Budgeting and implementing schemes.
- Monitoring and Evaluation.
- Social audit.

Observation

- PRIs become people's own institution and this has enhanced the people's participation.
- Capacity development taking place in a continuous process.
- A huge number of women are Panchayat leaders.
- No control of PRIs over the line department functionaries.
- Communication as well as coordination between elected functionaries and line department officials is very poor.
- No information about the fund flow before the plan presentation.
- Fund flow to the Panchayat Raj bodies is insufficient and inconsistent.

Realization

Decentralization in our country seems to be a much misunderstood concept. In the country there still is lack of easiness about accepting the challenges of decentralization and strengthening of PRIs.

Keynote Speaker 2: Dr.M.Geetha, (SIRD, Chhattisgarh)

The rural development today would look at interims of orienting the Panchayat. In the context of SDGS the training institutions are trying to orient the functionaries of the Panchayats to these issues. One of the most important elements of this would be to ensure women participation and leadership in decision making.

Chhattisgarh has 10,976 GPs and the state also have issues of left wing extremism in some of the districts.30% of the population is ST and 12% is SC. In Chhattisgarh they have 54.99% of the total of 1,70,288 lakh elected representatives in PRIs. Chhattisgarh Panchayati Raj Act, 1993 provides representation of 50% of the total number of seats for women.



Keynote by Dr. M. Geetha, (SIRD, Chhattisgarh)

Women in Panchayats (Chhattisgarh):

- Pivotal role of women in GS (planning, approval and social audit).
- Six monitory Gram Sabha in a year (23rdJanuary, 14thApril, 20th August, 2nd of October, June and November) to take important decision. This helps in the capacity building of elected women representatives.
- Regular training of elected representatives.
- Under RGSA scheme EWRs receive training at 21 DPRC and 146 Block Panchayat resource centers.
- Elected representatives are given exposure visit under Hamar Chhattisgarh Yogana.

The methodology which Chhattisgarh follows has been populated as one of the major components of the Swachh Bharth mission today.

- Domestic violence declined due to intervention from EWR in Panchayats.
- Victims also feel free to share their grievances to women representatives.

Barriers for elected women representatives in Panchayat Raj institutions:

- **Dual responsibility**: Feels difficulty in balancing the domestic work and official work.
- **Lack of security**: Women members fail to visit remote areas for attend meetings in faraway places due to the lack security. Lack of information and knowledge about government programmes is also another reason.
- **Communication problems**: Hinders performance as most of the correspondences, rules and regulations are in English.
- **Cast**: EWR from lower caste have difficulty in breaking caste barriers.

Challenges faced by the EWR in Panchayat Raj Institutions:

- Political intervention in the functioning of Panchayat.
- Women acting as proxies for men.
- Lack of political awareness among women in rural areas.
- Low literacy.

Way forward

- Ensuring gender budgeting
- Spreading literacy

Keynote Speaker 3: Ajay Savirakar, (SIRD, Yashada, Maharashtra)

In his speech he gives a brief introduction of Maharashtra. Maharashtra is a very large state and there are 34 ZillaParishads, 28000 Gram Panchayats and 351 Panchayat Samitis. The state had a three tier Panchayat Raj system since 1962. In Maharashtra,the District Panchayat is stronger than the Gram Panchayat. Out of the 29 subjects, the state has already devolved 11 subjects and decided on the eventual transfer of the remaining.The state achieved a top rank twice in development index computed by the Ministry of Panchayati Raj.On 22nd April 1994, the State Government established the State Election Commission for the superintendence and the control of election to the PRI. The state has also constituted elected district planning councils in each district in compliance of the mandatory provisions under 73rdamendment. State Government has so far constituted four State Finance Commissions which is also an obligatory mandate under the 73rd amendment.The Gram Panchayat has the right to levy, collect and recover taxes even invoking coercive measure from the defaulters under the Maharashtra Village Panchayat Act, 1958.

The State Institute of Rural Development (SIRD), Yashada, strengthened for providing timely and quality training to the elected representatives and to the officials of the Panchayat.

- Zilla Parishads have been empowered to manage primary health center in rural areas.
- By enacting Panchayat extinction to schedules area Act 1996. Government has made special provision for those to state in the country having large tribal population as per the provision for article224 (i) and the schedule 5 of the Indian constitution.
- MAHARASHTRA transitive of ownership of minor forest (produce regulation of trade) Act,1997 to treat bamboo as a no timer forest produce so as to bring it under the community control in the PESA area.As a result, PESA villages have got generally strengthen economical. MAHARASHTRA is striving from self-Governance to have self-Government.

Keynote Speaker 4: Mr. Anilkumar Ojha, (Bihar)

Bihar also legislated an Act in 1993 as mandated by the 73rd amendment and this Act replaced the 1947 Act and 1961 Act. 1947 Act was pre-constitution Act and it was only for GP single tire system, and after the Balwant Rai Mehatha committee report, Bihar Panchayat Samithi and Zilla Parishad Act was passed in 1961.

Discussion:

Ruchi Yadhav, Hunger project

There is a huge issue in MAHARASHTRA, regarding the distribution of seats after 2.5 years at the GP level of the president. What impact does it have on women, Dalits and ST is something that needs to be looked into.

It does not affect that much when we implement the scheme or any decision that is taken. There might be some impact for the President; of the Zila Parishad but we have different chairperson for social justice. So change in person does not effect on the implementation of the scheme.

Hall 2: (Sonata)-

Session Coordination:	Ms. Niyati Vijay, KILA

Ms.Vanaja Kumari, Regional Director, KILA, She welcomed Dr. Bishal Rai to chair the session. She invited Mr. Suresh Chhanga, Gujarat, Ms. Layana Thallassery, and Dr. Reva Sharma, JKIMPARD, JAMMU, and finally she welcomed Ms. Sangeetha Malshe, RSCD, Maharashra),

Remarks by the Chairperson:Dr. Bishal Rai, Sikkim

This session was Chaired by Dr. Bishal Rai, Sikkim . He initiated the discussion by PR. Especially Participation in PR and local governance. He mainly explained about the Special Grama Sabha Sikkim. Where the society is highly polarized by caste, religion by multiple lines in a diversified country like us participation in the system of PR is moving forward. This Important work has done by Sikkim.



Remarks by the Chairperson: Dr. Bishal Rai, Sikkim

Speakers:

1. Mr. Suresh Chhanga, Gurarat

He spoke about the state governments effectively enjoying power in the holding of elections to local bodies. The 73rd and 74th amendments take away an option that the state government previously had though it chose not to exercise it. And in politics, as in finance, options have value even if not ultimately exercised. Until the passage of the 73rd and 74th constitutional amendments, the states were the only sub- national units officially recognized by the Indian constitution. And the constitution grants individual states considerable legislative autonomy.



Keynote by Mr. Suresh Chhanga, Gurarat

2. Ms. Layana – Learning Lab for Local Goverence

The basic thread of the presentation was about how Gram Panchayats' being merely compliant to the 73rd CAA or respective State Acts is not enough. With the examples of certain initiatives of SETU Abhiyan and the Learning Lab for Local Governance, I presented the learning's and steps for making Gram Panchayats go beyond mere compliance.



Keynote by Ms. Layana – Learning Lab for Local Goverence

The following points were talked about in course:

1. Based on SETU's initiative of Village Governance Fund (VGF).

   The funds from 14th Finance Commission can be seen as an incentive; and GPDP as an opportunity for poorly performing Gram Panchayats in incorporating decentralized planning.

2. Based on the initiative of the Learning Lab for Local Governance to document Good Governance Practices in Kachchh.

   Considering the socio-cultural and geographical diversity within which Indian villages are embedded in, there is a need for more localized examples of good practices by GPs. These work much better for other GPs in inculcating value-based good governance practices.

3. More spaces should be created for Panchayats to collaborate. For Gram Panchayats to function proactively and be innovative, governance processes should break out of a

mundane existence. Starting from collaborations with other intra-governmental units, to institutions of participation, these can slowly lead to more responsive Panchayats.

3. Dr. Reva Sharma, JKIMPARD,JAMMU

She spoke about the status of PR in Jammu. Panchayati Raj plays an important role at grass-root level in Indian democracy. In Jammu and Kashmir Panchayati Raj was enacted in Act of 1989 before four years of Panchayati Raj Amendment Act of 73rd of Indian union in 1993. Under this Act the first Panchayat election was held after a gap of 12 years in 2001 was not successful due to armed conflict. Recently in 2011 Panchayat election held in J&K was successful compared to last Panchayat Elections. In present study various challenges are discussed before Panchayati Raj in Jammu and Kashmir.



Keynote by Dr. Reva Sharma, JKIMPARD,JAMMU

4. Ms. Sangeetha Malshe, RSCD, Maharastra.

POLITICAL RECOMMENDATIONS:

- At least 33% reservation for women in all national and state policy making bodies on the basis of policy for local self-governance.
- Provide reservation for women for the post of Sarpanch / up-*Sarpanch* of the *Gram Panchayat*'s in all the states.
- The minimum representation requirement for the women in the *Panchayat*'s in all States should be 50%. It was one of the important recommendations of the 81st Constitutional Amendment Act passed by the 14th Lok *Sabha.*
- It should be made obligatory on all political parties to amend their constitutions in order to provide for 33% reservation for women at every level and every wing of party organization.
- Constituencies reserved for women must be determined not by a draw of lots but by a definite sequence in rotation. This will reduce uncertainty and also the arbitrary element and give some breathing space to the parties and the aspirants.
- Reservation of 1/3 seats in various committees of Municipal Corporations, State Legislatures and Parliament must be provided. This will expose women to all the intricacies of legislative affairs.
- A Standing Committee for Women's Development needs to be constituted in the parliament as well as in the State Legislatures wherein 1/3 seats must be reserved for men. This is very essential in order to establish that women's issues are not the concern of women alone
- Reservations need not be eternal phenomena. The policy must be reviewed after 15 years. After 15 years it can be assessed whether any natural processes have evolved during this period, leading to a greater representation of women in those constituencies which were always open like Rajya *Sabha* and Legislative

Councils, as well as in such constituencies which have got de-reserved due to rotation.

- Right of vote proportionately, for elected representative in local self-governance in the election of Member legislative council (where it is applicable).
- State Election Commission & State Finance Commission should be self -reliant in 3f's (Finance, Function & Functionaries).
- Legislative Panchayati Raj Committee need to coordinate with people's platform in 3 tiers of local self-governance. Committee must disseminate their report publically.
- Autonomy of local self-governance need to get converted from policy to practice. Each state must prepare their strategic plan with timeline to obtain optimum autonomy at LSG.
- Each one (Local Representatives) must be train one - Every ER's must get quality and need based training at every stage. Training policy for quality assessment is must.
- Induction policy for all newly elected representatives is an essential part of effective governance. (Ref: Local Self Government of Western Australia).
- Support Women's Charter of Demands – 1996 specifies the following :
    a) an end to criminalization of politics and politicization of crime
    b) public declaration of assets of candidates
    c) right to recall elected members
    d) right to information
    e) public hearings on projects and policies that affect people to involve them in planning
    f) the nexus between the liquor lobby and politics should be cut

ADMINISTRATIVE RECOMMENDATIONS:

- Ensure that due consideration is given by authorities at all levels to the proposals of the *Gram Sabha*, particularly those relating to issues of women and children
- Ensure adequate number of women *Panchayat* secretaries and entrust not more than two *Gram Panchayat*'s to one *Panchayat* secretary/village development officer
- Ensure that preference is given by *GramPanchayat*'s to women's self-help groups in awarding contracts for village level construction work
- Implement the Women Component of the Five Year Plan through *Panchayat*'s
- Ensure that the Government provides 33% funds for women's empowerment at the national, state and at local self-governance, along with concrete guidelines.
- Elected women representatives must be provided with an adequate EWR fund to enable them to perform efficiently.
- Women's participation in decision making need to be facilitated statutorily, at the level of
    a) *Gram Sabha*
    b) Village sub-committees
    c) Financial Decentralization and control over natural resources
    d) PRI administrative procedures & governance need to be in local languages.

LEGAL RECOMMENDATIONS:

- "Women's *Sabha*" before every *Gram Sabha* need to be evolved statutorily as a national policy; which will support the process of women in governance.

- Ensure that every state Government opens a toll free helpline for elected women at the state and district levels to attend to emergent needs (adverse or otherwise) in terms of police assistance, information dissemination, legal assistance, counseling, etc. with a view to strengthen women's participation in governance
- Provide for EWR's protection law to deal with those committing violence against women candidates during and after elections
- Scrap the two child norm as applicable at present in respect of the representatives of *Panchayat*'s, which is against the reproductively rights and it will encourage girl-killing.
- Provide right to land and housing in joint names of spouses and even for single, deserted, Dalit, tribal, Devadasi, widowed and battered women and for those rendered homeless in caste/communal riots and due to displacement
- The motion of no confidence cannot be moved against him/her without 3/4th majority.
- Flag hosting by all elected women heads at all levels need to be a national policy; which will strengthen the "sense of freedom" for the women also.
- *Sarpanch*, woman or man, especially belonging to the deprived caste/class (from BPL category) must get travel concession for their mobility and as incentive for performance
- Finance guidelines need to be very effective, transparent& accountable to PRI's by which they can govern their PRI.
- A cell at the district level, preferably in the Collector's office must be set up, where the women and Dalit *Sarpanch*s can approach if they face any functional difficulty.



Ms. Sangeetha Malshe, RSCD, Maharastra.

SUPPORTIVE RECOMMENDATIONS:

- Establish HLP – (Horizontal Learning) Platform for mutual support & hand-holding which is a real need at block level.
- Introduce regular gender sensitive reorientation programs for MPs, MLAs and bureaucrats about the funds, functions and functionaries of the *Panchayat*'s
- Provide literacy training under special crash programs for illiterate women *Panchayat* members
- Facilitate internship programs for *Panchayat* women representatives inside and outside the country

- Give awards for outstanding performance by women representatives at all levels of the *Panchayat*'s in the country
- Political Education and Training must be imparted to the women representatives of the backward castes/classes and other marginalized sections of the rural society and elected representatives of the *Gram Panchayat*'s and other motivated and potential leaders from the *Gram Sabha* on their rights and roles in the account both the knowledge and significance of the political processes as well as the political dynamics. This must be mandatory in a sustained and focused manner.
- Every policy needs clear-cut implementation guidelines, mass awareness strategies, punishment mechanisms and review procedures to minimize wide policy practice gaps within the context of India.
- Need of orientation policy in all three tier local representation.

Hall 3: (Harmony)-

Session Coordination:	Mr. Sandeep, KILA

Mr. Prathap Singh A.S (KILA), introduced the session and he spoke about our 25 years of experience of Panchayati Raj System, also said that we have - up and downs regarding the experiences, actually downs may be accidental. We had a variety of experiences in the Panchayati Raj system throughout of the country. When we talk about decentralization we always use 3 F's that is Fund, Functions, and Functionaries. The performance of this 3 F's varies in each States. In several cases the concept of decentralization has been adapted in different ways over the past 25 years. The main objective of this session is the Reflection of past 25 years in Panchayati Raj system. This session is intended to "Learning from the experience of others'. So he cordially welcomed Dr. B. P Shyam Roy IAS, (Rtd, Former Member of Thar State on Finance Commission and Expert in Decentralized Planning), to chair the session. He also welcomed Dr. Mahi Pal, (Rtd, IES Officer, Independent Consultant in Decentralized planning, New Delhi), Mr. Ramit Basu, (State Consultant, Department of PR, Govt. of Bihar), Mr. Amba Jamir (Executive Director SDFN and Development Advisor, with specific experiences).



Welcome speech by Mr. Prathap Singh A.S (KILA)

Remarks by the Chairperson: Dr. B. P Shyam Roy IAS, (Rtd, FormerMember of Thar State on Finance Commission and Expert in Decentralized Planning),

25 years ago, the shipping of organizational architecture and apparitional destiny of local self-government, the 73rd amendment of the constitution was enacted and under article 243G devolution based functional identity of the Panchayats. Article 243 provided clearly devolution of powers and responsibilities at the appropriate level. That means devolution of the Gram Panchayat, devolution for the Panchayat Samiti separately devolution of the Zilla Parishad separately. It is not devolution of the Panchayat as such but the devolution for each tier of Panchayat, that is the essence of the article 243G and accordingly 11th schedule of the constitution came into being. There are list of 29 items. Therefore the question arose, how to devolve these 29 items. There are 7 schedules in a list; the state list and the concurrent list. Constitution defines every tier of Panchayat as unit of local self-government. No local self-government can be subordinated to another local self-government. This is also fundamental.



Remarks by the Chairperson: Dr. B. P Shyam Roy IAS, (Rtd, Former Member of Thar State on Finance Commission and Expert in Decentralized Planning),

Keynote Speaker 1:Dr. Mahi Pal, (Rtd, IES Officer, Independent Consultant in Decentralized Planning, New Delhi),

In UP devolution index is nearly 36%. Even the Nyaya Panchayat has been in practice in 1972, but they have not been functioning. The affidavit given by the state government in the high court is that, since the NyayaPanchayat is not mentioning the 11th schedule or the 73rd amendment.There are only 7 states where the devolution index is more than 50%. The rest are very below, not even a 50%. Three things have emerged. One is negativity. Second is lack of sense of ownership of the community and third is ego. The three things are emerging across the villages and that has creating a problem at local level to empower the community, to empower the village as a whole.

Lastly, three things;

- First is in place of training and capacity building, there must be focus on capacity development, capacity development includes the support mechanism.
- Second is training should be action oriented.
- Third is, it focuses on the social capital formation and a spiritual capital formation.



Keynote by Dr. Mahi Pal, (Rtd, IES Officer, Independent Consultant in Decentralized Planning, New Delhi),

Keynote Speaker 2:Mr. Ramit Basu, (State Consultant, Department of PR, Govt. of Bihar)

Mr. Ramit Basu Spoke about Bihar was the first state probably to bring 50% reservation for women. There are certain areas, where we need to have a sort of look at biharin different way, there has been affect by the government, by the judiciary in upholding the spirit of decentralization which is very important.

KEY FEATURES OF PANCHAYATI RAJ IN BIHAR

There are 38 Zilla Parishad around 8300 plus Grama Panchayats, about 1, 14,000 gram Panchayat members, there is more than 50 vacancy of Grama Panchayat secretaries in Bihar

- Status of devolution

There are around 44 departments in the state including revenue and agriculture. There are no financial devolutions. The Bihar Panchayati Raj Adhiniyam-2006. They had dealt into various issues. Conduct of elections, functions of DPCs, Gram kacheri, conduct of Gram Sabha. He believes that this is the beginning of empowerment of Panchayati raj in Bihar. He also spoke about the following points:

- Key status related to PRIs.
- Status of Devolution
- Key Legislations and Amendments
- The Jurisprudence
- Implementations of UFC & SFC mandate
- District planning in Bihar
- Gram kachari
- Success stories
- The way head
- UNICEF's Contributions



Keynote by Mr. Ramit Basu, (State Consultant, Department of PR, Govt. of Bihar)

Keynote Speaker 3: Mr. Amba Jamir, (Executive Director SDFN and Development Advisor, with specific experiences, Nagaland)

Nagaland is one of the states that have not adopted the Panchayati Raj. Nagaland rather than devolution, works towards enforcing institutional sovereignty of what existed. This started almost 40 years ago. In terms of governance, one act is called the village and area consensus act. He explained the following things

- The village development board act which came in 1980. In 2002 came the Nagaland state institution and commoditization act which receive a global award from the UNDP, New York, from the way in which a State Government capitalizes upon Governance.
- The Nagaland village act tire to bring together an essence of the institution that existed.

- The village institution has representation each of the state and they Government village. They will give the village for affiant one generalization which in the term is 30 year but during this period of 30 years different people are born in different years, the ministry keeps charging.
- The village council was basically to look into administration justice and overall Governance of the state and its resource in the village level.
- The village council has 25% reservation not only in terms of membership but also in terms of use of funds for women, das 20% reservation for youths in terms of membership in the body as well as the usage of funds for the youth development within community.
- The community on their own based on what they wanted, with their own ideas and also depending on a few of the existing Government scheme took, advantage of the situation.
- The village constitutions are functioning as non-financial banking institution giving loans.



Keynote by Mr. Amba Jamir, (Executive Director SDFN and Development Advisor, with specific experiences, Nagaland)

Dr. B.P. Syam Roy concluded the section after making some simple observation. He feels that there is a necessity of having common devolution items on each of the status of India. There should be minimum common so that every state in India should be at liberty to increase their particular devaluation function based on the ground realities.There should be minimum devolution function for the GP, for the Panchayat Samithi and for the Zilla Parishad in our country. He thanked Dr. Mahi Pal, Mr. Ramit Basu and Mr. Amba Jamir for educating them on what is happening in the real world. He also thanked the participants, those who were present these for their attention and for silently sharing their own experience.

INNOVATIONS FROM KERALA

Parallel Session (Symphony hall)

Mr.V.S Biju, Convener, (State Resources Group and District planning officer, Trivandrum). He spoke about the people's plan campaign in Kerala is an innovation in the field of governance or development innovation. The State Government not only transferred fund, functions and functionaries to the local self –Government but also they have framed a scientific way for devolution of funds to the Local Self-Government. Being an inclusive program the mission is implemented for the welfare of the vulnerable section of the society. Another initiative is the child participation in governance. And he welcomed Prof. G. Palanithurai, Gandhigram Rural University. And also welcomed Dr. T.N.Seema, executive chairperson, Haritha Kerala Mission, Dr. J. B. Rajan, Faculty, KILA and Dr. K. P. N. Amrutha Faculty, KILA. The session was chaired by Prof. G. Palanithurai, Gandhigram Rural University

Remarks by the Chairperson: Prof. G. Palanithurai, (Gandhigram Rural University)

The session was chaired by Prof. G. Palanithurai, (Gandhigram Rural University)

Keynote Speaker 1: Dr. T.N. Seema, (Executive chairperson, Haritha Kerala Mission)

Dr. T. N Seema was the first to present a PowerPoint on NAVAKERALA ACTION PROGRAMMES: INTEGRATING STATE MISSIONS INTO PANCHAYATH PROCESSES. She explained what Nava Kerala action plan is. She exposed various drawbacks of Kerala model proposed in 1957. For filling the lacuna she delivered the significance of 4 missions in 6 project sectors. The four missions were Haritha keralam, Life, Education rejuvenation mission and Aardram. Need for each mission and its envisages in various sectors were well addressed by Dr. T. N Seema. In

the presentation, the need for integration and coordination of this mission with local self-governance was explained and it was understood that the integration of mission will strengthen decentralization and the need for consolidated single plan at local government and pooling of resources by concerned departments and LSG s were explained.

The Kerala model

Kerala has put forward a model for the development capable of raising the living standard of populations from the time of first elected ministry in 1957. Kerala is known for its achievement in social sector indicators which rank first among the Indian states. There are many drawbacks in the development process. There are many sections who remain largely excluded from the development process. There are second generation problems to be addressed. Over the years, Government has been implementing various development programs to overcome these challenges.

To overcome these challenges, there are four missions.

- **Haritha Keralam.**
  Haritha Keralam is the first mission that seeks to create an environment friendly state focusing on three sectors – waste management, promotion of farming and water conservation.
- The second mission is LIFE. The dream of every landless and homeless family is to have a safe and secure roof over their head, and this will be realized through the LIFE mission, which will also ensure livelihood, inclusion and financial empowerment for all homeless in the state.
- The third mission is education rejuvenation mission. This mission will take the state forward from the universalization of education to quality improvement of government and aided schools through modernization of education, with smart class rooms, digital libraries, IT enabled learning and contemporary syllabus.
- The fourth mission is ARDRAM, which is related to health. It focuses on people friendly health delivery system by improving facilities in Government Health Care Institutions. Converting PHCs into family health centers and equipping district hospitals with modern facilities.

The Haritha Keralam Mission envisages:

- Pollution- free water sources
- Revival of clogged ponds, rivers and other water sources
- Water conservation with the help of people
- Eco friendly and sustainable waste management
- Enhancing organic farming

Haritha Keralam mission has regained the past glory of Kerala in cleanliness, water availability and safe-to-eat agricultural produces and has converted the threat of climate change.

Haritha Keralam mission works in 3 sub-missions:

- Sanitation and waste management
- Water conservation
- Agricultural expansion

LIFE- Livelihood Inclusion and Financial Empowerment

There are Comprehensive housing scheme for all the landless and homeless in the state. The target of the mission is to provide safe housing to nearly 4.30 lakhs of homeless in the state within a period of five years. The mission is not just confined to providing housing alone but also financial empowerment, ensuring livelihood means. Social security schemes and skill training for adults is to be initiated among the beneficiaries. The project will be coordinated between the departments of local self-government and social justice.



Keynote by Dr. T.N. Seema, (Executive chairperson, Haritha Kerala Mission)

ARDRAM MISSION

The objectives of mission are:

- Transforms PHCs into FHCs
- Avail the best services of the best doctors and para medical staff
- Reform out-patient management procedures with state-of-the-art facilities
- Facilities with hygienic and spacious wards, rooms, beds and toilets
- Prevention of and care for life style disease.

Education rejuvenation mission

Through this, government proposes comprehensive education reformation including developing 1000 government schools into international standards during the first phase.

- The idea is not to improve the infrastructure facility but to reform the teaching and the learning process to the present day needs. It enables learning and providing smart class rooms.
- There will be focus on creating educational programs useful for differently abled students.
- The most important role of missions is ensuring integration and convergence in the local level.
- Kerala have 20 years of experience since decentralization. There is a problem of lack of proper integration and lack of proper convergence.

Keynote Speaker 2:Dr. J. B. Rajan, Faculty, KILA - Total Quality Management and ISO certification of Panchayats.

Dr. J. B. Rajan presented a PowerPoint on TOTAL QUALITY MANAGEMENT AND ISO CERTIFICATION OF PANCHAYATS. He shared the history that lead to the implementation of TQM in Panchayath. A certificate course for elected representatives was done at KILA in 2006. Mr. Hashim a member implemented what he learned in his Panchayath Cheruvannur-Nallalam in Kozhikode and it was awarded first People friendly Panchayath ISO 9001: 2008 to acquire ISO Certification through TQM. This incident led to a trend setter for TQM. A module for TQM was made and up scaled by KILA. He showcased the need for TQM in Panchayath for policy direction and budget assurance. He also necessitates the need for handholding support from government and KILA to provide consultancy services. He presented theory -practice-policy method and the need for training for capacity building and it should be outcome oriented. The advantages of implementing TQM are improving the capacity building of Panchayats in their working management, infrastructure and delivery of services to people. Through capacity building citizen's needs are guaranteed.



Keynote by Dr. J. B. Rajan, Faculty, KILA - Total Quality Management and ISO certification of Panchayats.

Total quality management and ISO certification of Panchayats. Trentsetter for TQM.

- Information of Quality Circle (QC).
- Office Renovation/Realignment.
- Modification of infrastructure facilities.
- Set up record management.
- Opened service counter.
- Official identity established.
- Citizen's charter-democratically prepared.
- Display of functional map.

- Office attendance made public.
- File movement register opened.
- Conducted continuous training.
- Recognition and appraisal of staffs.
- Effort for continuous improvement.
- Redressed mechanism in place.

Keynote Speaker 3: Dr. K.P.N. Amrutha, Faculty, KILA – Child Friendly Local Governance

Dr. K.P.N Amrutha presented a PowerPoint on CHILD FRIENDLY LOCAL GOVERNANCE. The role of CFLG was well documented. The development of children can not only be aided through institutions but also through LSGs. Governance approach for child centric local planning was explained. CFLG focus on right based survival, development, protection and participation were presented. Methods for improving panchayath to arise as a child friendly were also proposed in her presentation. Steps for motivating Gram Panchayats to implement CFLG were proposed through various steps by strengthening institutions and services for children and standardization of public spaces for children. CFLG Intervention in various processes where well documented. The methodology adopted for implementing CFLG was explained. Initially a pilot study was carried out in 5 village Panchayats and one municipality. Later it was expanded to 154 LSGs.



Keynote by Dr. K.P.N. Amrutha, Faculty, KILA – Child Friendly Local Governance

Some approaches developed by KILA:

- Main approach is that, it is child centric local planning.
- There is shift in the approach, that is, life cycle approach.
- The child is to be protected till the 6th age.
- The most prominent idea was, it is right based. Right to survival, Right to development, Right to protection and Right to participation.
- The methodology of UNCRC was followed by UNICEF.
- Strengthening the institution for children.
- Strengthening the service of children for example health, education, scholarship etc.

- Strengthening of (public) space for children and using it for playground, park, library, school based clubs etc.
- Strengthening the system for children like Gram Sabha, working groups, Jagrata samithi etc.
- Local protocol, Acts, Guidelines.
- Strengthening of data based on children.

Scope of CFLG

Improving:

- Infrastructure
- Services
- Governance
- Participation of management
- Ownershiɒ

CFLG focus (scope)

1. Survival: dominants
    - Declining child ratio
    - immunization
2. Development : domains
    - Compulsory education to all children
    - Healthily school
3. Potation: domains
    - Safe school zone
    - Prevention of child abuse
4. Participation : domains
    - Adolescent clubs
    - Bala Sabha

There are 14 states in Kerala, and in each districts there are 11 CFLG Panchayats.

Thrissur is going to be a child friendly district Panchayat. The first child friendly Gram Panchayat is Venganoor from TVM district.

Comment by Chairperson: Prof. G. Palanithurai, (Gandhigram Rural University)

After the presentation, Sri Palanithurai pointed out the major issues faced by local bodies and state government due to the negative impact of globalization. He made it clear that more and more schemes were being implemented without any fruitful outcome. Schemes implemented are not solving the actual problems. He also made a point that in Indian system integrity and synergy won't work together which reflected lack of integration. He also added that all through these years we were training people to be the beneficiaries which makes easy for bureaucrats to rule the poor. He suggested that local government is very near to people and that it can simplify administration and integrate all line departments and functionaries.



Comment by Chairperson: Prof. G. Palanithurai, (Gandhigram Rural University)

Today India is facing the negative impact of globalization.

- Unless the local bodies and state government are taking earnest efforts to put up an alternative development model.
- India's governance is highly complicated. We cannot find a people's constitution. We have not taken the constitution to the people.
- We have been training people to be the beneficiaries not as active citizens of this country, but to take part in the process of governance.

The session was concluded by Dr Oommen John. He reinforced the need to address those issues in Kerala and to bring out the simplified governance which can address the problem of second generation. He also delivered vote of thanks at the end of the session. Dr.Oommen John, Faculty, KILA gave the Vote of thanks. He thanked Dr. Seema, Dr. J.B. Rajan, and Dr. K. P. N. Amrutha for giving their impressions, on innovations in Kerala. We are in the 2nd phase of the decentralization and what we are trying to do through the decentralized planning is addressing the 2nd Generation issues in terms of health, education, in terms of infrastructure.

PLANNING FOR FUTURE (GROUPS)

Parallel Session 1: Networking and Knowledge Management

Coordinator: Ms. Sherine Chacko, Faculty, KILA

The group discussion was led by Mr. Sugata Roy from the UNICEF. He started the deliberations by saying that Kerala was indeed the best place to start such talks on considering the immense number of development initiatives being undertaken here. However, the concern is that the information pertaining to most of these are not available. Kerala thus, needs to be a knowledge hub for transmitting resources to all other states. It should be a repository of good practices others states could draw inspiration from. It was agreed that the concept of *"one size fits all"* cannot be made applicable with regard to development activities because each innovation needs a supportive administrative and technical system. Each project is unique but what is important is the process behind it,

and this should be documented. Good documentation is the need of the hour. It is not just the success stories that should be recorded. The failed cases should be also given equal importance since each of these has a lesson embedded within.

It was pointed out by a group member that in the spirit of the planning process of Kerala, information is indeed passed out to the general public. The Development Seminars and Gram Sabha's are perfect venues for this. The working groups are a case in point where technical experts are invited for giving in their views as representatives out of the government machinery.

It was discussed on as to how the information regarding good innovations can be shared amongst the states. It was suggested that there could be an online portal where all such information could be accessed by all states. Another way was establishing regional center for knowledge management which could take the responsibility of dissemination information from a zonal level. A case study from Kalady Gp was shared with the group wherein the practice of establishing LED screens on important junctions of the GP for passing important news amongst the residents was done. The Operation and Maintenance was done by charging for advertisements being shown between these news flashes. This way everyone living in the vicinity of the GP is well informed about the major events and even accidents there. Another line of discussion was on how the Block Panchayath had the potential to be a hub for availability of information of good practices. A particular practice when successful in one place is a ***Good Practice*** but when it is successfully implemented in other places as well it becomes a ***Best Practice***. Best Practices are what we need to achieve and that can be made possible only by partaking of information regarding the good work being done across the country. Social media needs to be fully utilized for knowledge management considering its popularity amongst all age groups.

The Representatives from SIKKIM SIRD&PR shared the innovative practice that they have been following in their state and that was by making use of WATSAAP. All data regarding the inhabitants have been collected at GP level. Messages regarding information are sent to their phones and also help lines operate online through these social media platforms. Considering the problem of connectivity in SIKKIM, A Radio

program has been started by SIRD&PR, SIKKIM. It is held every Saturday at 6pm and through this the people get information about their GP and its activities. Both initiatives are highly appreciable and worth being replicated in other states.



Group of Delibrations

The final word on the discussion was that Academic institutions should be partnered with in order to get such documents. The University Grants Commission insists on Community Based Research and it is this possibility that should be tapped on and thus a lot of information will be made available to institutions like SIRD's and this in turn can be shared with other states.

Parallel Session 2: GPDP which way to go-

Coordinator: Dr. S. Vinod, Faculty, KILA

Session moderated by Dr. C P Vinod, chairman LGS, Kerala. Discussion led by Smt. Sriparna Ganguly. After the effective discussion group members highlighted certain points

- Prepared comprehensive module for preparing GPDP Training.
- Simplifying the methodology of GPDP and more attractive to ground level people.
- Create technical Supporting Team.
- Rework the strategies of GPDP and strengthen the Local level Institutions.
- Strengthen the Grama Sabha
- Capacities to Elected Representatives and provide skill development program to officials
- Strengthening the standing committees of LSGIs
- More attention to convergence (state/ central/ department funds) for approving common Action Plan.
- Conduct Focus Group Discussion and PRIs before the plan.
- Release of funds on proper time.
- Timely monitoring at top to bottom level in all activities.
- This is no proper institutional mechanism at ground level.
- It should not be treated as a 14th finance commission proposal.
- It should be seen in the broader sense.
- Following activities on all these things
- It must be a holistic approach

These are the major suggestion points from the group discussion.



Group work Deliberations

Parallel Session 3: Integrating SDGs with GPDP

Coordinator: Ms. Niyati, Research Associate, KILA

After the welcome address by Ms Niyathi Vijay from KILA, Prof. T P Kunhikannan (Kerala Sasthra Sahithya Parishad) took charge of the moderator. He explained about the major Sustainable development goals like End Hunger, End Poverty and Right to Education along with its transition from MDGs (Millennium Development Goals). The discussion was initiated by Dr. Yogeshkumar from Samarthan with a PowerPoint presentation on the major Sustainable Development Goals and its relevance to India. He also mentioned about the necessity in making a vision for each goals and it should be developed by Panchayath. The audience from different states communicate their queries on SDGs and its implementation strategies.

Integration of GPDP & SDGs initiated by Prof. T P Kunhikannan (Kerala Sasthra Sahithya Parishad)

- All of us know GPDP is started in 2015. And KILA has conducted workshops and all the bases of that many of the states in India had on the way to preparing the Grama Panchayath development plan.
- SDG is basically initiated with the UN as the Millennium development goals (MDGS) and later it has been changed into SDGs and the two types of initiatives one place at the very local level and the other at an international level. But they are engaged with activities of the local level development plan.
- We have mainly focused to divide the SDG objectives in to Panchayat wise, make suggestion how to strengthen the activities of SDG at Panchayat level.



Group work Deliberations

Parallel Session 4: Challenges in Developing Capacities

Coordinator: Ms.Sameera, Faculty, KILA

The parallel session CHALLENGES IN DEVELOPING CAPACITIES was moderated by Mr. Dileep Kumar Pal and coordinated by Ms. Sameera, faculty, KILA. The participants of the session were Madhusudan Sarma, CVTS, Jaipur, Kailash Narayan Meena, Jaipur, R.Elango, TN, Hemalatha, assistant secretary, A Sanmugha Sundaran IAS , TN, Tulsi Devi, SIRD, HP, Mohanan, Sangeetha Maheswari ,RSCD, Maharashtra, Ajay Savrikar, SIRD, Maharashtra, Rajika Seth,CPR, Virendar. H .P, Rajasthan and Bhaskaran.



Group work Deliberations

The moderator initiated the discussion by pointing out 2 aspects of capacity building i.e. institutional development and GPDP. They proposed a three day compulsory training for elected representatives with regard to capacity building. There aroused a comment that one should keep in mind whose capacities and what capacities

should be developed. He pointed out that people carry out process of decentralization in order to help people. A set of facilitators should be molded from both local and elected representatives. These people manage the affairs of LSG. Technical people in the department help in the implementation of various projects. So two sets of skills; technical and managerial skills should be developed to necessitate capacity building.

The moderator added to the above comment the significance of skills, knowledge, overall awareness and behavioral aspects along with the above said skills for capacity development. There came a suggestion that Gram Sabhas should be informed and need to be educated regarding their power entrusted in them. In Gram Sabhas every matter should discussed and need for Mahila Sabhas was pointed out and it should be amended and shared the experience from the representing state. It was suggested that institutions should fix the competency mapping and define specific goals and accordingly capacity building methods vary.

Two problems were raised in terms of developing capacities. One is mainly due to homogenizing situations. Each Grama Panchayath and district Panchayath are unique in their needs, so same type of capacity building is not needed. Consider each unit as a separate entity. The second issue mentioned was the core issue of power.

Exposure visit to members of Grama Panchayath outside their constituency will bring an insight to them regarding what can be done in their area of work. Lack of willingness of Grama Panchayath, lack of political willingness to improve the capacity building of PRIs was overviewed. Legal provision for capacity building was also suggested.

A delegate pointed out the need for induction policy for women representatives i.e. they should be trained in the respective area before start working. Regarding the training institute, points came out were to conduct periodic assessments to identify what went wrong, whether training is needed, quality of training provided and capacity of training institutes should be considered.

A suggestion on identifying the actual purpose of training and what the training is providing i.e. whether it is fulfilling the needs of the trainers. He showcased what training is actually contributing; instead of enlightening, training is providing a sense of fear. Excellent leaders among representatives should be trained to be a good trainer. A good practitioner can be a good trainer. Elected representatives have duties and responsibilities, should have adequate knowledge, set of skills to manage, behavioral aspects training to all and gender planning.

One delegate opined that the problems should be analyzed and should come out with new strategy. It was proposed that heterogeneous training should be conducted covering representations from all departments at local and district level. Quality wise pool of trainers is needed and module for training should be developed accordingly with type of trainers. Challenge as an administrator, challenge for the trainers should be addressed and willingness to be trained as per the need is also significant.

SIRD Director from Maharashtra shared their experience in capacity building. In their institution modules are prepared together; participation of Grama Panchayath occurred and is learned for the institutional development. Suggestions have been made in the use of mass media and virtual class for training programme.

Session was concluded by Mr. Dileep Kumar Pal pointing out the need for institutional development through adequate infrastructure, quality trainers, and trainer development programme, appropriate learning materials, appropriate training and communication. Methodology for developing capacities was channelized for institutional strengthening and for GPDP. Mobile training for mentoring elected representatives and handholding support at Grama Panchayath levels were recommended. Fund provided by MoPR is more than enough and should be used judiciously. Outcome based approach and strategic planning and peer learning was also suggested.

Parallel Session 5: Participation, Inclusion and Social Justice

Coordinator: Mr. Rejesh, Faculty, KILA

This session was moderated by Ms. Ruchi Yadav (Hunger Project).She initiated the discussion by posing three questions on PR.

1. Participation in PR and local governance is enough what about the decision making capacity of elected women representatives in delivering their duties in the system?

2. Presently digitalizing the entire sphere/institution in the form of providing digitalizing schemes uploaded, the record system, digitalizing the certificates etc.

Is this consciously creating a digital divide in the system, if so what is your views, opinion and experiences? And the third and final questions I would like to pose is in GP we are conducting social audit even we are talking about all the basic facilities in the PR system in the digital space, whether we are still lagging behind in providing the primary facilities in the system for its smooth functioning?

Where the society is highly polarized by caste, religion by multiple lines in a diversified country like us how the Inclusion, social justice and participation in the system of PR is moving forward.



Group work Deliberations

Reponses from the Delegates

- One of the opinions from the delegate is that all the elected representatives have to equip with the use of new software, skills in this era. For enhancing this various types of training needs to be given to elected representatives. This will finally empower our elected representatives.
- Other delegates expressed that social justice will be our goal and inclusion and participation are the process in attaining the highest participation rate in the PR system by elected women representatives.
- Even with highest women participation in local bodies the discrimination and political apathy still prevails in the society.

Valedictory Session - Way Ahead

Keynote Speaker 1: Mr. Kutty Ahmed Kutty, (Former Minister for Local Self-Governments, Kerala)

After the 73rd and 74th amendment nothing has been done in the process of decentralization. These amendments are envisaged and aimed at the formation of a third stratum of Government for the formation and implementation of plans and schemes at the local level. So there is a need of amendment in the constitution. Although the constitution defines the local self- Government, their power and responsibilities are not clearly spelt out. However, Kerala is the only one state where since effort were made in the direction of devolution of power to carry forward the process of decentralization in its totally. He concluded his speech by saying that further amendment from the center is required in the constitution for the better and effective implementation of decentralization in future.



Keynote by Mr. Kutty Ahmed Kutty, (Former Minister for Local Self-Governments, Kerala)

Keynote Speaker 2: Mr. S. M. Vijayanad, (Former Secretary, Ministry of Panchayati Raj and Former Chief Secretary, Kerala)

PR has to be designed for each state whichever is appropriate to them. Some of the focus should be on:

- Costless development is required for further course of action and seeking the support of people together in the society. Centrally sponsored schemes gives space for the local government formally.
- Technical support is required for developing capacity building. A large number of State Finance Commission do not know how to go about their work. They largely search for technical support. Government of India can give high quality technical support.

- Spatial planning in rural areas is also an important section that needs to be talked about.
- Strategy for expanding Pachayati Raj would be nurturing beacons and an urban spoke model which is followed very successfully in the national rural livelihood mission.
- Cluster facilitation scheme for a cluster of Panchayats and pay for it.
- The concept of National Resource Organization (NRO) is needed for resources, planning, training is required for sharing each other.



Keynote by Mr. S. M. Vijayanad, (Former Secretary, Ministry of Panchayati Raj and Former Chief Secretary, Kerala)

I have a suggestion like NIRD-PR, all SIRD need to change into SIRD-PR. This will help to develop a platform for experience sharing. NGO capacity need to be utilized were a capacity building of NGO is required for develop future course of action. Real

multifaceted lobbing is required at various levels for requesting money from 15th finance commission. If Government of India pushes through a committee of ministers which has a mandatory Government in power, then, within one year a functional Panchayati Raj is possible in India.

Keynote Speaker 3:Dr. George Mathew, (Institute of Social Sciences)

Once Nelson Mandela said that remember to celebrate millstones as you are prepare the road ahead. This is such an event for celebrating the event of 25 years of PR in India. If looking into the situation of all our history before and after 25 years there is no culture of Local Government in our country to develop a culture of local government there is a need to change the mindset of forces which are working against the strength of local government culture. For this Political leaders and parties need to be convinced and the various stake holder's attitude need to be changed for making an effective LSG. He suggested the need for a national campaign to strengthen Panchayati Raj. The villages of India should be taught slogan "our Panchayat, our future". This message can be spread throughout the nation.



Keynote by Dr. George Mathew, (Institute of Social Sciences)

Keynote Speaker 4: Dr. K. N. Harilal, (Member, Kerala State Planning Board)

In his speech he focused on the concerns and challenges in the Panchayati raj system in India. Some of the concerns are reducing the fiscal space to the state and national government, every collectivity is losing freedom, increasing inequality all over the world, but the private and multinationals crowding out the state government and on the whole the speculative capital enjoy the freedom. On this broad canvas we have to look into this event on 25th years of Panchayati Raj in India which will be helpful in preparing ourselves for the future course of action.



Keynote by Dr. K. N. Harilal, (Member, Kerala State Planning Board)

Keynote Speaker 5: Mr. Mani Shankar Aiyer, (Former Minister of Panchayati Raj)

The present Central Government has no understanding of the issues that are evolved with the Panchayati Raj. With regarded to protecting grassroots the true spirit of

Panchayati Raj, the first recommendation needs to be contextualized. A very tentative and alternative drafting that put before the audience was, acting on the recommendation of the 2013 expert committee would give a purpose of context. Second point is strengthening the Gram Sabha as the platform of direct democracy. Holding the elected representatives responsible and accountable is the main function of the Gram Sabha. And seeing the extent to which the recommendation made by the Gram Sabha actually picked up by the executives includes the Ward Sabhas. If the constitution gives recognition only to Gram Sabha, then the State legislation can give recognition to the Ward Sabhas and explain the mechanics of this and move this forward. The main agenda is to launch the silver jubilee movement on the basis of the following principles or to attain the following objectives.



Keynote by Mr. Mani Shankar Aiyer, (Former Minister of Panchayati Raj)

Focus on strengthening the ministry of Panchayati Raj. Progressively ensuring augmentation where by the finances is steadily increased and they should be increased at a higher level than the previous levels so that there is a higher augmentation of real resource in the hands of the ministry. The task of the Panchayati Raj institutions goes

well beyond what is allotted to the rural development ministry. Covering all the subjects' needs to reflect and makes modification. These should be a single ministry for the implementation of the two amendments. District, local governance should be cover both rural and urban development areas. Finance ministry should be directed to send the funds to the treasury accounts or bank accounts of the Panchayats. On the whole the modification and suggestions for improving this draft is essential were the active participation is required from the participants may required.

A very tentative and alternative drafting that he put before the audience was, acting on the recommendation of the 2013 expert committee on protecting and promoting grassroots democracy and development in the true spirit of Panchayati Raj that would give a purpose of context.

- Strengthening the Gram Sabha as the platform of direct democracy.
- Holding the elected representatives responsible and accountable is the main function of the Gram Sabha. And seeing the extent to which the recommendation made by the Gram Sabha actually picked up by the executives includes the Ward Sabhas.
- If the constitution gives recognition only to Gram Sabha, then the State legislation can give recognition to the Ward Sabhas.

The silver jubilee movement is going to be launched on the basis of the following principles or to attain the following objectives.

Strengthening the Ministry of Panchayati Raj

- There should be amendment where by the finances are steadily increased and they should be increased at a higher level than the previous levels so that there is a higher augmentation of real resource in the hands of the Ministry.
- The task of the Panchayati Raj institutions goes well beyond what is allotted to the rural development ministry.

These should be a single ministry for the implementation of the two amendments. District, local governance should be cover both rural development areas.

Silver Jubilee Declaration on Panchayati Raj
Thiruvananthapuram
25th April 2018

We, the community on local governance, on the event on Silver Jubilee of Panchayat Raj met at the 'National Conference on 25 Years of Panchayati Raj' organized by KILA on 24-25 April 2018 at Thiruvananthapuram hereby ***committed to stand for***:

i. Protecting and promoting grassroots democracy and development in the true spirit of Panchayat Raj, resisting all actions that weaken Panchayati Raj at all levels.

ii. Strengthening Gram Sabha/Ward Sabha, the platform of direct democracy, by holding Elected Representatives and officials responsible and accountable to Gram Sabha/Ward Sabha.

iii. Making Gram Panchayats the first tier of participatory governance.

We strive to ensure the:

1. Strengthening of Ministry of Panchayati Raj (MoPR) by progressively providing increased resource allocation and integrating Ministry of Rural Development with Panchayati Raj at the Central and State Levels

2. Proper and timely constitution and decision on implementation of Union and State Finance Commissions' recommendations

3. ToR of State and Central Finance Commissions as joint product of the major stakeholders, including Elected Representatives or Local Government Associations

4. Preparation of Annual Devolution Report, based on field studies at par with the Economic Survey

5. Preparation of State Level Devolution Report on the lines of National Level Devolution Report

6. Development of the criteria for Devolution Index (DI) with due weightage to empowerment, accountability, and citizen participation

7. Activity Mapping based on functions and responsibilities as envisaged by 243 G.

8. Design of Centrally and State Sponsored Schemes to be integral part of the Panchayati Raj system so as to have convergence of Schemes at all levels

9. Active functioning of DPCs and preparation of District Plan under the auspices of DPC

10. An integrated local development plan for all tiers of local government, as provided in the Constitution

11. Outcome based framework designed for GPDP, integrating Sustainable Development Goals (SDGs)

12. Fifty per cent reservation for women in all States and extension of rotation to at least two terms

13. Rewarding the women Sarpanch of PRIs in the country for their outstanding performance by giving Awards

14. Effective attainment of social justice, with special reference to SCs, STs, fisher people, differently abled, women, children, and youth

15. Component Plans for social justice, especially Women Component Plan (WCP) in local planning

16. Mandate to GPs for addressing child related issues of child protection, nutrition, health, education and sanitation needs, starting with mapping and tracking all children between 0-18 years and identify the vulnerable, out-of-school children and link them to social welfare and social protection schemes

17. Convening of special Sabhas like Bal Sabha [Children's' Assembly], Mahila Sabha [Women's Assembly], etc. in view of strengthening Gram Sabha

18. The design of the Panchayati Raj System to incorporate participatory framework by placing all devolved officials under elected body.

19. Promotion of grassroots democracy in strengthening Gram Sabha in planning, implementation, and monitoring

20. Promotion of mutually beneficial and synergetic partnership of women SHGs and Panchayats

21. Timely and regular Capacity Building & Training (CB&T) for strengthening PRIs, with universal coverage

22. Organization of Horizontal Learning Programmes (HLP) for mutual support & hand-holding

23. The conduct of a series of knowledge sharing events for sharing the experiences and drafting policy documents

24. The usage of state of art technology or e-Governance platforms for the service delivery by the Panchayats

Accordingly, as part of the Silver Jubilee event ***we propose to***:

a. Hold a Sammelan of all the Panchayat Presidents (Sarpanches) and Panchayati Raj proponents in the country

b. Hold series of nine Round Tables on:

i. Panchayati Raj – the 3 Fs and Beyond

ii. Governance, Rights and Development in Panchayats

iii. DPCs and District Plan

iv. Panchayati Raj in the context of Federalism and Central-State Relations

v. Social Justice & Gender in Panchayati Raj

vi. Local Governments & SHGs

vii. Convergence of GPDP, Mission Andhoyadaya, SDGs and Schemes

viii. Capacity Building & Training

ix. PESA

c. Launch a Community of Practice on Local Governance

Vote of thanks: Dr. Joy Elamon, Director, KILA

Dr. Joy Elamon, Director, KILA proposed the vote of thanks. On behalf of KILA, and the entire fraternity of management, he extended a heartfelt gratitude to all the speakers. Dr. Joy Elamon thanked everyone for sharing and their findings and opinions. Dr. Joy Elamon, Director, KILA, expressed deep gratitude to Dr. K. T Jaleel, Hon. Minister for Local Self –Governments and Minority Welfare, Kerala, the presence made the ceremony more delightful and worth attending. He was extremely grateful on behalf of hisentire team. He specially appreciated Mr. Mani Shankar Aiyar (Former Minister of Panchayati Raj) for sharing his best experiences and practices advocated at PR. Mr. S. M. Vijayanand, former Secretary, Ministery of Panchayati Raj and former Chief Secretary, Kerala was thanked for his inspiring address and gracious presence, and minute- to- minute guidance and support and for providing encouragement at every point of time in the organization of this great event. Mr. Kutty Ahammed Kutty, Former Minister for Local Self Governments, Kerala took the festivity of the event to a greater level by his zealous speech to the delegates. He also thanked Dr. George Mathew, Institute of Social Sciences, for hiskind thoughts and motivation. And he also expressed his sincerest gratitude towards Dr. K.N. Harilal, Member, Kerala State Planning Board for his commendable job and the motivational speech. He also thanked all participants who had come from distance places to attend this event. The print and electronic media did excellent work with their presence and excellent coverage of the Conference. They were also mentioned in the vote of thanks. Finally he thanked the whole KILA Team for their immense support and co-operation.



Vote of Thanks by Dr. Joy Elamon, Director, KILA



National Conference on 25 years of Panchayati Raj

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