REPORT

SONALI SRIVASTAVA

Building the Organization Capabilities of Gram Panchayats:

The Pilot Project in Jharkhand

Evolving a process-centric Gram *Panchayat* Organization Development framework, the Anode Lab, in collaboration with PRADAN, focussed on building the organizational capacity of *gram panchayats*, knowing that if the local body is capable and its members and staff are inspired to perform, it can impact sustainable change in key development spheres

HE JOURNEY BEGAN IN AUGUST 2015 with a meeting in PRADAN to explore ways to leverage Panchayati Raj Institutions (PRIs) toward sustainable change and development. Building on its extensive work in improving livelihoods across seven of the poorest states in the country, through the formation and promotion of Self Help Groups (SHGs), PRADAN has been helping villagers understand their rights and responsibilities as citizens.

However, there is a mismatch between the demands on the institutions serving the communities and their capacities (supply-side capabilities). The team at Anode Governance Lab has evolved a process-centric Gram Panchayat Organization Development (GPOD) framework, focussed on building the organizational capacity of PRADAN commissioned an exploratory study to gain an understanding of the devolution status in the states of Jharkhand and Madhya Pradesh as well as to see its impact on the actual functioning of the *panchayats* and how the citizens engage with these bodies

gram panchayats¹ (GP), with the premise that if the local body is capable and its members and staff are inspired to perform, it can impact sustainable change in key development spheres.

As a first step, PRADAN commissioned an exploratory study to gain an understanding of the devolution status in the states of Jharkhand and Madhya Pradesh as well as to see its impact on the actual functioning of the *panchayats* and how the citizens engage with these bodies. Based on the findings of this study, Anode and PRADAN were to conceptualize, design and implement a deeper engagement with *panchayats*.

Status of devolution: The

findings of the exploratory study for Jharkhand have been summarized in a Strengths, Weaknesses, Limitations and Threat (SWOT) format, which further informed the design of the two-year pilot.

Theoretical foundation: The

GPOD framework is inspired by the principles of organization development (OD), which take a holistic, systemic view of an organization and stress

Strengths

- Significant provisions for representative and direct democracy mechanisms– *Gram Panchayats* (GPs) and *Gram Sabhas* (GSs)
- Social capital created through women's collectives facilitated by PRADAN
- Basic foundation for GP functioning exists: Provision for staff, Notifications by 16 departments
- GPs implementing MNGREGA, albeit at different levels of engagement

Opportunities

- New local bodies in place with elections in 2015
- Capacities building capacities of GP and GS, leveraging and building on JPR Act provisions
- Collaboration with women's collectives to activate GS, support GPs
- Utilization of 14th FC funds
- Convergence through GPDP
- Improve Own Source of Revenue (OSR)
- Advocacy with state to provide support on notifications, rules, SFC etc.

Weaknesses

- Many provisions of the Jharkhand Panchayat Raj Act not operationalized, PESA not notified
- Lack of information and powers that legal statutes confer on GSs and its committees
- Limited funds for GP functioning: nonfunctional SFC, no roles for generating own revenue
- Inadequate staff, infrastructure

Threats

- Dictating a top-down agenda stifling the ability to evolve bottom-up priorities
- Patriarchal society inhibiting participation of women, especially in non-tribal areas
- Issues of elite capture and corruption prevalent in GPs
- Budgetary implications of reform (for example staff recruitment, untied funds)
- Naxal presence may impact elections as well as implementation if programs held in scheduled areas

¹Developed through an action research project in Karnataka, documented in 'Nurturing panchayats to grow, the Gram Panchayat Organisation Development project: A process document'.

The GPOD framework is inspired by the principles of organization development (OD), which take a holistic, systemic view of an organization and stress on the role of members of the organization as key drivers of change.

on the role of members of the organization as key drivers of change.

Organization members learn to analyze their own processes,

benefit from them, and make full-scale changes. OD maximizes participation to teach people to identify and solve their own organizational problems, learn to adapt to changing organizational circumstances, and take advantage of an array of organizational opportunities (Hefner, 1988, p. 442)



Source: The Managing Complex Change model was copyrighted by Dr. Mary Lippi, founder and president of Enterprise Management, Ltd., in 1987



Figure 1: GPOD Framework Derived from OD methodology

The focus is to strengthen the capacity of the local government institutions, recognizing GPs as organizations in their own right, and enabling them to develop into mature institutions delivering their mandate, through a structured OD approach.

SPACE project and its

objectives: The name of the project in which the GPOD intervention is embedded is Strengthening Panchayat Actions for Community Empowerment (SPACE).

The focus is to strengthen the capacity of the local government institutions, recognizing GPs as organizations in their own right, and enabling them to develop into mature institutions delivering their mandate, through a structured OD approach.

SPACE is being implemented in 15 GPs in Jharkhand, in five blocks, spanning 3 districts: Basia (Gumla district), Padma and Barhi blocks (Hazaribagh district) and Chandwara and Jainagar blocks (Koderma district). The SPACE project in Jharkhand integrates other efforts, including enhancing civic literacy among women's collectives and partnering with the state government for the social audit of the implementation of key government programmes such as MGNREGS and Yojana Banao Abhiyaan (Jharkhand's GP development planning process).

In addition, the SPACE programme is a part of Jharkhand State's Beacon Panchayat project, which provides us the opportunity to leverage various platforms of the government and mainstream our effort.

Legal provisions guiding

panchayats: A deeper understanding of the legal framework of the state was done to understand the boundaries that need to be taken into consideration when developing systems and structures for strengthening *panchayats*, as well as to make accessible the knowledge and resources hitherto not visible to these institutions. Key findings related to the enactment and provisions in the Jharkhand Panchayati Raj Act (JPRA) 2001, the Panchayat Extension to the Scheduled Areas Act (PESA) 1996, applicable to the state, as well as notifications issued by various departments from time to time, are listed here:

- JPRA, Section 12: For each such village, specified as a village under Section 3 for the purposes of this Act, there shall be a GP.
- PESA rules have not been notified. Rules related to JPRA have not been laid out comprehensively.



Figure 2: Intervention Buckets in Jharkhand's SPACE programme

The key premise of the intervention is that the GP is an institution in its own right, emphasized from the first step. Whether or not to engage in the project and sign an MoU accordingly is the panchayat's discretion as much as that of the implementing partner, PRADAN

- JPRA Section 3:
 - District Magistrate can notify a village or a group of villages for the purpose of forming a GS/GP.
 - One revenue village is to have one GS.
- PESA Area: More than one GS can be constituted in a revenue village.
- Sections 71 and 72 define the Standing Committees of GS, GP, *Panchayat Samiti* (PS) and *Zilla Parishad* (ZP).
- JPRA Sections 10, 75, 76 and 77: Functions of the GP, PS and ZP, respectively.
- The government may delegate powers by amending, after due deliberation, the Acts/Rules for the time being in force with regard to the functions of the GP, PS and ZP (in general areas) or its additional functions (in scheduled areas)
- There could be possible conflicts between GP structures and mandates, and PESA provisions.
- Fifteen departments of the state have issued notifications detailing the functions, funds and functionaries of the three PRIs.

Whereas these provide the legal basis for our intervention, they also reveal the fragile position of the *panchayats* in Jharkhand, where the state has an overriding power over PRIs. More on this will be discussed in the section on challenges.

Journey of different

panchayats: Whereas the GPOD processes followed were more or less similar, the responses varied across *panchayats*, exemplifying the need for contextualizing interventions, in-built in the principles of OD.

Memorandum of Understanding (MoU) with

each GP: The key premise of the intervention is that the GP is an institution in its own right, emphasized from the first step. Whether or not to engage in the project and sign an MoU accordingly is the *panchayat's* discretion as much as that of the implementing partner, PRADAN.

The bi-partite MoU document lists the roles and responsibilities of its signatories—the GP and PRADAN, and these were discussed with each GP in detail before seeking partnership. GP members were encouraged to discuss the MoU amongst themselves before taking the decision to participate. Kumhari and Kolhuakala GPs from the Basia and Barhi blocks decided not to sign the MoU, the former stating they did not need such an intervention, with the latter's *mukhia* (head of the elected body) not refusing but indulging in delay tactics.

On the other hand, the Tamai GP (Jainagar block) came forward and convinced the team that they wanted to be included in the pilot, despite it being in a block not covered by the project. Needless to say, Tamai is one



Figure 3: MoU discussion in Dapok panchayat, Barhi block

The construct of organization mapping tools is built on OD principles. Facilitators, through conversations, help *panchayat* members understand the components of an effective organization as well as the legal mandate of a GP as an institution

of the front-runners, because it already had the key foundation for change, that is, the will to move forward.

At the stage of the MoU signing, the seeds for the core programme objectives were emphasized through identification of quick wins in three categories: Activities to improve the functioning of GPs (regular opening, full attendance of elected members in monthly meetings); improving citizen participation (information board in villages); and enhancing service delivery (GP to forward widow pension applications to the block, to construct soak-pits in schools), etc.

Showing a mirror to the GP and Organization Mapping:

The construct of organization mapping tools is built on OD principles. Facilitators, through conversations, help *panchayat* members understand the components of an effective organization as well as the legal mandate of a GP as an institution. There is a subsequent process of self-rating, in which the members rate their panchayats on various organization parameters, understanding its strengths and weaknesses, and, consequently, establishing a trigger for change. Two key tools were designed, one each to understand the status



Figure 4: Interactive process for rating GS participation as part of the citizen engagement tool (Bhondo GP, Chandwara block)

of GP functioning and citizen engagement. The focus on quick wins continues to sustain the momentum of change.

Six to seven months into the intervention (July 2017), the status of the GPs was consolidated on the basis of ratings from the organization mapping. The journey with the *panchayats* continued and a similar exercise was done about a year later, to understand the movement of GPs (Figure 5).

Developing the Vision and Mission of a GP: With an understanding of the current status of their GP, the next step for the participants was to develop and agree on the direction in which they wanted their institution to move. The process was facilitated in a workshop, with elected members and citizens drawn from different wards representing different professions, economic class and caste, the purpose being to have a microcosm of the GP to develop the vision for their *panchayat*.

In each *panchayat*, members from SHG collectives were invited to participate in the workshop. The process evoked significant participation among members and citizens, with people sharing personal stories and drawing their dream GPs. The process was designed to enable visioning, based on the deepest thoughts and aspirations of what the Against stereotypes, and to the pleasant surprise of the facilitators, most panchayats arrived at a vision, which was not the typical—road, electricity and water—but which spoke of the values they cherish and want to nurture, and the kind of society they want to build



Figure 5: Comparative Categorization of the 16 GPs from 24.7.2017 to 9.8.2018.

people wanted their GP to be like in the future. Against stereotypes, and to the pleasant surprise of the facilitators, most *panchayats* arrived at a vision, which was not the typical—road, electricity and water—but which spoke of the values they cherish and want to nurture, and the kind of society they want to build.

Deciding focus areas, understanding service delivery processes and developing accountability structures: Our recommendation to *panchayats* was to keep their focus on quick wins across many sectors, and yet to go deeper in one or two areas, both to understand the systems and processes as well as to be able to contribute significantly rather than spreading themselves thin during the early years of engagement. This being a pilot, we also suggested that the *panchayats* identify common areas of focus, which could help the facilitators consolidate their



Figure 6: The visioning exercise, Tamai panchayat

Our focus has been to build the capacity of *panchayats*, with the premise that these institutions will build pressure from below, eventually leading to meaningful devolution.

efforts, and which would also enable peer learning among GPs. Accordingly, based on most vision statements, the *panchayats* in Koderma and Hazariabagh identified education and agriculture as their focus whereas those in Basia chose to focus on NREGA and agriculture.

With a view to understanding the existing processes and structures, and the potential areas to which GPs could contribute, an in-depth study was conducted for agriculture and education. This would feed into workshops with GPs on the roles of various agencies and the GP itself. Not surprisingly, whereas notifications issued by the departments state significant mandate to the *panchayats* (Figure 7), they have not really been actualized and remain more or less on paper.

Whereas process analysis revealed issues through the value chain, which required systemic change and redesign of processes, our focus has been to build the capacity of *panchayats*, with the premise that these institutions will build pressure from below, eventually leading to meaningful devolution.

Post the visioning process, we focussed on another key

component of an effective organization: developing an organization structure that will help a GP take its vision forward. Activation of Standing Committees in the focus areas, and the nomination of their *Adhyakshas* (Heads) aimed at designing the organization structure of the GP as per the needs rather than the rule.

Rather than constituting all seven Standing Committees of the *panchayat*, which remain on paper due to lack of clear roles and identity, GPs started with activating one or two Standing Committees, that for agriculture in all the three districts and also

Figure 7: Notifications by Departments of Agriculture and Education

- Assessing agriculture-related activities such as the requirement of seeds and their distribution, assessment of fertilizers and their distribution, procurement of food grains and their storage, distribution of other agricultural raw material/machinery, as well as monitoring/observation of successful implementation of other agricultural work.
- **Selecting eligible beneficiaries** for successful implementation of agricultural work.
- Ensuring **availability of agricultural loans** for farmers and distributing farmer credit cards, etc.
- Organizing successful district/block/panchayat-level publicity and promotion/exhibition/workshops, etc.
- Encouraging farmers to get **crop insurance** and ensuring its timely payment.

Statements from the notification:

- **Maintain registers** with all available human resources and other facilities
- Conduct education campaigns, along with SMC, need for schools, **enrolment.**
- Monitor and inspect schools
- Ensure **attendance** of students and teachers
- Make sure delivery of books, kits, etc.
- Support minimizing **drop outs**.
- Meet with parents & SMC
- Supervise **mid-day meals**
- Have **head teachers and para teachers** function under the authority of the GP

With an emphasis on the principle that responsibility can be shared but accountability best lies with one individual, the focus has been on building the capacities of Adhyakshas

education in case of the GPs in Koderma and Hazaribagh. With an emphasis on the principle that responsibility can be shared but accountability best lies with one individual, the focus has been on building the capacities of Adhyakshas, who have begun to identify with their role, seeking further understanding and also driving various initiatives. Forums such as the Joint Adhyaksha meetings are being institutionalized to reinforce identity as well as peer learning. In our experience, distribution of leadership (till now primarily with the *Mukhia*), overall transparency and effectiveness of the *panchayat* begins to improve.

Role of facilitators slowly to change from drivers to catalysts of the change

process: One year into the engagement, the role of the facilitators began to shift. As the *panchayats* started developing their plans, the role of facilitators was no longer to implement and deliver tangible results; rather it was to ensure the institutionalization of processes, shifting the onus gradually to the *panchayats*. One of the processes being focussed on was the monthly meetings of Adhyakshas and to ensure that they received the required knowledge and support to perform their roles.

The goals being set with GPs, therefore, focussed both on the process and the results. For example, during the monthly Joint Agriculture *Adhyksha* meeting (September 2018), the following goals were set:

Process goals:

- Plan activities for the next three months
- Regularize Agriculture Standing Committee meetings in each GP

Outcome of Agriculture-related activities discussed

- Identify the poorest families and link them with credit Kisan Credit Card (KCC)
- Initiate kitchen gardening in schools and households
- Train farmers, in collaboration with Krishi Vikas Kendras (KVKs) and Agriculture Technology Management Agency (ATMA) (technical training agencies of the government)
- Help farmers access insurance through the Prime Minister's Fasal Bima Yojana (PMFBY)
- Identify infrastructure, to be incorporated in the annual Gram Panchayat Development Plan (GPDP)

Similarly, in education, a Core Committee has been constituted, comprising the Mukhia, the Adhyaksha of the Education Standing Committee, the Headmasters of all the schools in the GP and the Presidents of the School Management Committees. The Core Committee meets on a monthly basis in different schools on a rotation basis, to discuss the issues and the possible solutions. Institutionalizing this committee and building capacity of the Education *Adhyaksa* has been the key role of the facilitators. The functioning of the Education Core Committee has brought about another aspect of effective organization functioning: as the GP engages with various stakeholders, it is reflecting on its styles of engagement, moving from a hierarchy driven confrontation approach to that of collaboration and empathy.

Project facilitators in Basia, who have engaged with GPs extensively, to develop the 2019–20 GPDP, are taking the opportunity to invest in and to institutionalize the two Standing Committees formed during the preparation of the plan, that is, the committees for Women, Children and Social Welfare (with a mandate to implement social security programmes) and Development and After two rounds of organization mapping facilitated by our teams, the Mukhias now track how their institution is functioning, through a recently introduced 'Self Tracker', to be filled after every monthly meeting of the panchayat

Construction (with a mandate to oversee implementation of MGNREGS). To start with, these two committees received their mandate from the activities included in the 2019–20 GPDP. As in the case of the Agriculture and the Education Standing Committees, the facilitators aimed at building peer-learning platforms for the *Adhyakshas* of these two committees to meet and share, setting forth

an organic process of capacity development.

Another shift in the role of the facilitators is reflected in how we are tracking the functioning of GPs. After two rounds of organization mapping facilitated by our teams, the *Mukhias* are now to track how their institution is functioning, through a recently introduced 'Self Tracker', which is to be filled after every monthly

meeting of the *panchayat*. The facilitators need to ensure that these trackers are filled regularly and accurately, along with explanatory/qualitative remarks.

Achievement and Challenges

Our engagement with GPs in Jharkhand (and Madhya Pradesh) is, at present, a work in progress. However, it is apparent that with

कर 'पाछल के स्वार कर ''''''''''''''''''''''''''''''''''	कौन भरेगा		ग्राम पंचायत के कामकाज के प्रगति को देखना एव मुखिया, पंचायत के वार्ड सदस्यों एवम् अन्य सदस्य	वों से चर्चा करते हुए	
Series Mail	कर				
Barting Laffing and a statistic of the floor floor floor floor and floor f			41125		
Bit The Text Description unr ware phone and the statistic fibration of a statistic fibration of the statistis fibration of the statis fibration of the statis fibra					
aur waren jañek Arte ni i unifis citzer Concreme Dar aur citzer Dar aur citzer aur waren jañek Arte ni i unifis citzer Concreme Dar aur citzer Dar aur citzer aur diari citzer Arte ni i unifis citzer Concreme Dar aur citzer Dar aur citzer aur diari citzer Arte ni i unifis citzer Ose Loof aur diari citzer Arte ni i unifis citzer Ose Loof aur diari citzer Arte ni i unifis citzer Arte ni i unifis citzer Arte ni i unifis citzer aur diarity dias al tell Arte ni i unifis citzer Arte ni i unifis citzer Arte ni i unifis citzer aur diarity dias al tell Arte ni i unifis citzer Arte ni i unifis citzer Arte ni i unifis citzer aur diarity dias al tell Arte ni i unifis citzer Arte ni i unifis citzer Arte ni i unifis citzer aur diarity dias al tell Arte ni i unifis citzer Arte ni i unifis citzer Arte ni i unifis citzer aur dias citzer Arte ni i unifis citzer Arte ni i unifis citzer Arte ni i unifis citzer aur dias citzer Arte ni i unifis citzer Arte ni i unifis citzer Arte ni i unifis citzer aur dias citzer Arte ni i unifis citzer Arte ni i unifis citzer Arte ni i unifis citzer aur dias citzer Arte ni i unifis citzer Arte ni unif		Contraction of the local division of the loc			
aur verse softwar produce and a finite stream for the software and a software and a finite stream for the software and the softwa		िलमित रूप से पत	वित इतिप्रदर		[रिप्पालिया
	याम पंचायत अभिनेश				
Swaren men af de få sunseen 0 ar 1 1000 f sekanfred fasse af får berins after 11 - 2018 sekanfred fasse af får berins after 11 - 2018 sekanfred fasse af får berins after 11 - 2018 sekanfred fasse af får berins after 11 - 2018 sekanfred fasse af får berins after 11 - 2018 sekanfred fasse af får berins after 11 - 2018 sekanfred fasse af får berins after 11 - 2018 sekanfred fasse af får berins after 11 - 2018 sekanfred fasse af får berins after 11 - 2018 sekanfred fasse after dage over an atter men færer ner berins after 11 - 2018 sekanfred fasse after dage over an atter men færer ner berins after dage over an atter dage over an atter men færer er sekanfred fasse after dage over an atter men færer er berins after 12 - 2016 after after an atter and atter er er sekanfred fasse after dage over an atter and atter er er berins after 12 - 2016 after after and atter er er sekanfred fasse after dage over an atter and atter er er berins after after and atter er er sekanfred fasse after dage over an atter atter berins after atter atter sekanfred fasse after dage after atter berins after atter sekanfred fasse after att		transe terrer at at	man if another first materia		
सरवैशाणि देवर की प्रेलि किस्सा में प्रेल की सरीम्म लही सरवाय का साम साम मान विमाय मान प्रेलि स्वार्थ की से सरीम्म प्रवार का साम साम मान विमाय मान प्रेलि स्वार्थ की से सरीम्म प्रवार का साम साम मान विमाय मान प्रेल स्वार्थ की से सरीम्म प्रवार का साम साम मान विमाय मान प्रेल स्वार्थ की साम साम साम का का साम साम मान विमाय मान प्रेल स्वार्थ की साम मान स्वार्थ की प्रावर का साम मान विमाय मान प्रेल स्वार्थ की साम मान स्वार्थ की प्रावर का साम मान विमाय मान प्रेल स्वार्थ की साम मान स्वार्थ की प्रावर का साम मान विमाय मान प्रेल स्वार्थ की साम मान स्वार्थ की प्रावर का साम मान विमाय मान प्रेल स्वार्थ की साम मान स्वार्थ की प्रावर का साम मान विमाय मान किस मान साम मान की का साम प्रावर का साम मान विमाय मान किस मान साम मान की का साम प्रावर का साम मान विमाय मान किस मान साम मान की का साम का कि का मान स्वार्थ की साम साम मान की संवर्ध का साम की की का मान स्वार का साम मान विमाय मान किस मान साम मान की संवर्ध का साम का कि का मान स्वार किस मान साम मान की का साम साम की की का मान सिम प्रावर का साम मान स्वार की संवर्ध का साम की की का मान सिम का मान किस मान का साम की की का मान सिम का मान सिम का मान किस मान का साम की की का मान सिम का मान सिम का मान किस मान का साम की की का मान सिम का मान सिम का मान किस मान का साम की की स्वार साम मान कि का पान साम किस मान का साम की की स्वार साम का कि का मान सिम प्रावर का साम मान साम की संवर्ध का साम की का मान सिम का मान की साम साम साम की साम का मान की का मान सिम का मान की साम साम साम की साम का मान की का मान सिम का मान की साम साम साम की साम का मान साम का कि का मान सिम का मान का साम का साम की की का मान साम का कि का मान साम का मान का साम का साम की का मान साम का का का का का का मान साम प्रावर का साम मान साम की साम साम का मान साम का मान का साम का मान का साम का साम की की का मान साम का मान साम का मान का साम का साम का का का का का का का का मान साम का मान का साम का साम का का का का का का का मान साम का मान का साम का साम का मान साम का मान साम का मान का मान साम का मान का साम का साम का मान साम का मान साम का मान साम का मान का साम का साम का मान साम का मान साम का मान साम का मान का साम का मान सा	TALK AND THE .	प्रवाहन भवन में पी	t de martene en ante partieres		
	ADDINA CONTRACTOR	fardaftet dour d	y failer	16	
प्रतिकारिती देवता के दिवता के प्रतिकार का प्रतान प्रवान के करते के स्वाप्त के प्रतान प्रवता के स्वाप्त का स्वाप्त करता के स्वाप्त करता प्रवता के स्वाप्त करता के संवर्ध करता करता करता करता करता करता करता करता	and the second				
प्रियम सरिव के दूस्य पंपछत यह का स्वीत स्वाप प्रथम के मिली को देस्य पंपछत तरह का स्वीत स्वाप प्रथम के मिली को देस्य पंपछत के मिली को देस्य प्रथम के मिली को देस्य प्रथम के मिली को देस्य प्रथम के मिली को देस्य प्रथम के मिली का स्वाप की के प्रयोग की प्रयोग के प्रयोग के प्रथम के मिली का स्वाप की के प्रयोग की प्रयोग के प्रयोग के प्रथम के मिली का स्वाप की के प्रयोग की प्रयोग के प्रयोग के प्रथम के मिली का स्वाप की के प्रयोग के प्रयोग के प्रयोग के प्रथम के मिली का स्वाप की के प्रयोग के प्रयोग के प्रयोग के प्रथम के मिली का स्वाप की के प्रयोग के प्रथम के के कि	23 2. C. S. S. S. S.				and wat ast wat and and
प्रथमित साथ के दूसर प्रथमित के साथ देसर पर देस के साथ साथ पर प्रथम दिर ही 1 सिंह के स्वर्थ के साथ पर प्रथम दिर ही 1 सिंह के साथ के साथ पर प्रथम के के में साइ के साथ के साथ कर साथ के साथ की साथ का साथ का साथ की साथ का साथ का साथ की साथ का साथ का साथ की साथ का साथ का साथ की साथ का साथ क		141401 11 4070 40	seating card draw and sources	26-11-12016	
स्विकारी से दिला की प्रति कर की रिवि कर की रिवि कर कर की रिवि कर पर पत्रों कर कर पर पत्रे कर की स्वर्तक के सारक कर कि रिवि कर कर कर पत्र कर कर पत्र कर कर कर पत्र कर कर कर पत्र कर कर कर पत्र कर		timers white it at	nat Ganzar an ann tran care an sailte mean firm ann	Non manen :	
		door at facilit and	A HARDA MALAN OF COM AN AND MADE AND		
विक से सरवरणे अगिकारों के प्रार्थियां बेठक से सरवरणे अगिकारों के प्रार्थियां के उपरिष्ठां के प्रार्थियां बेठक से सरवरणे अगिकारों के प्रार्थियां के उपरिष्ठां के प्रार्थियां बास बंद ही संबंधित सरस था से देवक से पर्य प्राप्त बंद ही संबंधित सरस था से देवक से पर्य प्राप्त बंद ही संबंधित सरस था से देवक से पर्य प्राप्त वा का सी देवक का दिसंह एवस हासन है बिंद ब्राय का सी देवक का दिसंह एवस हासन के दिसंह के प्राप्त की संवरत का से दिसंह एवस हासन है बिंद ब्राय का सी देवक का दिसंह एवस हासन के बार का सी देवक का दिसंह के का दिसंह प्राप्त वा का सी देवक का स्वरंध के स्वरंध के देवक पर प्राप्त क्षेत्र वा स्वरंध की संवरत का स्वरंध के स्वरंध कि देवक पर प्राप्त के स्वरंध की संवरत का स्वरंध के स्वरंध के स्वरंध के स्वरंध के देवक पर प्राप्त के स्वरंध की संवरत नाया का सी देवक के दिसिंग के स्वरंध की संवरत नाया का सी से के स्वरंध के संवरंध के स्वरंध के स्वरंध के स्वरंध के स्वरंध के संवरंध के स्वरंध के संवरंध के स्वरंध के स्वरंध के स्वरंध के संवरंध के स्वरंध के संवरंध के संवरंध के स्वरंध के स्वरंध के स्वरंध के स्वरंध के संवरंध के स्वरंध के स्वरंध के स्वरंध के स्वरंध के संवरंध के स्वरंध के स्वरंध के स्वरंध के संवरंध के स्वरंध के स्वरंध के स्वरंध के स्वरंध के संवरंध के स्वरंध के संवरंध के स्वरंध के स्	सर्वसारिणी बैठस				
प्रसार के सिर्ग समय ना के दिन हैं जिस्ता सार के स्वा के स्वय के से स्वय के से स्वा के स्वय के से स्वय के स्वय के स्वय के स्वय के स्वय के स्वय के से स्वय के स्वयक स्वय के से स्वयक स्वय के स्वयक स्वय के स्वयक के स्वयक स्वय के स्वयक स्वय के स्वयक स्वय के स्वयक स्वय के स्वयक स्वयक स्वयक स्वयक से स्वयक स्य की स्वयक स्वय के स्वयक स्वयक से स्वयक स्वयक से स्वयक स्वय के स्वयक स्वयक से स्वयक स्वयक से स्वयक स्वयक से स्वयक स्वय के स्वय के स्वयक स्वय के स्वयक स्वय के स्वय क्य के स्वय क्य स्वय के स्वयक स्वय के स्वय क्य स्वय के स्वय के स्वय क्य					
प्रसा सेद से संपरित सासरम पर केल में घर्च सास दे से संपरित सासरम पर केल में घर्च विषया :: अठार के उंग्र लक्षा में देन के साह से के के साह से के के साह से के के साह सार विषया :: अठार काम विषया :: अठार काम विषया :: अठार काम हेत्र : वारा में संपर साह के संपर साह के स्वार्थ के साह में के साह से के के साह में के के के साह में के साह मां के साह मां के साह मां के साह मां के साह में के साह में के साह में के साह में के साह मां में के साह में के साह में के साह में के साह मां में के साह मां में के साह मां मां में के साह मां मां में के साह मां		जेराज हो सरीरत प्रस	e allalate al antenne		
भा में हु में स्वापित सगरम पर घटन में पाये सगरमा 2: सगरमा 3: पिरस सग समा की बैठन कर दिगंग एसन रमान मिंक अप्रसर्ग रसावे बीठन कर दिगिर्ग मुनि अप्रसर्ग रसावे की उन्ह कर कि सिंग मुनि अप्रसर्ग रसावि के स्वाप्ति के सर्वक के स्वार्ग के स्वार्ग के स्वार्ग के स्वार्ग के स्वार्ग नहीं है । मुनि अप्रसर्ग रसावे के स्वायत्व संगति के स्वार्ग के स्वार्ग के स्वार्ग के स्वार्ग के स्वारंग नहीं है । मुनि अप्रसर्ग रसावे के स्वायत्व संगति के स्वार्ग के स्वार स्वार्ग स्वार्ग स्वार्ग स्वार्ग स्वार्ग के स्वार के स्वार्ग के स्वार्ग के स्वार्ग के स्वार्ग स्वार्ग के स्वार्ग के स्वार्		abe it there as			1 2-3863 2-3863 AMM 1- 1
भिषत बान समा की दैठक का छिनक एवन स्थान कुवि अपवारी की संवत्तरा मालिक बैठक कि लिंगि महिंब अपवारी रास्ती की संवत्नहों को सर्वव्याणि बेठक पर पयो महिंब अपवारी समीरी के मलेकहों को सर्वव्याणि बेठक पर पयो मुनि के संवतिति के बैठक की सर्वव्याणि सेठल पर पया मुनि के संवतिति के संवत्नहों स्थान प्रसार कुवि के संवतित मुद्ध मानियियों महिंहा अपवारी सीनिय के संवत्नहों को सर्वव्याणि बेठक पर पयो महिंहा अपवारी की संवत्नहों करने प्रसार की के संवतित मुद्ध मानियियों महिंहा अपवारी की संवत्नहों को सर्वव्याणि के प्रसार महिंहा महा महिंहा महि महि महि महि महि महि महि महि महि महि		प्रजा केंद्र से संबंधित	समस्या पर बैठक में घर्षा	रामस्या 2:	x1102 1 2 9101 - g 21
भूमि अपसानि में संपत्त आर्थन आर्थन से कि कि कि कि कि कि का पर पत्ते कि का पर पत्ते कि का प्रायम कि कि का प्रायम कि कि का प्रायम के स्वायन प्रायम प्रायम प्रायम के स्वायन प्रायम प्रायम के स्वायन प्रायम प्रायम के स्वायन क		िकास साम सभा की	किंग्स का प्रियांड एक्स मध्यम		
प्रसिद्ध अप्रसार महीक बैठक कि लिंगि महिंक अप्रसार/ स्वार्थ महीने के सर्वकाई के सरकेसी के कर पर पर्य मुनि के अप्रसार/ सरकेश के सरकेश के सरकेश के सरकेश के सरकेश के कर पर पर्य महिंक अप्रसार/ सरकेश के सरकेश के सरकेश के सरकेश के सरकेश के स्वार महिंक अप्रसार महीने के सरकेश के सरकेश के सरकेश के सरकेश के सरकेश महिंक अप्रसार महीने के सरकेश के सरकेश के सरकेश के सरकेश के सरकेश महिंक अप्रसार महिंक के सरकेश के सरकेश के सरकेश के सरकेश के सरकेश महिंक अप्रसार महिंक के सरकेश के सरकेश के सरकेश के सरकेश महिंक अप्रसार महिंक के सरकेश के सरकेश महिंक अप्रसार महिंक के सरकेश के सरकेश के सरकेश के सरकेश महिंक अप्रसार महिंक के सरकेश के सरकेश के सरकेश महिंक अप्रसार महिंक के सरकेश के सरकेश के सरकेश के सरकेश महिंक अप्रसार महिंक के सरकेश के सरकेश के सरकेश महिंक अप्रसार महिंक के सरकेश के सरकेश महिंक अप्रसार महिंक के सरकेश के सरकेश महिंक अप्रसार महिंक के सरकेश के सरकेश महिंक के सरकेश के सरकेश महिंक के सरकेश के सरकेश के सरकेश के सरकेश महिंक के सरकेश के सरकेश के सरकेश के सरकेश के सरकेश महिंक के सरकेश के सरकेश के सरकेश के सरकेश के सरकेश के सरकेश महिंक के सरकेश के सरकेश के सरकेश के सरकेश के सरकेश महिंक के सरकेश के सरकेश महिंक के सरकेश के		Truein, sier went to	THE REPORT OF LAND	Eduary 2001.0 201	9
मुनि अप्रवाही सामित के सर्वक के सर्वकार के स्वार सर्वकार के स्वार सर्वकार के स्वार कर कर के सर्वकार के स्वार का स्वार सर्वकार के स्वार सर्वकार के स्वार का स्वार सर्वकार के स्वार सर्वका के स्वार सर्वकार के स्वार सर्वकार के स्वार स्वार सर्वकार के स्वार सर्वकार के स्वार सर्वकार के स्वार सरकार के स्वार सरकार के स्वार सरकार के स्वार सर्वकार के स्वार सरकार के स्वार स्वार स्वार स्वार सरकार के स्वार स्वार स्वार स्वार स्वार स्वार स्वार स्वार स्वार सरकार के स्वार स्वार स्वार स्वार स्वार स्वार का स्वार स्वार का स्वार स्वार का स्वार का स्वार का स्वार स्वार का स्वार साम का स्वार	A DOLLAR STORES	laft word at an	our artitus doss file film	10-min 9. 21 + 6/	THE ATT ANT AT SI
मुनि कथनी सीमित के आहेक देऊ की सार्थ पुनि कथनी सीमित के आहेक देऊ की सार्थ पुनि के आहेक सार्थ की सार्थ पुनि के आहेक सार्थ पुनि के अस्ति मुन्द सार्थि के आहेक सार्थ पुनि के आहेक सार्थ पुनि के अस्ति मुन्द सार्थ पुनि के अस्ति मुन्द सार्थ पुनि के आहेक सार्थ पुनि के आहेक सार्थ पुनि के अस्ति मुन्द सार्थ पुनि के आहेक सार्थ पुनि के आहेक सार्थ पुनि के आहेक सार्थ पुनि के आहेक सार्थ पुनि के अस्ति मुन्द सार्थ पुनि के अस्ति मुन्द सार्थ पुनि के अस्ति मुन्द सार्थ पुनि के अस्ति मुन्द सार्थ पुनि के आहेक सार्थ पुनि के सार्थ पुने के सार्थ पुनि के सार्थ पुनि के सार्थ पुनि के सार्थ पुनि के सार्थ पुनि के सार्थ पुनि के सार्थ पुने के सार्थ पुन के सार्य पुन के सार्थ प		arfiter wared/rem	to and the sector of an and a for the form of the form the		
मुंभ विक्र में संबंधित मुदय मातियर्थ साम्या प्रथम प्यम प्याप महीकों के संबंधित मुदय मातियर्थ मातिय के स्वाप्त मांग्र मांग्र मांग्र मांग्र मां		मीदीस फ्रिस्ट मिल	की प्राणिक बैटक की लिगि	Prin Ofmach	A C AN GALL AFE
मुनि के संबंधित मुख्य मसिथियि मानिक सरकार प्रतियि के सार्थित देखा कि लिपि मानिक स्वार्थन सार्थिति के सार्थित के स्वार्थन सार्थिति के सार्थित के स्वार्थन सार्थन सार्थन के सार्यन के सार्थन के सार्थन के सार्थन के सार्यन के सार्यन के सार्थन के सार्यन के सार्य	aft			0# 101	
स्वितियि : स्वितियि : स्वितियि : स्वितियि : स्वितियि : स्वितिय : स्वितिय : स्वितिय : स्वितिय : स्वितिय : स्वतिय : स्वत्व : स्वतिय : स्वत्व : स्वतिय : स्वत्व : स्वतिय : स्वत्व :			the second s		•
शिक्ष अप्रसार गांगित के उत्तर कि तिंगि गांतिक अप्रसार गांगित के उत्तर कि तिंगि गांतिक अप्रसार कि कर कि तिंगि शिक्ष प्रधान गांति के उत्तर कि तिंगि शिक्ष प्रधान गुरुव गतिर्विक कर कि तिंगि शिक्ष प्रधान गुरुव गतिर्विक कर कि तिंगि गतिर्विक के अप्रसार गतिर के गतिर के गतिर के गतिर के गति गतिर्विक के अप्रसार गतिर के गतिर के गतिर के गतिर के गति के गते के गति के गति के गति के गति के गति के गति के गते के		कृषि से संबोधत मुख	व मालविधिवा	गतिविधि २:	
सिक अप्रवर्शतम्बार्थ गरिति के आरंतिक बैठक कि तिथि स्वार्थन स्वीर्थ कर कि तिथि स्वार्थन स्वीर्थन स्वार्थन स्वीर्थ स्वार्थन स्वार्थन स्वार्थन स्वार्थन स्वीर्थन स्वार्थन स्वीर्थन स्वीर स्वीर्धन स्वीर्थन स्वी स्वत्य स्वीर्थनी त्वत्य स्वत्य स्वीर्थन स्वार्य स्वीर्थन स्वीर्थन स्वीर्थन स्वीर्थन स्वीर्थन स्वीर्यन स्वीर यो					
शिक्ष मध्यमिति के महित क काम काम काम काम काम काम काम काम काम क		शिक्षा अच्यक्षी की सन	मित्रि की करहे के सीम हुन्दू		The second se
हित्य सम्प्रस्य प्रशासन त्रामिति के बेठक की सरवेशही सेडल एवम प्रसार प्रतिविधि : प्राप्ति के म्यानिक बंडक कि लिपि सम्प्रस्य प्रशासन त्रामिति ते स्वम्प्रस्य प्रशासन त्रामिति ते स्वम्प्रस्य समिति ते स्वम्प्रस्य समितिति ते स्वम्प्रस्य समिति ते स्वम्प्रस्य समिति					30 00 02 2
प्रसार व प्रधान मुख्य मतिविधियां अर्थना प्रदान प्रधान प्रधान प्रधानिवि । अर्थना प्रधान प				12118: 12 - 19M94	313 CONT 1014 781 61
अमिति कि अभिने गुंध भाषाया असिति 1: रामाय प्रामाय प्रामाय प्रामाय र	तिस	स्यायी समिति की बेर	प्रह की कार्यवाही लेखन एवम् प्रसार		
समस्य प्रशासन प्रशासन प्रशासन के मालस प्रथम स्वाप्त के मालस प्रशास के साम प्रथम के साम प्रशास के साम साम प्रशास के साम के साम साम प्रशास के साम साम प्रशास के साम के साम साम प्रशास के साम के साम साम साम के साम साम के साम के साम के साम के साम साम के साम साम के साम क		द्वित्र में संबंधित मुख्य	। मतिविधियाँ	गतिवास्य ३: २१ २२ मार्ग २२ २४ गतिविस्यि ३: इत्योजनी नेतन परिद्वना	
सामय प्रशास रामिरि के का के रामिर के रामक प्रथम सार्थ के के के के स्वर के रामिर के रामक प्रथम सार के के के के स्वर के रामिर के रामक प्रथम प्रसार के के के के रामक प्रथम प्रयास के रामक प्रथम प्रयास के			0 1 0 1 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0	Braha.	I and she at she I
रामिते के अप में किस्को अपसत या गांव प्रति के अप मा प्रति प्रत के	सामान्य प्रशासन				1 1 1 2 1 2 1 1 1 1 1 1 1 1 1 1 1 1 1 1
	- Million				
ा हमन्वद टोमिटि। दा हमन्वद टोमिटि। इसन्वद टोमिटि।	LAR CALL	बठक की कार्यवाही लें।	धन एवम् प्रसार	1	
ा हमन्वद टोमिटि। दा हमन्वद टोमिटि। इसन्वद टोमिटि।		Lana Barr de Calo			
दा सम्प्रदाव समिति। बाह्यम्बदा समिति।		जन्मद्र बठक का दिशाव		(1)	
स समन्वत समिति GPCC बैठक में उपरिवत वामीण स्तरिव सरकारी प्रतिनिधि 3) 41				2)	AND THE REPORT OF THE REPORT OF THE PARTY OF THE
PACE AN Anistra antila faire state arange 4	त समन्वय समिति।		Adding and a strange address and and and and	34	
		PACCASE 11 34134	St stituted second steamer and many	4	

Figure 8: Self-Tracker filled by Tham Panchayat

Our engagement with GPs in Jharkhand (and Madhya Pradesh) is, at present, a work in progress. However, it is apparent that with their involvement in the delivery of services, GPs are beginning to understand the hurdles that impact access to services

their involvement in the delivery of services, GPs are beginning to understand the hurdles that impact access to services at the last mile, and arrive at targeted solutions, which the departments are not able to, given their reach in remote locations. Following the well-established principle of subsidiarity, if supported adequately and if they function as effective institutions, GPs are better placed to resolve these sticky and persistent issues. The focus of the project, therefore, is on strengthening institutional functioning, hand-holding GPs during the preparation and the implementation of plans, networking with other stakeholders and gradually deepening their capacities to address more complex, development issues.

Figure 9 provides a glimpse into the review of the functioning of the Kanko *panchayat* from September to October 2018.

Achievements of the GPs in the sectoral areas listed here are those that reflect the enhanced ability of the GPs to work with the system, and functioning as institutions in their own right. The text within brackets indicates the GP(s) where such movements have happened:

Agriculture

Ongoing and collective negotiations with the block machinery, to ensure timely access of seeds to farmers, which are otherwise delayed (most GPs); improving accuracy in soil testing by the Krishak *Mitra* (Rani Chua) by ensuring that samples are collected from diverse farms; leveraging schemes from the Department of Minor Irrigation (MI) for lift irrigation structures with an outlay of Rs 7 crores. Locations for the lifts are decided through meetings in the GS; the material is procured from the vendor appointed by the MI department; and citizens are provided labour through the constitution of a Beneficiary Committee (Pindarkon).

Education

The GPs organize sports and other events to engage with the students, which essentially is to impact attendance and prevent dropouts (two to three GPs); assessment tests are organized by the *panchayat* and the schools together for Math and English for all Class 8 students in the *panchayat* to gauge school-wise improvement areas (Tamai); the GPs track whether toilets are functional in all schools, and take corrective measures, which are discussed and resolved in the GPEC (most GPs).

Needless to say, the *panchayats* in Jharkhand are far from the local self-government institutions that we envision. There are many internal as well as external challenges. One of the biggest challenges is the lack of transparency and the existence of corruption in various facets of their administration, ranging from selecting ineligible beneficiaries, the nexus between the contractors and the *panchayats*, to elected members and staff asking for bribes for providing services to citizens. A recently conducted study on management of the Fourteenth Finance Commission funds in some of our *panchayats* still shows fragile systems and inadequate record-keeping. Of course, there are many exceptions. In our work, we have come across Mukhias with high levels of integrity, who follow and demand transparency from others. However, corruption and non-transparency are pervasive issues and need to be addressed. As stated by Mr.

The GPs organize sports and other events to engage with the students, which essentially is to impact attendance and prevent dropouts

Activities	Status	Remarks
Monthly Gram Panchayat Executive Committee (GPEC) meetings	2 of 3 held. September meeting was not organized	On the pre-fixed date for GPEC, 5th October, the <i>Mukhia</i> was unavailable due to illness of her mother-in-law. Later, the lady passed away. The <i>Mukhia</i> tried to organize the meeting in the last week of October, which could not be held due to festivals
GPEC meeting attended by block coordinators	2	
Participation	7/12, 8/12	Consistency in participation by women unlike by men, whose participation fluctuates.
Quality of GS- and GP-level meetings	Significant improvement in the quality of GPEC.	 Meeting is organized on the 5th of every month. GP income and expenditure details are shared in every meeting. Sachiv/Rojgar Sevak writes the minutes of the proceedings during the meeting and the Mukhia closes the meeting. They review the proceedings of the last GPEC. Role of the husbands of EWR is now minimal.
Opening of GP office	At least four days	Due to Pragya Kendra, the Panchayat Office now opens regularly. The <i>Sachiv, Rojgar Sevak, Mukhia</i> and the <i>Up-Mukhia</i> ensure their presence at least once in a week.
Registers maintained by the GP	Minutes register, Cash book, Scheme register, GS register, Asset register, 7 registers of MGNREGS	<i>Sachiv</i> : GS register, GPEC minutes register, Cash book, Asset register GRS: MGNREGS register
Annual Plan and Budget	2019–20 GPDP planning process is going on	GS meeting held on 15 December, 2018
Pragya Kendra	Regular	The <i>panchayat</i> provided a separate room for the Pragya Kendra on the ground floor. This ensures that the main gate of the <i>panchayat</i> office opens regularly.
Trainings conducted for women Ward Members, if any	Yes	Seven Ward Members and almost all the women members participated. Topics: The three-tier PRI system, the role of the GPEC, GPDP and the role of the GP, MGNREGS and the role of the Ward Member
Challenges at the GP level	Challenges of the GP as a functioning institution	Villages are remotely located so the Ward Members come to the GP office primarily during meetings. The <i>Sachiv</i> handles the multiple GPs. The BDO engages the <i>Rojgar Sevak</i> in block affairs also. Some castebased conflicts in the GP, also spill to the GPECs

Figure 9: Review of the Kanko GP (September to November 2018)

Another key challenge relates to the oft-spoken and welldocumented ambiguity in devolved functions and the power of the panchayats, and the lack of commensurate human and financial resources to these bodies. Panchayats are not treated as equal inter-governmental bodies by other tiers, but rather as the implementation arms of government departments, which are to follow instructions rather than to self-govern.

SM Vijayanand², "Corruption at the village level is indeed more dangerous than at other levels because it kills democracy and culture." We do believe this situation will change when we focus on building the institution.

Another key challenge relates to the oft-spoken and welldocumented ambiguity in devolved functions and the power of the *panchayats*, and the lack of commensurate human and financial resources to these bodies. *Panchayats* are not treated as equal inter-governmental bodies by other tiers, but rather as the implementation arms of government departments, which are to follow instructions rather than to self-govern.

I hope this article will contribute to a discussion on the need for a structured methodology in developing GP institutions. The team at Anode has been working with *panchayats* across four states, since 2009. Our experience in each state deepens our understanding, helping us build further on the GPOD framework. We strongly believe in the potential of this institution to address sticky issues and bring the much-required changes at the village level. I would like to acknowledge the Governance Team, which has come on board particularly to work with the *panchayats*, the PRADAN professionals, as well as the participating GPs. Without their wholehearted engagement, this journey and our learnings, though not anywhere near complete, would not have been so rich.

Sonali Srivastava, founder and CEO of Anode Governance Lab is a development & management professional. She set up Anode Governance Lab to pursue work towards systemic strengthening of institutions engaged in public services.

²Retired Chief Secretary, Government of Kerala, and Former Secretary, Union Ministry of Panchayati Raj