Subject: Human Resource Management

Production of Courseware
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Paper 15 Human Resource Development Through Community Engagement
Module 01 Role of Higher Education Institutions in Community Engagement

Development Team

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Items	Description of Module
Subject Name	Human Resource Management
Paper Name	Human Resource Development through Community Engagement
Module Title	Understanding and Promoting Students' Learning in University Community Engagement :- A Case Study of Bhagat Phool Singh Mahila Vishwavidhalaya(BPSMV) Khanpur Kalan, Sonipat, Haryana.
Module ID	Module No.-1
Pre-requisites	Community Engagement, its goals, student learning.
Objectives	To understand the role of BPSMV in the implementation of the activities of community engagement,
Keywords	Community Engagement, Social Responsibility, Participation

1. Module No.---
2. Learning Outcome
3. Introduction
4. Importance of community engagement in higher education.
5. Learning of the students through community engagement
6. Suggestions to make community engagement effective in higher education.
7. Summary.

1. Learning Outcome:

After completing this module the students will be able to :

- Importance of community engagement in higher education.
- Learning of the students through community engagement.
- Suggestions to make community engagement effective in higher education.

2.Introduction

Community involvement in the higher education institutions is not new. The term 'community engagement' has been gaining importance in India recently. Though in form of service learning, it has been a important characteristic of college life in some countries like the US and the UK. With reference to Higher Education Institutions (HEIs), in the broader sense, the term 'community' includes outside teacher community, research community, parent community, business community, employer community and others, each having potential to drive the HEI's development when productively engaged. (Community Engagement case presentation, National Assessment and Accreditation Council).

It is an aim consistent with the founding of the university policy which is to undertake community engagement in partnership with local villages, an emerging focus of social responsibility in higher education(Bore & Wright, 2009).

It is in this context in India, as per the recommendations of the Steering Committee on Technical and Higher Education in the country, the 12th Plan aims to promote greater social responsibility in higher education in the country. While many institutions have already been involved in programs like the NSS, they are largely designed to 'help' the community. The new approach to community engagements being recommended by the expert committee set up by the Planning Commission emphasizes mutually beneficial and respectful partnerships between communities, civil society and institutions of higher education in the country.

3. Concept of Community Engagement.

Before proceeding further, it is pertinent to understand the concept of community engagement. The Higher Education Quality Committee (HEQC) describes community engagement as initiatives and processes through which the expertise of the higher education institutions in the areas of teaching, learning and research are applied to address issues relevant to their communities. It acknowledges that community engagement takes a variety of forms, ranging from informal and relatively unstructured activities to formal and structured academic programmes addressed at meeting particular community needs (HEQC, 2004).

4. Goals of Community Engagement.

Cetindamar and Hopkins (2008) assert that the main goal of higher education is still a matter of ongoing debate: whether it should be training for jobs, or preparing students to become stewards of the earth, or participants in democracy for global social justice. It is no secret that higher education institutions (HEIs) globally have failed to provide solutions to the social, economic and political problems of the world. In general, the goals of community engagement are to build trust, enlist new resources and allies, create better communication, and improve overall health outcomes as successful projects evolve into lasting collaborations (Centre for Disease Control (CDC), 1997; Shore, 2006; Wallerstein, 2006)

5. Community Engagement and Social Work Education

This paper presents Bhagat Phool Singh Mahila Vishwavidhalaya, (BPSMV), Department of Social Work as a case study to demonstrate the work done by the faculty and students of social work in the areas

of community engagement. BPSMV is the first women's university in North India established in 2006 Named after a local spiritual leader, Bhagat Phool Singh, who was the founding father of a small school for girls in 1919, the university symbolizes this advocate's commitment to the education of girls. Assassinated by protestors who opposed with his encouragement of girl's education, Singh's cause was then taken up by his daughter, Padam Shri Subhasini who continued the school and extended its capacities for educating girls.

Addressing gender disparity is at the heart of BPSMV's mission and its engagement policy: that women should contribute to the advancement of their communities and that the university should raise the status of women in society by producing strong leaders. It is in this context women in Haryana face serious issues of poverty, limited educational options, limited employment and income, and violence (Planning Commission,2009). Gender disparity is visible in a declining female ratio in the last few decades. In 2011, the ratio of women to men in Haryana was 879 women per 1000 population of men. The literacy rate among women is 56.9% while among men it is 84.06. A national policy on gender equality is seeking to close those disparities. BPSMV is an face of this national policy.

6.BPSMV's focus on Community Engagement

The university's emphasis on community engagement, particularly at local levels, prepares the set of courses diverse from traditional Indian higher education schemes at either the undergraduate or graduate levels. Through interdisciplinary structures, like the newly chartered Center for Society and University Interface and Research, students can gain extra experience in key areas of local development involving folk medicine, alternative energy, and microfinance. To lead engagement, the university has created the Center for Society and University Interface and Research (CSUIR). An interdisciplinary research centre of BPSMV, equipped to undertake engagement at the village level, in key areas of social development, CSUIR is working closely with the university's department of social work to advance the educational status, vocational development, and career awareness of girls and young women in the adopted villages

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7 Activities of community engagement done by the Department of Social Work in the adopted villages

Department of Social Work has been working in the adopted villages BPSMV intensively in the field of community engagement. The villages face issues indicating multiple and serious needs involving gender disparities and issues of gender equality. Following are some of the activities of community engagement which Department of Social Work has done in adopted villages:

7.1 Social Mobilization and formation of Self Help Groups.

7.2 Formation of adolescent groups in villages

7.3 Starting of vocational training centre for drop out adolescent girls.

7.4 Set up community resource centre cum library in collaboration with Gram Panchayat

7.5 Medical Health Check up camp in the villages in collaboration with Aryeuveda Dept of BPSMV.

7.6 Celebration of International Youth Day in collaboration with Nehru Yuva Kendra, Sonipat

7.7 Organize capacity building programmes for the members of Youth Club in collaboration with Nehru Yuva Kendra, Sonipat

7.8 Celebration of days like Small Industry Day, Girl Child Day, Social Work Day, International Rural Women Day, etc.

7.9 Celebration of International Old Age Day by organizing an eye camp in Kasaandi village .

7.10 Awareness Generation Camp of Breast Feeding Week (1Aug to 7th Aug) in collaboration with BPS Medical College, Khanpur Kalan

7.11 Set up non-formal school for the children of construction labour workers in Medical College, Khanpur Kalan.

7.12 Organize one day Awareness Camp on HIV AIDS in collaboration with Rotary Club in Sonipat.

7.13 Awareness generation on relevant social issues like *Beti Bachoo Beti Paddhoo,* declining sex ratio, domestic violence, women's health and nutrition etc.

7.14 Exposure visits of the elected representatives of Panchayat to the Institute of Social Sciences, New Delhi.

7.15 Conducted a pilot survey on Child Marriage in collaboration with Young Women Christians (YWCA) New Delhi.

8. Learning of the students through community engagement

Most of the pioneering examples of community engagement by institutions of higher education tend to focus on 'helping' the community through the students. Students volunteer to support local schools,

clinics etc, they help in tree plantation, or garbage gathering. In many such examples, the purpose of engagement is almost welfares based on the hypothesis that community needs information and knowledge that students bring. The second general reason in these engagements is learning of students about the local realities through volunteering of their time and efforts, periodically, worth to local communities is a secondary thought. It is important to understand that the core purposes of such community engagement by institutions of higher education is to serve mutually decided benefit of both communities and institutions. This implies that the partnership is mutually beneficial and based on give and take by both sets of parties.

Sensitizing post graduate social work students while they learn to take action to influence them using local and institutional strengths and assets is a distinguishing quality of social work education offered by the department.

Action learning can be independent of practice organizations and grounded in team work enacted in challenging real life or authentic contexts of action. Not only do students learn from faculty members in such situations, they can also learn directly from their peers (Wayne et al.,2010) and from actual or potential recipients of social work assistance. Action learning may be very useful in helping students not only shape their professional understanding of action in real world settings unbounded by the cultures of formal human service organizations, but they can learn how to respond rapidly to changing and challenging circumstances (Bellinger, 2010).

Following are some of the student's learning in the process of community engagement.

8.1 Utilization of internal and external resources

Students were given tasks in groups to hold meeting of SHGs and organize awareness camp in the villages on the social issues like declining sex ratio, domestic violence, nutrition and health etc. while organizing these activities, students build their capacity in utilising internal resources available in the village and mobile external resources from outside. One of the student shared her experience that "working in the village give me an opportunity to implement what I learn in the class. I was given responsibility of organizing awareness camp for breast feeding week in the village which helped me to mobilize resources both internally as well as externally."

8.2 Implementation of the stage of Group Development.

While engaging in social mobilisation and formation of SHGs, students gained practice theory content from course lectures and classroom-based activities. In this project, students learnt firsthand about self help groups (SHGs) among village women. Students were very enthusiastic to work on SHGs. For starting this project, they did a social survey of the village to find out interested women were willing to become members of the SHG. In this phase the students and faculty visited villages, established rapport with the President of Gram Panchayat and its members, knowledgeable persons of the village, community-based organizations like Mahila Mandals, Youth club, etc. so as to understand the situation of the village.

8.3 Understood the rural community.

It is in the foundation year that students will come to understand the rural community and its structure, stratification, issues and problems, group and cultural life, and assets and strengths. Students organize collective responses to social issues within a village and therefore group involvement in community life becomes a principal aim of action projects. The formal sequencing of action learning begins with orientation in which students come to know a village through informal interaction with residents, examination of social indicators, walking about the village, mapping its boundaries and significant nodes, and conducting community forums. By the end of a two-week immersive orientation to village life, students know a village and many residents recognize the students and faculty members. The orientation soon melds into a rich appreciation of a village's strengths requiring students to engage in multi-method asset assessment. Working with village members, students present their findings to village members and leaders and they obtain feedback from residents about their priorities for action.

8.4 Understood the Target Community:

At the outset, students explore or survey the area focusing on initial planning and operational aspects. In this phase, students visit villages, establish rapport with the President of Gram Panchayat and its

members, knowledgeable persons of the village, Community Based Organization like Mahila Mandals, Youth Club etc. so as to understand the situation of the village.

Before entering the community, students understood that before entering in the community, one should be prepared herself/himself about her/his goal. There might be many problems in the village. But the social worker identify such a problem which could be solved in consultation with the local community. It is very important that one should know the target community very well. One of student shared her learning that when we are in community it is very important that "we must carry a dairy so that she can write down the details interaction/discussion with various persons about the community/village." But one should also remember that student does not write in front of the community's people otherwise instead of cooperating, they may start doubting their intentions as the written things can be revealed somewhere and that may put them in tight corner. After discussing with the community, student should write the important things like caste, population, total families, and occupation of the people etc. during lunch time or immediately after coming back from the field.

8.5 Understood the process of Social Mobilization:

Social mobilization approach is a participatory process where people are educated, organized, motivated and enabled to undertake social enquiry and analysis for understanding their life situation and taking decisions and actions to change it for their well being. Such a complex process cannot be achieved in a onetime interaction.

One of the student shared her experience that role of social worker is very important because she/he has to harness cooperation of implementing agency and officials of the line Departments on the one hand and villagers particularly women belonging to BPL families on the other hand. At the outset, social worker has to take steps to help the people to mobilize themselves. To achieve this objective, she/he has to take the following steps to form groups:

- Hold discussion with the members of community based organizations like Self Help Groups, Mahila Mandal, adolescent groups etc. in the community
- Visit influential families to clarify their doubts.
- Hold specific discussions with male members if the groups are for women**.**

8.6 Mobilizing Resources:

Students learnt the fact that social workers should make efforts to bring out self-sufficiency in the village community. For this, dependency on external resources may be avoided. She/he should encourage the community to use its own resources first rather than depending on others. If outside resources help the community then dependency syndrome develops and there are less chances of

sustainability and self-reliance at local level. Social worker can courage the community to use internal resources.

While discussing resources, social worker often find people saying that the community does not have the enough resources. There is a tendency to rely on an outside donor only. Role of social worker is to make the community understand that community members should pull in resources from many and varied resources. Social worker should make the members aware about the sources of support and ask the community members to identify those which the community can provide. Faculty and students of social work also mobilized resources for organizing camps in the village.

9 . Challenges encountered

Community-university engagement', one of the most talked about phenomena in global higher education today. There is no doubt that development is not a smooth process, it is one step ahead, two steps backward and again two steps ahead. The opportunities of engaging community in collective impact initiatives also come with challenges. This section describes some of the challenges encountered by the teachers and students while doing community engagement in the adopted villages.

9.1 Male Dominated Society

Being a male dominated society, rural women in particular are not independent in taking decision on their own. To explain with an example faculty and students had to put lot of efforts in convincing husband and other male members of the family to send elected representatives of Panchayat to Institute of Social Sciences (ISS), New Delhi for participating in the Women's Political Empowerment Day Celebrations

organised every year. It was unfortunate that there were young energetic elected representatives of Panchayat who wanted to see Delhi and participate in the programme, but their husband did not give permission to them. There is a common perception in the village that a woman should be confined to the four walls of the house.

9.2 **High Expectations from Social Work Profession**

From the students' perspective action learning is not without challenges. One of the student is of the view that she did not get much support and cooperation from villagers she needed. Students of the social work hold the view that community's lack of awareness of social work as a profession became a barrier in gaining support from village. Students shared their experience that some of the residents see students of social work as small girls who cannot understand the problems of the community. Majority of the villagers see teachers and students of social work with suspicious eyes that University has some interest in developing the village. Villagers do not accept teachers and students as facilitators rather take them as solving their problems on permanent basis. Some villagers see students as government officials who were responsible for organizing public benefits. It was experienced that the process of community engagement raises expectations from the teachers and students of social work in the community.

9.3 Lack of support from Gram Panchayat

Political leadership is also lacking in villages for support. Many a times, teachers take appointment from Sarpanch so as to provide a platform to students and villagers to interact on the problems of village. But they do not turn up for meetings. Rather they hesitate in participating in the programmes of community engagement.

9.4 limited number of suitable organisations in Haryana

There has been a limited number of suitable organisations in Haryana to support high quality learning experiences for social work students in a largely rural area of India. How do social work novices learn when there is a dearth of formally educated social workers who can serve as role models in actual field situations? Such contexts may call for and demand social innovations in the design and provision of human services, something students and faculty who partner with members of those contexts may be able to produce (Bellinger,2010).

10. Suggestions for effective community engagement in Higher Education

Following are some of the suggestions given for effective community engagement in higher education:

10.1 Credits for community engagement

Credits for community engagement in Universities and other Higher Education institutions should be persuaded in conducting evaluations. This includes credits for teachers, students and visiting faculties who choose to engage in community based work and perform vital roles of public academic engagement. Student-initiated community engagement work (including internships, fellowships, course-work) should be particularly encouraged to influence the vigor and idealism of youth.

10.2 Small Grants/endowments

The capacity of institutions of higher education to support and promote initiatives that deepen social accountability practices internally and externally needs to be strengthened in an action-learning mode. These grants can be for smaller institutions, new areas of engagement and support initiatives at planning and developing community engagements. Efforts at building joint partnership projects with civil society and private sector to achieve these goals may be particularly encouraged. Innovation, risk-taking, inclusion and learning from these smaller initiatives may be the main criteria for award of such grants

10.3 Tapping of students and civil society

Motivation of students and civil society should be tapped as a way of energizing such community engagements which are mutually respectful and beneficial. Resources may be needed to support knowledge sharing, capacity development of teachers and students in community engagement, preparation of innovative curricula and pedagogical tools. Such resources should be more widely mobilized from the government, private sector and civil society.

10.4 Flexibility in new systems of curriculum design

Flexibility in devising new systems of curriculum design, review and pedagogy that incorporate elements of community engagement should be encouraged. Universities and other Higher Education institutions should be provided autonomy to make their programs, courses and initiatives more relevant to the needs of society. Such curricula flexibility would enable enhancement of the quality of knowledge produced by the university about communities and also help create new programmes.

10.5 Training for practitioners and researchers

Training workshops for practitioners and researchers together should be conducted. These learning materials would then be converted into manuals in open source formats (for print, CD and new media) and made available in a manner that they can be used as well as new materials added and strengthened.

10.6 Best practice in the community engagement

Further the best practice in community engagement need to be identified in order to disseminate them among the higher education institutions in the country for the benefit of the academic fraternity and the society at large.

Summary

It is imperative that for community engagement all stakeholders must be ready for collaboration then only result will be equitable, effective, and sustainable. There is a dire need of whole-hearted commitment on the part of people who have zeal to work towards community improvement. They may be instrumental in building the capacity of the people in the community and can also represent the interests of all sections of the society. In order to bridge the gap between university and society, integration of knowledge of theory and practice is needed. This kind of integration is an urgent task at a time when India is putting lot of efforts in higher education sector and would like to see positive revolution in human capital. Strengthening higher education-community linkages means that we put the connection between community and the university at the heart of the educational process in order to guarantee the continuing relevance of higher education.

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Paper   15 Human Resource Development Through Community Engagement
Module 02 Community Involvement in the implementation of National Food Security Act.

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Items	Description of Module
Subject Name	Human Resource Management
Paper Name	Human Resource Development through Community Engagement
Module Title	Community engagement in the implementation of National Food Security Act. Challenges in its Implementation
Module ID	Module No.-2
Pre-requisites	Features of National Food Security Act(NFSA,), challenges faced in the community while implementing National Food Security Act , suggestions for solving food problem.
Objectives	To understand NFSA and its features, challenges related to this Act.
Keywords	Public distribution system, Household, Empowerment

1. Module No.---
2. Learning Outcome
3. Introduction
4. Meaning and concept of National Food Security Act and its features.
5. Challenges faced by the Community while implementing NFSA
6. Suggestions for solving Food problem
7. Summary.

1. Learning Outcome:

After completing this module the students will be able to :

- Understand the concept of food security in India and its features.
- Explain the challenges faced by communities while implementing NFSA.
- Strategies to be adopted for solving food problem.

2.Introduction

India is one of the major producers of food grains in the world, feeding 17 per cent of the world's population with three per cent of the world's arable land. In order to enlarge and ensure that food should be accessible to each and every family, both Central as well as State Governments have been implementing various schemes like Antyodaya Anna Yojana, Annapoorna, integrated Child Development Services (ICDS) and Mid-Day Meal Scheme,etc. However, it is matter of serious concern that despite of many schemes and programmes to ensure food to people, nearly half of the population still endure from chronic hunger and under-nutrition. With over 200 million people unsure about accessing their daily bread, 50 per cent of our children are undernourished and about 68 out of 1000 dying before the age of one year. According to Food Policy Research Institute(IFPRI) India has made a sluggish progress towards ensuring food security to its people. In India where a large number of people live below poverty line and level of malnutrition is also very high, it is hoped that implementation of National Food Security Act(NFSA) will diminish or rather eliminate these problems in the country.

3.Meaning of Food Security

This paper apart from mentioning the salient features of NFSA mentions   challenges in its implementation in rural areas of the country. But before that first let us start with the meaning of food security.

The World Health Organization (WHO) defines food security as a situation when all people at all times have physical and economic access to sufficient and nutritious food that meets their dietary needs and food preference for an active and healthy life. The lack of a balanced diet minus essential nutrients results in chronic malnutrition.

According to Shaleen Jain of Hidayatullah National Law University in India, food security has three broad dimensions – food availability, which encompasses total food production, including imports and buffer stocks maintained in government granaries. Food accessibility –food's availability or accessibility to each and every person. And thirdly, food affordability – an individual's capacity to purchase proper, safe, healthy and nutritious food to meet his dietary needs.

Food security "exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food which meets their dietary needs and food preferences for an active and healthy life." (FAO 1996)

Further to this, food security implies that "food is produced; processed and distributed in a manner that does not compromise the land air or water for future generations" (Food Security Standing Committee 2004)

 4. **Four elements of Food Security**

Food security in our communities is dependent upon these four elements:

4.1 Availability of food, (i.e. the quantity of food available to the population); -
4.2 Stability of supply, (i.e. the reliability of our food sources over time);
4.3 Accessibility of food, (i.e. the ease with which food may be obtained);
4.4 Utilization of food, (i.e. the ability and desire to make use of the food (capability, skill & acceptability) (Ostry 2010)

Food security has been a major developmental purpose in India since the beginning of planning. India has achieved self-sufficiency in food grains in the 1970's and has constant it since then. But the achievement of food grain security at the national level did not go down to households and the level of chronic food insecurity is still high. Over 225 million Indians remain constantly under nourished. In 2000-01, about half of the rural children below five years of age suffered from malnutrition and 40% of adults suffered from chronic energy deficiency. It is reason of concern of wasting away of human resources.

5. Salient Features of NFSA

Food security is certainly a major concern and top priority of the government today. This Act is perhaps the first of its kind after Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) and an important milestone legislation which will empower 82 crore Indians with the legal right to food and will serve as a bulwark to fight against malnutrition and deprivation. Jean Dreze, an economist is of the view that nearly 70 per cent of the households in Bihar went to bed hungry in contrast to the average of 25 per cent in other states. The food security Act will cover nearly 87 per cent of the rural poor which is almost universal coverage of the NFSA.

5.1 Eligible Households The food security bill promises 75 percent of rural population and 50 percent of urban households with focus on nutritional needs of children, pregnant and lactating women the right to 7 kg food grains per person, at Rs.3 per kg for rice, Rs.2 per kg for wheat and

Rs.1 per kg for coarse grains to the main concern beneficiaries. The general category will be given at least three kilograms of food grains per person per month at half the minimum selling price. Priority households are entitled to5 Kgs of food grains per person per month and Antyodaya households to 35 Kgs per households per month. The combined coverage of priority and Antyodaya households(called eligible households) shall extend upto to 75% of the rural population and upto to 50% of the urban population. It provides for food and nutritional security to identify beneficiaries of the priority households through the targeted public distribution system.

5.2 Food Component The food component may be in the form of cooked meal, take home ration or food security allowance. It provides for 5kg of food grain per person and 35kg per household per month. The food security bill promises 75 percent of rural population and 50 percent of urban households, the right to 7 kg food grains per person, at Rs.3 per kg for rice, Rs.2 per kg for wheat and Rs.1 per kg for coarse grains to the priority beneficiaries. The general category will be provided at least three kilograms of food grains per person per month at half the lowest amount selling price.

5.3 Pregnant Mothers

It provides for nutrition support to pregnant and lactating mothers, and maternity benefit of not less than Rs.6000/- in installments. Every pregnant and lacatating mother is permitted to a free meal at the local aganwadi as well as maternity benefits of Rs.6000 in installments. About 2.25 crocre pregnant women and lactating mothers are expected to benefit from the legislation that proposed to give Rs.1000 per month for six months as maternity benefit.

5.4   **Children**

Source: http://www.simplydecoded.com/wp-content/uploads/2013/01/pp1.jpg
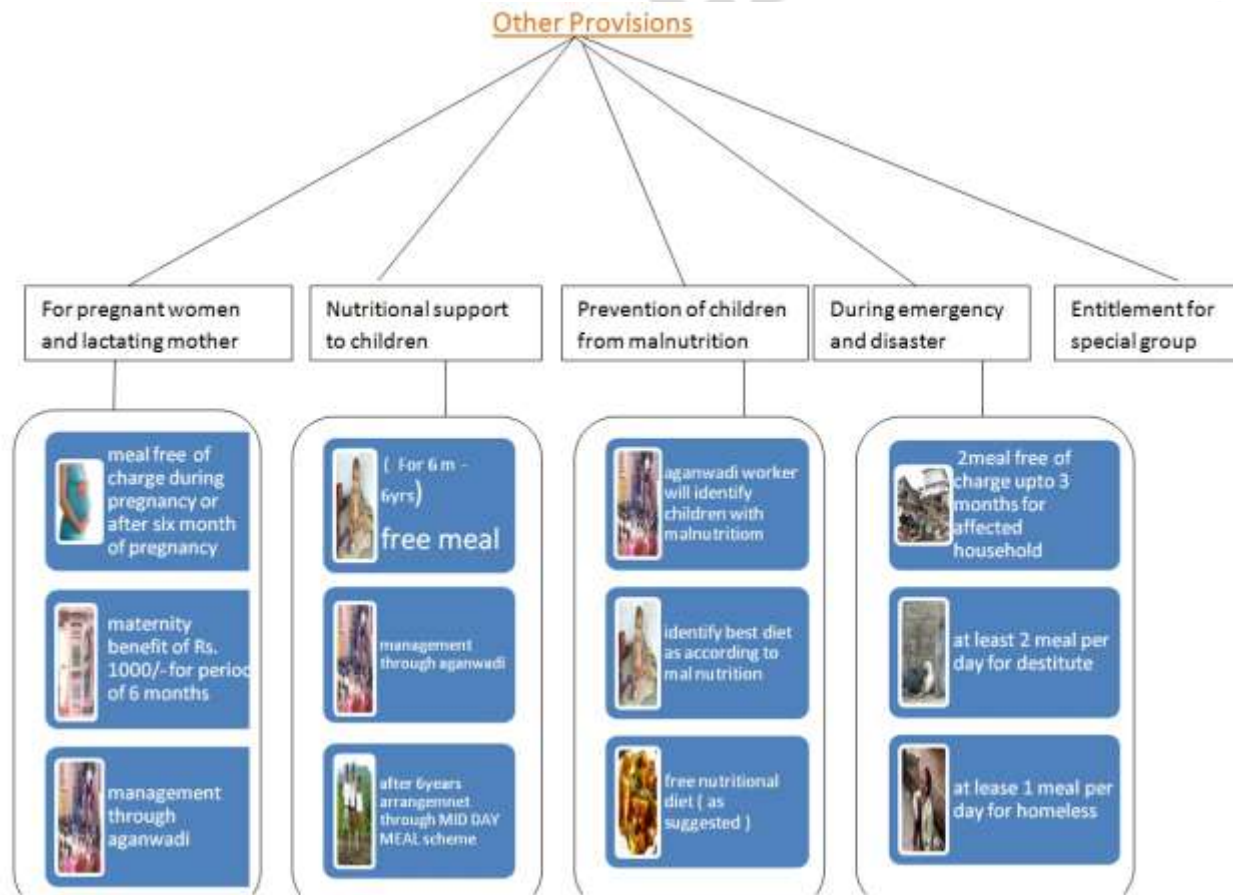
The Bill also hold great promises for children. Children in the lower and upper primary classes would be permitted to mid-day meals as per the prescribed nutritional norms. Children suffering from malnutrition, those covered by the mid-day meals, persons under the Antyodaya Yojana and priority households will be

included as beneficiaries. The bill will also give rations or cooked meals to children under 14 years of age, destitute including women and persons on the margins of society.

5.5 Empowered Women

Female members will be treated the heads of the household. Aiming to empower women, the Bill also proposes that the ration card will be issued to the eldest female member of the family.

Source: https://www.mygov.in/sites/default/files/master_image/large-image/food-security510x340.jpg

5.6 Transparency and Grievance Redressal

It provides for a two-tier grievance redressal structure, involving the District grievance Redressal Officer and State Food Commission. Compulsory transparency provisions include (1) placing all PDS related records in the public domain (2) conducting periodic social audits of the PDS and other welfare schemes (3) using information and communication technology to make sure transparent recording of transactions at all levels. (4) setting up vigilance committees at all levels to manage all schemes under the Act. District grievance redressal officer shall be appointed by state government for each district to hear grievances and take necessary action according to norms to be approved by state government.

The Food Commissions have powers to impose penalties. In case of non-supply of the entitled quantities of food grains or meals to entitled persons, such persons will be entitled to a food security allowance from the state government, as prescribed by the Central government.

5.7 Obligation of State Governments

The main obligation of state government is to implement the relevant schemes, in accordance with the Central Government guidelines. State government also have wide ranging powers to make rules. They are free to extend benefits and entitlements beyond what is prescribed in the Act from their own resources.

6.Challenges

The NFSA provides food and nutritional security in human life cycle approach, by ensuring access to adequate quantity of quality food at affordable prices to people to live with dignity both in rural and urban areas. This is in fact unparallel across the world . However, there are some challenges before its implementation, which have been discussed below.

Source: https://thesaltlist.files.wordpress.com/2011/04/food-security-for-rats.jpg

6.1 Inadequate Storage Facilities

Act says that for efficient operations of the Targeted Public Distribution System (TPDS), every state government shall create and maintain scientific storage facilities at the state, district and block levels being sufficient to accommodate food grains required under the TPDS and other food based welfare schemes. It is in this context, Jean Dreze opined that in the last ten years, there has been a lot of pilferage and wastage of food grain. With nearly 500 lakh tones of food grains rotting in godowns. Keeping this problem in view, it is a great challenge before the Government to make available adequate storage facilities that too in decentralized manner in the country side.

6.2 Capacity of the Panchayats and Gram Sabha.

Local authorities and Panchayati Raj institutions are accountable for proper implementation of the Act in their respective areas and may be given extra responsibilities. Local Authorities have been made responsible for implementing the provisions related to this Act without knowing their strength. In fact , it has become a way whenever either central or state governments declare any new scheme or programme, every time responsibility lie on the shoulders of the Panchayats without realizing their capacities and background of their governance in local setting . No doubt, Panchayats can play a important role in the effective implementation of scheme and programmes but at the same time, they need to be empowered and their roles and responsibilities should be clearly defined rather than thinking that Panchayats are universal remedy for every problem relating to rural areas. For example, under MGNREGA , these institutions are the principal authorities to execute it. But grassroots realities revealed by various studies that Panchayats have not played much role in preparation of the perspective plans and their implementation. The main reasons is their capacity in terms of lack of functional, financial and administrative autonomy. Although poor people in terms of SCs, STs are members and chairpersons of these bodies , they rarely played any role . Only elites of villages hold the balance in the matter of local governance. Gram Sabha is also in a similar position. This body is the head and heart of the entire

system of Panchayati Raj System , but its meetings hardly take place and involvement of women and weaker sections is also insignificant. It is greatest challenge as how to make these bodies empowered and active for effective implementation of the NFSA.

6.3 Problem of Identification of Beneficiaries

According to the Act, only identified eligible households will get food grains. But the grassroots realities indicate that there have been large scale errors in the identification of BPL families. It has been found that detection of the eligible households is not done properly. It has been observed in the field that deserving families are kept out from taking benefits under this Act because they were not included in BPL families during survey. Declaring a family BPL remain mostly in the hands of Sarpanch. BPL cards are only given to those families who are near and dear ones to Sarpanch and as a result families where there is a dire need of food remain left.

6.4 Role of Self Help Group(SHG)

This Act has taken a welcome step in women empowerment by giving due significance to women. It is mentioned in the Act that eldest woman who is not less than eighteen years of age, in every eligible household, shall be head of the household for the purpose of issue of ration cards. Further, first choice to public institutions or public bodies such as Panchayat, SHG, co-operatives, in licensing of fair price shops and management of fair price shops by women and their collectives should be given as per the Act.


Source: http://igsss.org/wp-content/uploads/2014/06/Slide4.jpg

Not only SHGs but other community based organizations like Shaksar Mahila Samooh, Mahila Mandal, Youth Club etc forms social capital and can play important role in awareness generation and effective implementation of food security. But due to the lack of social mobilization and guidance, they are purposeless and remain only on paper. It was found that SHGs these have been formed by the officials without any social mobilization. Forming SHGs in such a way does make the women collection of individual but not the Group. Hence, it is also a major challenge before the government to make these groups vibrant for successful implementation of NFSA.

7.Measures to Solve the Food Problem

The Government of India has been expected to solve the problem of food in the country. Both Central and state governments have been taking strong steps to solve the food problem in India. Following are the measures that may be taken for solving the food problem.
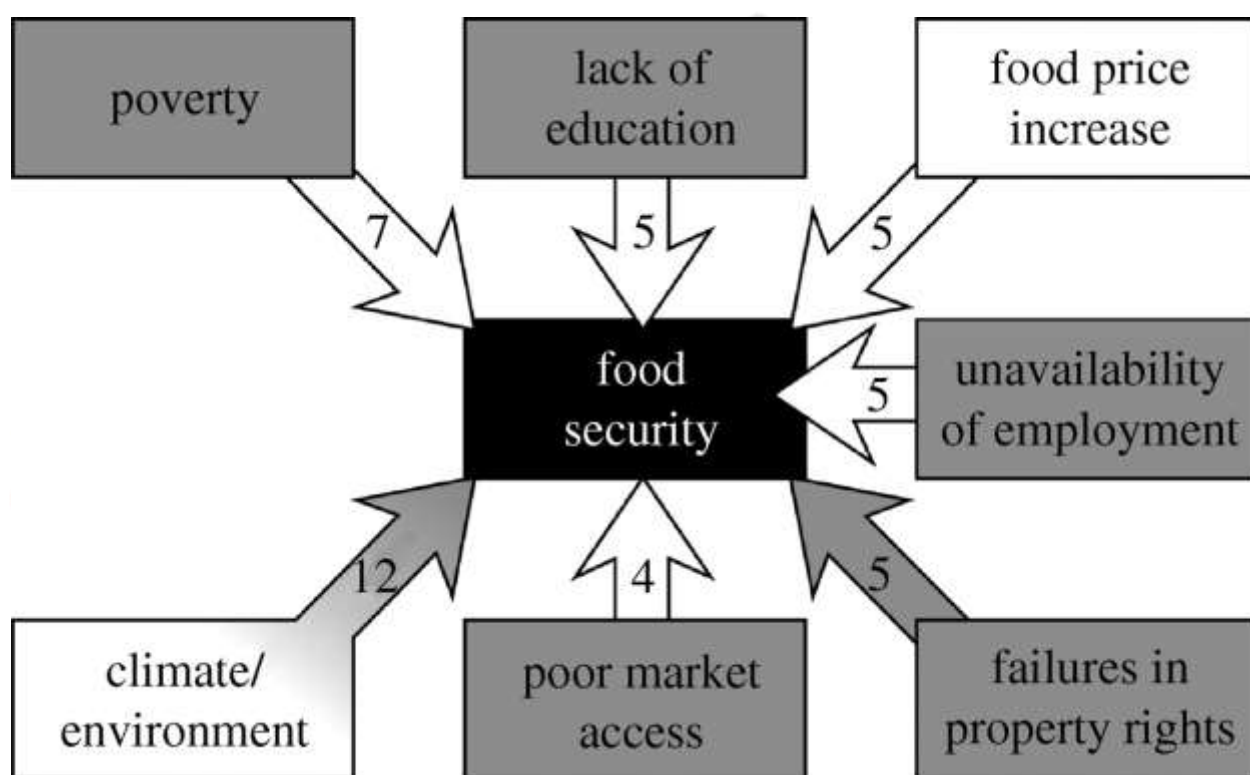
Source: rstb.royalsocietypublishing.org/content/royptb/360/1463/2139/F4.large.jpg

7.1 Increase in Imports:

It has been observed that shortfall in internal production and high prices of food grains are the two major problems of food insecurity. Due to the internal shortage of production and increased demand for food result in the rise of prices of food grains.

Keeping in mind the shortfall of the internal production, government has made efforts in increasing imports of food grains from other countries. Between 1961 and 1966, approximately 35 million tonnes of

food grain were imported from other countries. During that period, India had become the biggest importer of food grains in the whole world.

7.2 Procurement of Food grains:

Another step taken by the Government is the procurement of foodstuffs within country. Some of the states which have surplus food. For example, Punjab has surplus wheat and Andhra has surplus rice. Apart from this, we find in each state, large farmers and landlords who produce more food grains than the market keep the food grains safe and sell when the prices go up. In order to secure food grains, State Governments accumulate some quantity of food grains from each farmer who procures more than his consumption. This collection is known as procurement of food grains. In recent years, the State Governments have increased their procurement.

7.3 Price Control and Rationing:

The Government has set the prices of food grains both for wholesale and retail trade. Through setting up of the fair price shops throughout the country, government sells its stock of food grains. As a result, fair price shops help to grip down the prices and provide essential food grains to low income groups at reasonably low prices. The fair price shops are actually meant for the low income groups in the country. Apart from fair price shops, the Government had introduced rationing in urban areas under which a minimum quantity of food grain is assured to every person and family in a town.

7.4 Government Takeover of Wholesale Trade:

Wholesale dealers in food grains were licensed in many states to check prices and to eliminate hoarding and collection of more than of consumption in food grains trade. In addition to this, traders were asked to declare their stocks in order to stop hoarding and profiteering. In this way, the Government of India, in cooperation with State Governments, has taken various steps to solve the food problem in a short period.

7.5 Increase in Agricultural Production:

Both Central as well state government in order to increase the food production promote regular water supply, high-yielding varieties of seeds, adequate quantities of fertilisers, pesticides and latest agricultural equipment . The farmers get sufficient amount of credit to help them to purchase latest technology. This results in showing great interest among the farmers to use new technology for further food production.

Another innovative new agricultural strategy is to raise double cropping. This is to be done through the use of quick yielding varieties of seeds. With this double cropping system, it is possible to raise two crops in a year, or even three corps. The new agricultural strategy has helped in a green revolution.

Source:-
http://3.bp.blogspot.com/ZfDbotGVvlE/VI5KXIOO98I/AAAAAAAAACo/JUtCB9MT99s/s1600/Ag riculture%2Bemerging%2Btechnologies.jpg

7.6 Control of Population:

It is imperative to understand here that there is a need to reduce the growing population. If the population is not stopped then efforts of government will become useless and the food problem cannot be solved at all. There is no doubt that Government has been using various methods to check population growth both in rural and urban areas but still a lot more to be done. Legislation of abortion is a step towards controlling of population.

7.7 Changing Food Habits:

Another strategy can be used for ensuring food grains is the changing of food habits of the people. No doubt, cereals prevail in the food of our people of all classes. It will be useful if the richer classes consume less of cereals and more of protective foods like eggs, fish, meat, fruit, vegetables, etc. and the poor classes are convinced to take less of wheat and rice and more of coarse grains, papaya, sweet potatoes etc.

Summary

To conclude, it may be said that the NFSA will meet a goal set by Mahatma Gandhi for independent India: 'the God of bread' should bless every home and hut. However, to realize this goal, it is imperative that both supply side of its implementation like strengthening Panchayati Raj System , adequate food

grain storage and demand side like organizing community into groups their networking and ultimately forming social capital have to be done. Here, role of social entrepreneurs is very important to build up social capital which in tern will also strengthen the supply side of its implementation. If it happens , it leads to effective 'Right to Food Campaign' across the country by way of mobilization of people particularly disadvantaged section of the society.

Subject: Human Resource Management

Production of Courseware - Content for Post Graduate Courses

Paper 15 Human Resource Development Through Community Engagement
Module 03 Community Engagement in the implementation of Sawach Bharat Mission-
A case study of Bilaspur Gram Panchayat, Haryana state

Development Team

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Items	Description of Module
Subject Name	Human Resource Management
Paper Name	Human Resource Development through Community Engagement
Module Title	Community Engagement in the implementation of Sawach Bharat Mission- A case study of Bilaspur Gram Panchayat, Haryana state.
Module ID	Module No.-3
Pre-requisites	Swach Bharat Mission, its objectives, efforts made be Gram Panchayat for making model village.
Objectives	To understand SWM, its goals, Before and After intervention.
Keywords	Gram Panchayat, Awareness, Mobilization.

1. Module No.---
2. Learning Outcome
3. Introduction
4. Objectives of the Swach Bharat Mission
5. Efforts made by Bilaspur Gram Panchayat for making its village a open free defecation
6. Outcomes of the efforts made by Gram Panchayat
7. Summary.

1. Learning Outcome:

After completing this module the students will be able to :

- Understand the concept of Swach Bharat Mission and its objectives
- Strategies to be adopted by Gram Panchayat for open free defecation.
- Before and after intervention by the Gram Panchayat.

2. Introduction

Government of India introduced the Central Rural Sanitation Programme (CRSP) in 1986 mainly with the purpose of improving the quality of life of the rural people and also to provide privacy and self-respect to women. To generate awareness on sanitation, the Nirmal Gram Puraskars (NGP) were awarded to recognize the achievements and efforts made at the GP level in ensuring full sanitation coverage and achieving other indicators of open defecation free GPs. This award gained popularity and desired was generated among the gram panchayats to get this award by attaining
Nirmal Status.

3. Objectives of the Swach Bharat Mission by 2019
In order to achieve universal sanitation coverage and to put focal point on sanitation, the Prime Minister of India launched the Swachh Bharat Mission on 2nd October, 2014 with the following objectives:

3.1   Bring about an development in the general quality of life in the rural areas, by promoting hygiene, hygiene and get rid of open defecation.

3.2   Accelerate sanitation coverage in rural areas to attain the vision of Swachh Bharat by 2nd October 2019.

3.3   Encourage Communities and Panchayati RaJ Institutions to adopt sustainable sanitation practices and facilities through consciousness creation and health teaching.

3.4   Encourage cost effective and suitable technologies for ecologically safe and sustainable sanitation.

3.5   Develop wherever required, Community managed sanitation systems focusing on technical hard & Liquid Waste Management systems for overall hygiene in the rural areas.

Source:ww.pmindia.gov.in/wp-content/uploads/2016/01/0.52207900_1451629836_swachh.jpg

4. Priority Areas

Under the Programme, main concern shall be accorded to cover household having:

4.1   Old Age Pensioners /Widow/Pensioners

4.2 Disability Pensioners (National Social Assistance   Programme {NSAP} beneficiaries)

4.3 Pregnant and lactating mothers covered by Maternal Health Programmes of Central and   State Governments, including Janani Suraksha Yojana under National Rural Health Mission;

4.4 Girl children covered by any Scheme benefiting the girl child

5. Role of Panchayati Raj Institutions in SBM

As per the Constitution 73rd Amendment Act, 1992, Sanitation is included in the 11th Schedule. Accordingly, Gram Panchayats have a pivotal role in the implementation of SBM. The programme may be implemented by the Panchayati Raj Institutions at all levels. The GPs will participate in the social

mobilization for the generating demand, construction of toilets and also preservation of the clean environment by way of safe removal of waste.

Panchayats have a pivotal role to play in making every village a model village where people should actively participate in the process of development. Participation of people in the development activities at the local level is the key. Need of the hour is that the representatives of local governments should understand the concept of development and encourage people's participation in order to achieve the goals of the development. If many local governments gear up their work towards ensuring good education to children belonging to their region, giving good maternity care, ensuring quality health support will surely address overall development.

It has been observed in the field that there are families who can have enough money to build the toilets but they have the routine of going to open defecation. Money was not the problem for them but they were not apprehension with constructing toilets . Field realities make it clear that in families where toilets have been constructed but they do not want to use it. There were toilets constructed but they were used as stores for keeping worthless things. This problem found particularly among old age people who were found saying that they benefit from going out for defecation.

After conducting focused group conversation with the teachers in the school and aganwadi centres, it was found that children particularly girls did not go to the school because of the lack of toilet facility in the school. They have to leave the school early because their school do not have toilet facility and once they go home they engaged themselves in domestic chores. As a result, they lose interest in their studies.

6. Efforts made by Bilaspur Gram Panchayat for building its village a open free defecation

This section presents a case study of Bilaspur Gram Panchayat of Panipat district, Haryana. This village has made efforts in building their village a open defection free and clean environment village. This Gram Panchayat(GP) has acted as motivator and catalyst organization on behalf of the villagers and has added in the process of making the village as sanitized village and also enjoyed the benefits of clean environment.

6.1 Bliaspur Gram Panchayat- A brief Profile

Keeping in view the importance of sanitation, Bilaspur was chosen as model village because this Gram Panchayat has earned lots of praise not only at nationwide level but global level too. This village was awarded Nirmal Puraskar from President of India in 2007 and Mr. William Chamber, Prince of Netherland also visited this village as this Gram Panchayat is the foremost one in Haryana where every family has built toilet in their house. This village is considered as one of the model villages in the country due to the overall improvement in general and cleanliness in particular. This village is the open defecation free clean village with all its schools, aganwadis and every household having toilet and hygiene facilities.

Bilaspur Gram Panchayat is situated in Samalkha Block of Panipat district of Haryana. As per the 2001 Census, total population of this Gram Panchayat is 1176. There are total 704 votes including women which comprise 310 votes of it. Percentage of Backward Castes and Scheduled Caste is 22 and 14.8, respectively. Total literacy of the village is 92% which is good sign of developed GP. Most of the families are dependent on agriculture for their living.

Many community based organizations (CBOs) like Shakshar Mahila Samooh, Self Help Groups, Farmer Club, youth clubs, children club are also present in this village and always support Gram Panchayat for any progress of the village.

6. Reasons of Choosing Insanitation Problem

After interacting with Sarpanch and other members of the Gram Panchayat, it was found that there were many developmental issues that the GP were interested to take up to develop the village. But this Gram Panchayat has selected insanitation problem on main concern basis because of the motivational talk given by Deputy Commissioner (DC) of Panipat district and others in the discussion of the Sarpanchs held in 2006.

It was determined by both Gram Panchayat and Gram Sabha that school hygiene should be given highest priority to inculcate safe hygienic habits among school children. After working together with the members of the community based organizations it was initiated that they were not awake about the information that 90 per cent of diseases start from stomach and the main reason for this is that we do not go for natural call on time. It was unacceptable to know that about 80 per cent of the diseases common in rural India are lack of safe drinking water and the poor sanitation facilities and practices. It was inspiring to see that in the village majority of the people were aware that that human excreta is the cause of many enteric diseases such as cholera, dysentery, typhoid, infectious hepatitis, diarrhea etc. The money that they exhausted on medicines can be saved if they focus on inculcating habits of sanitation. In other words, adopt sanitation as way of life .

7. Strategies Adopted by Bilaspur Gram Panchayat

After attending the training and interacting officials of District Administration , Sarpanch after returning to his village   prepared his mind to obtain Nirmal Puraskar from President of India. Following strategies were adopted by this Gram Panchayat.

8.1 Sharing idea of sanitation with Gram Panchayat

Sarpanch straight away called a meeting of the Gram Panchayat in which some members of Gram Sabha were also invited. First, he shared his knowledge on sanitation with them and also about the Nirmal Gram Puraskar and how it can be obtained. As villagers have good trust in Sarpanch so convincing them was not a tricky task for the GP. They extended their support to Sarpanch and GP and promised him and Panchayat that first they will construct toilet in their houses and later they will convince other people to do the same. This Gram Panchayat planned to cover the whole village where every person should be aware about the sanitation and get ready to build toilet in their houses. The task was very taxing but they decided to start this programme in a mission mode.

This Gram Panchayat put its efforts to school sanitation by inculcating safe hygienic habits among school children. As one of the objective of SWB is to improve the quality of life of the rural poor and provide privacy and dignity of women. For addressing women in the village on sanitation issue, this Gram Panchayat included the members of Shakar Mahila Samooh, Self Help Group and mahila mandals and urged them to conduct meeting with groups of women and made them aware about the importance of sanitation issue. The above mentioned planning shows that there is a good coordination and cooperation between the Gram Panchayat and community based organizations (CBOs) working in the village.

8.2 Use of communication method
As mentioned in the guidelines of SBM that interpersonal message, door to door contact and activating people   are accepted as the most   important tools for attaining sanitation goals. In order to make communication more stronger, participatory social mobilization was adopted in the village.   Guidelines for engagement of Village Level Motivators (Swachhata Doot / Sanitation Messengers), have been issued separately. As part of this strategy, in addition to Swachhata Doots, field functionaries like Bharat Nirman Volunteers, ASHA, Anganwadi workers, School Teachers and CSOs, NGOs, SHGs and other organizations etc may be roped in at the GP level for demand formation and taking up behavior change communication in the GP. There should however be at least one person in each GP who is made in charge for the sanitation communication and should preferably work on this on a full time basis. The Motivator can be given a appropriate incentive from the funds assigned for IEC, as decided by the State Government. The encouragement can be performance based i.e. in terms of motivating number of households and Schools/ Anganwadis to build latrines and use them, and should continue for at least 1 year post construction so that sustainability of practice is ensured. Keeping above in mind, this gram Panchayat used posters, pamphlets and rallies with the help of school children so that need is generated among the villagers to clean their village.

Source:-http://motivateme.in/wp-content/uploads/2016/01/10-Beautiful-Drawings-on-Clean-India-Swachh-Bharat-4.jpg

Source : https://www.diplomacy.edu/sites/default/files/Diplomatic%20signalling.jpg

9. Outcomes of the efforts made by Gram Panchayat

After field visit was made to this Gram Panchayat, it was found that this village was tidy and clean as there was neither spilling of water nor littering of rubbish in the streets as well as there was no water-logging on the periphery of the villages. In addition to this, efforts were also made to review and calculate the impact of sanitation intervention in terms of extending of lessening of diseases with the help of a comparative analysis of the pre-and post-intervention scenarios in this village. After interacting with the Sarpanch, members of Gram Panchayat and members of CBOs, it was observed that social firmness, interdependence and positive approach to the community life have also been achieved as a consequence of the campaign. Outcome of the efforts made by Bilaspur Gram Panchayat in making the people aware about the sanitation issue bear fruits which are discussed as follows:

9.1 Nirmal Gram Puraskar Award

Source: http://swachh.mp.gov.in/images/g4.jpg

Source:https://1.bp.blogspot.com/uFQTlOWdmlg/VgpnGw4yC6I/AAAAAAAAIFg/6ZHayUNAN
WM/s640/swachh-bharat2-.jpg

Gram Panchayat realized that their hard work paid off when Bilaspur Gram Panchayat declared the first village of Haryana where every family built toilets. Dr. Abudul Kalam Azad awarded Nirmal Gram Puraskar to Bilaspur Gram Panchayat in the year May, 2007.

9.2 Visit of Prince of Netherland

Mr. William Chamber, Prince of Netherland visited this Gram Panchayat in the year 2007. He enlightened three reasons because of which visit of the Prince of Netherlands was kept in Bilaspur village. First, this was the first village of Haryana where every household was constructed toilet. Second, there is unity and brotherhood in this village that was known to District Administration.

9.3 **Convert pond to Children park**

There was one pond which was at the opening of the village and used to look very dirty. When this village was in process of convincing people to construct toilet in village then Deputy Commissioner also made a visit and advised Sarpanch to fill this pond and convert it into children park. They did the same by *sharmdan*s and filled the pond. Now, it is well furnished park and decoration was also done by planting many trees. This park is a pleasant place where not only children but everyone in the village feel relaxed after coming in this park.

Source-http://motivateme.in/wp-content/uploads/2016/01/10-Beautiful-Drawings-on-Clean-India-Swachh-Bharat-10.jpg

9.4 Construction of Toilet cum Bathroom Complex

This Gram Panchayat not only convinced every villager to construct toilet in every household but also built toilet cum bath room compound in the village which is used for the labour class that come from Bihar and other states for getting work in field.

9.5 Disappearance of Quacks from the Village

As people were aware about sanitation, so diseases related to filthy atmosphere also reduced to some extent which led to decline of the presence of doctors and quacks in the village which were mushrooming before the intervention.
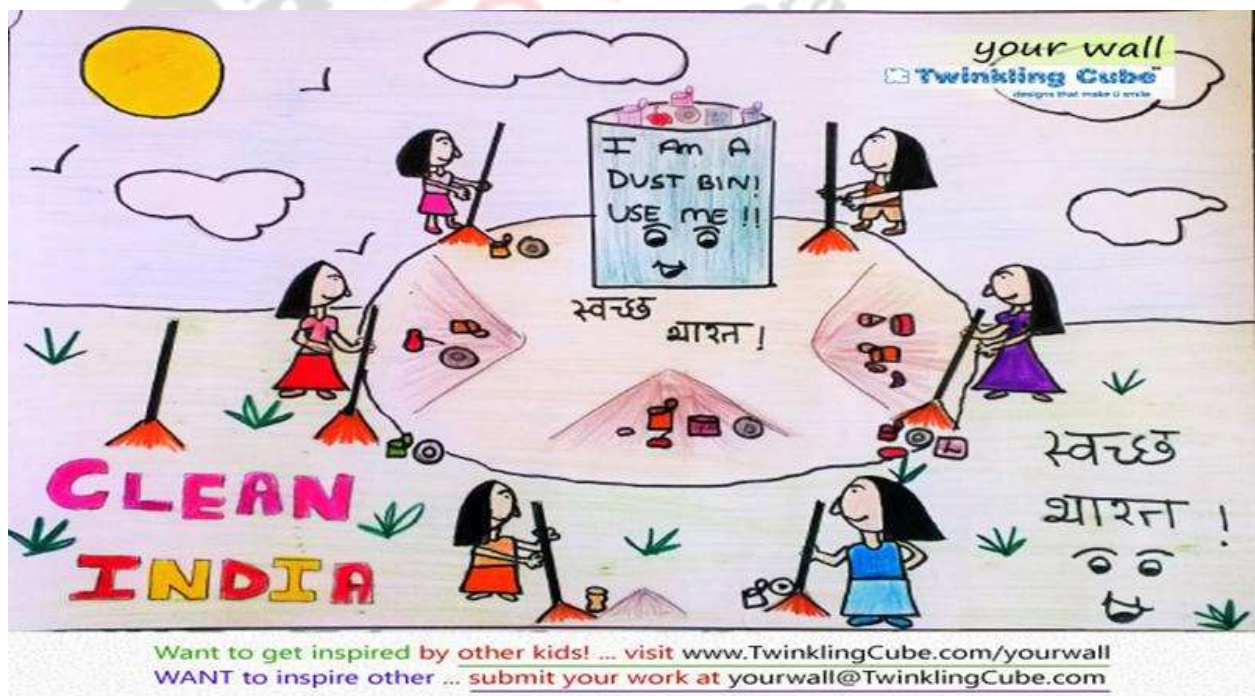
9.6 Financial savings in terms of reduced health costs.

After interacting with the members of SHGs, it was found that they started savings which they used to use on purchasing medicines.

9.7 Attitudinal Changes

After constructing toilets in their houses, attitudinal manners change was noticed among the people. Member of the Mahila Mandal were very happy after building toilets in their houses and also made up their mind that they will marry off their daughters in those families who have built toilets in their homes only.

There were some poor people in the village who were interested to build toilet but due to the lack of funds they could not build toilet in their houses. Lack of space, was not much of an issue for them. In order to solve their problem, this Gram Panchayat urged well to do families in the village community to contribute money for the construction of toilets. Through their help, even poor people also built toilets in their homes.

Source; https://i.ytimg.com/vi/HVT7fSlqkcI/hqdefault.jpg

9.8 Demonstration Effects

This Gram Panchyat not only become model village but also motivated other villages to become model village. According to Bilaspur Gram Panchayat of nearby village also visited his village to get ideas as how they can also developed their village as model village.

After interacting with Sarpanch of this Gram Panchayat, he told an appealing example when competition of games used to happen in the village. They organized competition games in the village where nearby villages participated in *kabandi* competition. In the game, Bilaspur Gram Panchyat lost and a team of

another village won. When they started witting them that they lost but Bilaspur person told them that they lost in this competition but still on top because in their Gram Panchayat, every household has toilet in their home. This gave challenge to these boys and they also took direction from them and started social mobilization process in their respective villages in mission mode for making people aware about cleanliness issue.

9.10   Enrolment of children in School

 School proved very helpful in conveying the message of hygiene not only within their families but community at large. These villages also reported 100 per cent enrolment of children in school after the building of the toilets. Sarpanch along with the other members of Gram Panchayat used to examine the school to see whether each student has clean personal hygiene habits or not. Teachers were also put on responsibility that before teaching they have to check nails and teeth of every student. Apart from this, proper use of the toilet and its cleanliness are verified and washing of hands after toilet use and compilation of waste in the school area were also checked.

Source: http://www.kvno1afskkd.org/admin/homeslideshow/308646638dscn2584.jpg

Above outcomes may be summarized in the following table.

	Before Intervention	After Intervention
1	Open defecation	Défécation Free
2	No public figure visited	Dignitary visited
3	More payment on diseases	Less expenses on diseases
4	Everywhere dirt and dirtiness	Clean environment
5	No common Toilet Complex	Toilet Complex

6	Presence of Quakes	Disappearance of Quacks
7	Personal centric behaviour of villagers	Community centric behaviour of village community
8	Less enrolment of children in school	100 % enrolment of children in school
9	Almost absent of personal hygiene	Ensured 100 % personal hygiene
10	Inactive social capital	Active social capital
11	Overall quality of life was very low	Overall quality of life improved

Summary

Bilaspur Gram Panchayat could become model village because of the active role played by its Panchayat with the support of district administration particularly District Rural Development Agency (DRDA) and Community Based Organizations (CBOs). It was eagerness and promise among the people and the system of government which has been active in making total sanitation a success story of this village. The campaign could succeed basically because of the visionary leadership of the Sarpanch and support by the district authorities. The role of motivators who could create sustainable demand and action for sanitation through properly engineered social advertising and attitudinal-behavioral alteration of the villagers was also commendable. After visiting this village, it was clear that role of government is limited in the sense that it can only play the role of catalyst for providing monetary and policy support to the communities. Ultimately the obligation lies on the people in the villages how much interest they take in the programme and its implementation. It is hoped that this kind of model can be replicated anywhere else.

Subject: Human Resource Management

Production of Courseware
- Content for Post Graduate Courses

Paper   15 Human Resource Development Through Community Engagement
Module 04 Role of Gender in the Implementation of Mahatma Gandhi National Rural
Employment Guarantee Act(MGNREGA) in community engagement

Pathshala
पाठशाला

MHRD
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Items	Description of Module
Subject Name	Human Resource Management
Paper Name	Human Resource Development through Community Engagement
Module Title	Role of Gender in the Implementation of Mahatma Gandhi National Rural Employment Guarantee Act(MGNREGA) in community engagement
Module ID	Module No.-4
Pre-requisites	Features of MNREGA, barriers faced by women and its impact
Objectives	To understand the role of women in the implementation of MNREGA.
Keywords	MNREGA, Women's participation, Development

1. Module No.---
2. Learning Outcome
3. Introduction
4. MGNREGA and its features
5. Difficulties encountered by rural women in the implementation of MNGREGA
6. Impact of MNREGA on Rural Women
7. Summary.

1. Learning Outcome:

After completing this module the students will be able to :

1. understand the MGNREGA and its salient features

2. Barriers faced by rural women in the implementation of MNREGA.

3. Assess the impact of the MNREGA on women

2. Introduction

Social and economic development are the main endeavors of rural development for rural peoples, especially to get about constant development in their living condition through an increase in their income and access to social goods. Toward this end , The Mahatma Gandhi National Rural Employment Guarantee Act(MGNREGA), 2005 was notified on September 7,2005 . This Act goes beyond poverty alleviation and employment generation. It distinguishes the rural household's demand for unskilled employment as a legal right. It gives a legal promise of 100 days employment during a financial year to any household whose adult members are willing to do unskilled labor-intensive work.. The Act can change the rural economy by providing adequate resources for creating need-based socio-economic infrastructure in the village. The work guarantee can serve, among others, the objectives like generating productive assets, protecting the environment, empowering rural women, reducing rural–urban migration and fostering social equity. MGNREGA has made some important impact on livelihood security, decrease

in distress immigration, creation of community assets and has declined indebtedness in rural areas. Apart from this, scheme has also played a vital role in reducing the poverty, increasing the income level of rural people and reduces the heavy dependency on the agriculture.. Women have also benefited from MGNREGA as they have economically empowered themselves and as a result, their say in the decision making has enhanced both at the family and community level.

Source-img.etimg.com/thumb/msid-38194852,width-672,resizemode-4,imglength-134652/news/economy/policy/budget-2014-mgnrega-to-be-revamped-to-make-it-development-oriented.jpg

Source: http://www.employabilityfirst.com/wp-content/uploads/2010/04/NREGA-implemented.JPG

3. **Objectives of the MGNREGA**

The key objectives of the Act is to offer not less than one hundred days of unskilled manual work as a guaranteed employment in a financial year to every family in rural areas as per demand resulting in creation of productive assets of prescribed excellence and durability. Strengthening the livelihood resources base of the poor is another objective of MGNREGA. In fact, MGNREGA is a powerful tool for ensuring inclusive growth in rural India through its impact on social protection, livelihood security and democratic empowerment.
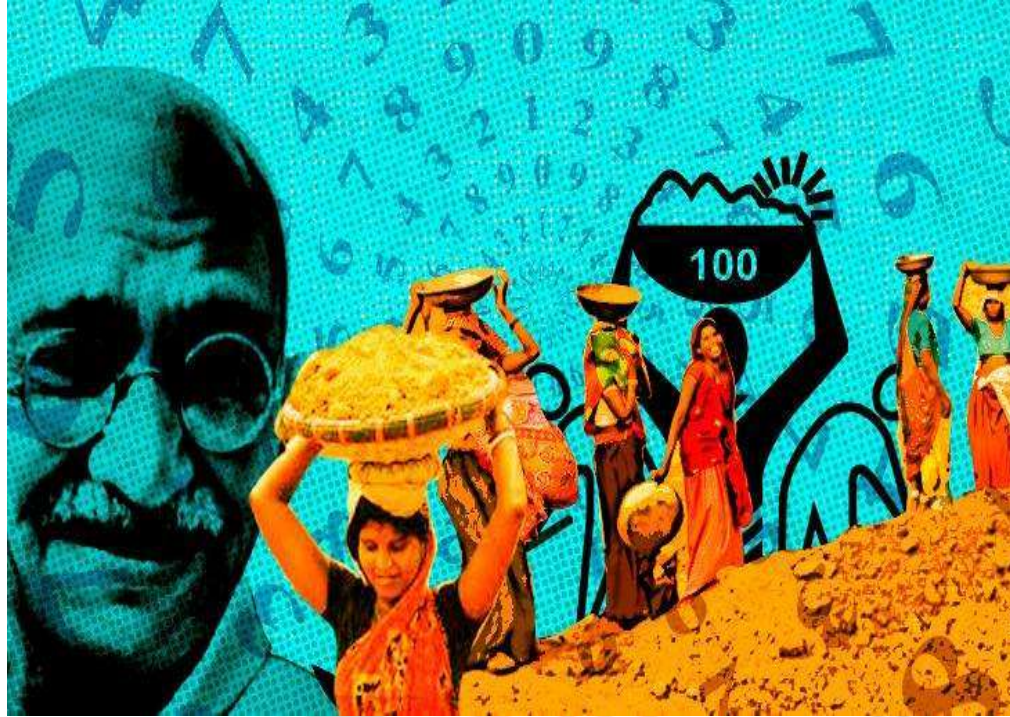
Source-http://images.catchnews.com/upload/2016/07/04/new-mgnrega-assests-
lead_730x419.jpg

4. Gender Specific provisions in the Act

Following are the gender specific provisions under the MGNREGA

4.1 It is categorically mentioned that while providing employment , main concern shall be given to women in such as way that at least one-third of the beneficiaries shall be women who have registered and urged for work under the Scheme.

4.2 Women specially single women and older persons should be given first choice to work on worksites nearer to their house

4.3 Equal pay for men and women

4.4 If more than 5 children under the age of six years are preset, childcare facilities should also be provided at the worksite

4.5 MGNREGA staff should be effectively represented by women , SCs and STs, disabled, etc

4.6 Widowed women, deserted women and destitute women are highly vulnerable and require special attention. The GP should identify such women and ensure that they are provided 100 days of work. pregnant women and lactating mothers should be treated as a special category. Special works which require less efforts and are close to their house should be identified and executed for them
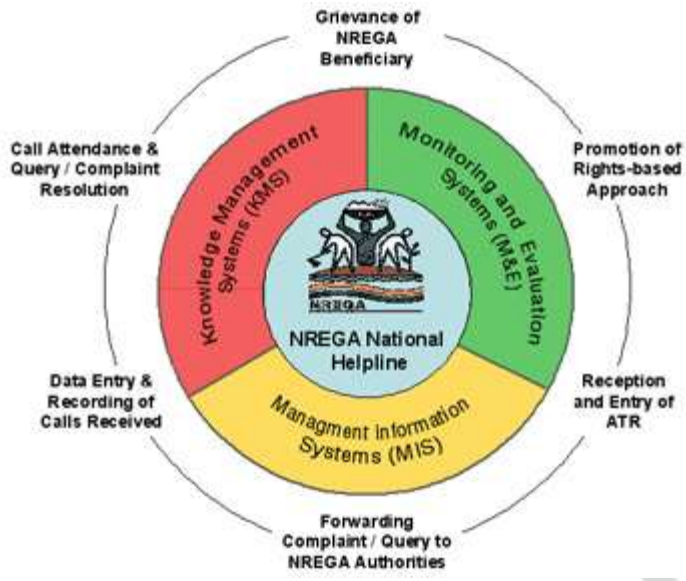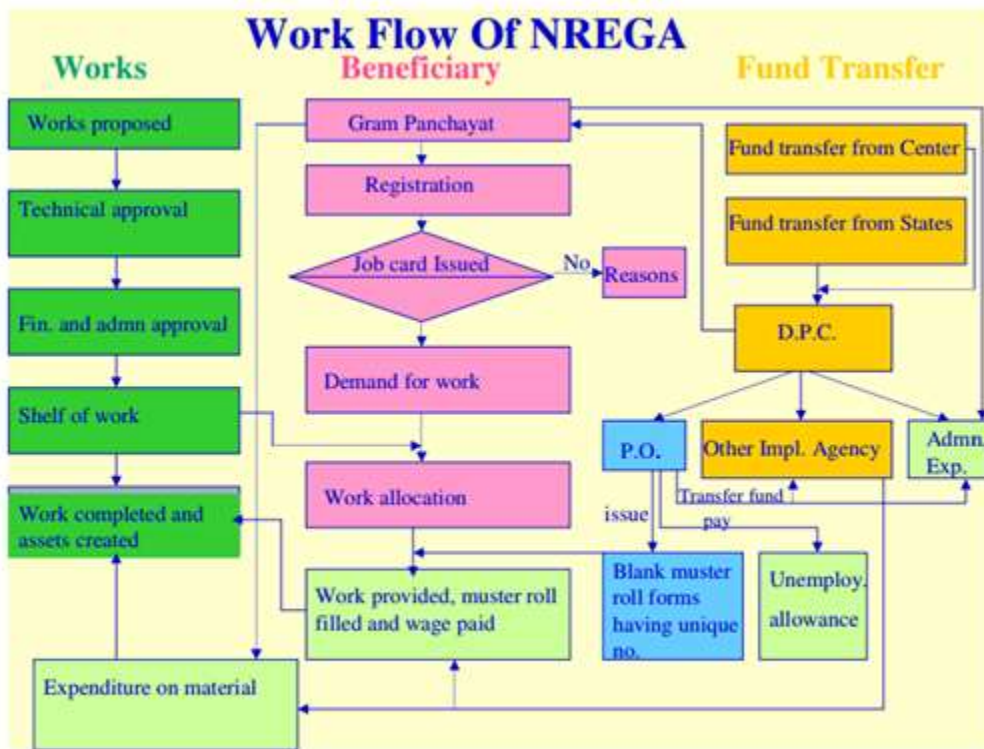
5. Problems faced by Women's Beneficiaries in MGNREGA

There is no doubt that MGNREGA has been active in empowering rural women. MGNRGEA assures equal wages to both men and women, with main concern to be given to women in a way that at least 33

per cent of the recipient shall be women. After working in the field, it was found that women beneficiaries in MGNREGA have been facing many challenges in the field because of which they are not able to contribute effectively in MGNREGA. Attitude of people towards the MGNREGA was not found hopeful. Field realities show that there is much supremacy of Sarpanch in context of execution of works, allocation of works and identification of beneficiaries. In addition to this, workers do not get work throughout the year and wage rate is also very little. After conducting focused group discussion with the rural women, it was found that getting registration is burdensome and lot of time is wasted in getting job cards.

Following are some of the problems faced by women in the implementation of MGNREGA.

5.1 Prevelance of social Norms

It was found in the field that majority of women were interested to work under MGNREGA but they were not permitted by their husband and other male members of the family. According to them that it is not favorable with the social norms of the society that women will work in the field.

5.2 Lack of child care facilities

Another big challenge faced by women is the absence of child care facilities at the worksite. The Act grants for four minimal worksite facilities: childcare, shade, drinking water and first aid. It is written in the Act that the crèche is to be given if there are least 5 children at the worksite. But field realities indicate that majority of the Sarpanches set a small tent just for the namesake and did not put into practice the provision of providing crèche to women laborers. As a result, children at home were taken care by their elders or the older sibling in their absence.

5.3 Illegal presence of Contractors

Studies conducted exposed that contractors were involved in the execution of MGNREGA. Because of which, women could not actively take part in the MGNREGA. After conducting focused group discussion with the women laborers, it was found that contractors gave work only to young and able-bodied men. Some of the contractors were of the opinion that women are not fit for this work.

5.4 Delayed payments

Delayed payments were another obstruction because of which women did not partake in the MGNREGA. This problem was more severe in the families where women were only sole earners in the family. On the

question of delayed payment, Sarpanches answered that they cannot do anything in this as they will only provide the payment to the women when they acquire funds from the top.

5.5 **Lack of participation in the Gram Sabha meeting**

Field realities demonstrate that a large number of women were not attentive about the difference between Gram Sabha and Gram Panchayat. In cases, where women were aware about Gram Sabha meeting, they were not educated about the date and timings of the Gram Sabha meetings. They carried out the meeting at their places calling near and dear ones. As a result, those women who were known about the Gram Sabha meeting were never told the dates, timing and place of the Gram Sabha meetings.

5.6 Bank Payment

In some cases women were of the view that bank payments absolutely help them as they will be able to keep their money in the banks and they have charge over their money as their husbands will not take money from them which they take when they get in cash. On the other side, there is another judgment too where women opined that it is not very comfortable for women going to the bank and stand in long line to get their money. In some places, banks are situated far flung areas and women face difficulty in covering long distance to reach the bank and bank officials do not talk to them. They had to sit for a long time as staff of the bank first entertain people who are economically well off. Some women told that there are days when they reached in the bank in the morning but they remained in the bank till evening but they do not get any payment from the bank.

5.7 Poor maintenance of Job cards

The main purpose of the job card is to facilitate MGNREGA labourers to prove their own employment and wage details. After conducting field studies it was found that job cards were not maintained appropriately. Either job cards entries were unfinished or found even blank. When the entries were made in the job card, they were often impossible to read for one reason or another. When women were asked about the same, they told that they are glad till they are getting wages. There is no apprehension whether the job cards are filled properly or not which shows they were not made aware about the importance of job cards.

Source-http://images.indianexpress.com/2016/05/modi-letter-759.jpg

5.8 Lack of Transparency in Muster Rolls.

Field realities explain that there were dual cards made one is 'kaccha' muster rolls and another one is 'pacca' muster rolls. Reason being that kucca muster rolls is filled up on field site and official document i.e pacca muster rolls are filled in the office when there is quiet atmosphere and also to keep away the mistakes. As per the guidelines, live muster rolls should be kept at the worksite but in all Gram Panchayats but it was ascertained that either muter rolls were kept in Sarpanch's house or any other Panch of the Gram Panchayat.

5.9 Worksite Information Board / Facilities

In majority of the Gram Panchayats, women told that drinking water facilities at the worksite was not accessible. It was dismal to see women working under intense heat and hard soil that they have to plow. No first aid box service was given to them in the field.

5.10 Implements and Tools for Work

In the field, it was ascertained that due to the lack of access to the implements and tools of the work majority of the women could not work. As women shared their experience working on site that not all families own the implements required for loosening, digging and carrying the soil. These implements are costly and not all households had enough money to buy them. Majority of the women were of the

opinion that they wanted to work under MGNREGA but they do not have money to buy the luxurious equipments. According to them that what they will consume if they spent their money in purchasing the tools for work. They suggested that Gram Panchayat should at least provide implements and tools for work.

Source:-
http://neoias838f.kxcdn.com/images/article_images/feb_2017/mahatma_gandhi_national_rural_employment_guarantee_act_mgnrega.jpg

6 Impact of MNREGA on empowerment of Women

6.1 Social empowerment of Women

After interacting with the rural women working in the field for MGNREGA, it was ascertained that the women have empowered themselves. Let us see first how women have empowered themselves socially. Following points are given related to the social empowerment of women through MGRENGA.

6.1.1 Role Models for other women

After conducting focused group discussion with the rural women, it was found that women working under MGRENGA became role models for other women in other villages. Some of the women who were disinterested to work, later showed interested when they saw the fruits of working under MGNREGA. In this way, some of the women showed the way of empowerment to other rural women.

6.1.2 Solidarity

A strong bond of unity and harmony was seen among the rural women and they offered moral and financial support to each other in times of need. It was also found in the field that rural women belonging to unlike castes and religions came together to work under MGNREGA which indicates their solidarity.

6.1.3 Education

Eradication of illiteracy has been one of the main concerns of the government of India since independence. Education is the most important part for the growth and wealth of the nation. It was found in the field that women working under MGNREGA not only want to advance their economic and living

conditions but also aimed to educate their children. They gave confidence their children including girls to attend school regularly. Some of the women found saying in the field that they wanted to take loan from the bank for their children for paying their school fees. After working under MGNREGA there has been change in the attitude and awareness among women regarding the education of their children. It is inspiring to see that majority of the rural women learnt to make their signature and some of them have also learnt the basic counting and mathematics.

6.1.4 Knowledge about sanitary toilet

Insanitation is the most important difficulty in rural area. Due to lack of building of toilet facilities, people go out in open field for defection which is the major cause of diseases. Women have to face a lot of difficulty as they had to get up early in the morning and go in the dark night for defecation. Despite of many efforts from the government, people do not pay attention for constructing toilets at their homes and go in the fields. It is fascinating to find that women after working in MGNREGA understood the relevance of sanitary toilets and persuaded their family for the construction of the toilets. Realizing the importance of sanitary toilets, there were women who were interested to take loan from the bank for constructing toilets in their houses.

6.1.5 Interaction with Government officials

Before working under MGNREGA, the world of these women was confined to kitchen and taking care of children. Some of them were either working as daily wage laborers or were housewives with barely any occasion to talk to outsiders or officials. After working in the field, they feel empowered not only financially but also develop ability to face up the outside World. Women feel empowered and have gained the self-confidence to interact with government authorities who inspect the work of MGNREGA.

6.1.6 Confidence in Decision making

Women's participation in decision-making in family is significant sign for determining their empowerment. It was observed in the field that before working under MGNREGA, decisions were taken by the male members of the family and women have either no or little say in the decision making. But after working in MGNREGA the socio-economic conditions of women have verified that their status has upgraded and women got from their husbands but other family members. They earned respect not only in their family but in the community too. They were part of the household's decision making process.

7. Economic Empowerment of Women through MNREGA

Economic empowerment of women has boosted the confidence of the women. MGNREGA not only provide economic autonomy to women but also identified them as the bread winner of the family. Following are the points related to the economic empowerment of women through MGNREGA.

7.1 Decision to spend money

After interacting with women in the field, it was found that before working in MGNREGA, decisions relating to money matters were either taken by their husband or in-laws but after working under MGNREGA, it was found that women started taking their own decision as how to spend money.

7.2 Change in borrowing habits

Before MGNREGA, women women need money for anything, they would approach moneylender who charge high rates of interest from women. But after working in MGNREGA, it was found that women came out from the control of moneylenders. They are no longer needy on the moneylenders and have also become confident enough to take part in a number of developmental activities.

7.3 Increase in the income level

After working under MGNREGA field realties demonstrate that there has been a quality change in the standard of living among women. Women feel glad in sharing their experiences of working under MGNREGA that their family income has increased because of which they also participate in the family decision making.

7.4 Migration

MGNREGA also proved involved in slowing down the distress migration to urban areas. According to the women working under MGNREGA that if the work is accessible in the villages then there is no requirement to go to urban cities for searching employment.

8. Political Impact on rural women through MGNREGA

In India, women comprise a sizeable point of the population. Due to their under education and disadvantaged character, they are oppressed largely. It is also seen that corruptive politicians exploit women and women do not get any platform where they can voice their views. Due to the lack of real leadership, their attendance was never felt. It was found in the field that women after working in MGNREGA not only empower themselves economically and socially but also become politically empowered. Following points are mentioned which demonstrate women's political empowerment after working in MGNREGA.

8.1 **Participation in Gram Sabha**

Participation in the gram sabha meeting is an sign for political empowerment. MGNREGA found to be efficient means for encouraging women to participate actively in Gram Sabha. MGNREGA's involvement has constructive impact of women in participation in Gram Sabha. After conducting focused group discussion in the field, it was found that women before working under MGNREGA have never heard of the importance of Gram Sabha meeting. Elected representatives also did not take notice in conducting gram sabha meeting. But after the implementation of MGNREGA, it was found that there is a understanding about the Gram Sabha meeting and women participate in large numbers.

### 8.2 **Increase confidence level while meeting elected representatives.**

After interacting with the rural women, it was found that before working under MGNREGA, rural women were frightened of interacting with elected representatives and they have shyness that their problems of the villages will not be heard by them. But after working in the field, they learnt that they have a right on the elected representatives as they have selected them. They understood the fact that it is the accountability of elected representatives to resolve problems of villages and make efforts for the overall growth of the village. women solved problems like shortage of water, terrible quality of ration in the aganwadi workers, lack of electricity etc. after meeting with the elected representatives.

Summary

MGNREGA is an Act that aims to sustain the women employment by enforcing that about 33 per cent of total work force should be women and also that there will be same wages for men and women. Based on the above dialogue, it was found that there has been a constructive impact of MGNREGA not only on rural women but on the overall development of the village. There is no doubt that MGNREGA has helped women in upgrading their family's income. There is less reliance on money lenders who used to take advantage of women. MGNREGA has promoted the saving practice among the rural women. Economic empowerment of women have created an consciousness among women which is revealed in better hygienic habits and more optimal share of food expenditure among the family members. It may be summarized that overall impact of MGNREGA on socio-economic lives of women is quite positive in many ways, whether improving their economic lives, self confidence, contributing to food security and helping them to reduce distress migration of minimum wages.

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HUMAN RESOURCES

Paper 15 Human Resource Development Through Community Engagement
Module 05 Social Capital and engagement of community in development

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Participatory Planning with Engaging Community

Items	Description of Module
Subject Name	Human Resource Management
Paper Name	Human Resource Development through Community Engagement
Module Title	Social Capital and engagement of community in development
Module ID	Module No.-5
Pre-requisites	meaning of Social Capital(SC) , Examples for community engagement in development giving examples
Objectives	To understand the concept of SC and how it engage community in development
Keywords	Social Capital, processes of building SC, rural development and agricultural development .

| |
|---|
| 1. **Module No.—5** |
| 2. **Learning Outcome** |
| 3. **Introduction** |
| 4. **Enhancement of the understanding about the Social Capital , its various features and its role in rural and agricultural development .** |
| 5. **Various aspects and components of the SC** |
| 6. **Suggestions for making SC as effective mechanism of local development with community engagement.** |
| 7. **Summary.** |

1. **Learning Outcome:**

After completing this module the students will be able to:

- Understand the concept of Social Capital
- Its role in rural and agricultural development
- Suggestions for forming and activating SC for development with community engagement

Introduction

There are various centrally sponsored and State sponsored schemes being implemented for the development of the people. There are various forum through which provisions have been made for the community to participate in the implementation of these programmes effectively. The 73rd and 74th amendments to the constitution have created institutions at different levels in

both rural and urban areas of the country. Not only that gram sabha a corporate body of the gram panchayats have also created to ensure people's participation.
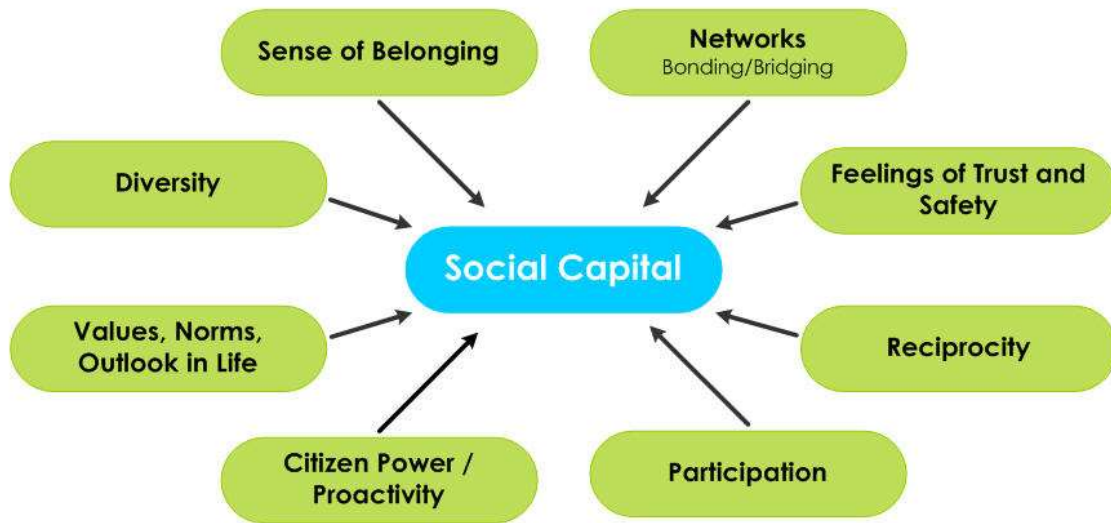
Although various progammes have been initiated in the country , incidence of poverty among SCs and STs in rural areas remains very high because nearly 42 per cent of STs and around 31 per cent SCs remained poor during 2011-12. The main reason for such a plight has been that communities and their organizations have not functioned effectively to meet out their requirement. This is due to lack of associations, their networks and trust to each other. it is well established that social capital play an important role in organizing people for their own development . Here , we will discuss the concept of social capital and its application for effective delivery of goods and services.

1. **Concept of Social Capital**
   The concept of social capital (SC) has been an evolving one. Different scholars have defined it differently. Robert Putnam, who may be said as the father of the concept of SC, defines it as "features of social organization such as networks, norms and social trust that facilitate coordination and cooperation for mutual benefits'. There are two dimensions of the social capital, the first is structural which consists of associations, networks, roles, rules, precedents and the second is cognitive which relates to trust, norms and beliefs. The cognitive elements of the social capital incline a person towards collective action and the structural elements of SC facilitate such action
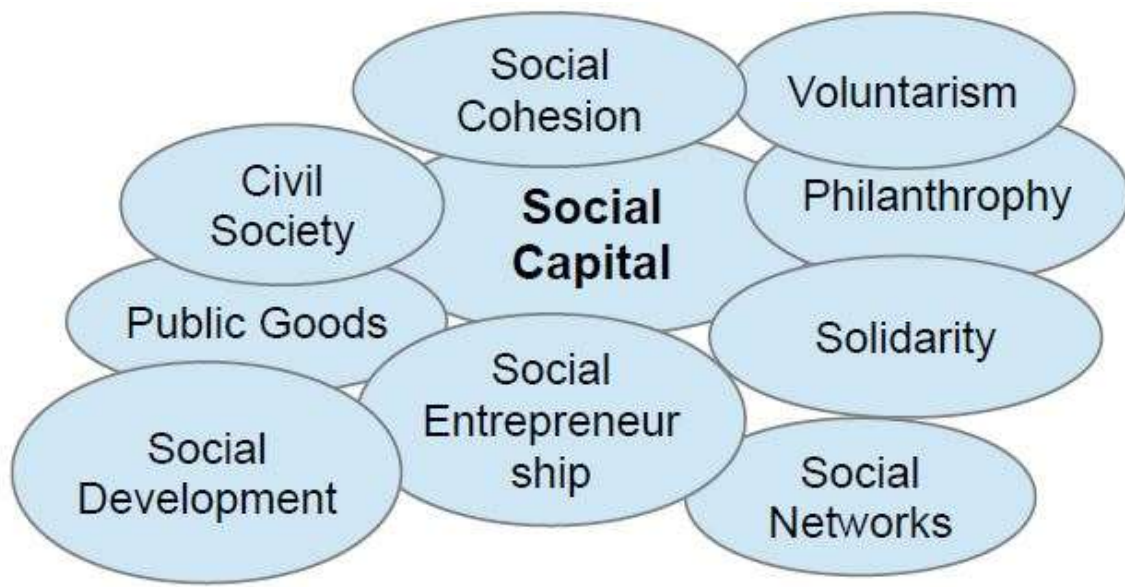
sources: http://commons.ch/wp-content/uploads/Social_Capital_Synonyms.JPG

Foxton and Jones in 2011 defines it as social capital comprises several dimensions of civic participation, social network and social support, social participation, reciprocity and trust, and views of the local area. Granovetter in 1973 identified that the form of social capital consists of social relations, where the relations can be either strong or weak, depending on the nature of the relationship. Woolcock in 2001 categorised SC in three forms namely bonding, bridging and linking social capital. The bonding form is described as the relationship of individuals within a homogenous group with strong bond . The strong bonds motivate, create confidence to collaborate, support and help each other to satisfy their needs. Bridging form of it enhance social relationship between individual to cooperate with other individuals or heterogeneous groups in order to harness benefits . It is seen that this type of social relation are comparatively weaker

than the first form. Linking social capital may be described as the relationship between individuals in the power structure that is for to receive support from formal institutions . Fukuyama in 1995 commented that social capital is necessary for successful development, but a strong rule of law and basic political institutions are necessary for such capital.

It may be concluded that the concept of social capital is associated with associations and their network that has the function of a coordinated social organization to improve collective initiative. All the stakeholders associated with particular task are networked in participation, supporting and reciprocal exchange following norms. Any activity involves various aspects such as decision making , implementation mechanism and cooperation and coordination for benefits.

Source:-

https://s-media-cache-ak0.pinimg.com/736x/09/43/96/094396531a3a514e7798644b8afa29f0--social-capital-sociology.jpg
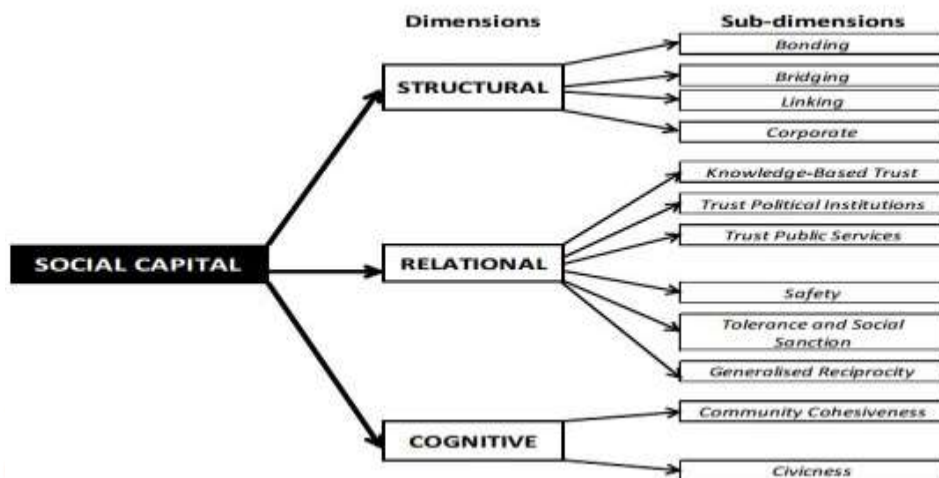
1. **Practical aspects of the Social Capital**

Here , two examples are narrated for practically put into practice the idea of social capital . One relates to agriculture sector and another relates to rural development sector.

1.1   Social Capital and Agriculture Sector

No doubt , the government of India has taken various initiatives in the areas of agricultural development and farmers' welfare to boost the productivity and incomes of the farmers in the country. Over a period of time, Indian agriculture has become cereal-centric , input –intensive by way of consuming generous amounts of land , water and fertilizer. How to economize the use of water, shift towards pluses cultivation and unified agriculture market are the challenges before the agriculture ? The new initiatives taken by the government are aimed to correct this distortions in order to optimize resources for better outcomes in future. Finance Minister in his budget speech for the last year stressed that there is a need to think beyond 'food security' and give back to farmers a sense of 'income security'. In order to achieve it , government is reorienting its interventions in the farm and non- farm sectors to double the income of the farmers by 2022 and to achieve the total allocation for Agriculture and Farmers' welfare raised to Rs. 35, 984 crore. The new initiatives taken by the Modi Government have been designed to address economizing on these inputs for getting more production from less inputs in future .
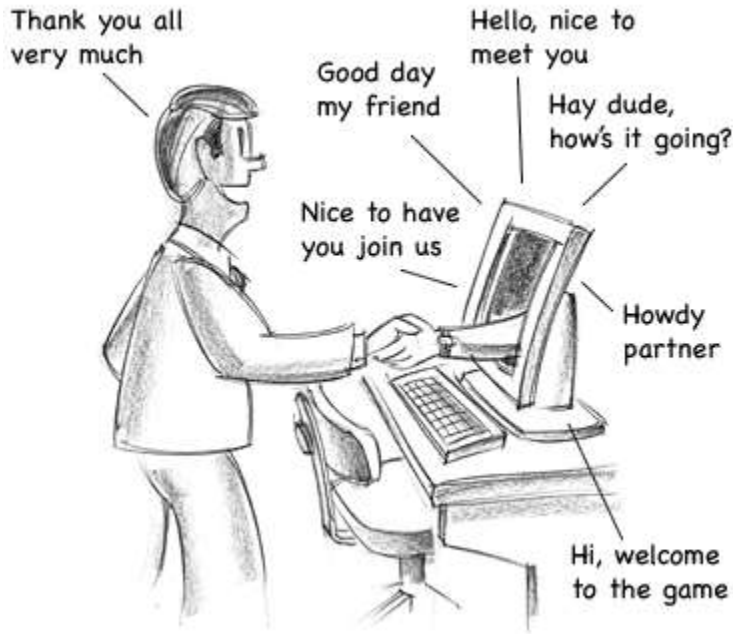
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  These initiative are timely and help the farmers in their efforts. However, one of the important aspect of Indian farming system in terms of operationalising land holdings is very important in order to get more from less inputs by way of building social capital among the farmers in the country. It is become more relevant in the context of fragmentation of land holdings and also disproportionate progression of techno-economic units for completing the operations of the farms. The issues of as how to build up social capital among farmers is addressed in this note so that a policy decision in this regards may be taken to achieve the desired outcomes in future.

Source: http://marketbusinessnews.com/wp-content/uploads/2015/09/Social-Capital.jpg
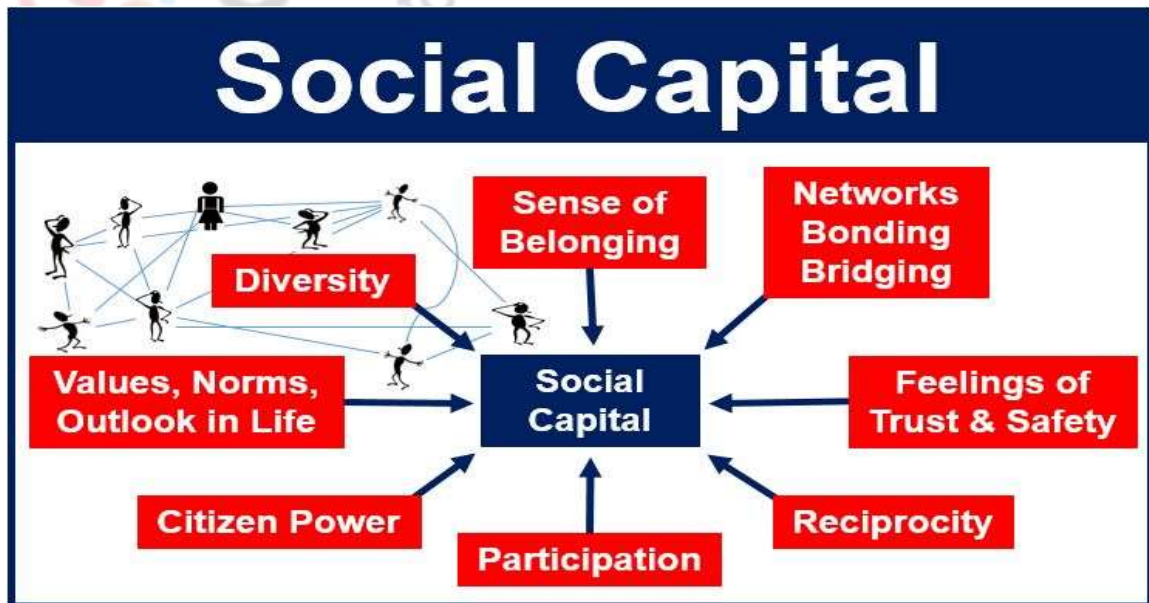
2.1.1 Issue

India is facing many challenges and most of them are linked to water availability and food security. India has 17% of population but only 4% of water resources and 2.3% of geographical area of the world. By 2050, the population is projected to be 1.7 billion requiring food grains to the tune of 333 MT. Thus, the future scenario is going to exert tremendous pressure on the existing natural resources. The deceleration in the agriculture sector is mainly attributed by trinity of irrigation, input provision and marketing as commented various studies and commentators. The budget of the current year also addresses these issues. But other problem the author of the present note is considering is uneconomic size of landholdings.

In this context, Dr. M S Randhawa, former Vice- Chancellor of Punjab Agricultural University argued that dramatic increases in agricultural production of the kind necessary for India to progress are possible only with mechanized agriculture and fairly large land-holdings . In his own words " An efficient farmer must have a tractor and tubewell. Without a tractor, multiple-cropping and timely sowing is not a practical possibility. If a farmer has a tractor and a tube well powered by an electronic motor or diesel engine, he must have a minimum economic holding of 20-25 acres of irrigated land. This in itself explodes the myth that new technology of production is neutral to the size of the holding."

Now keeping above in view, one can see the status of the landholdings in the country. As per the opinion of the expert only 1 per cent of operational holdings is economic holdings in India.. The highest numbers of landholdings are in marginal category which are also increasing as their share which was 62.9 per cent in 2000-1 was increased to 67.10 per cent in 2010-11 whereas other categories of landholdings' share in total operational holdings is coming down. It means all the operational holdings are uneconomic and in such a situation how can these provided proper irrigation facilities, proper inputs provisions and proper marketing of produce. Hence, solution to the problem lies in making operational holding economic holdings as far as possible.

Source-https://s-media-cache-ak0.pinimg.com/236x/03/82/74/038274a8a2ae0232a5ace81450a4a49c--social-capital.jpg

In this context , role of social capital is very important to enable the farmers to operationalise their landholdings in such a way that these farmers without losing their identity have pooled their machineries and implement to realize economies of scale in their various operations because the

social capital can economize existing land , human and mechanical powers to increase production and productivity of land holdings in the countryside.

2.1.2 Existing Scenario

There are number of operational holdings in the country. But they are operationalised individually leading to uneconomic operations. It is noticed that ego, class and caste come in the picture which act as antidote to collective action and faith on each other. But where not much difference among and between farmers on the basis of ego , caste or class operational holdings performed better because they could used one techno-economic unit for their holdings. Two factors have been responsible for such a plight of landholdings and their operators. First, there is no coordination between and among various farmers at different levels. Second, there is no leadership among farmers at local levels.

The farmers may be organized into Groups by initiating proper social mobilization (SM) at different levels because SM convince them to act collectively and share operational costs of a particular machinery instead of purchasing it for his holdings. It promotes collective action among people of the community. The cognitive element of SC would motivate them to work collectively and network element would facilitates collective action.

Source: https://image.shutterstock.com/z/stock-photo-diagram-of-social-capital-431523622.jpg
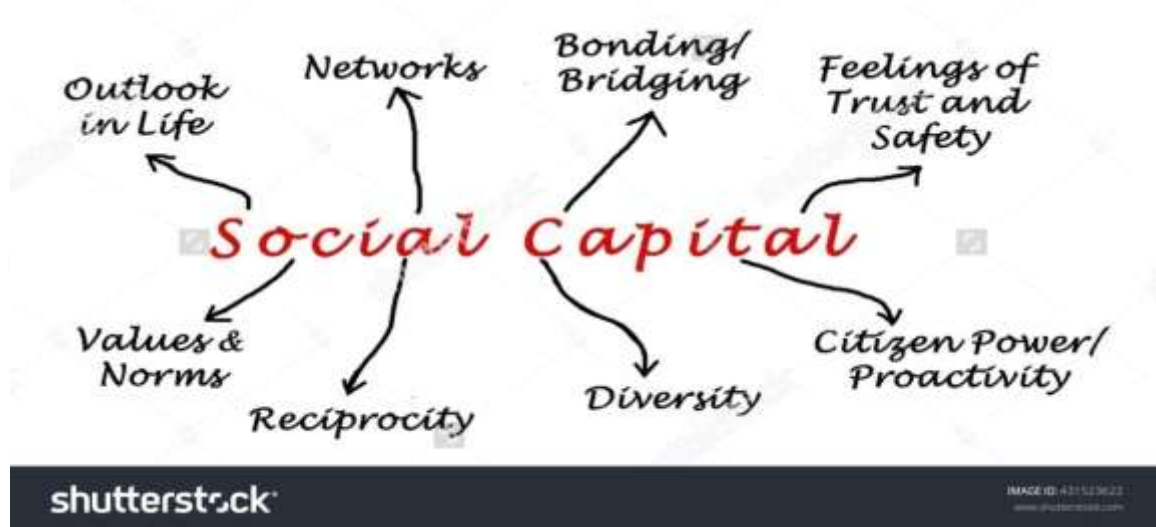
In nutshell, there does not exist coordination and cooperation in the following:

- Farmers of one family
- Farmers of different families
- Farmers of different castes and community
- Farmers and service providers
- Farmers of different classes

How to Optimise Operational holdings ?

The prospects for optimally functioning of operational holdings largely depends on the proper coordination and cooperation among different farmers , which is possible through formation of social capital and activating dormant capital. In order to promote SC, there is a need to form and activate where already formed the following :

- Form groups of farmers in the form of SHGs at family level, mohalla levels , village levels
- Associations of these SHGs at different levels
- CBOs
- Committees etc.
- Promotion of grassroots movements

It may be mentioned that over a period of time , there are discussions at different forum on collective action. But not much attention has been given to form groups of farmers in systematic way and network them into federations. Keeping in view the apathy of the officials and non – officials for building social capital among farmers , the role of the Agency which may be individual or a group of enlighten person of the community or the civil society is very important in making SC active which in turn activate community organizations effective and responsive. It may be said where such group involved as watch dog there these institutions worked effectively. Hence, the role of Agency is important in activating latent SC and further forming social capital in the farming community.

Source: https://prd-idrc.azureedge.net/sites/default/files/openebooks/224-4/f0122-01.jpg
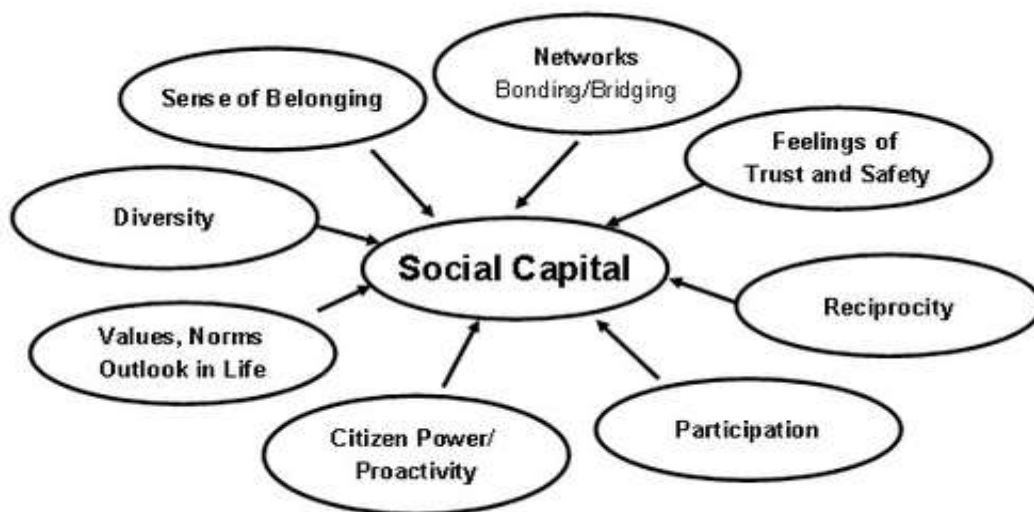
Role of the Agency

It is interesting to note that everywhere , it may be organizations or associations people prefer a agency which can help them in effective delivery of its services. It may be a person among its members or any other organization which can activate different stakeholders so that they would perform their work properly. In this way , there would be proper coordination and cooperation with different connecting organizations and associations , movements etc.

The diagram given below depicts the relationship between and among farmers , departments looking after their interests , SC and the agency. It may be seen from the diagram that SC could be activated through agency which in turn can make the activities of farmer associations effective and meaningful. In fact , promotion of social mobilization enhances social capital and forges linkages with other formal and informal stakeholders engaged in farm development activities of farmers and other likeminded communities.

Source: https://theflyingu.files.wordpress.com/2010/07/socialcapitalnetwork.jpg
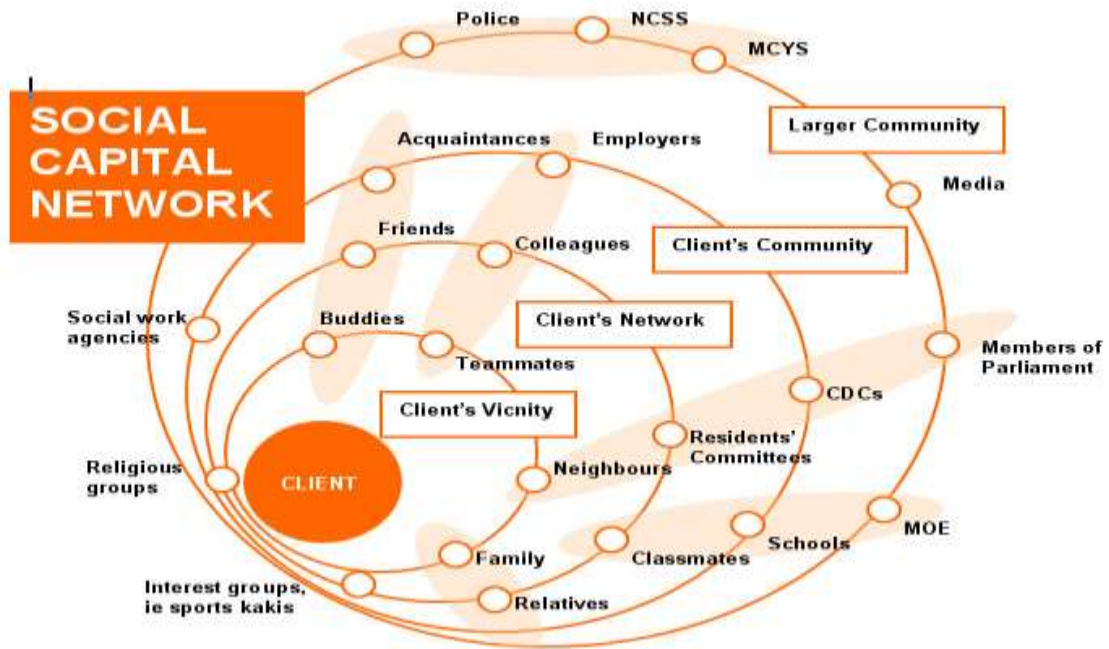
Different Governmental and non-governmental organistions for farmers development

Agency

Optimally Farming
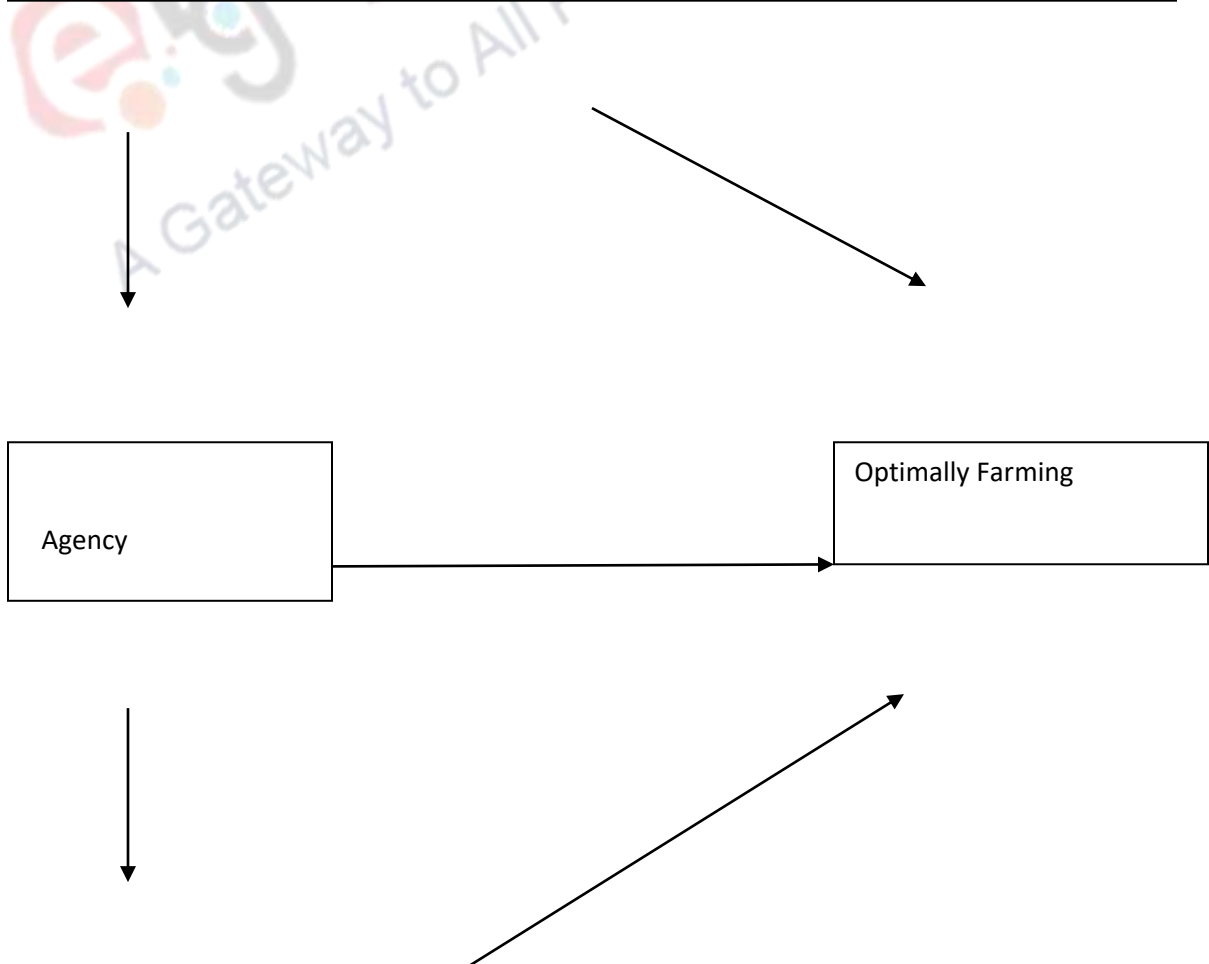
Fig: Social Capital and Empowerment of Farmers

Line of Action

1. A new scheme may be envisaged under which effective awareness about the benefits of collective action in operationalisation of land and machineries
2. Relevant material on social mobilisation should be developed. While developing so the element of applied spirituality should be made the part of the curricula for a sustained impact.
3. Last Economic Survey revealed that as much as 63.5 per cent of scientist had low to very low level of productivity. Hence, these Agricultural scientists available at Universities, Agro-centre, KVKs may be redeployed in this task.
4. Implements facilitation Groups may be established. The operational guidelines may be worked out in a participatory manner
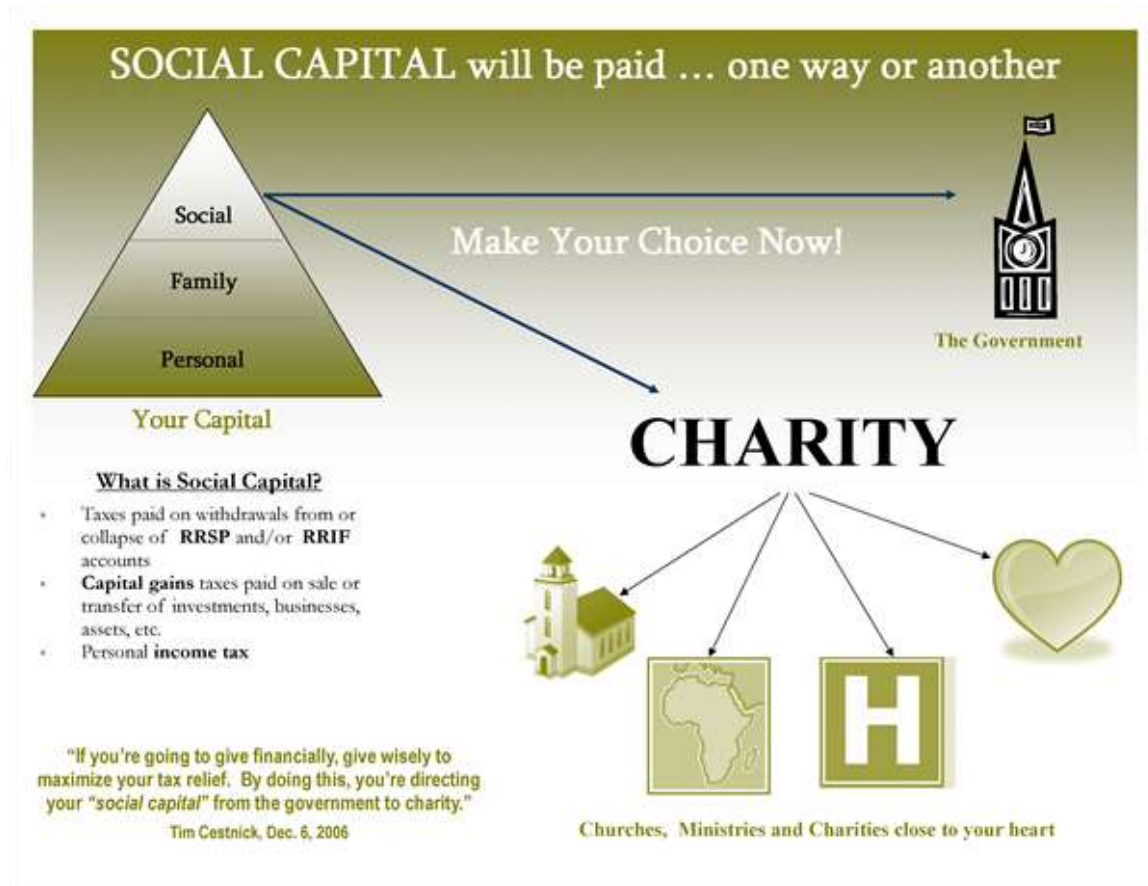
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rev_598x462.jpg&psig=AFQjCNFBg48DqJOCiz6TPKE6BKEb6GVsxQ&ust=15016789246448 16

2.2 Social Capital and Rural Development

Now let us focus on the role of social capital in effective implementation of rural development programmes Existing Arrangement for Rural Development Administration

The CARRY report has pointed out that "The Administrative failures way be due to the extent that what is given to the administration is itself not well conceived. In this context the critical importance of constituting a decentralized planning authority and machinery at the district level to formulate an integrated district/block/village development plan which d combine both the development and beneficiary aspects with a shared objective of amelioration of poverty has been emphasized."

This very deficiency of adopting the integrated approach to rural development has been overcome by the 73rd and 74th Amendments to the Constitution. These Amendments have provided the legal arrangement for the decentralized planning at village, block and district levels for rural areas and at municipality level in urban area . The respective plans so prepared would be integrated at district level by the District Planning Committee provided 243 ZD of the 74th amendment to the Constitution.

The above provisions have sought to provide an enabling environment for various stakeholders to participate in decision-making from Gram Sabha to District Planning Committee. But unfortunately, the system provided by the Constitution has not been put into practice as various components of the social capital have not been activated. For instance, the meetings of the Gram Sabha, held regularly rarely.

The position of the Gram Panchayats is similar. The meetings of the Sub-Committees, Standing Committees at different levels of the Panchayati Raj Institutions too are held rarely. Not only this, even the meetings of the Mania Mandals, Youth Madals, Kissan Clubs, Parent-Teachers Associations too are held rarely. In other words, these institutions are in existence only for namesake. Had the meetings of these institutions been held properly it would have not only made people's involvement possible but rural development bureaucracy would also have been activated. Two factors have been responsible for such a plight of these institutions. First, there is no coordination between and among various institutions at the district and sub-district levels. Second, these institutions are themselves dormant. The social capital in the form of these institutions is in existence but not active. To put it differently, in case of the institutions which have been formed by the Government itself, coordination does not exist among them. This may

be due to lack of awareness and lack of interest on the part of those who are expected to operationalize these institutions.

For example, keeping in view the importance of interface between the Officials of the 16 Line Departments whose functions have been devolved to the PRIs and the elected representatives of Zila Parishads (ZPs) for rural development in Haryana, Haryana Institute of Rural Development organized Two-Day Workshop in Yamuna Nagar district of the State in 2003. It was shocking to find that the officers of only the eight department could attend the same. The recommendations of this exercise relating to empowerment of the Chairperson of the ZP to write comments in the ACRs of the officers of the Line Departments. having whole time IAS Officer as Chief Executive Officer of the ZP, consultation with ZP by the Line Departments before implementing any policy or programme, activation of District Planning Committee, making it compulsory for the Officers of the Line Department to attend the meetings of the ZP, issuance of the instructions from the State Government to them for attending the meeting of ZP compulsorily have been gathering dust till now.

The example indicated above clearly shows the lack of social capital in the administration of the rural development programmes. The regular interaction, discussion, dialogue and seminars promote democracy and participation of people in their development. But it is not happening mainly on account of the lack of SC or dormant SC. This example relates to the coordination between elected representatives and the officers of Line Departments. But there is no coordination and ration between and among bureaucracy also. Besides those Line Department, there are two main Departments, namely Rural Development and Panchayats and Development, whose bureaucracy has been stationed at district and sub-district levels. Rural Development Department's bureaucracy comprises of the Project Economists, Assistant Project Officers and Project Officer of the DRDA. The Development and Panchayats Department's bureaucracy comprises of the DDPO, BDPO, SEPO and Gram Sachiv. The former look after the schemes of rural development and the latter implement those of the Panchayati Raj Institutions. But there is no coordination between these two Line Departments. This is due to the absence of SC. This experience of the Workshop on Interface between Elected Representatives and Officials of the Line Departments referred above fully illustrates these dimensions.

In addition to above, there does not exist coordination and cooperation in the following :

- Elected Bodies such as Panchayats and Cooperatives • Organisations at various levels

- • Gram Panchayats and Gram Sabhas
- • Gram Panchayats and Panchayat Samitis
- • Panchayat Samitis and Zila Prishad
- Bureaucracy
    - ❖ Rural Development Department and Panchayats
    - ❖ Rural Development Department and Line Departments
- Elected Bodies, Community-based Organizations, Non-Governmental Organizations and Bureaucracy

Social Capital
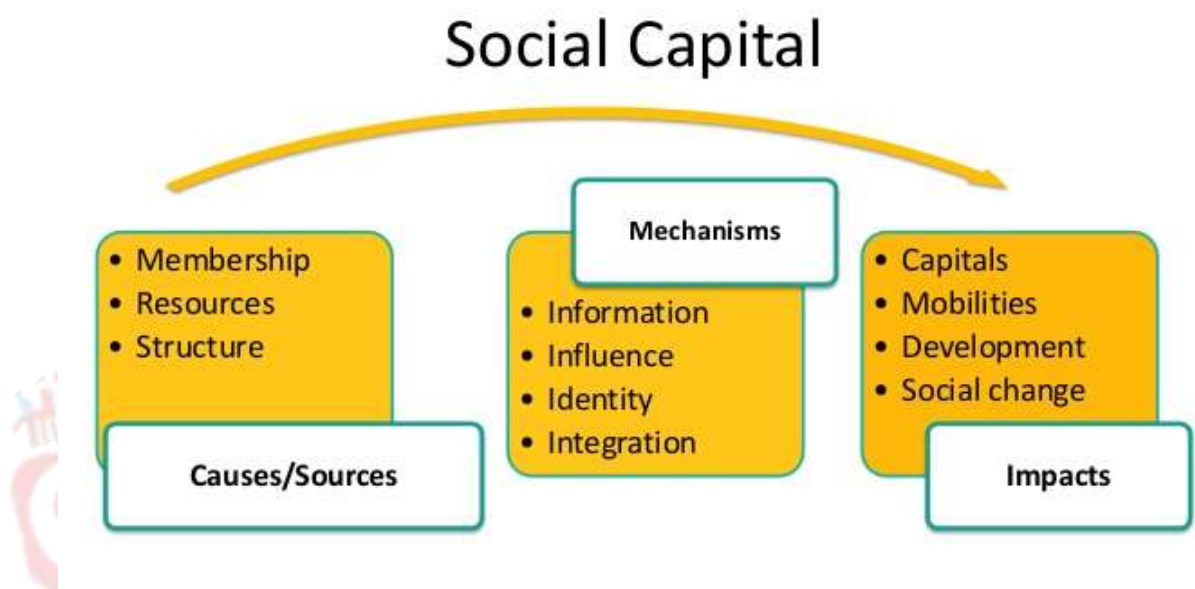
(Emirbayer and Mische 1998; Portes and Landolt 1996; Flap and Völker 2004; McPherson et al. 2001)

How to make Rural Development Administration Effective?

The prospects for effective Rural Development Administration largely depends. on the proper coordination and cooperation among different stakeholders, which is possible through formation of social capital and activating of those capital lying dormant. And for this, there is a need of activating the following:

- Dormant Institutions (Village, Block and District Levels)
- Associations

- CBOs
- Committees etc.

It may be mentioned here that over a period of time the state has extended its hands by constituting and forming various committees and associations for collective action. But not much attention has been given to make them active perhaps assuming that if these institutions become active, these will question the accountability of the Officials and Non-Officials Keeping in view the apathy of the administration, the role of an agency of the government or the civil society is very important in making SC active for in turn making administration effective and responsive. Where it has involved in activating the dormant institutions, the rural development administration worked effectively. Hence, its Role of Agency is important to activate latent Social Capital.

2. **Role of Voluntary Organisation for forming and activating Social Capital**

   Interestingly , most of the programmes of the governments are being implemented by way of organizing people into groups and their network. Besides, Convergence has also been emerged a development mantra to harness optimum results from existing resources available under various programmes. In this way , there is need to build up social capital in the field.

But how to build that is not a easy job. There is a need to have proper SM by the specialized agencies like NGOs who specialize in this field. Hence , role of Agency is very important in this regard. NGOs or Voluntary Organistions can play a role of agency in forming new social capital and activating dormant capital in the society.

There are umpteen example where there is a social capital there are effective implementation of programmes and that SC is based on proper social mobisation. The success of implementation of various programmes like immunization, eradicating illiteracy , empowerment of weak and marginalized groups across the world largely depended on proper social mobilization which in turn build up social capital which brought good results by way of promoting collective action. Social Mobilisation is a process of bringing in one platform of all social groups to raise their voice oriented toward a particular development. It also aimed to facilitate delivery of resources and services and strengthen people's participation for sustainable and self-reliance development.

Summary

To conclude, above discussion, it may be stated social capital is very important in the development of any sector . Even in a family , there is no collective action that family does not grow and develop in right perspective. Similarly, in education sector , if there is no proper coordination and cooperation among different stakeholders , the results would not be positive and encouraging.

it is also true that associations and organizations of the social groups could be made effective and responsive if there is in built pressure within the group itself. There should be awareness about the benefits in collective action to get more from less inputs. However, their social norms, relations and trust in each other will have to be kept in view while doing so. That could be built up by initiating the process of social mobilization (SM) on sustained basis. This is essential because our own experiences show that the associations and groups formed without undergoing the process of SM are in fact depleted of the linked stock of SC that is available in the society. It has happened on account of inability or incapacity of the agency involved in formation, nurturing and sustaining the SC. Hence , the capacity of the agency which may be an NGO, a Social Worker, people's representatives or any other entity may be built up in order to build up the SC for effective delivery of services.

Subject: Human Resource Management

Production of Courseware
- Content for Post Graduate Courses

Paper   15 Human Resource Development Through Community Engagement
Module 06 Gram Sabha and community engagement

Development Team

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Items	Description of Module
Subject Name	Human Resource Management
Paper Name	Human Resource Development through Community Engagement
Module Title	Gram Sabha and community engagement
Module ID	Module No.-6
Pre-requisites	Meaning, Tools used for Gram Sabha Mobilization, Lesson learnt.
Objectives	To understand the concept of Gram Sabha and its implementation at community level.
Keywords	Mobilization, Accountability, Transparency.

1. Module No.---
2. Learning Outcome
3. Introduction
4. Meaning of Gram Sabha
5. Tools applied in mobilization of villagers for Gram Sabha meetings.
6. .Qualitative Achievements achieved after conducting gram Sabha meetings.
7.   Summary.

1. Learning Outcome:

After completing this module the students will be able to :

- Understand the concept of Gram Sabha
- Identify with the process of Gram Sabha
- Explain how different tools are being used for conducting successful Gram Sabha meeting at community level.

2. Introduction

It has been well known fact that GS is the head and heart of the entire system of the Panchayati Raj because of its vital role in enabling each and every voter of the village not only to participate in its meeting but also to monitor and evaluate the works undertaken by its Executive Committee i.e. Gram Panchayat. According to Jay Prakash Narain "To me Gram Sabha signified village democracy. Let us not have only representative government from the village upto Delhi. In one place, at least let there be direct government, direct democracy. The relationship between Panchayat and Gram Sabha should be that of Cabinet and Assembly". It is due to the importance of this institution at local level that the Year 1999-2000 has been acknowledged as 'Year of Gram Sabha' by the Government of India.

3. Meaning of Gram Sabha

Article 243(B) of the Constitution defines the GS as a body consisting of persons registered in the electoral rolls relating to a village comprised within the area of the Panchayat at the village level. With regard to its powers and authority, Article 243 (A) of the Constitution says that the GS may exercise such powers and perform such functions of the village level as the Legislature of a State may, by law, provide. It is in the light of this that State legislatures have endowed certain powers to this corporate body relating to the development of the village.

Gram Sabha is not only a platform where the problems of village(s) are discussed and solved by Gram Panchayat after discussion with the villagers but also a tool in mobilizing community participation for effective implementation of various socio-economic programmes at local level. Thus, people were mobilized so that they could record their presence in the meeting of GS and discuss the issues and problems of the Gram Panchayat in it. The members of Gram Panchayat are elected for five years.

4. Functions of Gram Sabha

- The Gram Sabha carry out such functions as the States laid down from time to time.
- They play a vital role by electing the right candidates as members (Panch) of Gram Panchayats,
- The keep a check on the activities of Gram Panchayat and influence their decisions for the welfare of the village.
- They conduct general meetings. Though they may conduct meetings beyond the prescribed minimum number of meetings as per the needs.

GS has also been an integral part of the Gandhian concept of Panchayati Raj. M.K Gandhi himself had held that "true democracy could not be worked by some men sitting at the top to be worked from below by the people of every village".

Jawahar lal Nehru, the first Prime Minister of Independent India, visualized "Local Self Government was and must be the basis of any true system of democracy. People had got into the habit of thinking of democracy at the top and not so much at below. Democracy at the top could not be a success unless it was built on this foundation from below."

In order to provide the GS a key place in the overall system of Panchayati Raj specific outline has been provided in the 73rd Constitutional Amendment Act which defines Gram Sabha (GS) as "a body consisting of persons registered in the electoral rolls relating to a village comprised within the area of a Panchayat at the village level". Its role has been laid down in Article 243 (A) which states: " A Gram

Sahha may exercise such powers and perform such functions at village level as the legislature of a State may, by law, provide."

5.Tools applied in mobilization of villagers for Gram Sabha meetings

In order to recognize the concept of Gram Sabha, various tools have been applied at the community level. To mobilize the GS members in the community, various tools were used which are as follows:

Source- https://www.google.co.in/url?

4.1 Meeting with Sarpanch and Panches of Gram Panchayats

The first step towards organizing Gram Sabha meeting was to meet Gram Panchayat's Sarpanches and Panches as they know the dates and timings of Gram Sahha meetings to be organized in their respective village. Apart from meeting Sarpanches and Panches, efforts must also be made meet *chowkidar* who has a vital role in mobilizing the villagers in the meetings of GS by door to door contact with the people.

Source- http://kanubharti.com/images/aapni-vaat-gramsabha-no-saath.jpg

4.2 Meeting with Mahila Mandals

Pradhans and members of the Mahila Mandals (women's groups) were also contacted with the purpose to motivate rural women to participate in the G S meeting. Grassroots realities show that Mahila Mandals exist only on paper and only few Governmental officials make efforts to make this institution functional. One of the reasons for such a difficulty of Mahila Mandals is the lack of follow-up. Due to this the institutions which can play a vital role for the development of the village are allowed to flourish. It was found in the villages that once they were formed, after that no follow up was done. Due to the lack of guidance they felt handicapped.   Grassroots realities show that majority of the members of Mahila Members did not attend the Gram Sabha meeting and they were neither informed about the day and time of the meetings.

Panchayat Secretary has to play a very important role in making the Gram Sabha Sucess. Secretary has to take all steps to implement the resolution of Gram Sabha

Gram Sabha provides an opportunity for the persons registered as voters in the village to directly participate on the decision making process.

Gram Sabha Constitutes all the persons registered in the Gram Panchayat Voters list

Many issues can be discussed in Gram Sabha. Panchayat Annual Accounts, Levy of new taxes, selection of work sites for execution of works etc.

Source- https://www.google.co.in/url

4.3 Meeting with Aganwadi Workers

In order to ensure effective participation of women in the G S meeting, Aganwadi Workers is an additional group which must be contacted as they are in contact with the rural women. The people were convinced that all the problems faced by them in the aganwadi can also be deliberated in the GS meeting such as no place for sitting for the children, non-availability of chairs and tables in the Aganwadi and lack of play-games for the children.

4.4 Pasting and Distributing Posters and Pamphlets

Apart from distributing posters and pamphlets among Aganwadi Workers and members of Mahila Mandals, Sarpanches and Panches may also be given so that they can paste and give out in their respective wards. Posters must be pasted on prominent places such as Schools, Primary Health Centers, Panchayat Ghar, Shops etc so that people can see them and can get information.
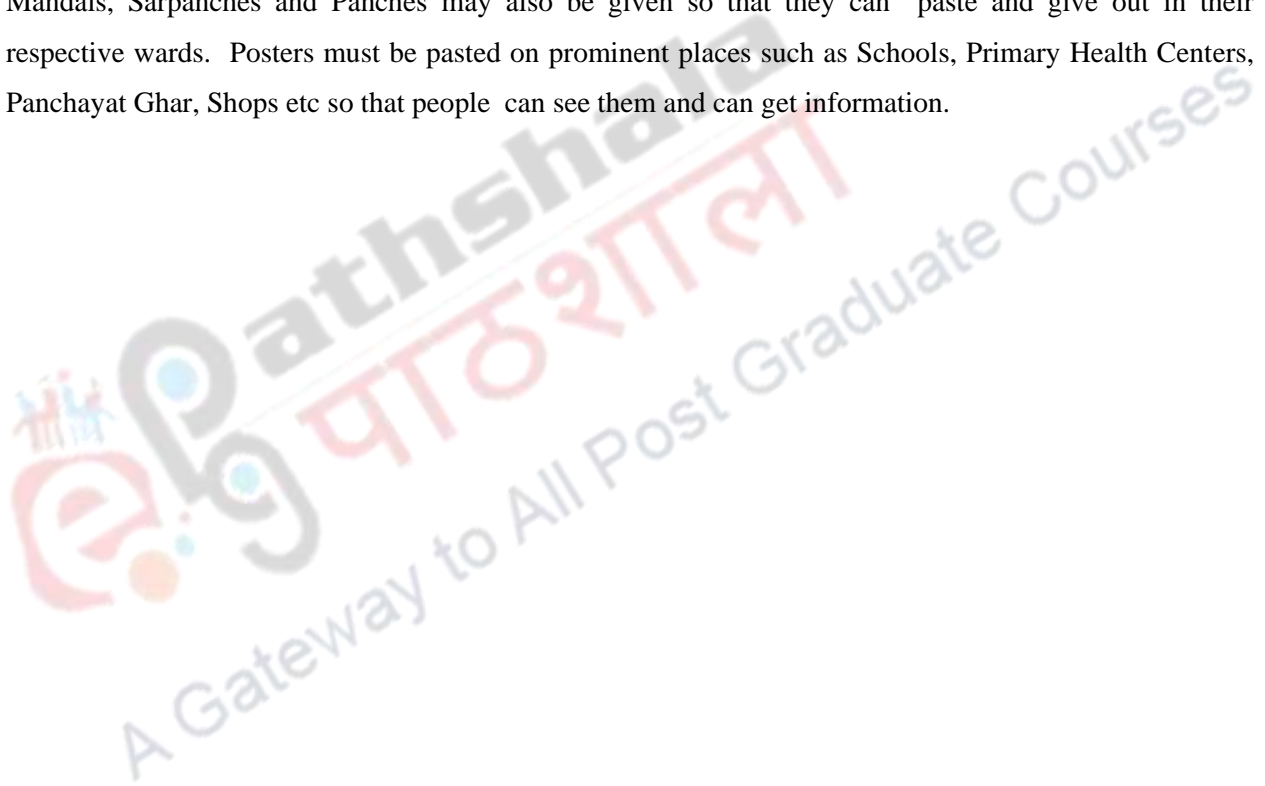
Listen....
Grama Sabha will be held on Tuesday @ 3.00 pm
in the premises of Panchayat Office.

Source- https://www.google.co.in/url

4.5 Group Discussion with the members of Self-Help Group

Interaction with the members of SHGs is another tool used for mobilizing people in general and women in particular for GS meetings. This process proves very productive in bringing women to the meetings and their sharing in the proceedings of the Gram Sabha. A small group discussion with the members of SHG on the relevance of the GS meeting may be held .

4.6 Interaction with Officials and Media

Apart from this, meetings may also be held with government officials, media with a purpose to direct the concerned persons to take interest in the meetings and cover the proceedings of the GS in order to make the meeting of GS active and lively. This will also help in acquainting larger audience through print media coverage. The newspapers have given wide coverage of the meetings of the GSs.

There is no doubt that if the mobilization campaign put into practice well in the village can stimulate a large number of people especially women and marginalized sections of rural community to attend and partake in the meetings of GS .

Source- http://www.cfar.org.in/sites/default/files/GP%20Sodhawas%2C%20Pali%20Rally.JPGs

5. **Qualitative Achievements**

After conducting gram Sabha meetings in the Gram Panchyats, following achievements were found

गाँव-गाँव की ग्राम सभा में होगा एक तिहाई महिलाओं का अधिकार,
होगी महिला बिना ग्राम-सभा की बैठक बेकार।

आयोजक
एकता महिला मंच, चूना भट्टा, कोकर, राँची

Source- http://www.posterwomen.org/Posterwomen/wp-content/uploads/2011/03/0052.jpg
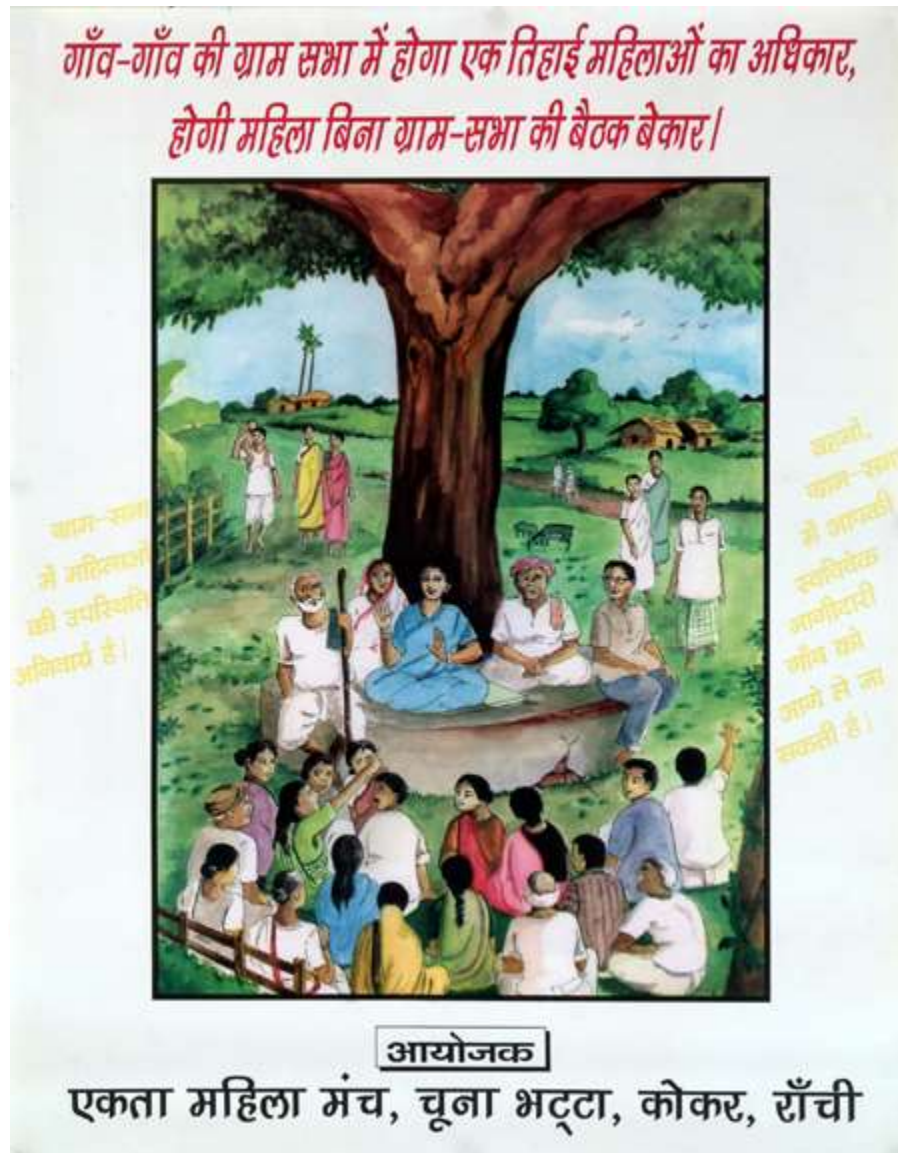
5.1. Participation of Marginalized Groups

Participation of marginalized sections of rural society was a very important qualitative achievement. It was found in the field that in some of the Gram panchayats, for the first time, disadvantaged section of the society participated in the meetings of Gram Sabha. The main reason for their participation in the Gram Sabha meeting was the efforts made by the volunteers to make the people particularly rural women aware about the importance of the Gram Sabha meeting. It was found in the field that members of GS

especially weaker sections of the society and women were confident that half of the village problems may he solved if such types of meeting organized on a regular basis.

Source- http://ruraldiksha.nic.in/images/Community_Empowerment_Cycle_full.png

5.2 Expression of the problems

Other important qualitative accomplishment of the meetings was that women pointed out more pertinent problems than male. Male members confined their discussion to the construction of roads and other political conflicts but women on the other hand shared their relevant problems such as toilet facility, opening of sewing and netting centers, bad quality of food at Aganwadi Centers etc. Women felt confident after participating in the meetings and they were inquisitive to know about the date of next meeting in the village.

5.3 Interference between Gram Panchayat and the Gram Sabha

At the time of Gram Sahha meeting, it was found that members of the GS in general and women in particular were not aware about the name of their Gram Sachiv and majority of the members for the first time interacted with the Gram Sachiv and their Ward Members. So the meeting of the Gram Sahha proved to be productive as for the first time members of the G S interfaced with the Gram Sachiv and GP.

5.4 Ensured Transparency

After conducting Gram Sabha meeting, people understood the terms responsibility and transparency. The main accountability of the Gram Sachiv is to inform the accounts in details to the members of Gram Sabha. He apprised the members about the funds that G P got under various schemes and programmes and in what manner the received amount was spent for the village progress.

5.5 Ensured Accountability

It was found that Sapanches. Gram Sachivs and Panches were under wrong notion that members of G S will not turn up for the meeting but when they saw that due to social mobilization, majority of members including women came to the meeting they realized that they had to be answerable. After the meeting was over, they made promise to themselves and others that next time they would come to the meeting fully prepared.

5.6 Social Development

One of the qualitative accomplishment of the Gram Sabha meetings was that besides discussing road and rail network development whitewash of *panchayat ghar,* other social development issues such as health, electricity, education, bad quality of food at aganwadi centers, opening sewing centers in the village for young girls etc. were also discussed in details. Sarpanches and Gram Sachiv also tried their best to solve the problems on the spot. As in case of one Gram Panchayat when the women along with the young girls shared their problems that a sewing center should be opened in the village. Instantly, the Panchayat decided to appoint a woman from the village and directed her to teach those girls who are interested in the vocational training of their choice.

6. **Lessons Learnt**

The 73rd Constitutional Amendment Act defines Gram Sabha as a body comprising of persons registered in the electoral rolls in a village within the area of Panchayat at the village level. But the grassroot realities show that majority of the places Gram Sabha meeting are being held in namesake. Some of the lessons mentioned below learnt in the process of organization of GS meetings.

6.1 No Attention was Paid to the Social Development Issues in the Earlier Meetings

It was learnt after observing the G S meetings that almost all the village Presidents have done same kind of works such as construction of roads, whitewash of the primary school and *dramshalla* etc. Other important development works such as opening new schools, starting programmes for adult education, opening of sewing centers for women, ensuring attendance of Doctors in Primary Health Centres were not given any importance in the meetings. Gram Panchayats where effective social mobilization was done members of the G S particularly women were made to understand that GS meeting does not only mean discussing infrastructure development rather it is a good opportunity for every one in the village to share their problems related to village development so that solutions can be sorted out collectively in a participatory manner.

6.2 Confusion between Gram Sabha and Gram Panchayat

Members of the GS were found confused between the two terms namely Gram Sabha and Gram Panchayat. It was found in the field that people especially oppressed sections of the society were not aware about the concept of Gram Panchayat which is the lowest tier of Panehayati Raj system in the country. When the people were informed to attend the G S meeting, they confused GS meeting with G P meeting. Often people were found saying that Gram Sahha meeting means meeting of Sarpanch, Gram Sachiv and few Panches who were dear ones of the Sarpanch.

Gram Panchayat shall respect the resolutions of Gram Sabha

6.3 Functioning of Gram Sachiv as *de facto* Sarpanch

Source- http://wikieducator.org/images/thumb/2/29/Gs13.png/300px-Gs13.png

Though Gram Sahha meeting should he conveyed by the Sarpanch but in reality in all the meetings it was the Gram Sachiv who holds the balance in terms of clearing up the accounts and other clarifications

asked by them member of the G S which is different from the rule. It was also found in the field that some of Gram Sabha meetings, Gram Sachiv even did not allow either Sarpanch or Panch to speak in the meeting and convene the meeting on their own level.

Source- http://wikieducator.org/images/thumb/3/3b/Gs9.png/350px-Gs9.png

6..4 Lack of Awareness

Although Sarpanches were of the opinion that they have informed everyone in the village about the day and date of the meeting but in reality it was found that only few villagers were about the meeting. It was also learnt that women were interested to attend the meetings but Sarpanches did not inform them about the dates, purpose of G S meeting and their roles.

6.5 Indifferent attitude of Panchayat representatives and government officials about the Meetings of the GS

It was found that government officials do not take interest in Gram Sabha meeting. Instead of attending the Gram Sabha meeting, they assign junior officials, J.E to attend the meeting which results in diluting the spirit of the Gram Sabha meeting. It was found in the field that government officials do not give importance to the Gram Sabha meeting. Some of the block and development panchayat officials found saying that what is need of government officials in the meeting, Sarpanch and Gram Sachiv are enough to conduct the meetings. In fact, indifferent attitude of the Panchayat Samiti in conducting the GS Meetings is accountable for difficulty of these bodies in the villages.

6.6 Socio-Culture and Dominance of Class and Caste over Marginalized Section of the Society.

Though the women's participation in all the GS meetings was important and in many places women's participation was more than male participation. It was found that during the mobilization process that

young girls and daughter-in-laws were not permitted by their family members to attend the Gram Sahha meetings. This was in case of economically well off families whereas the women whether old or young belonging to Dalits addressed their problems in the meeting in a confident manner. It was also learnt that poor people do not claim their rights. These people due to the lack of awareness about the programmes and Schemes regard Sarpanch as their mai*bap'*. The class and caste conflicts and gender discrimination have become obstacle to the effective functioning of the Gram Sabha.

6.7 Irregularity of the meetings

Though the Sarpanches were not aware about the dates of the Gram Sabha meeting but they were imagined that every year they hold the Gram Sabha meeting and they tried their best to gather the people particularly women for the meeting. It was found in the field that sarpanches without making any effort on their part made people responsible that they do not take interest in the Gram Sabha meeting. After interacting with the members of G S during the mobilization process, it was found that Sarpanches do not hold meetings regularly. After attending the meetings and expressing their problems members were found relaxed that for the first time they attended the meeting and solutions to their problems are now in the hands of Sarpanches but at least their problems have been registered by Gram Sachiv. Some people were found saying that neither Sarpanches nor Gram Sachivs wanted to conduct Gram Sabha meetings and they hold the meetings in certain places such as *Chaupal* or private houses that curtail the participation of the people.

6.8 Lack of Participation of Panches

Field realities show that only few village president take interest in conducting Gram Sabha meeting. meeting but they gave priority to other works. Female members came to show their presence but they did not speak at all. In some places male members of the family came to attend the meeting. Women members of the Gram Panchayat belonging to SC category could not come to attend the meeting, as they had to go to the field to earn wages.

6.9 Lackadaisical attitude of the Pradhans and Members of Mahila Mandals

GS meeting could prove more fruitful if the Pradhans and Members of community based organizations existing in the village become vigilant and active. Majority of the villages where Mahila Mandals were formed long back but now they are not working as the members have become old enough to spread the awareness of Gram Sabha.

6.10 Lack of training of Sarpanches and Panchcs.

Due to lack of training of President and members of Gram panchayat, they are not aware about their roles, rights and responsibilities. As a result, they feel helpless and consider themselves powerless of doing anything and always take backseat. Because of this fact, government officials exploit the situation as they take advantage of their ignorance.

Summary

Need of the hour is to empower local bodies by way of building their capacity so that they can perform their roles in an effective and efficient manner. Rigorous training should also be imparted to the elected representatives in a mission mode. Active involvement of NGOs, academics, community based organization and social activists should also be coordinated in an organized manner as per the provisions contained in the Panchayat Act. Panchayati Raj Act is required to be implemented in an effective manner to make GS vibrant and pulsating institutions.
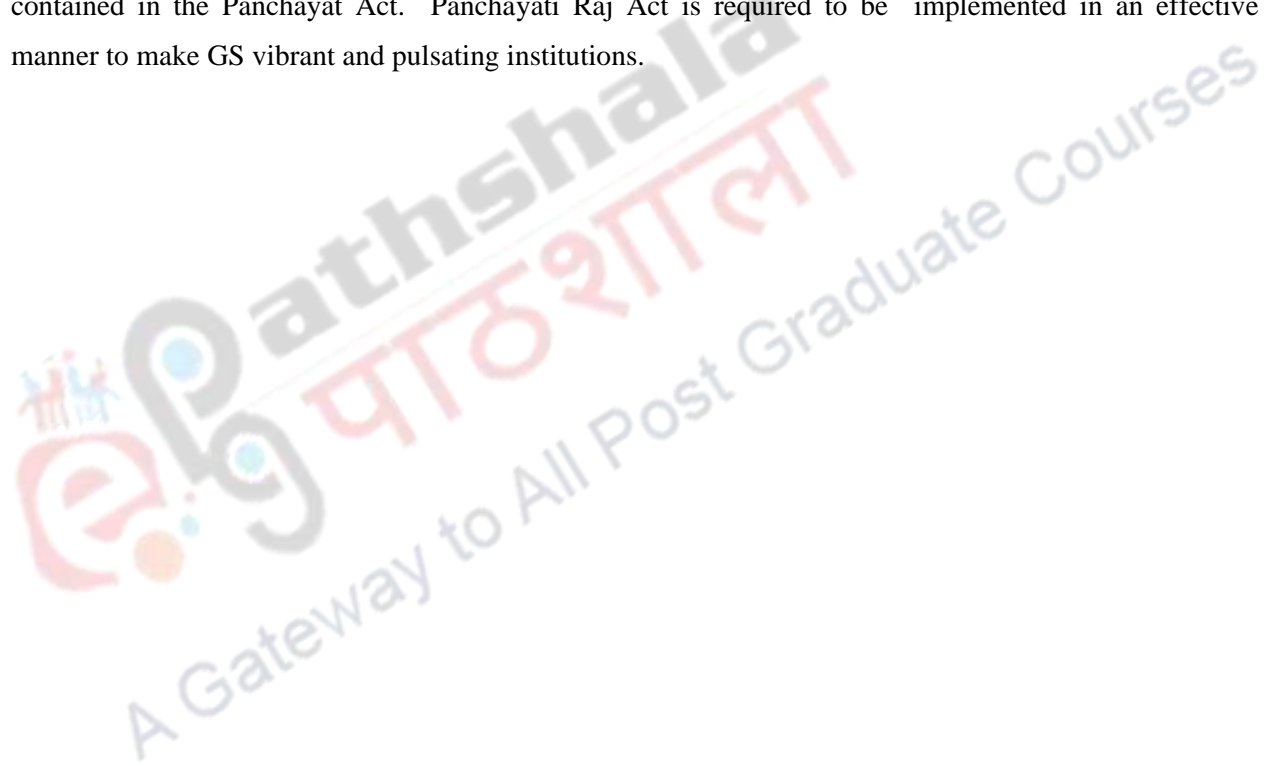
Subject: Human Resource Management

Production of Courseware
- Content for Post Graduate Courses

Paper 15 Human Resource Development Through Community Engagement
Module 07 Participatory Planning with Engaging Community

Development Team

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Participatory Planning with Engaging Community

Items	Description of Module
Subject Name	Human Resource Management
Paper Name	Human Resource Development through Community Engagement
Module Title	Participatory Planning with Engaging Community
Module ID	Module No.-7
Pre-requisites	meaning of Participatory Planning(PP) , various aspects of the PP, role of various agencies in the implementation of PP and how to make the PP effective instrument of the local planning and development
Objectives	To understand mechanism of PP and to engage community in its implementation.
Keywords	Participatory Planning, sectors , Panchayati raj institutions and community .

1. Module No.---
2. Learning Outcome
3. Introduction
4. Enhancement of the understanding about the participatory planning , its various features and role of Panchayats and local institutions in making a success the PP at local level.
5. Various aspects and components of the PP
6. Suggestions for making PP effective mechanism of local development with community engagement.
7. Summary.

1. Learning Outcome:

After completing this module the students will be able to:

- Understand the concept of Participatory Planning
- Make aware about the methodology of PP

- How to enhance the participation of community in the PP.

2. Introduction

Participation has been recognised as a basic principle to enable the people particularly marganised groups to solve their problems as equal partners in transparent and cooperative manner. In view of this only the focus of all the developmental efforts are towards building institutional capacity through participation and local self reliance leading to empowerment. In this chapter , we are focusing on meaning and importance of participatory planning , its components , processes and suggestions for making it more effective in tackling issues of socio-economic development. Panchayats are expected to prepare plans for economic development and social justice including 29 subjects listed in the 11th Scheduled of the Constitution

Source- https://image.slidesharecdn.com/participatearyplanningankit-121218132835-phpapp02/95/participatory-planning-1-638.jpg?cb=1355837385

Keeping the above in view, it is expected that for the purpose of formulation of the decentralized plan, the first step is that it should be discussed in the Gram Sabha (GS) for onward consideration in the Gram Panchayat. The plans prepared by all GPs falling under the jurisdiction of the Panchayat Samiti (intermediate tier) are to be assembled at its level with the purpose to have detailed discussion on the plan proposals received from the various GPs and if there is any gaps or lacunae in the plans prepared by various GPs , they should be sorted out.

The plans so prepared by all the Panchayat Samitis of the district will be forwarded to the Zila Parishad with the purpose of discussion at its level and if there are some gaps these should be sorted out . In this way , plan for the entire rural areas of the district will be prepared by the ZP. In a similar

fashion plans of the urban area will be prepared by the Urban Local Bodies of the District. The plans so prepared by the urban local bodies will be integrated by the District Planning Committees. These Committees are expected to prepare the plan for the entire district and to send a draft plan to the State Government. This is the basic constitutional provision for the decentralized planning. Here, we are focusing the participatory plan where people are engaged in various activities of the plan.

3. Meaning and importance of the Participatory Planning

The planning exercise should be prepared through the active involvement of the people or residents of the particular geographical area which may be a village or cluster of villages. For example in case of village plan , actual needs and problems of villagers particularly marginalised groups get top priority in the plan, which is obvious because if the poor people participate in the planning exercise their issues would get top priority and in every sense that plan proposals would be realistic in nature . And in case as generally happened they are not included in the planning process , then the purpose of the plan get defeated.

Source:
http://www.sswm.info/sites/default/files/toolbox/NETSSAF%20Identification%20of%20socioeconomic%20conditions.jpg
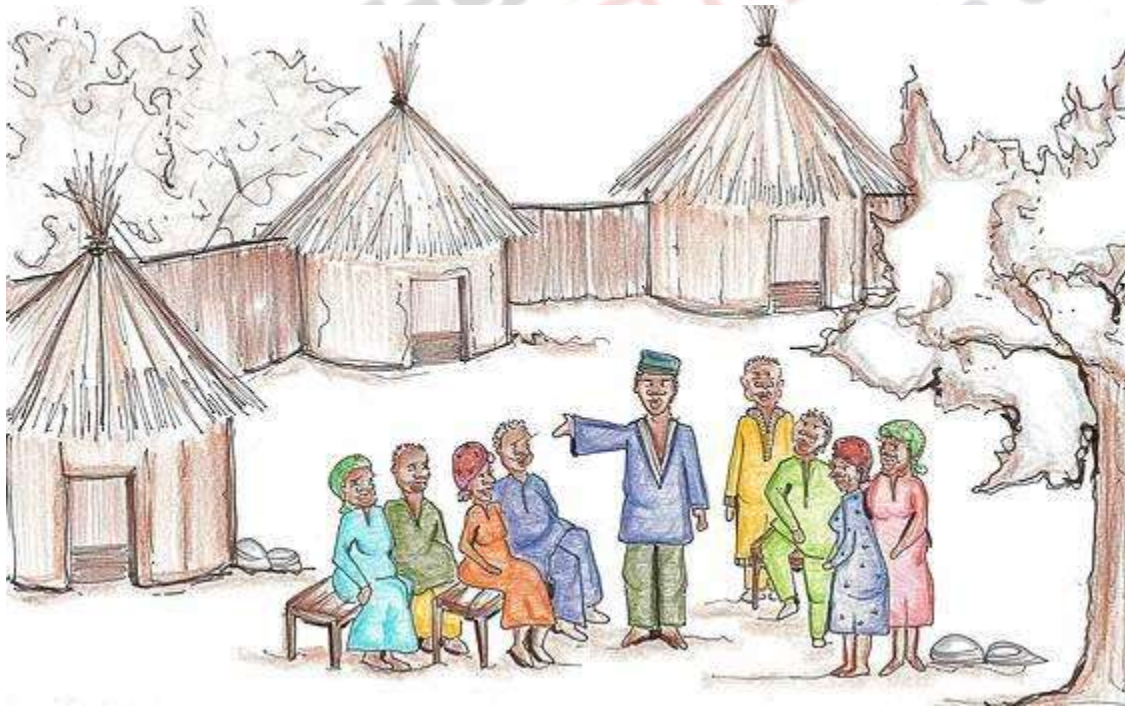
The best way of the planning process would be if all elected representatives officials from government agencies such as schools, Anganwadis etc. are involved.

Following are the benefits of the participatory planning :

- Actual problems by the people are identified as people know where shoes pinches.
- As vulnerable groups also participate , their problems can get priority.
- Access to various ideas and resources.
- Marginalised groups come together.
- Social capital build up which in turn create trust between and among individuals of the community which would further foster the future community action.
- The feeling of ownership among people might be observed.
- Notion of negativity also vanish as all are on equal footing and taking decisions by themselves
- There is increased acceptability of the organization among local people.

Source- http://img.over-blog-kiwi.com/1/27/19/71/20160628/ob_e8e2ae_participatory-budgeting.jpg

It may be seen from above that through participatory planning a number of basic issues such as drinking water, sanitation, village roads, public health, livelihoods etc are addressed socio-economically and spatially. In nutshell , local issues are addressed properly in following way:

- How can most needy issues be tackled ?
- Which area of the geographical unit need most attention?
- quantum of resources is needed
- Prioritisation of various activities which time lines and laocations.

Source- https://prd-idrc.azureedge.net/sites/default/files/openebooks/181-7/f0113-01.gif

4. Perspective, Five Year and Annual Plans

Perspective Plan means long term plan for more 15 year or so. It means whatever we are planning at present have long term goals, objectives , strategies and targets. It may related to any sector or holistically for the entire gamut of activities. For example , it may include targets such as : Connecting all the habitations through all-weather roads.

- ✓ Ensuring safe drinking water
- ✓ Achieving open defecation free
- ✓ Toilets in Schools ,Anganwadi etc.)
- ✓ 100% vaccination
- ✓ Improvement in facilities in schools , etc.

Five year plan will be prepared every five year. This plan contains the activities to be taken in the period of five year along with funds , time lines and locations. In a similar fashion , the annual plan should contain activities to be taken up during the year with all specifications indicted under five year plan.

5. Key Steps of Participatory Planning

Now , we are discussing the steps to be undertaken to prepare participatory planning. Here, we are focusing activities for preparation of Annual Plan of Gram Panchayat(GP).

3.1 Collection of data

It is important to get relevant data or information about some major issues for the development of the GP. These may related to status of civic services such as drinking water, roads, drainage, street lights etc. Issues related to livelihoods such as agricultural output, net shown area, irrigated and unirrigated land , labourers, fisheries, animal husbandry, etc. Status of local institutions such as schools, anganwadi centres, sub centre , PDS, etc. In a similar way, information about health, education, vulnerable groups like SCs, STs, women , physically challenged persons, social issues like alcoholism , drug abuse , violence against women etc have to be collected. Income and expenditure details of the GP should also be obtained.

Based the basic information , some basic issues may be explored as mentioned below:

In case of Children following may be the issues

➢ Infant deaths within year with reasons

➢ Status of institutional delivery

➢ Status of immunization

➢ Status of child labour and if it exist areas where children are employed.

➢ Status of Anganwadi Centre, Health Sub Centres in Gram Panchayat area.

➢ Number of children attending AWCs and whether all equipment and other requisites are available there. If not available, reasons their of

In a similar way issues related to education, health, agriculture ,etc have to be obtained with the participation of people in identifying these issues.

In case of Education issues may be such as

- Status of dropped out children in the GP .
- Status of schools in the GP area and status of teachers and their interest in teaching .
- Status of basic facilities such as drinking water and separate toilets for boys and girls.
- Status of mid-day meal along with quality of food served to children.

- Whether PTA has been holding regularly and whether decisions of the PTA have been put into practice.

Drinking Water and Sanitation

- Status of access to drinking water facilities in all the habitations, mohalla ,etc
- Source of drinking water
- How many households have toilets?
- How many households do use toilets?
- Status of general cleanliness in the village
- Status of liquid and solid waste management

Public Health

- Status of occurrence of diseases with seasons
- Whether the Health sub-centre has proper infrastructure and requisite facilities like medicines, vaccinations , etc ?
- Whether Nurse is regularly attending the health sub centre ? Whether people are getting regular treatment from it?

Social Issues

- Alcoholisms and its repercussions in the society
- Incidents of violence against women .
- Status of prevalence of child marriage in the GP.
- Status of incident of women and child trafficking in the area?

- How many women Self-help groups are there in the GP area and whether these SHGs have been able to take various social issues affecting women and children?
- Status of minimum wages in the GP and Whether gets less wages than men in the area.
- Is there any destitute in GP area?
- Whether all eligible persons are getting old age pension last year and If not , how many are not getting .

Source-https://www.scrumalliance.org/scrum/files/cf/cff09774-59c4-4eb2-b544-d8373bbf6230.png

Infrastructure and Housing
- Status of homeless households.
- Whether all inter- village and intra –village roads in the Panchayat area are all weather roads? If not where is problem more serious
- Whether GP has a drainage system? If so, how effective is it
- Access of households to electricity
- Status of streetlights in the villages of the GP
- Whether the GP enjoys market facilities for selling agricultural Produce? If not, can it be developed.

Livelihoods , Employment, Agriculture etc.

- Total agricultural land in the area. Total net shown areas. Total irrigated land
- Main agricultural produces
- Households not having agricultural land. What are the professions for those who do not have land.
- Households applied for the job card under MGNREGA
- Households without job cards
- Average persondays generated for the households.
- Status of common lands and ponds in the area.
- How many of the ponds contain water throughout the year?
- Whether irrigation facilities are available?
- What are the sources of irrigation?

Disaster Preparedness

- Details of natural disaster occurred in the area during last five years.
- Details of month or season of occurring
- What measures can be taken to prevent such disasters and minimise their adverse effects?

Above are some examples given for the understanding of the readers. These are only indicative. These data sets differ situation to situation.

3.2 Identification and Prioritization in Gram Sabha

As mentioned above , the plan exercise must include a detailed assessment of people's concerns and priorities. This can be done by the Gram Sabha. The data collected should be placed before the Gram Sabha for its consideration for deficiency point of view if so. Issues related to health, education, livelihoods, housing, environment, sanitation, social security, public service delivery, special needs of the poor, marginalized and physically challenged etc. should be discussed threadbare. Villagers should be given opportunity and encouraged to voice their needs and concerns. identified with time lines and locations , etc. The goals and objectives should also be detailed out.

3.3 Identification of Strategies and Activities

After finalization of goals and priorities , next step is identification of strategies and activities in the GP. The Standing Committees of the GP could be used for this purpose. The committee could also invite

technical personnel for more meaningful discussion on identifying strategies and activities to achieve the identified goals and objectives. Officials should be involved, so that they can provide technical inputs. If need arises , GP can also form working groups with composition of elected representatives , non elected and technical personnel to help the standing committee in the preparation of GP plan.

3.4 Identification of Resources

After identification of strategies and activities, fund availability and needs to be considered. The funds available under various centrally sponsored schemes, State Sponsored Schemes and schemes of the GP should be used to finance prioritized activities. Funds received from other sources like Fourteen Finance Commission, State Finance Commission and funds moblised by the GP itself should also be dovetailed with schematic funds.

Human and natural resources available at the GP in terms of labour, skill and material contribution from the community should also be considered during the preparation of the GP Plan and Budget.

3.5 Preparation of Draft Gram Panchayat Plan

The draft plan so prepared to be approved by the GP .In doing so departmental functionaries as well as available knowledgeable persons, including people working in NGOs, may be involved. The draft plan should be discussed thoroughly in the GP meeting.

Source- http://www.dfnrmp.org.zm/wp-content/uploads/dfnrmp11.jpg
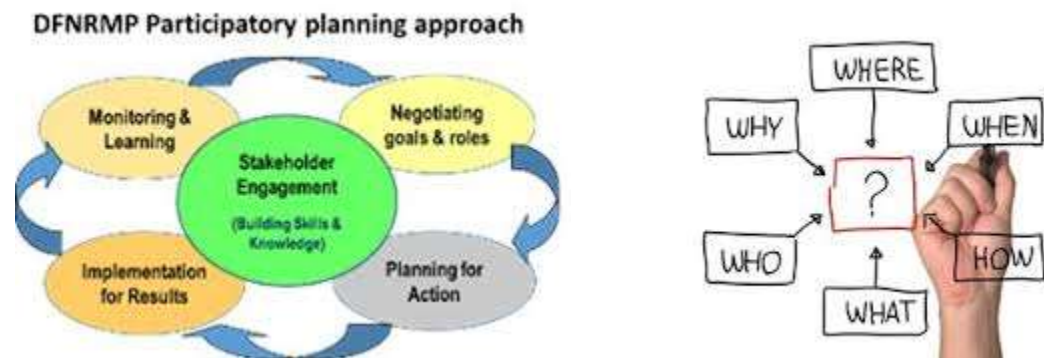
3.6 Discussion of Draft Plan in Gram Sabha Meeting

After the approval of GP, the draft plan is to be presented in Gram Sabha meetings for final fine tuning in the priorities and strategies. The quantum of funds available should also be discussed and GP may reiterate the need for local contribution to meet funding gaps for identified priorities.

Source- http://cliparting.com/free-meeting-clipart-31078/

3.7 Final Approval of Plan by the Gram Panchayat

After incorporating the changes approved by the Gram Sabha into the final GP plan, the plan may be approved in the GP meeting.

8.5 Time-lines for Preparation of Annual GP Plan

it is to be kept in view that various components of the plan as discussed above has to be completed in time, so that funds are available on time. Here , an example of various steps in the planning process in West Bengal is given below for reference :

Strategic Planning Cycle

Steps   Timeline

S.No	Steps	Timeline
	Data collection and identification & prioritization of issues in ward sabha meeting	10th July
	Identification of strategies, activities, resources	15th July
	Preparation of Standing Committee Plan based draft GP Plan and Budget	1st October
	Discussion on draft plan in the Ward Sabha meeting November	November
	Discussion on draft plan in Gram Sabha meeting December	December

	Finalization and approval of GP Plan and Budget in the meeting of the GP	31st January

8.6 Budget

The GP Plan and Budget has to be seen in an integrated way as without budget plan is a useless exercise . Hence, both the exercise should be done in proper coordination. It is important that activities of GP plan having cost implications need to be budgeted. Similarly, schemes of the Central and State Governments should also be feathered in the annual of the organization.

The major components of the GP Budget are:

Receipt (Income side)	Payments (Expenditure side)
Income from Own sources (tax, non-tax, donations, loans etc.)	Expenses for implement schemes/ Programmes
Grant-in aid from Government	Fixed costs (Salaries, office expenses, electricity bill, telephone bill etc.)
Income from any other sources	**Unplanned expenditure** (flood relief work, support given to destitute household etc. which are unforeseen in nature)

Above is a budget proposal of the GP in case of West Bengal given for reference. In a similar way budget of any organization is prepared.

Checklist

- Whether various steps in the planning process as per the mandated time lines have been initiated ?
- Have clear goals and corresponding activities have been identified ?
- Have suggestions of the Gram Sabha ,officials and experts have been taken for this purpose?
- Have the needs of all the wards, as well as SCs STs, and women been met?
- Whether exercise of approval of the Annual plan and budget in the GP and in the Gram Sabha have been done ?

Participatory Planning, Lessons from Keralas Kalliasseri Gram Panchayat

Kalliasseri, a coastal village on the outskirts of Kannur town in northern Kerala, has been the scene of an innovative participatory planning experiment that is now well underway. An integrated area plan for a panchayat would require, firstly, a fairly comprehensive data base of the land, water and human resources and the status of their present utilisation. Secondly, the traditional knowledge of the villages has to be combined with modern technology in an appropriate way. Thirdly, mass participation holds the key to the success of the area plans which requires a reawakening of the latent cooperative and creative instincts of the people. The Peoples Resources Mapping Programme (PRM) evolved as a sort of natural response to these issues. PRM crystallised, to put it very briefly, through a series of interactions and consultations of local people and local panchayat with Centre for Earth Sciences (CESS), Kerala State Land Use Board and Kerala Sastra Sahitya Parishad (KSSP) a voluntary agency an unusual matching, but a relevant one.

The Resource Survey conducted as part of the PRM Programme had the following salient components:

- ➢ Training of Volunteers
- ➢ Mapping of Land use and local assets by the trained volunteers.
- ➢ Land and Resource Mapping by Scientific and Technical Personnel.
- ➢ Collection of data, finalisation of maps and interpretation by scientific personnel.
- ➢ Data storage and developing an information system.

While preparations were being made to actually carry out the Panchayat Level Resource Mapping in the mass participatory mode, Department of Science and Technology (Government of India) expressed interest in the programme and funded KSSP to carry out the PRM programme in 25 panchayats as a collaborative project of CESS and KSSP.

Soon it became apparent that PRM programme must be supplemented by a detailed socio-economic survey of the households in the Kalliasseri Panchayat area. The following were some of the important detailed investigations that were carried out in Kalliasseri, to supplement the Resource Surveys.

- • Demand Survey for Vegetables and Eggs
- • Educational Institutions Survey
- • Survey and mapping of drainage channels in the panchayats.
- • Power line mapping survey of LT distributions system in 28 transformer areas.
- • Total energy survey (households and establishments)
- • Engineering survey of 50 hectares of marshy land for aquaculture and
- • A preliminary hydrological survey for the preparation of a proposal for watershed programme.

Summary

The PRM programme, one can safely assert proved to be effective in generating a user-friendly data base of the natural resources, in the village, sensitising the people regarding the use/misuse of resources creating village level expertise that could take initiative in preparing a comprehensive panchayat plan. An important feature of the Kalliassari plan has been the reliance on voluntary labour. Of a total of 3119 person days 96% were voluntary work, including a lot of specialists work. "The underlying reason for the tension between departmental schemes and local activists lay in the fact that the panchayats had no control over the line departments. Only empowered panchayats can be the fulcrum of local development". (See Thomas Isaac, etal. (1995:p.115).

One can find several sins of omission and commission in the Kalliasseri experiment. But with all these failures, the experiment in the panchayat has proved that the only way to progress is the active participation of the people. As a medium for strengthening the capabilities of the people, this is the greatest message perhaps the new Panchayat Raj Institutions can learn. Then only the "power to the People" slogan would become more justifiable and meaningful.

Source: N. Rajagopal, Institute of Sciences, based on the study by Isaac, et al , 1995 quoted in Panchayati Raj Development Report 1995, Institute of Sciences , New Delhi

Subject: Human Resource Management

Production of Courseware
- Content for Post Graduate Courses

Paper   15 Human Resource Development Through Community Engagement
Module 08 Community Engagement through various Standing Committees
under the Panchayati Raj System

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Community Engagement through various Standing Committees under the Panchayati Raj System

Items	Description of Module
Subject Name	Human Resource Management
Paper Name	Human Resource Development through Community Engagement
Module Title	Community Engagement through various Standing Committees under the Panchayati Raj System
Module ID	Module No.-8
Pre-requisites	Background of Panchayats, Features of the Panchayati Raj System (PRS)in India, provisions and functioning of the Standing Committees of the Panchayats at different levels , suggestions for effective function of these Committees
Objectives	To understand mechanism of PRS and Standing Committees System through them community could be engaged.
Keywords	Panchayati Raj System, Standing Committees, Community participation.

1. Module No.---
2. Learning Outcome
3. Introduction
4. Enhancement of the understanding of salient features of the Panchayati Raj System and Standing Committees and through them how community could redress its grievances.
5. Implementation of community engagement through Standing Committee system under PRS
6. Suggestions for enhancing the participation of the people through these Committees.
7. Summary.

1. Learning Outcome:

After completing this module the students will be able to:

- Understand the Panchayati Raj System and Committee system.
- How to enhance the participation of community or how to make these Committees effective vehicle for solving problems of the community with the involvement of community.

Introduction

The Panchayats (rural local governments)and Sabhas (village assemblies) had been the basic units of the self-government in India for centuries . There has been a number of ups and downs in the journey of Panchayati Raj in India. Various Committees and Commissions have been set up from time to time to review and examine the functioning of the Panchayati Raj Institutions(PRIs) and suggest remedial measures for the revival and vitalize these institutions of people at local level. Although Panchayats have been constituted across the States as per Article 40 of the Directive Principles of State Policy of the Constitution , their sustainability depended on the will of the State /UT Government which was in the power and authority. On account of this only that what to think of powers and authority to these bodies, even regular elections were also not held in the States. Elections were won in the name of power to people but in real sense nothing was devolved to people in name of power.

Source- https://3.bp.blogspot.com/-iehoX7BeRZ8/Vx-Vo_2EYUI/AAAAAAAAkOo/s9_3ijt-OcIRzCR-2tGIRHbawTWV_CMcQCLcB/s640/basics-of-indian-polity-by-krishna-pradeeps-21st-century-ias-study-circle-18-638.jpg

The need for constitutional amendment on PRIs was realized for long time , particularly after the recommendations of the Ashok Mehta Committee Report in 1978. However, based on the recommendations of the LM Singhvi Committee, the draft Bill was prepared and credit for that goes to Rajiv Gandhi. It was during his Prime Ministership the 64th Constitutional Amendment Bill was introduced in the Lok Sabha. This Amendment Bill could see the light of the day in the form of 73rd Constitution Amendment, 1992.
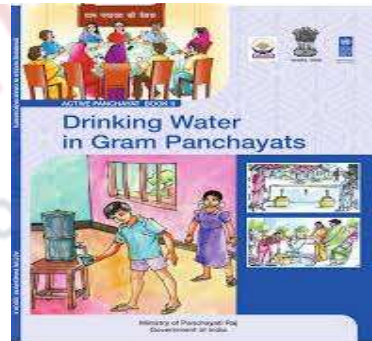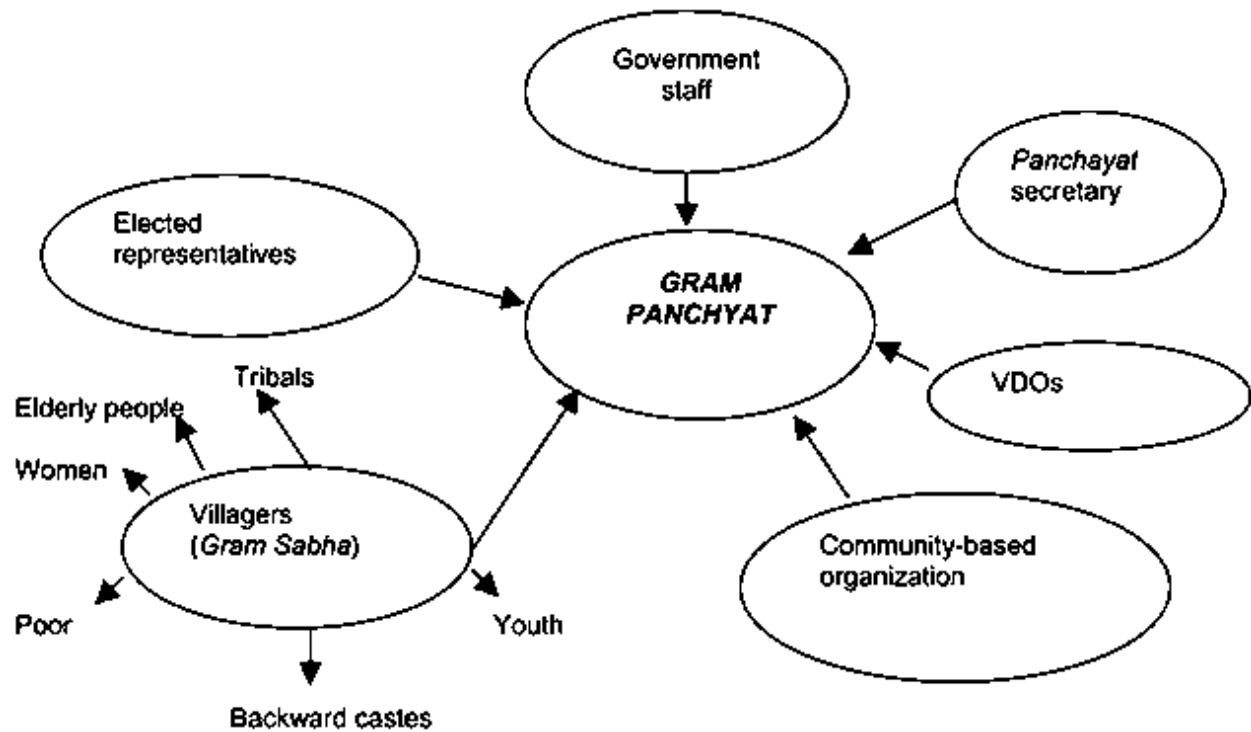
sIt is interesting to note that the State Panchayat Acts piloted in the conformity of the 73rd Amendment Act have made various provisions in their Panchayat Acts to enable the people to participate in the decision making of the functioning of these institutions. Provisions for constitution of gram sabha, standing committees have been some of them. All the State Panchayat Acts have provision for constitutions of the standing committees in their acts at all the three levels (Gram Panchayat, Panchayat samiti and zila Panchayat levels). In the chapter , we propose to discuss varieties of committees and how they are functioning and suggest some measures as how to make them effective instrument for community engagement . But before that salient features of the 73rd Amendment Act have been discussed in brief for the readers.

Source-
http://4.bp.blogspot.com/3wKJU9WXBQE/UDpsiDxLJqI/AAAAAAAAAJA/rcAsozxTR7k/s1600/Gram
+Sabha.png

Provisions of the 73rd Amendment Act

The provisions of the Act with regard to the States can be broadly categorised as mandatory for the States and these provisions of the Act have to be included in the legislations to be enacted by them. The enabling, or, discretionary provisions of the Act , which have been left to the States to take decisions.

I.   Mandatory provisions

Following are the mandatory provisions of the Act

Source-

http://images.patrika.com/images/media/alwarRPJHONL0120701201511Z35Z26%20AM.jpg

1. Constitution of Gram Sabha

The Act has prescribed for the establishment of Gram Sabha at village level consisting of people registered in the electoral roll relating to a village falling within the area of Panchayat.

Participation of Village Education Committees, Mothers Committees, Water Users Associations and other committes in Gram Sabha leads to integrated development of the village

Source- http://wikieducator.org/images/thumb/6/6f/Gs5.png/350px-Gs5.pngs

2. Constitution of the Panchayats

The Act has prescribed establishment of three tier system of Panchayati Raj and each State/UT there shall be Panchayats at village, intermediate and district levels except those States/UTs having population not exceeding 20 lakhs.

3. Composition of Panchayats

At all levels, Panchayats will comprise of persons chosen by direct election from respective territorial constituencies. All members of Panchayats elected directly or indirectly shall have voting rights in Panchayat meetings. The chairpersons of the intermediate (Block level) and the apex tier (District level) Panchayats will be elected from among directly elected members.

Source-
http://sanitation.indiawaterportal.org/sites/default/files/styles/inner_page_image_style/public/Sanitation%20in%20GP.png?itok=Ogu_orCR

4. **Duration of Panchayats**

Five year term for all tiers of Panchayats. If a Panchayat dissolves earlier than this for whatever reason, fresh elections will be held within 6 months. In case the term remaining is less than 6 months, it is not mandatory to hold election for this period.   A Panchayat constituted upon the dissolution of a panchayat before the expiration of its duration shall continue only for the remainder of the period for which the dissolved Panchayat would have continued had it not been dissolved.

5. **Reservation of Seats**

Seats shall be reserved for SCs and STs in every panchayat and the number of the seats so reserved shall bear , as nearly as may be , the same proportion to the total number of seats to be filled by direct election in that Panchayat have population of the SCs in that Panchayat area or of STs in that Panchayat

area bears to the total population of that area and such seats may be allotted by rotation to different constituencies in a Panchayat.

Not less than one -third of the total number of seats reserved for the SCs or STs shall be reserved for women belonging to SCs or STs as the case may be. In the same way, in case of general seats also, one-third of them shall be reserved for women belonging to any class or category and such seats may be allotted by rotation to different constituencies in a Panchayat.

6. Constitution of State Election Commission

The superintendence, direction and control of the preparation of electoral rolls for, and the conduct of, all elections to the Panchayats shall be vested in a State Election Commission consisting of a State Election Commissioner to be appointed by the Governor. Subject to the provisions of any law made by the Legislature of a State, the conditions of service and tenure of office of the State Election Commissioner shall be such as the Governor may by rule determine.

7. Constitution of State Finance Commission

The Governor of a State shall, as soon as may be within one year from the commencement of the Act and thereafter at the expiration of every fifth year, constitute a Finance Commission to review the financial position of the Panchayats and to make recommendations to the Governor as to

(a)   the principles which should govern

(i)   the distribution between the State and the Panchayats of the net proceeds of the taxes, duties, tolls and fees leviable by the State, which may be divided between them under this Part and the allocation between the Panchayats at all levels of their respective shares of such proceeds;

(ii)   the determination of the taxes, duties, tolls and fees which may be assigned to, or appropriated by the Panchayats;(iii)   the grants-in-aid to the Panchayats from the Consolidated Fund of the State;

(b)   the measures needed to improve the financial position of the Panchayats;

(c)   any other matter referred to the Finance Commission by the Governor in the interests of sound finance of the Panchayats.

By this amendment a sub-clause "bb" has also been inserted in Article 280 of the Constitution. As per this clause the Central Finance Commission shall recommend to the President, the measures needed to augment the consolidated fund of a State to supplement the resources of the Panchayats in the state on the basis of the recommendations made by the Finance Commission of the state.

Source- https://www.gvtjob.com/wp-content/uploads/2017/02/gram-panchyat.jpg

Constitution of District Planning Committee

Although provision for constitution of the District Planning Committee is given in the 74th Amendment Act with respect to urban areas, it is equally applicable in rural areas. This Committee would integrate the plan prepared by the Zila Panchayats and Urban Local Bodies and prepared a draft development plan for the district and submit to the State Government.
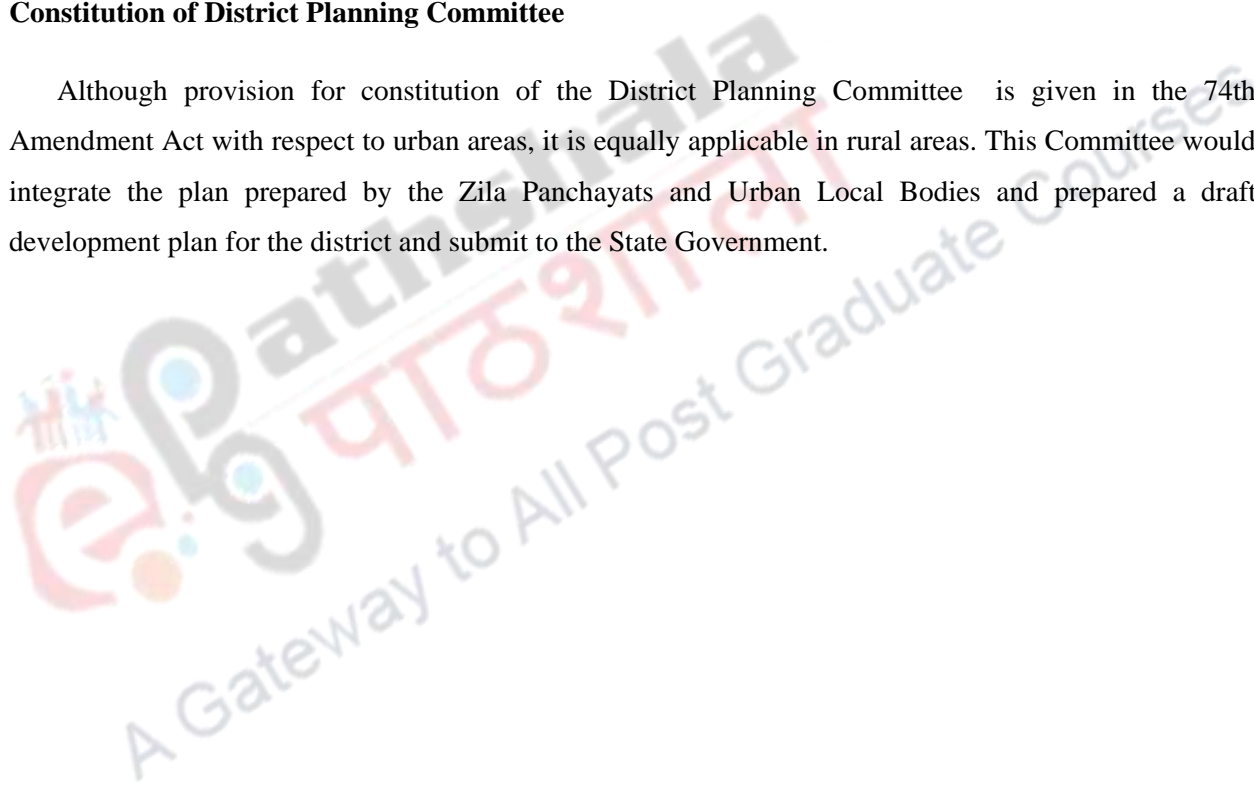
Panchayatiraj – Local Self Government(Rural)

Village Level	Block level	District
Gram Panchayat	Panchayat samithi	Zilla Parishad
Formed by Gram Sabha	Elected by Panchayat members	Formed by elected members and have members of Lok Sabha and MLA of the district.
Headed by Sarpanch	BDO	Zilla Chairperson

II.   Enabling or Discretionary Provisions

The Act has given adequate discretionary powers particularly those relate to power and authority of the Panchayats which is evident from following:

1. Nomenclatures of the Panchayats at different levels
2. Nomenclature of the chairpersons of Panchayats a various levels.
3. Size in terms of population and area for determination of Panchayat at the village and intermediate levels.
4. Powers and functions of the Gram Sabha
5. Membership of the chairperson of Gram Panchayat in the Panchayat at intermediate level and of the chairperson of the Panchayat at the intermediate level in the Panchayats at the district level. 3

6. Membership of the MP, MLA and MLCs at intermediate and district levels.

7. Mode of election of the chairperson at the Gram Panchayat level.

8. Reservation of seats in favour of backward classes of citizen in terms of membership as well as chairpersonship, on different tiers of Panchayat.

9. Power, authority and responsibility of the Panchayats which may be necessary for them to function as institutions of self-government, and make provisions for devolution of powers and responsibility to Panchayats at the appropriate levels with respect to:

   (a) The preparation of plans for economic development and social justice.

   (b) The implementation of schemes for economic development and social justice entrusted to them including subjects contained in 11th Schedule of the Constitution.

10. Authorise a Panchayat to levy taxes, duties, tolls and fees in accordance with the laid down procedure. Allocation of taxes, duties, toll and fees levied by the state among the Panchayats. Decide the amount of grant-in-aid to the Panchayats from the consolidated funds of the state.

Source- https://image.slidesharecdn.com/kunalppthth-150621094041-lva1-app6891/95/sansad-adarsh-gram-yojna-sagy-3-638.jpg?cb=1434879931

From the point of view of involvement of village community, the 73rd Amendment to the Constitution was extended to the Scheduled Areas of the country which the enactment of Provision for Panchayats in Scheduled Areas Act 1996(known as PESA). These areas fall under the states of Himachal Pradesh, Rajasthan, Maharathra, Madhaya Pradesh, Chattisgarh, Jharkhand, Andhra Pradesh, Telengana, Orissa, Gujarat. This piece of legislation has made provisions to put jal(water), jungal (forests) and jamin(jamin) in the hand of village community known as gram sabha.

State Legislations

Although State Legislatures have amended their respective Panchayat Acts in conformity of the 73rd Amendment Act, the powers and authority to make Panchayats as local government in terms of having triple Fs i.e. functions, finance and functionaries have not been awarded to these institutions. In case of PESA, following is expected from the State Legislatures.

(i)   a state legislation on Panchayats shall be in consonance with the customary law, social and religious practices and traditional management practices of community resources

(ii)   a village shall ordinarily consist of a habitation or a group of habitations or a hamlet or a group of hamlets comprising a community and managing its affairs in accordance with traditions and customs

(iii)   every village shall have a Gram Sabha consisting of persons whose names are included in the electoral rolls for the Panchayat at the village level

(iv)   every Gram Sabha shall be competent to safeguard and preserve the traditions and customs of the people , their cultural identity , community resources and the customary mode of dispute resolution.

It was expected that timely election to the Panchayats would give sustainability to the system, representation of vulnerable groups and women would give representative character to these bodies, State Finance Commission would devolve financial resources to them and District Planning Committee would consolidate plan of the district. It was expected that these provisions would surely give new lease life to the Panchayati Raj system in the country. However, one drawback of the Act is that it has not specified , the powers and functions of the Gram Sabha and Panchayats as this has entirely been left to the discretion, of the States/UTs.

Under PESA tribal have control over their economy , society and culture in participatory mode through the institutions of Gram Sabha. Application of the cardinal principle of allocation of works among different tiers of PRS and endeavor to follow the pattern of the Sixth Schedule to the Constitution are another progressive features of the PESA. It if properly implemented at grassroots would be instrumental in establishing Gram Swaraj as envisaged by Father of Nation.

III.   Standing Committee

As mentioned earlier , State Panchayat Acts have provisions for constitution of Subject Committees or Standing Committees at different levels to discuss and take action on various issues related to decentralised governance , planning and development. In case of Bihar under Section 25(1) of the every GP shall have

(i)   Production Committee,

(ii)   Social Justice Committee and

(iii)   Amenities Committee.

Each Committee shall consist of not less than three and not more than five members. The Mukhia shall be an ex-officio member and Chairman of all the three committees. The Social Justice Committee shall include at least one woman member and one member belonging to scheduled tribes. In Andhra Pradesh , Panchayat Act provides seven standing committee at the zila Panchayat level. These are:

a) Standing committee for planning and finance.

b) Standing committee for rural development.

c) Standing committee for agriculture.

d) Standing committee for education and medical services.

e) Standing committee for social welfare and

f) Standing committee for works.

    In Kerala , following Committees are constituted at different levels.

    a. In Village Panchyayat

        1. Standing committee for finance

        2. Standing Committee for Development

        3. Standing Committee for welfare.

    b. In a block Panchayat

        1. Standing committee for finance

        2. Standing Committee for Development

        3. Standing Committee for welfare.

    c. In a District Panchayat

        1. Standing committee for finance

        2. Standing Committee for Development

        3. Standing Committee for public works.

        4. Standing Committee for Health and Education

        5. Standing Committee for welfare.

1. Every standing committee shall consist of such numbers, including its chairman as decided by the Panchayat, so that all other elected member except the president and Vice-President shall be elected as member in any of the standing committee and the number of members elected to each standing committee shall, as far as possible, be equal.

2. The number of mebers of each standing committee as decided by the Panchayat under sub-section (2) shall not be changed within the term of that Panchayat.

3. In every standing committee shall be member elected by the elected member of the Panchayat from among themselves under the proportional system by single transferable vote and a member shall not be a member of more than one standing.

4. The Chairman of every standing committee, except the standing committee for finance, shall be elected by the member of the respective standing committee from among themselves.

5. The Vice-President shall be an ex-officio member and Chairman of the standing committee for finance and the President shall be an ex-office member of all standing committees without right to vote.

As in case of other States , Gujarat Panchayat Raj Act also have provisons for constitution various committees like executive committee, social justice committee, education committee, health committee, public works committee, appeal committees etc.

Tuted (.1) Executive Committee (ii) Social Justice Committee (SJC) (iii) Education Committee (iv) Public Health Committee (v) PublicWorks Committee (vi) Appeals Committee and (vii) Committee for !triplementation and Review of the Twenty-Point Programme. In addition to these committees, the ZP, with the approval of the state government, may constitute additional committees. The Executive, Education and Social Justice Committees shall not consist of more than nine members while the membership of the rest of the committees shall not exceed five. The ZP can allocate any function of one committee to another with the exception of the functions assigned to the SJC and the Education Committee. A person aggrieved by the decision of the SJC may appeal to the state government.

The SJC is, in fact, a very important committee. It has more powers than have the other committees. A decision of a lower SJC can be challenged in its counterpart at the higher tier this way, an organic link is maintained in the functioning of these committees. The Appeals committee is also an important committee. Seeing the importance of the SJC, it is relevant to throw light on the functioning of this Committee.

Social Justice Committees in Gujarat

As per sections 92, 1.23 and 145 of The Gujarat Panchayati Raj Act 1993, it is mandatory to constitute SJCs at village, block and district levels respectively. SJC is a forum with a mandate to ensure social

justice, social welfare and social inclusion which is expected to influence the state machinery and therefore it could be considered as a powerful mechanism to ensure social justice to scheduled castes , scheduled tribes and other vulnerable groups.

A study named as Dalit Leadership in Good Governance: Challenges for Social Justice (unpublished) carried out by the Rajesh Bhat and Santosh Kumar in 2010 revealed that of 605 SJCs at village level, 40 at taluka I and 9 at district (a) even though the SJC was the only mandatory committee most village panchayats had not constituted SJCs on their own, as part of their duty. Most of the Village Panchayats were not even aware of such, a provision available in the Panchayat Act. One officially written response by the government admitted that only one out of 51 villages in a particular taluka had constituted SJC; (b) SJCs faced a technical problem in villages where the SC population was less than 10 per cent. No seat was allocated to SCs in such villages and therefore the panchayats did not constitute SJCs in such villages. They did not know that if a panchayat does not have any SC member, it must constitute an SJC by co-opting members from outside the panchayat bodies and by passing a resolution to that effect; (c) Women's share in the overall membership and their participation was quite low; (d) Taluka and district level SJCs performed better than the village level SJCs; (e) Issues taken up by SJCs mostly pertained to developmental works for SCs in general, problem of drinking water in the SC neighborhoods, homestead plats, boundary walls of the cemeteries and allotment of government land for cemeteries, drainage system and upkeep of roads in SC neighborhoods, etc. Rarely did SJCs discuss issues like untouchability, rights of the SCs or habits like alcoholism.

In short, the more obvious and mundane problems overlapped the deeper rooted issues regarding the welfare of SCs in the SJCs.

On the whole, the prevalence and performance of SJCs has not been very encouraging. Generally, panchayats do not yet function with an entitlement approach. They are still very much dependent on the state government and are largely managed by the bureaucracy at all three levels.

There are, however, some good Voluntary Organisations working for the rights of the SCs/STs and their interventions have delivered justice to individual families. There is a need, however, for massive awareness drives as research has demonstrated that awareness about the SJCs is also very low even among SCs and STs and motivation to form SJCs is also very low at VP level. At the taluka and district levels, the scenario is slightly better although the attitude of non-SCs to the SJCs ranges from casual, unjust to atrocious.

In Uttarakhand also , there is provision for the constitution of these committees to address specific task related to a particular subject of the works assigned to Panchayats but these committees found inactive .

Suggestions for making these Committee Effective Agencies for Community Engagement

One would see that the committee system as a part of PRS is very useful system to enable people to participate in the decision making of the issues relevant to local level. Not only that , it also enable to participate all members of the Panchayats at different levels. Most of the time these members of the Panchayats have complaints that they have no role to play in the local governance and development as the entire activities are being done by the President of the Panchayats. Here are some suggestions to make these institutions effective.

1. There is urgent need to make elected representative aware about their powers and functions and role of Panchayats in the development of rural area.
2. There must be a separate training programmes being arranged by the State Institute of Rural Development with the help of local NGOs on the theme of Committee system of the Panchayats .
3. Social Mobilisation should be undertaken in time bound manner to mobilise people for making the committee system effective instruments of local planning and development. In this way the social capital should be build up at local level which in turn create an environment of cooperation and coordination among elected representatives and members of the gram sabha.
4. The parallel bodies/institutions like the joint forest management committee, village education committee, village health committees, etc should not be created at local level. Mostly , what happen whenever, some national or international organization sponsored some progamme (e.g . health improvement) so instead of activating the Panchayat subject Committee , these institutions create their own Committee in the village for community participation. In such a situation, there would be multiplicity of committees at local level to get benefits from the governments. Hence, to make the Panchayat Committee system effective, the parallel bodies should not be constituted at local level.
5. There should also be instructions from the Line Departments of State Governments and the Central Government to use the subject or standing committees of the Panchayati Raj System and no separate committee should be constituted for that purpose.

   Summary

To conclude, the Panchayats have been very important institutions at local level to enable people to participate in local development both economically as well as socially. The Committee system of the Panchayati Raj System is another institutional arrangement for community engagement at village level to have detail discussion on the issues related to a particular subject like health or education and put up the same to the Panchayats for necessary action. It s found that these committees have not been put into operation due to lack of people's awareness about these bodies. If suggestions given here are operationalised would be able to activate these institutions of local government.

Subject: Human Resource Management

Production of Courseware
- Content for Post Graduate Courses

Paper 15 Human Resource Development Through Community Engagement
Module 09 Community Engagement and Child Development

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COMMUNITY ENGAGEMENT AND CHILD DEVELOPMENT

Items	Description of Module
Subject Name	Human Resource Management
Paper Name	Human Resource Development through Community Engagement
Module Title	Community Engagement and Child Development
Module Id	Module no.-9
Pre- Requisites	Meaning and Principles of Community Engagement
Objectives	To understand the scope of Community Engagement in Child Development
Keywords	Child Rights; Survival; Development; Participation; Protection

Module: Steps in Community Engagement
1. Learning Outcome
2. Introduction
3. Child, State and Community Engagement
4. Child Right to Survival and Community Engagement
5. Child Right to Development and Community Engagement
6. Child Right to Protection and Community Engagement
7. Child Right to Participation and Community Engagement
8. Summary

1. Learning Outcome:

After completing this module the students will be able to:

- Understand the significance of community engagement for child development

- Identify the areas of violation of child rights and vulnerabilities of children

- Examine the scope and efforts of community engagement in ensuring rights to children

2. Introduction

India is a home to the largest child population in the world, which is nearly 400 million. Every sixth child in the world lives in India (MoSPI, 2012). Out of the total population of 1210.2 million, the proportion of child population in the country is 13.1% (13.3% males and 12.9% females). Every year, an estimated 26 million children are born in India. In 2011, total number of children in the age group 0-6 years is 158.8 million.

Childhood is the most crucial period of development in human life. These years lay foundation of human being's learning and holistic development. It is during childhood years that humans develop the physical, cognitive, social and emotional skills that are needed to live a productive life. This multidimensional development of children has strong and direct bearing on the adult they will become. It highlights the need and importance to invest in children for maximizing their future well-being.

Children are considered as *tabula rasa* (meaning clean slate), whichever values, perceptions, attitudes, experiences the family and community provide to them have far-reaching impact on their psyche and development. The experiences of early years are largely determined by family and community care practices, nutrition and health care, learning opportunities, which in turn are dependent on enabling policies and investments for young children and families. In this backdrop, community's and State's role in child development is analyzed.

3. Child, State and Community Engagement

A democratic society rests on three pillars - State (whose administrative apparatus is government), Market and Community (or civil society). The World Development Report (2001) maintains that the three actors - State, Market and Community need to work in tandem so as to promote and ensure democratic values and harmony in the society. Indian State, considered a 'welfare-state', plays a crucial role in the development and well-being of children. Government of India declared its children as the "supremely important asset" in the National Policy for Children, 1974 and thereby restated its commitment to secure the rights of its children by ratifying related international conventions and treaties. The National Policy for Children, 1974 recognized that programmes for children should find prominent place in national plans for the development of human resources, so that children grow up to become robust citizens, physically fit,

mentally alert and morally healthy, endowed with the skills and motivations provided by society. The Policy also laid emphasis on equal opportunities for the development of all children during the period of growth. Numerous schemes and programmes have been initiated since Independence by the government to reduce vulnerabilities among children and enhance their well being.

Market is profit driven and cannot be expected to have welfaristic and pro-child approach.

Community plays critical role in the development of children. Family is the subset of community and carries and transmits the cultural norms, values and belief systems in children through the process of socialization. Some of these norms, values and beliefs in a community facilitate while others inhibit child development. Poverty, violence, abuse, divisions and discriminations on gender, caste and religious lines, make development opportunities inaccessible or limited for majority of children in India. In agrarian and medieval times strong community ties acted as social safety net for children preventing them from destitution and vagrancy. And in present times, the hold of community has loosened on families and increasing number and proportion of children are becoming vulnerable and a subject of concerns for families, community, social planners and policy makers.

In order to make the vast topic of community engagement and child development presentable and understandable two frameworks have been used in this module. They are Child Rights based approach as given by the United Nations Convention on the Rights of the Children (UNCRC) and Levels of Community Engagement taken from Spectrum of Public Participation provided by International Association for Public Participation. Details are as follows:

In 1992, India ratified the United Nations Convention on the Rights of the Children (UNCRC). It envisages that all children are born with fundamental rights. It categorizes the rights of the child into four broad and interrelated domains:

- Right to Survival –(that includes right to life, health, nutrition, name, nationality)
- Right to Development –(covers right to education, care, leisure, recreation, cultural activities)
- Right to Protection –(encompasses right to have protection from exploitation, abuse, neglect)
- Right to Participation –(incorporates rights to expression, information, thought, religion, and participation in decisions on matters related to their own life).
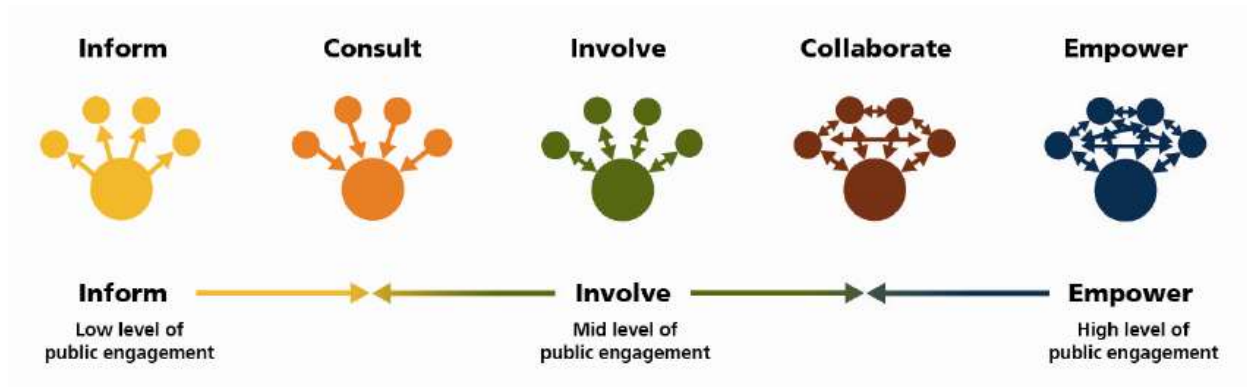
Levels of community engagement are to inform (such as about a new scheme on child development), consult (take feedback, say, on schooling), involve (for instance, in mid-day meals in schools), collaborate (facilitating community members participate in planning, implementation and evaluation of a child development project) and empower (complete ownership of community people in child development programme).
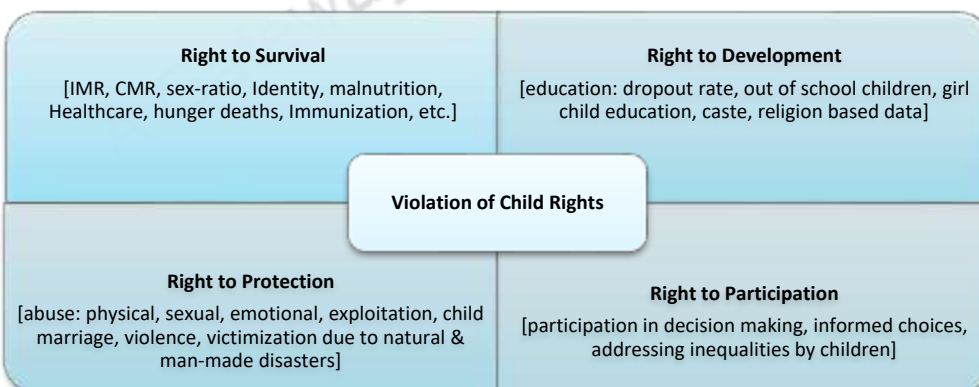
4. Child Right to Survival and Community Engagement

This right entails right of children to be born in a safe and nondiscriminatory environment and grow in a healthy and dignified way. Adverse sex ratio at birth, high infant and child mortality rates, malnutrition, hunger deaths, etc., are some of the areas of concern.
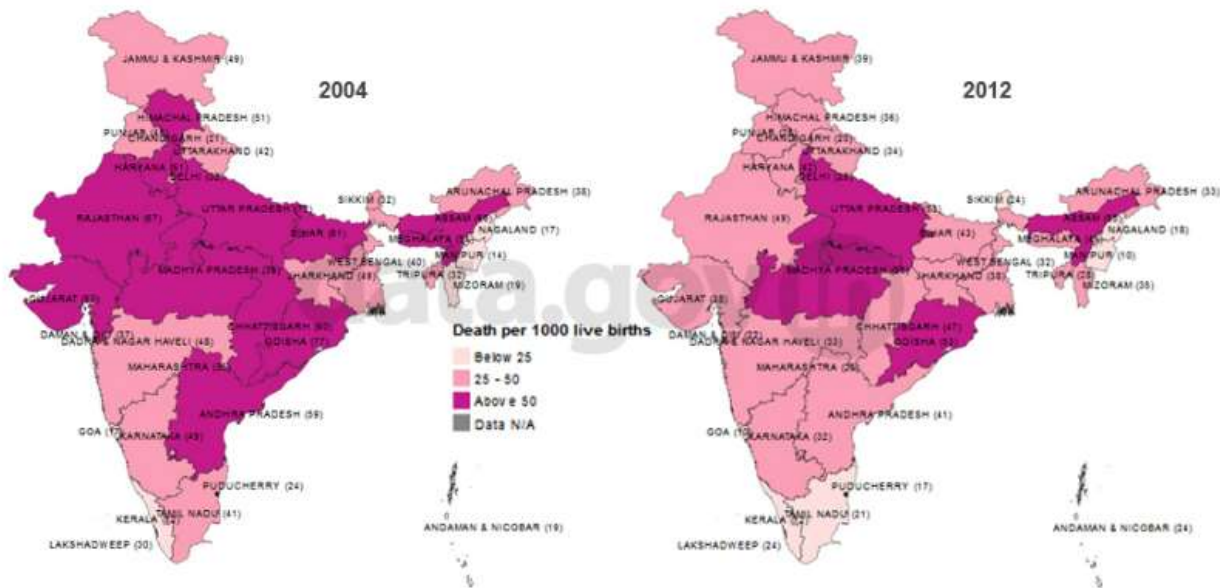
4.1 Statistics: In India, 50 infants out of 1000 live births die before their first birthday (Sample Registration System, 2009). The IMR is higher among female infants (52) as compared to males (49). Drastic regional difference is seen with highest IMR in Madhya Pradesh (67) and lowest in Kerala (12). The IMR is very high in rural areas (55 per 1000 live births) as compared to urban areas (34). Similarly, Child Mortality Rate (0-4 years) is 14.1 in 2009 and is almost double in proportion in rural areas (15.7) in contrast to urban areas (8.7). Girls in India have 61% higher mortality than boys at age 1-4 years (National Family Health Survey III - NFHS). The IMR for Dalits or Scheduled Castes (88.1) is higher than that of general caste (69.3). Child sex ratio in India, according to Census, 2011 is 914 girls for every 1000 boys. An estimated 11.6 lakh children die every year within one year of their birth due to lack of immunisation (Ministry of Health and Family Welfare, Government of India).

4.2 Who are vulnerable children?

Based on the data, following categories of children are vulnerable:

- Children belonging to poor families are vulnerable to malnutrition, starvation and hunger deaths.

- Orphaned, deserted, run-away children, street and working children, children without families

- Children from Scheduled Caste and Scheduled Tribe groups face caste and other forms of discrimination.

- Girl children encounter gender based discrimination, abuse and violation

- Children from stigmatized families like those of sex workers, those affected and infected with HIV.

4.3 Manifestation of vulnerability

- Malnutrition, starvation and hunger deaths

- High mortality and morbidity rates among children

- Females have added disadvantage of being victims of foeticides and infanticides (reflected in skewed sex-ratio). They also lose out on nutrition due to male preference practices in the family

- Inaccessibility or limited accessibility to avail food security and supplementary nutrition programmes

- Inaccessibility or limited accessibility to avail health services, preventive (immunization) as well as curative (health centre for treatment, when ailing)

- Guardians and parents not having awareness of appropriate child rearing practices, nutritional intakes and health needs.

- Birth registration, (which provides basic legal identity to a child and is a prerequisite for availing services like schooling) for majority of the newborns is not done due to variety of reasons.

CURRENT SCENARIO OF INDIA

- An estimated 26 million births take place in the country every year.
- The current registration level of births in the country is about 58% for births.
- Each year about 42% of births go unregistered, which is about 10 million births.
- There are 5 major low performing states (UP, Bihar, Rajasthan, AP and Madhya Pradesh) that have problems of low registration ranging from 20% to 57% which is affecting the overall registration level in the country because these 5 low performing states also account for approximately 25% of the annual births and are among the most populous states in the country.
- Registration level in the rural areas is lower when compared to the urban areas.

4.4 Causes and precipitating factors of vulnerability

Gender, caste and class based discrimination is the crux of the problem. This is the outcome of socio-cultural norms, values and practices. It implies that the root cause of the vulnerability of children to violation of their right to survival is the community. Patriarchal notions over centuries are reflected in female foeticide, infanticide, discrimination in providing nutritional and health opportunities to girl children. Caste based discrimination restrict access to basic civic facilities and services among lower caste groups. Economic impoverishment is yet another cross-cutting variable that adds to marginalization of poor families and children.

Despite numerous pro-child policies and services, situation of children is still stark. The reason behind is that the people in administration and those implementing these services come from same community/society who have imbibed the restrictive cultural values and norms. Unless community is targeted and mindset of its members is changed to recognize and appreciate equality and rights based approach, substantial changes cannot be expected.

4.5 Scope of Community Engagement:

To ensure child Right to survival, following interventions are required, provided according to the level of community engagement:

4.5.1. **To inform:** Many times, families of children are unable to access services due to lack of information. There are several food security programmes including targeted public distribution system (TPDS) where subsidized food grains are provided to below poverty line (BPL) families, anganwadi centres under ICDS, Mid day meals, nutrition education, free immunization, etc. Agency may provide

information to parents/community about these services, eligibility criteria and related modalities so as to facilitate accessibility to secure survival and health of children.

4.5.2. To consult: There may be situations when families/children have tried accessing services but faced bottlenecks. Many genuinely poor people lack BPL card and hence remain out of the pail of services like TPDS. Or they may not immunize children due to certain myths/misconceptions, which are not addressed by health service providers. Or, child might be having special needs which are not met in generic service availability, say, due to disability, child is unable to go to anganwadi centre.
Agency's role may be taking feedback from families/children on their attempt to avail services or their views on effectiveness of services they have used so as to identify and remove hurdles in accessibility.

4.5.3. To involve: Healthcare systems can remain dysfunctional only till the time community people start overseeing and auditing their work. Agency may involve people in planning and implementation of services such as mid-day meals. The village panchayat has mandate to supervise the work of anganwadi centres, and health centres. Village health committee may do social auditing of these services.

4.5.4 To collaborate: Making the families or community collaborate is both - vary difficult as well as highly recommended. When people from different backgrounds (caste, class, gender variations), they need to shed away their prejudices and biases. Collaboration of people leads to empowerment of the

community. Agency may work with families of the community and elicit their cooperation for services like health check up camps.

4.5.5 To empower: Here, families/ community take charge of ensuring right to survival to their children and based on specific needs, intervene accordingly. For instance, if there is no health centre in the village, then community may do social action and advocacy and ensure establishment of health facility. In cases when health functionaries are not working according to their mandate, say, practicing untouchability with Dalit families, community may take strict action against them by ensuring their transfer or suspension. As community is empowered through its active participation, health system becomes more accountable and transparent.

It may be noted that these interventions as shown above are suggestive and depending upon the community specificities and differential needs of children role, scope, levels and dimensions of community engagement. It is the process of community's increased involvement and taking ownership and shared responsibility to ensure effective and efficient health system that is vital for realizing the right of survival to children.

5. Child Right to Development and Community Engagement

This right involves right of children to avail opportunities of growth and development without any discrimination. Denial of free and quality education is considered as the violation of child right to development. In India, many children are deprived of education mainly due to poverty and limited accessibility educational services. The lack of education, adds to the vulnerability of children for forcing them into social evils of child labour and crime.

5.1 Statistics: Among children, the net enrollment ratio at the upper primary elementary level in government schools in India is only 58.3% (MoSPI, 2012). Gross enrollment ratio at the secondary level in government schools is below 50% and about 35% children with disabilities remain out of elementary school (DISE, 2011-12). School dropout rate amongst adolescent girls is 63.5% (MoSPI, 2012).

Findings of a study conducted in 565 villages of 11 states in India by Shah, Mander, Deshpande and Baviskar (2006) demonstrate that in 38% of government schools Dalit children are made to sit separately while having mid day meals and in 20% schools, they are not even permitted to drink water from the same source. There are rampant empirical evidences on caste- based exclusion and discrimination faced by Dalit children in the school system. Studies also show that children infected and affected with HIV are thrown out of the school.

5.2 Who are vulnerable children?

Based on the data, following categories of children are vulnerable:

- Children from Scheduled Caste and Scheduled Tribe groups
- Children from poor families who have to labour to earn to sustain their families
- Out of school girls who have to take care of their younger siblings at the cost of schooling.
- Disabled children have limited access to schooling due to unfriendly physical and social environment.
- Children from stigmatized families like those of sex workers, those affected and infected with HIV remain out of access to development programmes like education.

5.3 Manifestation of vulnerability

- Out of school children
- High dropout rate
- Poor quality of education
- Stigma and discrimination in schools leading to dropout
- Many children face corporal punishment, physical, mental and sexual abuse

5.4 Causes and precipitating factors of vulnerability

Poverty forces many children to choose work over schooling. Several families in India has unemployed parents and working children. Moreover, education is not a felt need, rather it is a normative need. So, whenever choice is to be made between work and schooling, economically poor families resort to fulfilling basic survival needs. Girl's education has not been traditionally valued in Indian culture. It is assumed that girls should be proficient in household work and therefore numerous girls have to give up on schooling to take care of their younger siblings as their parents work to procure two meals a day. Also, lack of basic infrastructure like toilets in schools also is a barrier in schooling of girl children. Similar is the case with disabled children. This is due to cultural insensitivity. Caste based discrimination, again a cultural notion, make Dalit children dropout. Children from HIV affected families, sex workers, also are victims of the culturally driven stigma and discrimination and casualty is their education.

Additionally, schools have not been able to provide non-threatening and conducive environment for first generation learners. These children lack support from families, schools and community whenever they encounter any problems with regard to their education.

Traditionally socio-cultural environment of Indian society has provided uncontested respect to teachers. Consequently many teachers are authoritarian and regressive in their dealings with children. They do not

mind abusing and victimizing children in the name of disciplining them. Such environment of school acts like a push factor for children to drop out.

Thus, socio-cultural milieu of the community is largely responsible for violation of child right to development.

5.5 Scope of Community Engagement:

Following suggestive interventions are required to ensure child Right to development, based on the level of community engagement:

5.5.1. **To inform:** It may be reiterated that, many times, parents do not realize the need and worth of education for their children. Creating 'demand' for education is as crucial as establishment of school in a community. Also, modalities and paper work required for admission in schools is to be informed to parents. Apart from education there are other developmental needs for children such as recreation, play, involvement in cultural activities, etc., for which community needs to be informed.

5.2.2 To consult: It is significant to take feedback from parents and children on education system and availability and effectiveness of other services like playground, sports activities, etc. in order to know exact challenges and hurdles they are facing. This would help the agency/community worker to respond to the real and felt needs of the community people.

5.2.3. To involve: When parents and community members are involved in the functioning of the education system, say, overseeing teaching, ensuing provisions of healthy food in mid day meals scheme, ascertaining adequate infrastructure, significant improvements are observed in the educational attainment of children. This is also true with regard to other developmental needs of children.

5.2.4. To collaborate: Systems for community engagement in education have been created through establishment village education committee (VEC) under village panchayat, parent teacher association (PTA), and similar others. Agency or social worker is required to encourage and motivate the community to participate actively in the planning and implementation process. This would strengthen their collaborative spirit and develop sense of ownership. It would also ensure greater accountability and transparency in the education system. Research experiments have shown that community monitoring and participation in the schooling system is a critical variable in ensuring quality education.

5.2.5. To empower: At this level, community is ready to take the ownership of educational programmes and designs and executes services based on the specific requirements of its children. For instance, a community for its 'out of school' girls may establish a school along with crèche facility for them where they are able to gain benefits of education along with their younger siblings cared in crèche. Community empowerment helps in making schools accessible to all children irrespective of their caste, class, gender and facilitates in realizing right to quality education in true sense. Empowered community may take strict

action against perpetrators of discriminatory practices against Dalit, tribal children and those with social and physical disabilities through advocacy and social action. Community empowerment ensures quality education and right to development for its children.

6. Right to Protection and Community Engagement

The scope of child right to protection is vast and encompasses guarding children against abuse, exploitation, violence and oppression. A wide range of situations such as children working in varied industries, brick kilns, agricultural fields, taking care of their siblings, dying of starvation, being sold, trafficked, physically, sexually abused, married off at tender age, etc., are evidences of violation of their right to protection.

6.1 Statistics: India has 10.12 million child labourers aged between 5 to 14 years (Census, 2011). Roughly 50% of all working children are girls (data from government reports). The major occupations engaging child labour are Pan, Bidi & Cigarettes (21%), Construction (17%), Domestic workers (15%) and Spinning & weaving (11%). According to the International labour Organisation (ILO) "Born to parents who themselves were uneducated child workers, many child worker are forced to continue a

tradition that leaves them chained to a life of poverty" (ILO, United States Policies to Address Child labour Globally, 2010).

Nearly 45% girls In India get married before the age of eighteen years (NFHS-III). This has serious repercussions on Maternal Mortality Rates. It is alarming that, in 2011, the crimes against children reported a 24% increase from the previous year with a total of 33,098 cases.

6.2 Who are vulnerable children?

Based on the data, following categories of children are vulnerable:

- All children are vulnerable to abuse, physical, mental and sexual.
- Children with social vulnerabilities due to caste, poverty, gender, disability have added disadvantage.
- Children in conflict zones, victims of natural calamities, human instigated disasters
- Children in communities where child marriage is a norm

6.3 Manifestation of vulnerability

- Crimes against children, murder, physical, sexual abuse
- Corporal punishment
- Run away children, missing children
- Street and working children
- Child sex workers
- Child drug paddlers, child beggars, and those engaged in organized crime
- Children of prisoners, sex workers, people infected with HIV,
- HIV positive children,
- Children with disabilities
- Married children

6.4 Causes and precipitating factors of vulnerability

Children are regarded vulnerable, dependent and gullible who need to be protected by parents, and other elders including teachers. Indian culture, traditionally, does not believe in the notion of rights of the children. Children are not assumed to be mature enough to make right decisions for themselves and they are liable to 'misuse' their power (by virtue of giving them the rights). Elders make all decisions concerning the lives of their children (even decisions related to their career and marriage) and children are expected to silently confirm to these decisions. Asking questions amounts to disobedience. Children are passive receptors of the care and treatment offered to them by their elder-caregivers. These cultural norms of the community/society and the ones discussed above hamper child rights to protection.

6.5 Scope of Community Engagement:

Provided below are the suggestive interventions, based on the level of community engagement, for realizing the right to protection to the children:

6.5.1. **To inform:** Indian communities, to a large extent, are not 'rights oriented'. Creating information regarding the rights of the children is needed. The information should include awareness about the legislations on child marriage, child sexual abuse, human trafficking, Juvenile Justice Act, etc. It is important for the community members to know that their cultural practices like child marriage, child labour, are in conflict with the law.

6.5.2. **To consult:** At this level, the agency or social worker seeks feedback from the community people on effectiveness of child protection interventions and regarding their justifications of treatment of

children (for instance, why child marriage is an acceptable norm). The feedback taken from parents may help in designing tailor-made strategies for creating awareness about child rights and their protection from various social hazards.

6.5.3. To involve: Engaging community including parents in interventions to curb child abuse (expressed as child -marriage, labour, etc.) would bring change in the mind-set and value system. Community people would gradually start accepting the notion of child rights and work towards developing a child-friendly community.

6.5.4. To collaborate: Legislations have a limited role in curbing a social evil, say female foeticide. When community realizes that certain cultural practices are inhuman and cruel to children, people would shun them away. Collaborative work of the community is the best guard for child protection.

6.5.5. To empower: When community takes ownership and initiative to remove social evils that regress the growth and development of their children, major and sustainable positive changes are not far off. A well aware and empowered community would send its girls to schools and not get them marry off. Such a change will have ripple effect as marriage of educated girls after 18 years would mean adherence of healthy maternal and child practices, and happier homes. Likewise, children earlier involved into labour after attaining education may be able to break vicious cycle of poverty and the next generation would be economically and socially better off. Community empowerment guarantees right to protection for its children and thereby ensuring a happy and prosperous community.

7. Right to Participation
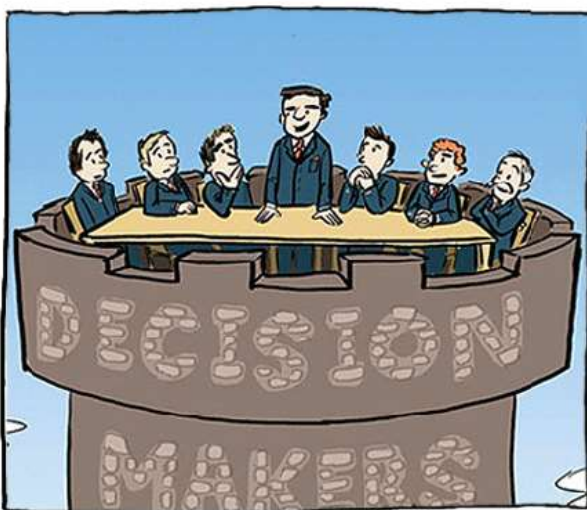
Child Right to Participation is one of the most contentious and yet potentially powerful domains of child rights. Participation is one of the guiding principles of the UNCRC, as well as one of its basic challenges. It states that children have the right to participate in decision-making processes that are relevant to their lives. It includes the right to express their views in all matters affecting them. The right to participation recognizes the potential of children to enrich decision-making processes, to share perspectives and to participate as citizens and actors of change (UNICEF, 2011).

7.1 Causes and precipitating factors

The socio-cultural context in India, invariably, does not consider children mature enough to take right decisions about their life events. Cultural values and norms act as barriers in ensuring children's right to participation in matters concerning them. Child marriages, children put into inhuman working conditions, sexual and physical abuse, girls, children with disabilities, children from Dalit families, and those living in extreme poverty are some of the examples of gross violations of child right to participation.

In India, as in other societies, the children have little control over how they are reared by their families, managed by the society and governed by the State. Although much progress has been made in laying down numerous child-centric legislations, policies and programmes, the right to participation largely remains unrealized.

Traditionally, Indian culture primarily does not subscribe to the 'rights based approach'. This is particularly true for the child. 'Conformity' to group and family norms has been the rule. As against the western cultural norms, individuality of a child has hardly been appreciated in Indian society. Concept of child rights has, in effect, been unconceivable for most. In a common parlance, children are viewed as – dependent and vulnerable, devoid of maturity and sense to take suitable decisions for their life; they need protection and support of adult guardians; their parents and guardians only know what is best for them; and they need to confirm to family's rules, norms and wishes.

It is quite ironical that children are considered vulnerable, dependent and immature. However, they can be sold as property or put into labour bondage, when needed. At times, children become saviours, as only earning members, when the family is in poverty. Girl children can be easily burdened off by getting them married and then expected to shoulder entire household and motherhood responsibilities.

Most cultures, including that of India provide diverse reasons for excluding children from participation in matters that affect them. Some of the frequently used excuses are – children lack competence; they lack knowledge and judgment; involving them in decisions is to place too heavy a burden on them; parents know what is best for their children; giving children a voice will lead to excessive demands, bad

behaviour, disrespect for elders; participation will expose children to risk of harm (see Lansdown, 2011). However, in the past two decades no research evidence has shown any truth in these concerns by parents and guardians. On the contrary, ample experiences across the world demonstrate that children's critical analysis of the reality, their maturity and precision in making decisions, have time and again, pleasantly surprised the adults.

In India too, despite these challenges, empirical evidences show that wherever child right to participation is ensured through creating systems like bal-panchayat, bal sadan (child-parliament), remarkable results have been observed. Children have raised voice against evil practices like child labour, child marriage and even caste and gender based practices.

Thus, investing on child rights and ensuring a conducive environment where every child enjoys rights would lead to a more democratic and just social order. Ensuring right to participation also implied harnessing civic responsibility and leadership qualities among the children along with institutionalizing their collective action through systems like Bal Panchayat.

Following are the ways in which right to participation among children in the community can be ensured:

- ✓ Ensuing participation and leadership among children
- ✓ Establishing and strengthening children's forums like Bal-Panchayat
- ✓ Making children awareness of their rights and duties

- ✓ Sensitizing children about socio-economic and cultural underpinnings that result in violation of rights
- ✓ Making children realize significance and power of collective action to challenge social evils
- ✓ Providing platforms to children such as regular publication of children's magazines and similar efforts to demonstrate their ideas, reflections on social issues, creativity and civic concerns
- ✓ Preparing children to be change agents in the struggle against social evils like caste discrimination

8. Summary

High rates of IMR, CMR, malnourished children, school dropouts, child abuse, child marriage, child labour, etc. depict the apathetic state of Indian children. There is rampant violation of child rights in India. The situation of children is analyzed in the context of four category of rights given by UNCRC and ratified by Indian government. Role and scope of community engagement across these rights have been delineated on five levels - inform, consult, involve, collaborate and empower. Community has huge potential as well as moral responsibility to ensure that all the children enjoy their rights and grow into responsible and productive citizens. Community engagement is a pre-requisite to guaranteeing child rights.

Subject: Human Resource Management

Production of Courseware
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CAREERS · CONTRACT · OCCUPATIONAL · DISMISSAL · MANPOWER · LABOUR · EMPLOYMENT · PROFESSION · SELECTION · STRATEGY · OCCUPATION · CONTRIBUTE · PEOPLE · RECRUITMENT · TRAINING · COMPANY · BENEFITS · EMPLOYER · ASSETS · SKILLS · ECONOMY · ASSESSMENT · QUALIFICATIONS · EMPLOYEES · HRM · WORKFORCE · ATTRACTION · BUSINESS · TALENT · SECTOR · CORPORATE · TRADE · ORGANISATION · CAPITAL · ABILITY

HUMAN RESOURCES

Paper   15 Human Resource Development Through Community Engagement
Module 10 Community Engagement in Health Promotion

Development Team

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COMMUNITY ENGAGEMENT IN HEALTH PROMOTION

Items	Description of Module
Subject Name	Human Resource Management
Paper Name	Human Resource Development through Community Engagement
Module Title	Community Engagement in Health Promotion
Module Id	Module no.-10
Pre- Requisites	Meaning and Principles of Community Engagement
Objectives	To understand the scope of community Engagement in Health Promotion
Keywords	Immunization, nutrition, hospitalization, anaemia, social network

Module: Steps in Community Engagement
1. Learning Outcome
2. Introduction
3. Health in India: A critical appraisal
4. Perspectives of Community engagement in health promotion
5. Models of Community Engagement in health promotion
6. Community Engagement in Health: Indian Scenario
7. Summary

1. Learning Outcome:

After completing this module the students will be able to:

• Critically analyze the health situation in India

• Identify the perspectives and models of community engagement in health promotion

• Examine the barriers and challenges in community engagement for promoting health

2. Introduction

Involving community and engaging with its members are cornerstones of efforts to improve public health. Several studies across the globe have shown that community engagement is vital for addressing public health challenges and controlling disease burden such as those of obesity, diabetes, cancer, HIV, etc., and promoting quality care and disease prevention.

Participation in health care was a key principle in the Alma-Ata Declaration. The fourth article of the Declaration stated that, "people have the right and duty to participate individually and collectively in the planning and implementation of their health care", and the seventh article stated that "primary health care requires and promotes maximum community and individual self-reliance and participation in the planning, organisation, operation and control of primary health care". The experience of pilot projects before the Alma-Ata Declaration, and subsequent evidence based research, suggests that community mobilization can bring about cost-effective service delivery system and substantial reductions in mortality and improvements in the health of newborn infants, children, and mothers. Government ownership of health system has been important as the State can play a role in ensuring its citizens' right to health, while respecting participatory and empowering processes in contrast to private actors in healthcare. Thus, ample evidences have beyond doubt shown that community participation and accountability in health service delivery and health care leads to improved health outcomes within that community.

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[1]

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- Health for All
- Primary Health Care
- Health a Fundamental Human Right
- Equity
- Appropriate Technology
- Inter-sectoral Development
- Community Participation[2]

Alma Ata, 1978:

3. Health in India: A critical appraisal

Health is increasingly being recognized as a critical human capital component that is a significant factor in the development of a nation. It is, thus, integral to the agenda of development in the country. Health is both an end of development and a means to it. Based on statistical data, an overview of the condition of public healthcare in India is done. The India Health Report: Nutrition 2015 prepared by Transform Nutrition Consortium that analyses the current situation with nutrition at the national and state level in India. According to the report:

- Around 55 percent of Indian women aged between 15 and 49 have anaemia or low blood cell count
- Over 38 percent of children in India have stunted growth and 18.6 percent children under three years have low birth weight (under 2.5 kilograms)
- Around 37 percent of mothers in India, who have children aged under 36 months, have NOT received three or more antenatal checkups.
- Vaccination has also not reached its target as only 65.3 percent children of 12 to 23 months have received full immunisation.
- Malnutrition is still prevalent in the country, as only 50.5 percent infants of six to eight months receive solid, semi-solid and soft food
- About 70 percent of Indian children aged between six to 35 months are suffering from anaemia.
- It also shows that as many as 44.7 percent of girls aged between 15 to 18 have low Basal Metabolic Rate (BMR).
- Around 30 percent of women, aged 20 to 24, had been married before the age of 18

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[2]

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- Infant health has improved in India in the last 10 years as awareness about the correct baby diet has educated the mothers. At present, around 64.9 percent infants, aged under five months, are exclusively breastfed.

- India's situation of malnutrition among children may pose bigger threats in health care for the country in the future. Only 21.3 percent of children under three years of age have received supplementary food recommended by Integrated Child Development Services (ICDS) for 21 days, a month.

The National Rural Health Mission (NRHM) Vision Document (2005) presents the following:
- public health expenditure in India has declined from 1.3 percent of GDP in 1999.
- Union Government contribution to public health is 15 percent while the state's contribution is about 85 percent.
- there is lack of integration of sanitation, hygiene, nutrition and drinking water issues. There is striking regional inequalities.
- hospitalized Indians spend on an average 58 percent of their total annual expenditure.
- over 40 percent of hospitalized Indians borrow heavily or sell assets to cover expenses.
- Over 25 percent of hospitalized Indians fall below poverty line because of hospital expenses.
- Only 10 percent of Indians have some form of health insurance, mostly inadequate.
- Curative services favour the non-poor: for every one rupee spent on the poorest 20 percent population, three rupees are spent on the richest quintile.

The NRHM document highlights that lack of community ownership of public health programmes impacts efficiency, accountability and effectiveness. One of the key principles of Primary Health Care is

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community participation which is explicitly mentioned in health policies, vision documents of health schemes and services. Community participation in health promotion means involvement of community in assessing and solving their own health problems. Community Engagement helps in increased mobilization of resources and facilitates sustainability of healthcare programmes. Partnership between healthcare service providers and community inhabitants improves people's knowledge and skills to deal with health problems. It helps the community to view health as a valuable asset and a part of the overall development of the community. It enhances dignity, confidence and self-reliance of the poor and marginalized social groups of the community. At the policy level, various health programmes are initiated by the government which are in sync with the Millennium Development Goals. However, the potential role of community in health promotion has not been harnessed to the optimum level and most often than not, community people remain passive receptors of health services, effectiveness of which is reflected from some statistical information given above. It is important to understand various perspectives and models of community engagement in health promotion for identifying the scope of improvement in public healthcare system in India.

4. Perspectives of Community engagement in health promotion

Community engagement in disease prevention and health promotion is crucial as lifestyles, behaviors, and the incidence of illness are all shaped by social and physical environments. This 'ecological' viewpoint maintains that health inequalities have their roots in larger socioeconomic conditions (Iton, 2009). If health is a function of socio-economic environment, then health issues are best addressed by engaging community. Moreover, if health inequalities are rooted in larger socioeconomic inequalities, then concerned communities must take appropriate actions to seek accessibility and affordability of health services to its diverse population groups.

Communities in relation to health promotion may be viewed in diverse ways, four main types are mentioned below:

From a **systems perspective**, a community is similar to a living organism, comprising different parts that work in unison and perfect coordination with each other. Likewise, a healthy community too collaborates and coordinates with its different parts to maintain an optimum level called equilibrium. Factors disturbing this equilibrium tend to create disorganization and diseases. For example, too much stress and tension at workplace may trigger health issues among people. From a systems perspective, collaboration is a prime approach to health promotion.

From **social perspective**, a community can be described in terms of the social and political networks that link individuals, community organizations, and leaders. Understanding a community's social networks is

essential because of their potential to affect people's health and their accessibility to health services. For instance, tribal communities have historically relied on traditional healers; migrants in cities face inhibition to utilize health services in contrast to native people. Research, worldwide, has shown that social networks are an important tool for understanding a community and mobilizing it for health improvement by initiating community-engaged health promotion activities.

4.1 Virtual perspective of community entails emergence of electronic social media that has ample potential to influence health seeking behaviour of the people. Now-a-days, computer mediated communications, such as facebook, YouTube, twitter, emails, etc., have started influencing people's access to information, life style and that also includes their health related decisions and behaviours. These virtual communities are potential partners for community-engaged health promotion and research.

4.2 Individual Perspective includes how an individual views himself/herself and the community he/she resides in, the sense of belongingness, identity and perceived formal and informal support available from the community, ideas and attitudes of the role of community towards its individual members and individual's roles and duties towards the community - all these factors have strong bearing on the health of an individual.

5. Models of Community Engagement in Health Promotion
Following models as frameworks are relevant for promoting health in the community.

5.1 **The social ecological model** by the World Health Organization (WHO) understands health to be affected by the interaction between the individual, the group or community, and the physical, social, and political environments. It recognizes the role played by the community's socio-cultural milieu in development of health problems as well as effectiveness in addressing these problems. This model can be used to identify factors at different levels - the individual, interpersonal, community, and societal level - that contribute to poor health and to develop approaches to disease prevention and health promotion. Stokols (1996) asserts that health status, emotional well-being, and social cohesion are influenced by the physical, social, and cultural dimensions of the community and personal attributes of individual like behavior patterns, psychology, genetics, etc. Figure 1 illustrates a four level model of the factors affecting health that is grounded in social ecological theory.
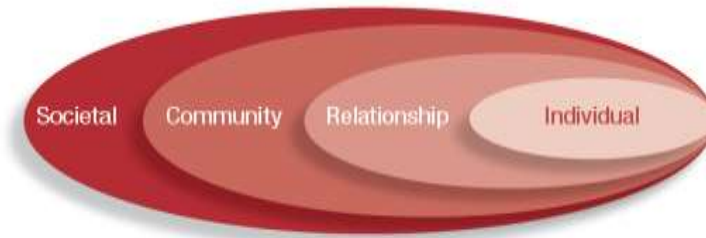
Figure 1.2. The Social-Ecological Model: A Framework for Prevention

[4]

The first level of the model entails individual's biological and personal characteristics like age, gender, genetic endowment, education, income, health history, etc. The second level, relationship, covers a person's family, friends, kin, etc. The third level, community, includes settings like schools, workplace, and neighborhoods. And, the fourth level includes broad societal factors like socio-cultural norms, policies, that facilitate or inhibit health (CDC, 2007).

5.2 The Active Community Engagement (ACE) continuum provides a framework for analyzing community engagement and the role the community plays in influencing lasting behavior change. Wallerstein (2006) finds that community empowerment and health outcomes are highly correlated. The ACE Continuum is a conceptual framework that can be used by community workers and health service providers to improve health systems in the community. It facilitates community engagement for improving the health service delivery systems.

The continuum entails three levels of community engagement - consultative, cooperative and collaborative. These three levels of community engagement are plotted across five aspects, which are -

1. Involvement in assessment;

2. Access to information;

3. Inclusion in decision making;

4. Local capacity to advocate for ensuring health services; and

5. Ensuring accountability of health service system to the community people

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[4] Centers for Disease Control and Prevention The social-ecological model: a framework for prevention Atlanta (GA): Centers for Disease Control and Prevention; 2007 Retrieved from http://www cdc gov/ncipc/dvp/social-eco-logical-model_DVP htm

Collaboration

Cooperation

Consultation
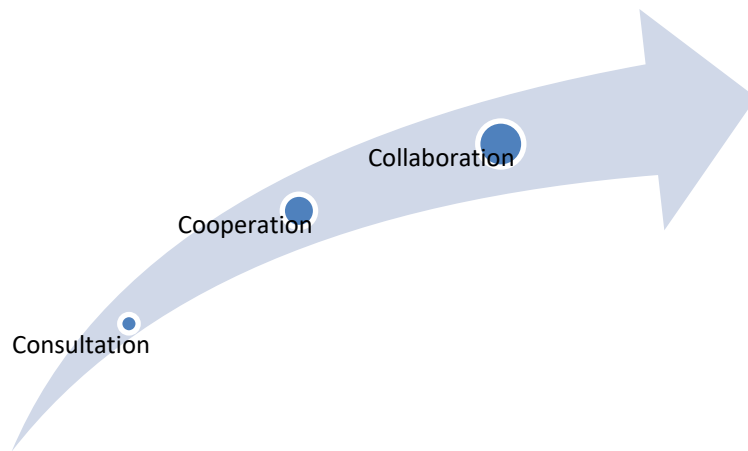
The experience of the ACQUIRE team (a project titled "Access, Quality and Use in Reproductive Health" supported by the US Agency for International Development) shows that community engagement is not a one-time event but rather an evolutionary process and at each successive level of engagement, community members move closer to being change agents themselves rather than targets for change. With increase in collaboration community becomes more empowered. And at the final collaborative level, stakeholders of the community have equal representation in the partnership and all the members/groups are mutually accountable for all aspects of the project (Russell et al , 2008).

5.3 **Diffusion of Innovation:** Information plays a crucial role in influencing behaviour including health behaviour. People over the years develop certain health habits (which may inhibit or strengthen healthy living) in which socialization of family norms and socio-cultural context of the community have significant bearing. People get information about innovations in health issues, which may or may not become part of the health-habits. So, diffusion of innovation is significant for community health.

Everett Rogers (1995) defines diffusion as "the process by which an innovation is communicated through certain channels over time among the members of a social system" and communication, to him, is a "process in which participants create and share information with one another in order to reach a mutual understanding" (p 5). Diffusion process is essential for community engagement in spreading innovative practices in health improvement.

Rogers has given five stages of diffusion of innovation, which are as follows:

First Stage is Knowledge, in which the individual or a group is exposed to an innovation but lacks information about it.
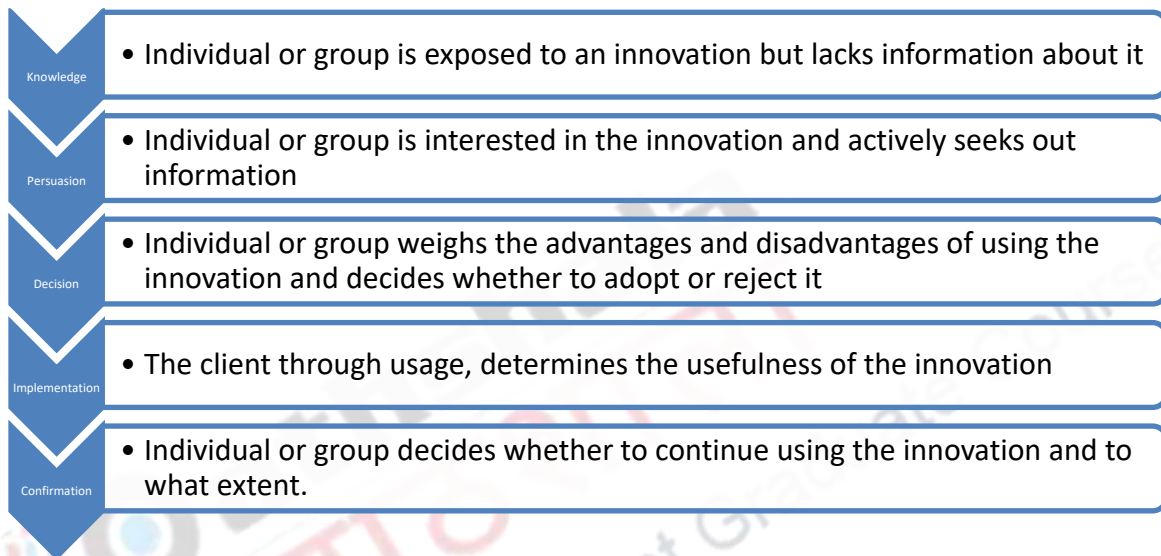
Second Stage is Persuasion, where the individual or group is interested in the innovation and actively seeks out information.

Third Stage is Decision, in which the individual or group weighs the advantages and disadvantages of using the innovation and decides whether to adopt or reject it. If innovation is adopted, the individual or group moves to the next stage.

Fourth stage is Implementation, where the client through usage, determines the usefulness of the innovation.

Fifth stage, is Confirmation, in which the individual or group decides whether to continue using the innovation and to what extent.

Knowledge	• Individual or group is exposed to an innovation but lacks information about it
Persuasion	• Individual or group is interested in the innovation and actively seeks out information
Decision	• Individual or group weighs the advantages and disadvantages of using the innovation and decides whether to adopt or reject it
Implementation	• The client through usage, determines the usefulness of the innovation
Confirmation	• Individual or group decides whether to continue using the innovation and to what extent.

Different individuals move through different stages of diffusion of innovation at varying rates. Some of the salient factors that influence acceptance and adoption of innovative health behaviour are - innovation's perceived advantages over other strategies, perceived risk of adoption, accessibility and affordability, its compatibility with the existing norms and beliefs, the degree of complexity, knowledge and technical support required for adoption, etc.

This model can be by community workers and healthcare professionals for bringing positive changes in the health seeking behaviours of the community people and in adopting new and innovative health practices. There have been several other models and approaches that are refinement of these models.

6. Community Engagement in Health: Indian Scenario

Healthcare system in India is characterized by a pattern of mixed ownership and with different systems of medicine Allopathy, Ayurvedic, Unani, Siddha, and Homeopathy (identified with the acronym AYUSH). There are two broad groups of healthcare service providers in India - public health sector consists of service provided by central and the state governments as well as urban local bodies and rural governance system of Panchayats. Private sector services are governed by corporate houses, business firms, religious, philanthropic and charitable organizations and individual practitioners.

The government of India has created an extensive network of public health centres (PHCs) throughout the country. Although underfunded, understaffed and inefficiently functioning, it is an extensive network of healthcare system across the length and breadth of the country. Public sector healthcare system offers highly subsidized services but its poor delivery system makes it ineffective to a large extent.

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The private sector, on the other hand, has expanded greatly in the post Independence period. National Council of Applied Economic Research (1993) highlights that 60 percent people in rural and 80 percent in urban areas utilize private health facilities, despite financially draining.

Role of ANM/Female Helath Workers in implementation of National Health Programmes:

Their responsibilities include early detection of cases through home visits, survey of the community, keeping and updating health records of members of the community, especially pregnant and lactating mothers and their infants and ensuring their immunization, regular health check-ups, providing health education, and such others.

FEMALE HEALTH WORKER
➤ Maternal and child health
➤ Family planning
➤ Nutrition
➤ Communicable disease
➤ Immunization
➤ Training
➤ Vital events
➤ Record keeping
➤ Primary medical care
➤ Team activities

6.1 Barriers to Community Engagement: Ensuring community engagement is a difficult task and requires consistent and rigorous efforts on the part of the community worker or healthcare service provider. Some factors that obstruct community engagement are:

6.1.1. In both private and public sectors in healthcare, the role of community has been passive. After Independence health administration too carried the legacy of British rule that treat community people or beneficiaries as passive and docile receptors of services. Healthcare service providers such as doctors and nurses assumed the elitist style leading to a relationship of paternalism and looking down upon the 'ignorant people'.

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6.1.2. Community engagement was never encouraged. Caste dynamics too played crucial role and still in many parts of the country, ANMs, doctors and other healthcare staff refrain from 'touching' the lower caste patients.

6.1.3 Though the government realized the potential and vital role of community engagement in health promotion, in ground reality the policy and programme vision to ensure community participation in health promotion could not be realized effectively.

6.1.4 Moreover, there are certain inhibiting factors in the socio-cultural milieu of the community itself. These may be divisions along the lines of caste, class and religion, and because of these there may be abuse, exploitation and marginalization of certain social groups in the community.

6.1.5 With advancement of technology in public health and less importance given to community engagement, increasingly people are viewed merely as consumers of healthcare interventions rather than as partners.

6.1.6 Community members may have a natural tendency to resist involvement in managing health services. Resistance may also be due to demand for bringing change in cultural practices, customs, traditions and taboos related to health.

6.1.7 Healthcare professionals may have a negative attitude towards community's health involvement as they may feel threatened to share decision-making power with the people of the community.

6.1.8. A narrow vision of health workers is also a big hurdle to community engagement. They feel that their job responsibility is confined only to provide healthcare services to people where they are the 'providers' and community people 'receivers'.

6.1.9 Community members may have lack of confidence among themselves as socio-cultural values treat doctors equal to God. People may find themselves ill-equipped to even think of questioning doctors. It hampers their participation in planning, monitoring and evaluating healthcare services.

6.1.10. Sometimes, community people are suspicious of the credibility of health workers as Allopathic system is considered modern medicine approach and people who have relied on their traditional healing practices (such as Ayurveda or Unani) may not trust the available health services.

6.1.11. Community may not understand the benefits of partnership.

6.1.12. Other factors like poverty, lack of resources, lack of awareness, non-cooperative attitude prevalant in the community, rising cost of healthcare, tradition of dependency, lack of training of health workers in community partnership, unfavourable political situation, etc.

6.2 Efforts to Ensure Community Engagement in Health Promotion

Realizing the importance of community engagement in health promotion following efforts to actively involve people at various levels have been made in the public health system in India:

- **Community Health Workers:** Community members, after receiving short-term training, provide a range of curative, preventive and promotive services to their fellow-beings. They are expected to act like a bridge between the healthcare system and the community.

- **Community Planning:** Initiatives where communities are involved in the actual articulation and evolution of village level health plans. Panchayat has the obligation to involve community people in developing health-plan for the village. This community engagement has constitutional backing.

- **Community Monitoring:** Systems of monitoring by the community members have been created in most of the schemes and services in healthcare delivery. It is crucial for ensuring accountability and transparency in healthcare system. Such monitoring may focus on availability, accessibility, quality and equity of services.

- **Creating systems of engagement:** Community people are involved in the health system through civil society bodies like NGOs. The level of participation of the community depends upon the types of services, rapport, duration of NGO's existence in the community and such other factors.

- **Community Health Insurance:** This includes a number of community based financial initiatives that have tried to improve access to and ownership of the health system by pre-payment mechanisms.

- **Inter-sectoral Convergence:** After Independence, national level planning for a couple of decades remained sporadic and followed piece meal approach. While health is a holistic concept and a wide range of factors influence health status of an individual, success of a healthcare delivery system too depends on inter-sectoral convergence of services. For instance, safe drinking water is equally crucial as immunization of children. Inter-sectoral convergence is a vital aspect of the comprehensive Primary Health Centre (PHC) approach. However, actual realization of it depends upon complex local realities. It also means that various stakeholders like community, government, civil society bodies, business institutions, work in a concerted manner in health promotion.

Summary:

Availability of proper healthcare system is an important pre-requisite for effective delivery of healthcare services and health outcomes. Equally vital is the role of community engagement in health promotion. Situational analysis of public health in India further signify the scope and role of community in administration of public health system. Four perspectives of community engagement in healthcare are described. They are: system's perspective, social perspective, virtual perspective and individual perspective. There are numerous models of community engagement in health promotion, three main have been provided in the module, which are: the socio-ecological model, the active community engagement continuum and diffusion of innovation. Some of the prominent barriers to community's active

participation in healthcare in India have been enlisted. Efforts made for ensuring community's active participation are provided.

Subject: Human Resource Management

Production of Courseware
- Content for Post Graduate Courses

Paper   15 Human Resource Development Through Community Engagement
Module 11 Community Engagement in Conflict Resolution

Development Team

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COMMUNITY ENGAGEMENT IN CONFLICT RESOLUTION

Items	Description of Module
Subject Name	Human Resource Management
Paper Name	Human Resource Development through Community Engagement
Module Title	Community Engagement in Conflict Resolution
Module Id	Module no.-11
Pre- Requisites	Meaning, Principles and Process of Community Engagement
Objectives	To understand the strategies and techniques of conflict resolution in community
Keywords	Conflict, Negotiation, Mediation, compromise, withdrawal, force, consensus

Module: Steps in Community Engagement
1. Learning Outcome
2. Introduction
3. Community based ways and levels of Conflicts
4. Approaches to Conflict Resolution
5. Strategies of Conflict Resolution
6. Alternative Dispute Resolution
7. Community Engagement in Conflict Resolution
8. Gandhian way of Conflict Resolution
9. Summary

1. Learning Outcome:

After completing this module the students will be able to:

- Understand different levels of community engagement

- Identify the process and steps in community engagement

- Examine the roles and tasks of community worker in each step of community engagement

2. Introduction

The conflict in the society is as old as the society itself. It is actual or perceived disagreement over some issue. A conflict exists whenever incompatible activities occur. It has the potential to assume bigger proportions. It may be defined as a social situation in which two individuals strive to acquire a set of resources at the same period (Devi, 2012). It could be at any level - social, religious, regional, national or international.

Conflicts are natural. They are present as potential or actual manifestation, in almost all the relationships among humans and other organisms. One may find conflict between couples, friends, within families, among different families, neighbourhoods, among various social, cultural, economic and religious groups, within and among communities and even among nations. Differences in attitudes and perceptions, values and goals, interests and desires, and levels of tolerance are the apparent reasons for conflicts. Diverse are the outcomes of conflicts - they may lead to coldness in relationships or may erupt in violence; they may be for a short period or lifelong; but not always destructive.

The word conflict invariably carries negative connotation. It is considered as opposite to cooperation and peace and is generally linked to disruption and violence. However, conflict can trigger positive social change and may set stage for a new socio-political life in a community.

However, conflicts in a community and among communities can result in fights, clashes, violence, riots, and ever wars when nations are involved. It may lead to mass destruction and claim lives. Conflict resolution without violence, thus, is a sign of heightened civilization and the need of the hour. Cost of conflict, financially, socially and psychologically can be devastating for a community, which may derail its progress and development.

Interventions geared towards resolving conflicts has been as old as human civilization. As society evolved it developed codes of conduct, norms and customs to regulate human behaviour and prevent eruption of conflicts and clashes. In families, eldest male becomes the undisputed authority and in communities heads or kings took over power to resolve disputes and conflicts. In democratic societies formal set of rules, legislations, police system, judiciary, are the prominent organs of preventing and resolving conflicts.

Conflict resolution as a term includes the methods and processes involved in facilitating the peaceful ending of conflict and retribution. It may be defined as the situation where the conflicting parties enter into an agreement that solve their incompatibilities, disputes, problems and cease all violent actions against each other. It encompasses non-violent measures with the aim to promote effective solution. Negotiation, mediation, mediation-arbitration, diplomacy and creative peace building are some of the important strategies of conflict resolution.

3. Community based Ways and Levels of Conflict Resolution:

There are two broad approaches to solve disputes - violent and peaceful. Violence is increasingly becoming non-feasible or non-practical and counterproductive strategy and is self-destructive especially in the nuclear age. As civilization spreads and rational approach expands, violence gives way to debate and discussion, bargain and sharing, peaceful co-existence and healthy competition. In the present world, more and more peaceful methods are being explored and employed to reduce conflicts.

Violent and peaceful approaches to solve disputes

It may be noted that conflict, its causes, manifestations, its settings and ramifications are exorbitantly vast. This module is confined to conflict and its resolution within a community setting. Further, in a community, there can be varied range of conflicts between people in terms of issues, reasons and implications, for the purpose of better understanding these conflicts are categorized into three broad groups -

Intra community conflicts: These conflicts happen between and among two or more inhabitants of the community. Certain examples of this category of conflicts are: disputes over land and resource ownership, incongruent relationships between family and neighbourhood due to ego-clashes, lack of cooperation

arising due to jealousy related to wealth disparities, etc. Here, relationships between disputed parties are informal.

Inter community conflicts: These conflicts are between social groups of the community with formal service providers like local government or civil society bodies. For instance, exclusion of certain group (say Dalits) of the community from provision of benefits of developmental schemes may result in conflicts.

Micro–macro conflicts: When disputes occur due to macro-level changes in policies, international conventions and treaties, resulting in deprivation, poverty, and marginalization of certain vulnerable groups in the community. For example, liberal economic policies may impact small scale and domestic industries like handloom workers resulting loss of livelihood options and accentuated poverty condition.

4. Approaches to Conflict Resolution
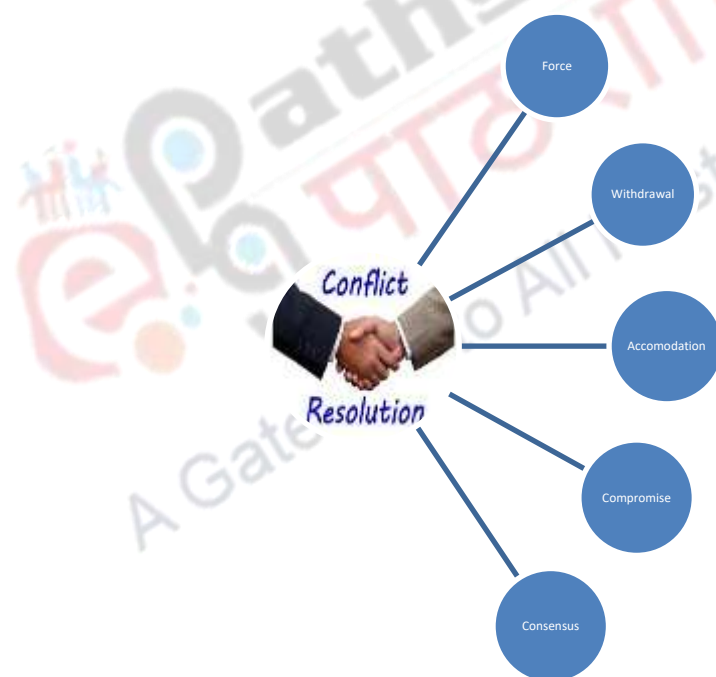
Following are the approaches to conflict resolution commonly used in a community setting as given by Warner and Jones (1999):

Based on the figure 3 below, five salient approaches to conflict resolution may be delineated as below, which may be ranked low or high in importance of goal achievement or low or high importance the parties in conflict situations give to relationships.
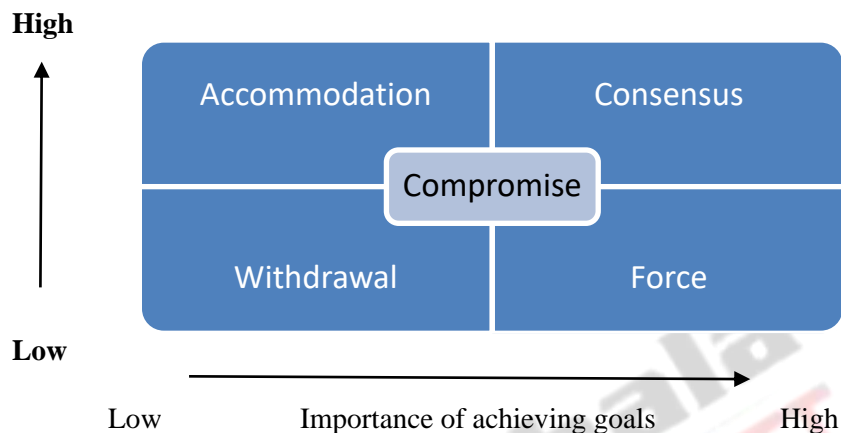
Force: In this approach of conflict resolution, power dynamics play central role. When focus is high on achieving goals with any means, 'force' is the preferred strategy. Here, one party may use coercive strategies such as threat to physical violence or actual violence, threat to withdraw, exerting of economic or social dominance, etc. Inclination to win regardless of whether the other party losses, and whether or not the process of winning causes damage to personal relationships is the inherent aspect. It rests on skewed power relations between the two parties.

Withdrawal: In this approach, either of the parties want to avoid confrontation even if in that process goal remains unachieved. Certain common withdrawal strategies are: avoidance of volatile locations by service providing agencies, stakeholders opting out of a project or a negotiation process, withdrawal of funding, deployment of delaying tactics, postponing project decisions, temporary boycotts, and strikes or withdrawal of labour.

Accommodation: Here, one of both parties in conflict show high importance to 'relationship' and have intention to continue a strong bond with the other party, even at the cost of losing goals. In these cases, a party may choose to accommodate the other parties' goals, conceding to all or most of their demands. For instance, an NGO may give in to demands for additional services even if it is financially draining in order to maintain goodwill in the community or to prevent a project from collapsing.

Compromise: This approach is based on the minimum 'win-loss' outcome. It tends to strike a middle-path between intentions to goal achievement as well as maintaining relationships. Here, a party may have to bargain by forgoing something important in order to get another aspect crucial for attaining goals.

Consensus: This approach seeks to achieve 'win-win' situation by negotiating over immediate demands and hostile positions of the other party or by considering the widest possible and most creative range of options for meeting the parties' underlying needs. Parties give importance to both goal achievement as well as relationships.

5. Strategies of Conflict Resolution

There are varied ways of perceiving and resolving conflicts. One of the best ways is to sort it out through talks and negotiations. A timely compromise has the potential to ward off any dispute and conflict. However, if both opponents refuse to take initiative to resolve conflict and stand firm and test the patience of the other opponent, it would aggravate conflict. If no quick solution is found, the conflict assumes the form of a prolonged struggle and also tends to involve more and more violent features. Rise in disputes between neighbouring nations may lead to wars. Following three strategies are frequently used in conflict resolution:

Negotiations: A time tested and practical way out of any conflict is to talk to the opponent. Negotiation is the process of talks between or among conflict stricken parties in which the substance of the dispute is identified and clearly spelled out and then attempts have to be made to sort out the differences between them. Reasoning or logical argument paves way for an amicable settlement of dispute. Mutual trust is

established and parties weigh options, do cost-benefit analysis and then a mutual give and take is arranged. When negotiation is attempted in a formal political and diplomatic context, an open statement of settlement is announced.

"Let's rub the magic lamp and make a wish for reconciliation."

Mediation: When the level of dispute between the two parties is to the extent that they are not ready to talk and negotiate, a third party may intervene and gradually build a positive environment to negotiate by bringing both parties together so that they may overcome their initial reluctance and begin to talk. This facilitation process is called mediation, through which negotiations are given a fillip and a solution is made possible without resorting to violent behaviours. Simply, mediation is a form of third-party assistance which involves an outsider to the dispute who, however, lacks power to make decisions for the parties. Mediation is a non-coercive, non-violent and ultimately non-binding form of intervention. However, the relationship between a mediator and disputants is hardly devoid of political interest.

Adjudication: In certain conflict situations where mediation and negotiation do not work, 'peace through justice' or adjudication is the appropriate strategy. It is the judicial settlement of dispute resolution. The law of the land, constitutional measures, international conventions related to Human Rights form the base for this strategy.

6. Alternative Dispute Resolution:

One of the primary methods of conflict resolution is judicial pronouncement. However, in the past few decades the load of work of the judiciary has increased enormously resulting in undue delays in dispensation of justice. Moreover, with exorbitant fees of lawyers, it is financially draining too. Consequently justice is becoming a distant dream for the poor. In this backdrop, alternative forums which could prove to be cheap and easily accessible have been tried. These are called Alternative Dispute Resolution Mechanisms (ADRM). Establishment of Lok Adalats is one such mechanism that has become quite popular in India. Lok Adalats (LA) or 'people's courts' are constituted from time to time in order to solve a number of cases pending before regular courts for disposal. There may be specific LA on disputed cases related to water, electricity, banks, pension, transport, etc.

The LAs are presided over by a sitting or retired judge along with a social worker and a lawyer. On demand, regular courts transfer cases to LA, which are free of charge. Lawyer's assistance is not mandatory, though they may offer help. A flexible and liberal approach is adopted over rigid and strict adherence to legal procedures and rules. Settlements, compromise and judgments are legally binding. Following the success of the LA experiment in the public domain, private and business organizations too have adopted the model, though with a change in nomenclature to 'Ombudsman'. It is a successful, sensible and feasible mechanism of peaceful resolution of conflict in a civilized society.

One may wonder which approach and strategy of conflict resolution to be adopted in a particular situation. Each of the conflict resolution strategies has its own set of advantages and disadvantages and therefore depending upon the nature of conflict, probable impact of it, profile of the parties involved and such other factors should be kept in mind while deciding on the usage of effective approach and strategy.

Below are some of the factors that may be kept in mind while identifying the most appropriate strategy for conflict resolution:

- It may happen that with the passage of time parties lose or divert their interest, and disputes and tensions often die down when situations are not fuelled up. Thus, one may ponder upon whether 'doing nothing' is likely to result in conflict resolution on its own without violence.

- The time and resources available to the parties involved in conflict or interests that are at stake are crucial factors in selecting conflict resolution strategy.

- Another factor is the extent to which 'structural' inequalities and related aspects are likely to magnify or hamper conflict situation. When basic rights of a particular social group, say, Dalits, are being violated, then providing justice should be the salient point of consideration in conflict resolution.

- The power and interest of the parties and their perception on importance of goal achievement influences selection of strategies of conflict resolution.

- The level of importance of building or maintaining good relationships, felt by the involved parties determines choice of strategy as we have seen in the text above.

- The consequences of continuation of conflict situation such as susceptibility of riots and violence may hamper choice of strategies of conflict resolution.

- The effectiveness of the existing socio-cultural and legal norms, customs and rules in the community with regard to conflict and its resolution play a crucial role in selection of a particular strategy of conflict resolution. Indian society has been traditionally 'conformity oriented and hence avoidance of conflict, withdrawal have been the approaches usually adopted by those on the lower social order.

- Nonetheless, efforts should always be directed towards assessing the feasibility of consensus-building approaches followed by picking up next best strategy-options as negotiation, mediation and adjudication.

7. Community engagement in Conflict Resolution

Attention may now be put on the process of community engagement in conflict resolution. India has witnessed numerous instances in the past where social groups based on their differential religious, regional, caste-based, identities have come in conflict with each other that these episodes have harmed the very spirit of democracy, secularism, and principles of a harmonious and egalitarian society. The framework of conflict resolution in a community is an adapted version of the model given by Thania Paffenholz and Christoph Spurk (2006). Here, the basic assumption is that the initiative of conflict

resolution is taken by a civil society organization, say, an NGO, working in the community for some time. The process of community engagement in conflict resolution may be understood through the schema 1 depicted below:

The process of community based conflict resolution begins with the analysis of the conflict situation. Comprehensive analysis of the conflict situation is done that leads the entire process by way of exploring the root cause of dispute and pros and cons of various approaches and strategies of conflict resolution.

CSO based Conflict Analysis

It is done at two levels, first is CSO or NGO based analysis of the conflict, that involves mapping existing or potential conflicts by the agency within their office. The mapping helps in appraising causes and levels of conflict after careful analysis of the first hand information collected with minimum intrusion into the conflict situation. The initial analysis is composed of problem tree analysis [to understand the root causes of conflicts, precipitating factors and their triggering effects], stakeholder analysis [to gauge who may add fuel to conflict situation and make it worse and who in the community may mediate, negotiate to restore harmony and peace; also it would note the neutral stakeholders], risk analysis [comprehending which moves can put stakeholders or parties involved into risks and also examining which stakeholders are more at risk and in which manner], etc. It is followed by participatory analysis with the larger community.
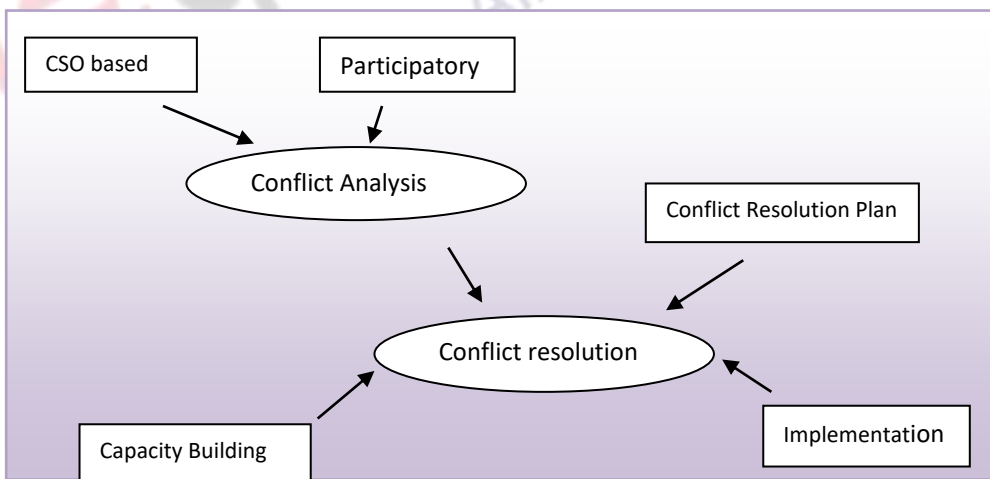
Participatory conflict analysis

This analysis is done with the community people and it helps in developing credibility and trust among the community people. The process is participatory and based on engaging community stakeholders in dialogue. This also helps in understanding the underlying needs and fears of various stakeholders in the community who may be directly or indirectly linked to conflict situation. Further, it aids in developing insight on suitable approaches and strategies of conflict resolution.

Conflict resolution plan

The conflict management plan describes the overall strategy for managing the conflict. It includes the proposed process of consensus-building and an initial set of conflict mitigation or prevention options. Oftentimes, an initial conflict resolution plan is prepared at the end of the CSO-based conflict analysis, and is revised after a process of participatory conflict analysis. The components of a conflict resolution plan may vary with each situation, however, some broad components are enlisted below:

  ➢ the most practicable conflict resolution strategy or strategies;
  ➢ a description of the proposed process of participatory conflict analysis
  ➢ a description of the capacity-building measures (communication skills, leadership training, awareness raising about various conflict mitigation strategies and options, etc.) required to implement the process of consensus-building or to action conflict mitigation/prevention options; and
 ➢ the conflict mitigation or prevention options proposed.

Capacity building

Capacity building is an integral aspect of conflict resolution plan that aims to develop a level-playing field, so that less powerful stakeholders can participate equitably in a process of consensual negotiation. Increasingly in the future, communities need to be prepared to handle conflicts as more and more regions are likely to be marked as conflict-prone areas. Capacity building may cover training in negotiation, facilitation and mediation for both agency staff and the inhabitants of the community as well as other stakeholders.

Implementation

The conflict resolution plan is executed and in that process the community builds its capacity and confidence to maintain its cooperative interactions, shared and harmonious living, to prevent eruption of disputes and also to resolve conflicts in an amicable manner. It is followed by evaluation of the entire interventions where lessons learnt are highlighted.

7. Gandhian way of Conflict Resolution:
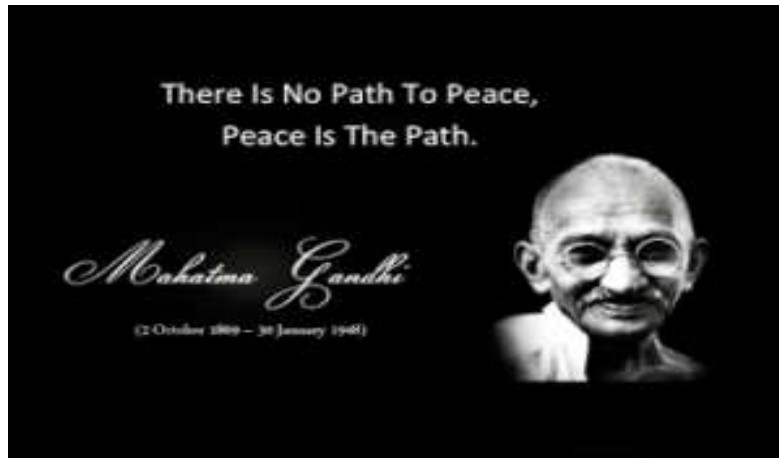
Gandhian model of conflict resolution has been an uncontested ideal framework in the arena of world peace initiatives, where non-violence plays a catalytic role. Gandhi firmly believed that sustainable peace in the world is possible only through adherence of non-violent methods, which he practiced in his life. According to him, in a conflict situation, there is no other plan than the adherence to non-violence in thoughts, words and deeds. He argues that rational discussion and persuasion are the best ways to resolve disputed issues for which he propagated methods of Satyagraha. Satyagraha is a combination of two nouns "Satya" means truth and "Agraha" means firm grasping. It means firmness for the cause of truth. Gandhi used this technique for mass mobilization, for political movements against the injustice of a government or power elite. Satyagraha is taken as a moral weapon to fight untruth and violence with truth and nonviolence. It is the Gandhian technique of non-violent activism. The beauty of Satyagraha is that it does not touch the body of the opponent. Satyagraha is not application of physical force or brute force, but using soul force or moral power. He demonstrated usage of these methods in resolving varied conflicts both in India during freedom struggle and South Africa.

He believed that Satyagraha is an infallible means for resolving all social, political, and economic evils. As a technique of social action, Satyagraha may be applied to resolve the following type of social conflicts:

1. conflict between one individual and another individual
2. conflict between an individual and a group
3. conflict between one group and another group or between two classes
4. conflict between a section of the community and the state

5. conflict between one nation and another nation

Galtung notes usage of Satyagraha as a conflict resolution strategy in the following ways:

One, in conflict region, it is necessary to understand the opponents' goals and try to use it as an opportunity to transform society and transform the self.

Two, in conflict struggle, one should to act non-violently like do not harm or hurt with the words, deeds or thought, do not damage property, do good even to the evil-doer, not to cooperate with the evil, by not humiliating or allowing oneself to be humiliated and using the mildest forms of conflict behavior.

Three, conflicts should be solved, always seek negotiation and seek transformation of both the self and opponent. Gandhi asserted that a Satyagrahi must never forget the distinction between evil and evil doer. In conflict situation, there is no other plan than the adherence to non-violence in thought, word and deed and no other goal to reach to truth.

Cooperation and harmony constitute the fundamental law of universe rather than conflict and struggle. Gandhi does not regard a conflict as an antagonism between two but a product of faulty system. And therefore, efforts should be made to change the system, so that there should be no possibility of eruption of conflicts. Along with Satyagraha, constructive programme of Gandhi is also an active method of attacking and removing social evils and peace building.

8. Conflict Resolution Education and Peace Education

Worldwide, at various forums conflict resolution education and peace education programmes have been initiated that focus on developing critical skills and abilities of persons to deal constructively with conflict. Though mostly these programmes are held in schools, but they also are conducted in community centres, church groups and other religious groups, etc. These programmes aim at developing an understanding of the nature of conflict-what conflict is and how it develops as well as what one can do to manage it. Participants learn about occurrence of conflicts, facilitating and inhibiting factors, dynamics of power and influence that operate in all conflict situations. Furthermore, they become aware of the role of culture in how we see and respond to conflict. After being aware of the nature of conflict people develop insight into the variety of ways to respond to and manage conflicts.
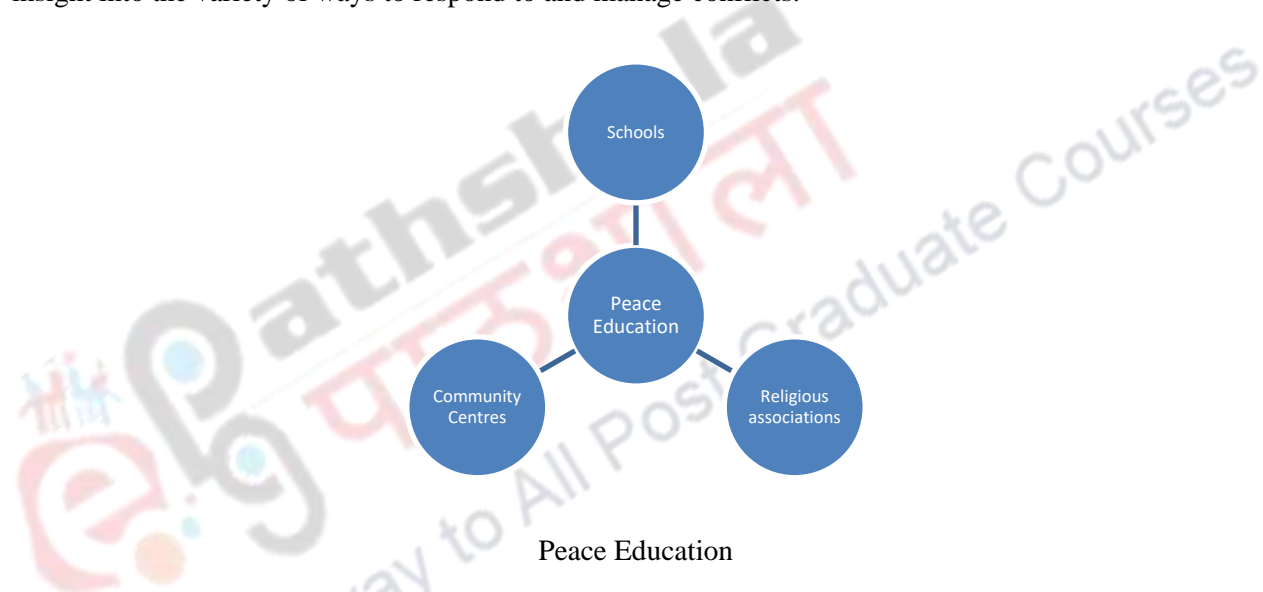
Peace Education

Likewise, peace education programmes help people develop communication skills, active listening, empathy, cultural sensitivity, problem-solving skills of brainstorming or consensus building, etc. Moreover, peace education builds positive attitudes about justice, respect, and democracy. It emphasizes understanding the dynamics of social conflict, warfare, and conflict resolution and the dynamics of peace.

PEACE for me / for us / for everyone / for the planet

9. Summary:

Conflicts are natural and universal. However, if unresolved they may be expressed in the forms of abuse, violence, disruptions and wars. Worldwide, efforts have been made for amicable settlement of conflicts. Under the gamut of conflict resolution there are wide range of approaches and strategies. In the module, five salient approaches have been delineated - accommodation, withdrawal, consensus, force and compromise based on varying degrees of importance attached to 'relationships' with the other party and goals to be achieved. Negotiation, mediation and adjudication are the three main strategies of conflict resolution discussed in the module. Gandhian way of conflict resolution is considered ideal for resolving disputes in a non-violent manner. Framework for community engagement in conflict resolution is mentioned. Lastly, brief descriptions of scope and contents of conflict resolution education and peace resolution education are provided.

Subject: Human Resource Management

Production of Courseware

- Content for Post Graduate Courses

Paper 15 Human Resource Development Through Community Engagement
Module 17 Steps in Community Engagement

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STEPS IN COMMUNITY ENGAGEMENT

Items	Description of Module
Subject Name	Human Resource Management
Paper Name	Human Resource Development through Community Engagement
Module Title	Steps in Community Engagement
Module Id	Module no.-17
Pre- Requisites	Meaning and Principles of Community Engagement
Objectives	To understand the steps in the process of community Engagement
Keywords	need assessment; felt needs, people's participation, rapport formation

Module: Steps in Community Engagement
1. Learning Outcome
2. Introduction
3. Levels of Community engagement
4. Steps in Community Engagement
5. Summary

1. Learning Outcome:

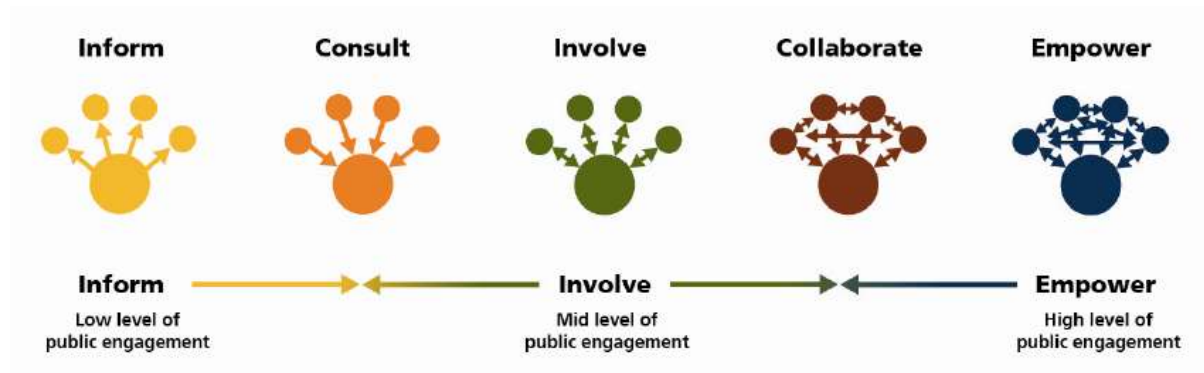After completing this module the students will be able to:

- Understand different levels of community engagement
- Identify the process and steps in community engagement
- Examine the roles and tasks of community worker in each step of community engagement

2. Introduction

Community engagement has been crucial for human service professionals who aim to bring positive and sustainable change in the lives of the people. Centre for Disease Control and Prevention [CDCP] defines community engagement as "the process of working collaboratively with and through groups of people affiliated by geographic proximity, special interest or similar situations to address issues affecting the well-being of those people" (CDCP, 1997, p.9). Engagement with a community is grounded in the principles of Community Organization – social justice, human rights, people's participation, self-determination and such others. The scope of community engagement is vast ranging from community outreach programme for creating awareness on a relevant social issue to mobilizing people for social action with the aim of social justice, redistribution of resources and decision-making power so as to create an egalitarian social order.
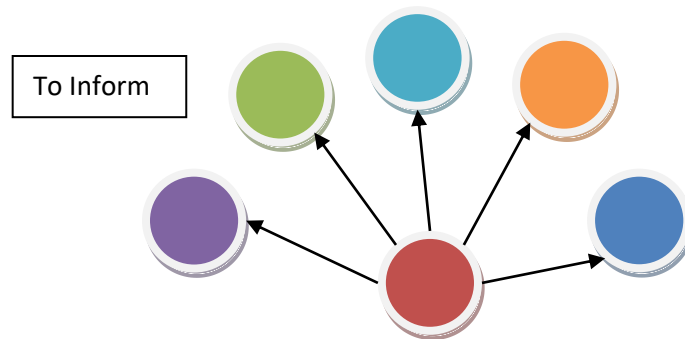
3. Levels of Community Engagement

A community worker, during service delivery, engages with the community in different ways and levels that depends upon many factors like needs and problems of the community to be addressed, objectives of interventions, human and financial capital at disposal, time and skill resources available and such others. International Association of Public Participation has propounded the Spectrum of Public Participation to examine the levels of community engagement and clarifying the role of community in planning and decision-making in the intervention at hand. It has provided five levels of community engagement (or public participation).

The first level is to **inform** which means to provide relevant information to the community in a timely manner. For instance, the community people might not be aware of a new scheme say on skill-development and financial assistance for small scale business. Community worker informs the people about the details of the scheme so that they can avail the benefits of it. On the part of the community, it is the most passive form of engagement as per the Spectrum of participation as it involves only one way flow of information.

To Inform

Second level is to **Consult**. It is two-way flow of information as the community worker seeks to obtain feedback on certain programme analysis, issue, etc. A worker taking feedback from the community on their health awareness campaign; seeking views of people on NGO's situational analysis of the community are the examples of this level. It provides basic minimum opportunity of community engagement in planning or evaluation process.

To Consult

Third level is to **involve**. It entails working with the community people to make sure that their concerns and issues are addressed adequately in programme planning. Here, community's engagement is to a greater extent than the previous level of consulting. An example of this type of participation can be - a worker after baseline survey on the needs and problems of the aged [say loneliness, health issues and intergenerational gap] people in the community designs an intervention programme such as a recreational centre for the elderly with monthly health check-ups and sensitization sessions for school kids and youth on ageing issues.

To Involve

Next, the fourth level is to **collaborate.** This level involves partnership and sharing power. The aim is to partner with the community in each aspect of service delivery - planning, execution, monitoring and evaluation of the programme. An example of it is establishment of a multi-service centre based on the needs and feedbacks of the community people where women's SHGs, children's remedial classes, youth skill development programmes are the components and community people are involved in overseeing the functioning of the centre.

To Collaborate

Fifth and the last level is to **empower**. Here, community engagement is to the maximum level as ownership of the project or intervention as well as decision-making is in the hands of the community. It enables the people to take control over their lives. It can occur in many different ways and in many different contexts. Till the fourth level, the main actor remains the agency or the worker who initiates the programme. In this level, community people enjoy full control over the decision making process on

allocation of community resources. It entails shared actions and responsibilities towards the holistic development and empowerment of the community.

To Empower

4. Steps in Community Engagement:

As mentioned earlier scope of community engagement is vast. Depending upon the issue taken up, level of involvement with the community is appraised and that influences the process of and steps in community engagement. A series of well-defined steps are followed in engaging with the community for purposeful action. From the identification of a problem or objective to the solution of the problem or attainment of the objective/s identified by the community, the process of community engagement involves a series of steps which although distinct may overlap in real practice. The sequence of these steps or stages may also vary, depending on the specific context in which they are applied. These are presented below:

4.1) **Identifying the site of engagement:**

The process of community engagement begins with the identification of the site or community where intervention is required or to be conducted. Generally, community workers select site of engagement where their employing agency is functioning or plans to function. Donor agencies, availability of resources - human, material and/or financial, often influence the topic or issue on which the civil society organization would engage with the community. These factors, among others, also determine the type of engagement and the level of participation of the community in the intervention. Thus, organizational goals, its vision and mission and its area of work - geographically and functionally would ascertain its goals and interventions in the community. These works are often fund-driven. However, there have been

ample examples in India as well as in the world where a socially conscientized individual or a group of such individuals have taken up intervention exclusively based on the felt needs of the community. Ideally and theoretically, community engagement should be based on the felt needs of the people, rather than other factors like funds.

4.2) Identifying the needs and issues requiring intervention

The second step is quite crucial in the process of community engagement. This step has two complementary parts that are simultaneous - rapport formation and developing community profile.

4.2.1) Rapport formation: Oftentimes, the apparent needs and problems of a community do not reflect the real needs and challenges. For instance, on face value one may find that sanitation (due to inhabitants' behavioural manifestation) is a big issue in a community but deeper analysis may bring out that apathetic attitude of the local government towards a particular ethnic sub-group is resulting in unhygienic surroundings. Locating real issues and problems is a challenge for a community worker, for which he/she is required to have a strong rapport with the community people. Without a rapport, generally inhabitants of a community may not open up and freely share their problems. To illustrate, in a rural community in India, a worker may not be able to explore caste based practices unless he/she has won the trust of the people. For an outsider (here, a community worker) identifying intricate and deep-rooted skewed power equations is indeed quite difficult, and which are revealed once a good rapport formation has taken place between the worker and the community people.

4.2.2) Developing a Community Profile: A good way of entering into a new community is developing a community profile. It plays two significant roles - one, it is a scientific and reliable way of identifying the

felt and unfelt needs and problems of the community people; and two, it facilitates rapport formation. A community profile is information about the community and its members that is collected through interactions with the inhabitants. The agency planning to work in the community may send its staff members and outreach workers door to door for surveying or with small groups may use Participatory Rural Appraisal (PRA) and related techniques to gather comprehensive information about the community. The knowledge should be acquired in partnership with the community members and its key persons. Following details generally form the part of the community profile:

i) Data on geographical location, topography, climatic conditions, etc.

ii) Administrative details like district, sub-division, etc. and contact details of important administrative heads and functionaries.

iii) Local History, including the genesis, changes in population/resources, important events, and the like.

iv) Characteristics of the population that include total approximate population, distribution as per age, gender, caste, religious affiliation, regional background, languages spoken, educational levels and literacy rates of different social groups, employment and income features that cover social group wise distribution (age, gender, caste, religion, etc.) of people including sources and types of employment. Magnitude and list of people below poverty line and also list of inhabitants who are poor but do not figure in the BPL list.

v) Housing pattern and characteristics such as types of houses, ownership, size of dwellings, layout, etc.

vii) Comprehensive details of civic amenities including health related infrastructure (nature and types of facilities available; and analysis of accessibility, availability and affordability of services of various social groups). Likewise, information on educational facilities: types, capacity, management, availability of teachers, teacher-pupil ratio, gender division, etc., number of out of school children and their profile, etc. Data on drinking water facilities and electricity supply, issues related to sanitation. Moreover, information on transportation and communication, including the spatial dimensions, nature of transportation and communication links with the community is also gathered.

viii) Detailed information on government run programmes and schemes (such as Mahatma Gandhi National Rural Employment Guarantee Act, Sarva Shiksha Abhiyan, Public Distribution System, Integrated Child Development Services, Old Age Pension, etc.) and profile of beneficiaries. Analysis of the information would reflect whether or not a particular social group is denied of their due claims in these programmes and schemes.

ix) Availability of financial institutions like banks, cooperatives, markets etc.

x) Non-governmental organizations, like voluntary organizations, women's clubs, youth clubs,

community recreation centres and other platforms of civic engagements.

xi) Other facilities like library, panchayat ghar, barat ghar/community hall, police station.

Based on the context and characteristics of the community as well as proposed interventions, while preparing community profile special attention is given to specific data. For instance, if the work is planned in a flood affected region, proximity of the houses to river bank as well as elevation becomes important. Likewise, if one works on caste based discrimination, then whether the houses of Dalits are on the periphery of the village and their location in relation to community resources like health centre and schools are significant to note.

4.2.3) **Needs Assessment**

The community organizer is required to assess and understand the needs and problems faced by the community people, which becomes easier after a comprehensive community profile is made. The needs of the community people may have a wide range from basic needs like housing, electricity supply, water supply, sanitation etc., to economic needs such as livelihood, agricultural productivity, availing credit and such others, educational needs, (non formal education, remedial coaching, improvement in quality of education, available/infrastructure, need for vocational courses etc.), health needs, recreational, informational needs, etc.

In fact, after developing community profile, community worker encounters few probable situations that require to be resolved before further action is taken. They are as follows:

Are the community people in a difficult situation that requires social work attention? If the answer is no then social worker needs to go to another community. But if the answer is yes, then it is significant to gauge whether the community people have felt and expressed their needs and problems. In case, the problems and needs are not recognized, felt and expressed by the community, efforts should be first directed towards making the community realize them. For instance, sometimes socially and economically marginalized communities do not feel the need of children's education. Or Dalits might have internalized their inferior status to the extent that they may not realize that their rights are being violated.

It is important to differentiate between the 'felt' needs of the community people and the needs perceived by the community organizer. In situations when the agency or the community organizer initiate action based on their own appraisal of community needs, such intervention is neither relevant to the community nor is it sustainable. Working on the felt needs of the community is, therefore, of critical importance. In situations where community has not realized the needs (as shown in the two examples above), the preliminary step is 'demand creation' or making the people 'feel the need'. Actions based on 'felt needs' of the community are likely to be productive and sustainable from the perspective of the community.

Further, a community worker may be cautious that there may be a gap between expressed needs and actual needs of the community. People may express/ articulate the need for literacy, while their actual

need may be stable livelihood options. This confusion often leads to the initiation of programmes which may not elicit people's long term participation.

Moreover, several times a community organizer may assume that a consciousness of the different needs/problems exists in the minds of the people. This may not be true. Often people live with their unmet needs and problems for so long that they tend to accept them or adjust to them to such a degree that their feelings about them are not surfaced. In such cases, the community organizer is expected to facilitate the process of bringing these feelings to a conscious level. It is only when people explore and reveal their latent feelings that their genuine needs, concerns, hopes and expectations are identified.

However, a community worker may observe that people in the community have diverse conceptualization of needs and problems. A thorough study of the socio-cultural milieu of the community is required to understand what people mean by a certain articulation of a need. For example, when people express the need for housing, what exactly do they mean? Do they want regularization of their land, or require low income dwellings or financial help for repairs/additions? It is crucial for the worker to explore the diverse expectations, as the programme has to cater to people's real aspirations.

4.2.4) Need prioritization

In common practice, community organizer shares the findings of the baseline study or compiled community profile with the community people. A list of needs identified by the community people is presented before them. This process makes people understand their own situation. Realization of the needs and problems brings awareness about their own situation. The involvement of the community in identifying various needs and problems increases the participation of people.

Next, amongst the host of needs and problems listed, all cannot be considered together for further action. They will have to be analyzed for their magnitude, severity, symptoms and causes. Ranking or ordering of needs is required. After discussions and deliberations in various community meetings, prioritization of needs is done.

4.2.5) Selecting a problem - From the priority list most urgent problem which needs to be taken up immediately is selected. All the problems cannot be approached simultaneously therefore there is need for selecting any one problem to initiate further action. Based on the order of priority the first in the list is taken up for working out solutions.

4.2.6) **Problem Analysis and Redefinition**

Next step is to examine and analyze the selected need/problem so that community people fully understand its dimensions and implications. Problem analysis entails making a statement of the need or problem in a manner that it vividly expresses the difficulty experienced by the affected people. In order to make the community people comprehensively understand the problem at hand, community organizer may make use of various tools of analysis such as problem tree analysis (cause-effect relationship of the problem at hand is seen in the form of a tree where roots are taken as the basic cause and branches signify varied effects of the problem), stakeholder analysis (a process of systematically gathering and analyzing qualitative information to determine and categorize various stakeholders as favourable, unfavourable or uncertain with regard to the intervention at hand), and SWOC analysis (appraisal of Strengths, Weaknesses,

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4.2.7) **Formulation of Achievable Objectives**

The redefined problem is then converted into achievable and measurable objectives for further action. Sometimes, there is an overall objective with many sub-parts or sub-objectives so as to develop appropriate action plan to meet the needs of the community. For instance, overall goal can be to ensure health for all the citizens while sub-objectives may include organizing regular health camps, reviving dysfunctional government run health centre, train mothers to ensure health of their infants, having immunization drives, etc.

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Many times, community people do not have enough confidence to achieve the goals. They feel themselves incompetent as they do not have past experience to know the power of shared work, cooperation an people's participation. Years of apathetic and indifferent attitudes of service providers and sense of self-doubt and inferiority may lead to setting of complacency among the people. Sometimes a crisis situation such as occurrence of disaster or demolition of slum cluster may shake and demoralize community people and they may refrain from taking action. In such situations, it becomes difficult for

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Following this, community people are facilitated to explore different options for action based on the objectives. In groups, inhabitants of the community brain storm and deliberate upon various alternatives. For instance, to improve the functioning of health centre in a village different alternatives can be - filing complaint against healthcare staff to the chief medical officer of the district; talking to healthcare staff and motivating them to perform their duties; reviving traditional healers; requesting the district collector for mobile medical van, etc.

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In this step, based on the chosen alternatives, plan of action is formulated, responsibilities are assigned to individuals and groups. The time frame, resources required and personnel involved are decided at this stage. Here, it may be noted that the aim of the community organizer or the agency working in the community should not be to work on behalf of the people. It is crucial that people take the charge to solve their problems on their own, where community organizer/agency is only a facilitator. In fact, it is important that leadership skills be harnessed amongst the people from the community. One of the draw-backs of community works or community centric actions is the dependency people develop on the community organizer or agency for initiating and leading the proposed action. Unless community engagement is to the fifth level where projects are initiated, planned, executed and evaluated by the community people, community empowerment in true sense cannot be achieved.

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To implement the proposed plan of action, requisite resources are to be assessed, identified and mobilized. These resources may be in the form of money, time, manpower and material. An estimate is made and the sources are identified for mobilization. It is necessary to strike a balance between internal

and external resources. The community organizer must involve the inhabitants in identifying the potential sources (internal and external) to obtain resources. The internal resources of the community are of primary importance and they have to be tapped. The community can provide resources in the form of space, materials, money/service charges, manpower in the form of volunteers and its traditional/indigenous wisdom. There have been ample instances in India where community people through mobilization of local resources have developed infrastructures such as roads, tube-wells, canals, schools, health centres, panchayat ghar, etc., without showing any dependence on the government for resources.

However, many times, it becomes necessary to draw upon resources from outside the community. External resources may be in the form of funding, expert advice, technical assistance, etc. One of the most significant aspects of community engagement in dealing with their own problems is a clarity on 'which resources can be mobilized from the community itself' and 'where outside help or resources are required'. Attempting to deal with community problems for which local resources are inadequate may cause frustration and a sense of failure among inhabitants in the long run. At the same time, too much reliance on external resources often creates 'dependency syndrome', which hampers empowerment.

It is interesting to note that just like individuals communities too seldom make use of their inherent resources to the optimum level. In communities where the process of community organization is initiated and continued, people are often surprised at their resources and capacities to take part in community initiatives and making it self-reliant and empowered.

4.2.13) **Implementation**

In this step, plan of action is implemented. It is the most vital component of community organization process. In this, active participation of people is ensured as they discharge their accepted responsibilities. Community organizer prepares, guides and encourages people to hold responsibilities and become partners in the problem solving process. In order to facilitate sustainability of the process, the agency or worker should gradually withdraw and simultaneously community people take over the charge.

In the community organization process, it is this tangible practical action leading to some achievement, even partial, which ultimately tests and proves the validity of the process. It is this process that make people realize their own capabilities as well as the power of participation in resolving their problems. This practical experience of the strength and dynamism of cooperated, coordinated and shared work of the community people fill them with confidence and courage to have control over their own life events. Even little accomplishments despite difficulties encountered make inhabitants realize the vital power of 'people's participation' which they would be using in resolving their other present and future problems.

4.2.14) Evaluation

The implemented plan is evaluated to assess the success and determine the limitations and constraints faced during implementation. Maintenance of accurate records of all work done and development of a framework for analysis are necessary pre-requisites for objective evaluation.

The positive and desirable results are appreciated and the shortcomings analyzed and discussed as lessons learnt. The learning derived through the evaluation process enables the community to identify the strong points and the weak points of its action plan.

4.2.15) Modifications

On the basis of evaluation, necessary modifications are planned and incorporated. These modifications facilitate a more effective response to the need/problem taken up for collective action.

4.2.16) Development of Cooperative and Collaborative Attitudes

In fact, it is not a step but a byproduct of shared planning and action to achieve the goals for which community people engage and participate. As the process of community organization evolves and progresses, people in the community come together to understand, accept and work with one another. In this dynamic process they shed away their prejudices and biases against each other and work collaboratively in dealing with a common need or problem. People learn to appreciate diversity and celebrate collective spirit. This is the crux of the process of community organization. Diverse sub groups and their leaders become aware and inclined towards cooperation with other sub groups in similar actions. It may be noted that the process of community organization may not necessarily lead to the eradication of all differences between subgroups within the community or the achievement of complete homogeneity,

but it often leads to an increased ability of the groups to understand this diversity and accept the same. They will be more inclined to develop the skills in overcoming conflicts which may arise from time to time. Moreover, it may also result in the development of a common frame of reference within which all can work together for common goals. This experience prepares and empowers the community to deal more readily and skillfully with similar problems which may arise in the future, by being able to recognize them earlier and by being better equipped to cope with them as they arise.

Thus, community organisation is not simply concerned with development of some infrastructure, say, a school, or an approach road to the village but most vital is the development of an enhanced capacity to undertake collaborative projects in the community. Though many people will lay emphasis on task completion but the community organizer is 'process oriented'. Tasks are only means to achieve the goal of people's participation. The goal of community organization is development of the community's capacity to function as an integrated unit with respect to its needs, problems and common objectives. And, the community gradually realizes and cherishes the goal of shared action for creating an egalitarian and empowered community.

Summary:

Community organization as a method of social work aims to develop collaborative attitudes and institutionalize participation among community members so that they become self-sufficient in resolving their problems on their own. In this module, five levels of community engagement are delineated which

are - to inform, to consult, to involve, to collaborate and to empower. Steps of community organization are mentioned that begin with identifying site of engagement to rapport building and baseline data collection in the form of community profile, prioritizing and zeroing down on needs, arranging resources, taking action, evaluating and in this process developing a spirit of shared living amongst the community people, facilitating them to collectively working to solve own problems. This becomes the base of community empowerment. The process of community organization begins with first level of community engagement (to inform) and ends with the final and fifth level - to empower.

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Paper 15 Human Resource Development Through Community Engagement
Module 17 Steps in Community Engagement

Development Team

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STEPS IN COMMUNITY ENGAGEMENT

Items	Description of Module
Subject Name	Human Resource Management
Paper Name	Human Resource Development through Community Engagement
Module Title	Steps in Community Engagement
Module Id	Module no.-17
Pre- Requisites	Meaning and Principles of Community Engagement
Objectives	To understand the steps in the process of community Engagement
Keywords	need assessment; felt needs, people's participation, rapport formation

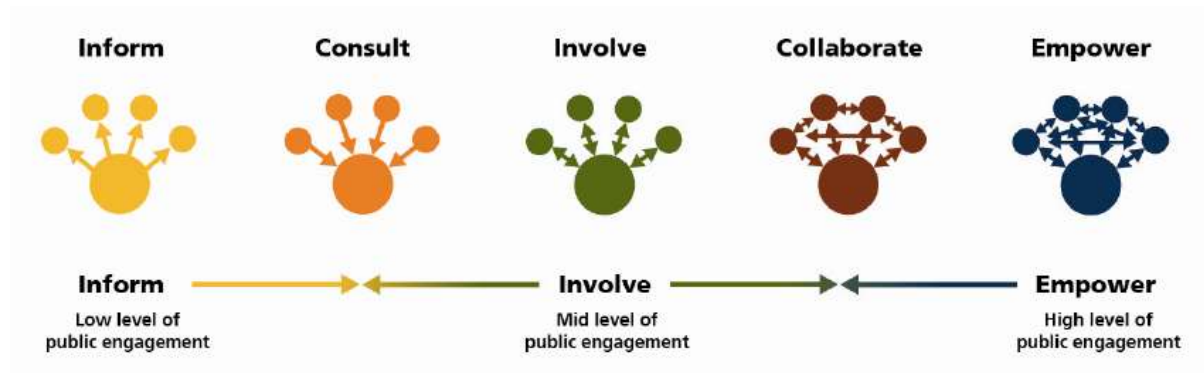| Module: Steps in Community Engagement |
|---|
| 1. Learning Outcome |
| 2. Introduction |
| 3. Levels of Community engagement |
| 4. Steps in Community Engagement |
| 5. Summary |

1. Learning Outcome:

After completing this module the students will be able to:

- Understand different levels of community engagement

- Identify the process and steps in community engagement

- Examine the roles and tasks of community worker in each step of community engagement

2. Introduction

Community engagement has been crucial for human service professionals who aim to bring positive and sustainable change in the lives of the people. Centre for Disease Control and Prevention [CDCP] defines community engagement as "the process of working collaboratively with and through groups of people affiliated by geographic proximity, special interest or similar situations to address issues affecting the well-being of those people" (CDCP, 1997, p.9). Engagement with a community is grounded in the principles of Community Organization – social justice, human rights, people's participation, self-determination and such others. The scope of community engagement is vast ranging from community outreach programme for creating awareness on a relevant social issue to mobilizing people for social action with the aim of social justice, redistribution of resources and decision-making power so as to create an egalitarian social order.

3. Levels of Community Engagement

A community worker, during service delivery, engages with the community in different ways and levels that depends upon many factors like needs and problems of the community to be addressed, objectives of interventions, human and financial capital at disposal, time and skill resources available and such others. International Association of Public Participation has propounded the Spectrum of Public Participation to examine the levels of community engagement and clarifying the role of community in planning and decision-making in the intervention at hand. It has provided five levels of community engagement (or public participation).

The first level is to **inform** which means to provide relevant information to the community in a timely manner. For instance, the community people might not be aware of a new scheme say on skill-development and financial assistance for small scale business. Community worker informs the people about the details of the scheme so that they can avail the benefits of it. On the part of the community, it is the most passive form of engagement as per the Spectrum of participation as it involves only one way flow of information.

To Inform

Second level is to **Consult**. It is two-way flow of information as the community worker seeks to obtain feedback on certain programme analysis, issue, etc. A worker taking feedback from the community on their health awareness campaign; seeking views of people on NGO's situational analysis of the community are the examples of this level. It provides basic minimum opportunity of community engagement in planning or evaluation process.

To Consult

Third level is to **involve**. It entails working with the community people to make sure that their concerns and issues are addressed adequately in programme planning. Here, community's engagement is to a greater extent than the previous level of consulting. An example of this type of participation can be - a worker after baseline survey on the needs and problems of the aged [say loneliness, health issues and intergenerational gap] people in the community designs an intervention programme such as a recreational centre for the elderly with monthly health check-ups and sensitization sessions for school kids and youth on ageing issues.

To Involve

Next, the fourth level is to **collaborate.** This level involves partnership and sharing power. The aim is to partner with the community in each aspect of service delivery - planning, execution, monitoring and evaluation of the programme. An example of it is establishment of a multi-service centre based on the needs and feedbacks of the community people where women's SHGs, children's remedial classes, youth skill development programmes are the components and community people are involved in overseeing the functioning of the centre.

To Collaborate

Fifth and the last level is to **empower**. Here, community engagement is to the maximum level as ownership of the project or intervention as well as decision-making is in the hands of the community. It enables the people to take control over their lives. It can occur in many different ways and in many different contexts. Till the fourth level, the main actor remains the agency or the worker who initiates the programme. In this level, community people enjoy full control over the decision making process on

allocation of community resources. It entails shared actions and responsibilities towards the holistic development and empowerment of the community.

To Empower

4. Steps in Community Engagement:

As mentioned earlier scope of community engagement is vast. Depending upon the issue taken up, level of involvement with the community is appraised and that influences the process of and steps in community engagement. A series of well-defined steps are followed in engaging with the community for purposeful action. From the identification of a problem or objective to the solution of the problem or attainment of the objective/s identified by the community, the process of community engagement involves a series of steps which although distinct may overlap in real practice. The sequence of these steps or stages may also vary, depending on the specific context in which they are applied. These are presented below:

4.1) **Identifying the site of engagement:**

The process of community engagement begins with the identification of the site or community where intervention is required or to be conducted. Generally, community workers select site of engagement where their employing agency is functioning or plans to function. Donor agencies, availability of resources - human, material and/or financial, often influence the topic or issue on which the civil society organization would engage with the community. These factors, among others, also determine the type of engagement and the level of participation of the community in the intervention. Thus, organizational goals, its vision and mission and its area of work - geographically and functionally would ascertain its goals and interventions in the community. These works are often fund-driven. However, there have been

ample examples in India as well as in the world where a socially conscientized individual or a group of such individuals have taken up intervention exclusively based on the felt needs of the community. Ideally and theoretically, community engagement should be based on the felt needs of the people, rather than other factors like funds.

4.2) Identifying the needs and issues requiring intervention

The second step is quite crucial in the process of community engagement. This step has two complementary parts that are simultaneous - rapport formation and developing community profile.

4.2.1) Rapport formation: Oftentimes, the apparent needs and problems of a community do not reflect the real needs and challenges. For instance, on face value one may find that sanitation (due to inhabitants' behavioural manifestation) is a big issue in a community but deeper analysis may bring out that apathetic attitude of the local government towards a particular ethnic sub-group is resulting in unhygienic surroundings. Locating real issues and problems is a challenge for a community worker, for which he/she is required to have a strong rapport with the community people. Without a rapport, generally inhabitants of a community may not open up and freely share their problems. To illustrate, in a rural community in India, a worker may not be able to explore caste based practices unless he/she has won the trust of the people. For an outsider (here, a community worker) identifying intricate and deep-rooted skewed power equations is indeed quite difficult, and which are revealed once a good rapport formation has taken place between the worker and the community people.

4.2.2) Developing a Community Profile: A good way of entering into a new community is developing a community profile. It plays two significant roles - one, it is a scientific and reliable way of identifying the

felt and unfelt needs and problems of the community people; and two, it facilitates rapport formation. A community profile is information about the community and its members that is collected through interactions with the inhabitants. The agency planning to work in the community may send its staff members and outreach workers door to door for surveying or with small groups may use Participatory Rural Appraisal (PRA) and related techniques to gather comprehensive information about the community. The knowledge should be acquired in partnership with the community members and its key persons. Following details generally form the part of the community profile:

i) Data on geographical location, topography, climatic conditions, etc.

ii) Administrative details like district, sub-division, etc. and contact details of important administrative heads and functionaries.

iii) Local History, including the genesis, changes in population/resources, important events, and the like.

iv) Characteristics of the population that include total approximate population, distribution as per age, gender, caste, religious affiliation, regional background, languages spoken, educational levels and literacy rates of different social groups, employment and income features that cover social group wise distribution (age, gender, caste, religion, etc.) of people including sources and types of employment. Magnitude and list of people below poverty line and also list of inhabitants who are poor but do not figure in the BPL list.

v) Housing pattern and characteristics such as types of houses, ownership, size of dwellings, layout, etc.

vii) Comprehensive details of civic amenities including health related infrastructure (nature and types of facilities available; and analysis of accessibility, availability and affordability of services of various social groups). Likewise, information on educational facilities: types, capacity, management, availability of teachers, teacher-pupil ratio, gender division, etc., number of out of school children and their profile, etc. Data on drinking water facilities and electricity supply, issues related to sanitation. Moreover, information on transportation and communication, including the spatial dimensions, nature of transportation and communication links with the community is also gathered.

viii) Detailed information on government run programmes and schemes (such as Mahatma Gandhi National Rural Employment Guarantee Act, Sarva Shiksha Abhiyan, Public Distribution System, Integrated Child Development Services, Old Age Pension, etc.) and profile of beneficiaries. Analysis of the information would reflect whether or not a particular social group is denied of their due claims in these programmes and schemes.

ix) Availability of financial institutions like banks, cooperatives, markets etc.

x) Non-governmental organizations, like voluntary organizations, women's clubs, youth clubs, community recreation centres and other platforms of civic engagements.

xi) Other facilities like library, panchayat ghar, barat ghar/community hall, police station.

Based on the context and characteristics of the community as well as proposed interventions, while preparing community profile special attention is given to specific data. For instance, if the work is planned in a flood affected region, proximity of the houses to river bank as well as elevation becomes important. Likewise, if one works on caste based discrimination, then whether the houses of Dalits are on the periphery of the village and their location in relation to community resources like health centre and schools are significant to note.

4.2.3) **Needs Assessment**

The community organizer is required to assess and understand the needs and problems faced by the community people, which becomes easier after a comprehensive community profile is made. The needs of the community people may have a wide range from basic needs like housing, electricity supply, water supply, sanitation etc., to economic needs such as livelihood, agricultural productivity, availing credit and such others, educational needs, (non formal education, remedial coaching, improvement in quality of education, available/infrastructure, need for vocational courses etc.), health needs, recreational, informational needs, etc.

In fact, after developing community profile, community worker encounters few probable situations that require to be resolved before further action is taken. They are as follows:

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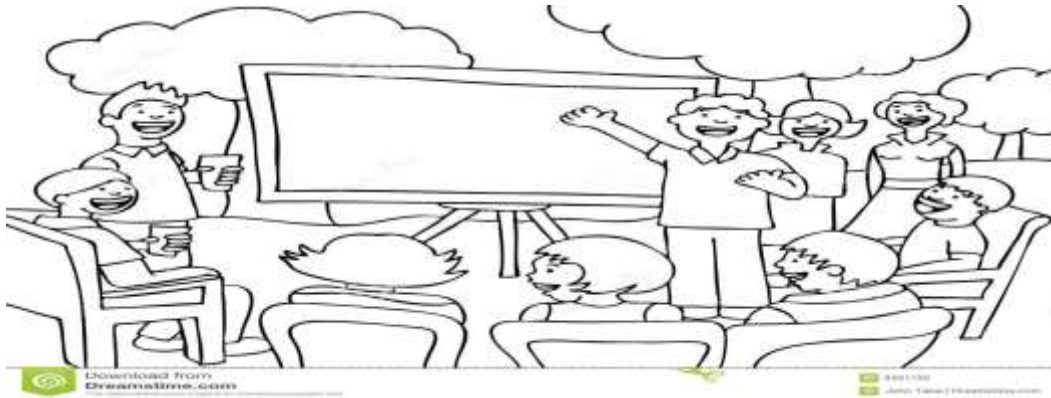
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It is interesting to note that just like individuals communities too seldom make use of their inherent resources to the optimum level. In communities where the process of community organization is initiated and continued, people are often surprised at their resources and capacities to take part in community initiatives and making it self-reliant and empowered.

4.2.13) **Implementation**

In this step, plan of action is implemented. It is the most vital component of community organization process. In this, active participation of people is ensured as they discharge their accepted responsibilities. Community organizer prepares, guides and encourages people to hold responsibilities and become partners in the problem solving process. In order to facilitate sustainability of the process, the agency or worker should gradually withdraw and simultaneously community people take over the charge.

In the community organization process, it is this tangible practical action leading to some achievement, even partial, which ultimately tests and proves the validity of the process. It is this process that make people realize their own capabilities as well as the power of participation in resolving their problems. This practical experience of the strength and dynamism of cooperated, coordinated and shared work of the community people fill them with confidence and courage to have control over their own life events. Even little accomplishments despite difficulties encountered make inhabitants realize the vital power of 'people's participation' which they would be using in resolving their other present and future problems.

4.2.14) Evaluation

The implemented plan is evaluated to assess the success and determine the limitations and constraints faced during implementation. Maintenance of accurate records of all work done and development of a framework for analysis are necessary pre-requisites for objective evaluation.

The positive and desirable results are appreciated and the shortcomings analyzed and discussed as lessons learnt. The learning derived through the evaluation process enables the community to identify the strong points and the weak points of its action plan.

4.2.15) Modifications

On the basis of evaluation, necessary modifications are planned and incorporated. These modifications facilitate a more effective response to the need/problem taken up for collective action.

4.2.16) Development of Cooperative and Collaborative Attitudes

In fact, it is not a step but a byproduct of shared planning and action to achieve the goals for which community people engage and participate. As the process of community organization evolves and progresses, people in the community come together to understand, accept and work with one another. In this dynamic process they shed away their prejudices and biases against each other and work collaboratively in dealing with a common need or problem. People learn to appreciate diversity and celebrate collective spirit. This is the crux of the process of community organization. Diverse sub groups and their leaders become aware and inclined towards cooperation with other sub groups in similar actions. It may be noted that the process of community organization may not necessarily lead to the eradication of all differences between subgroups within the community or the achievement of complete homogeneity,

but it often leads to an increased ability of the groups to understand this diversity and accept the same. They will be more inclined to develop the skills in overcoming conflicts which may arise from time to time. Moreover, it may also result in the development of a common frame of reference within which all can work together for common goals. This experience prepares and empowers the community to deal more readily and skillfully with similar problems which may arise in the future, by being able to recognize them earlier and by being better equipped to cope with them as they arise.

Thus, community organisation is not simply concerned with development of some infrastructure, say, a school, or an approach road to the village but most vital is the development of an enhanced capacity to undertake collaborative projects in the community. Though many people will lay emphasis on task completion but the community organizer is 'process oriented'. Tasks are only means to achieve the goal of people's participation. The goal of community organization is development of the community's capacity to function as an integrated unit with respect to its needs, problems and common objectives. And, the community gradually realizes and cherishes the goal of shared action for creating an egalitarian and empowered community.

Summary:

Community organization as a method of social work aims to develop collaborative attitudes and institutionalize participation among community members so that they become self-sufficient in resolving their problems on their own. In this module, five levels of community engagement are delineated which

are - to inform, to consult, to involve, to collaborate and to empower. Steps of community organization are mentioned that begin with identifying site of engagement to rapport building and baseline data collection in the form of community profile, prioritizing and zeroing down on needs, arranging resources, taking action, evaluating and in this process developing a spirit of shared living amongst the community people, facilitating them to collectively working to solve own problems. This becomes the base of community empowerment. The process of community organization begins with first level of community engagement (to inform) and ends with the final and fifth level - to empower.

Subject: Human Resource Management

Production of Courseware
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An MHRD Project under its National Mission on Education through ICT (NME-ICT)

Paper 15 Human Resource Development Through Community Engagement
Module 40 PRA as a tool for Community Engagement

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<u>**PRA as a tool for Community Engagement**</u>

| Items	Description of Module
Subject Name	Human resource Management
Paper Name	Human resource development through community engagement
Module Title	**<u>PRA as a tool for Community Engagement</u>**
Module Id	Module no.-40
Pre- Requisites	
Objectives	To understand the PRA
Keywords	PRA, social map,community

1. **Module 40 :PRA and community engagement**
2. Learning outcome
3. Introduction
4. Definitions of PRA
5. To understand the concept of PRA
6. Summary

<u>Learning outcome</u>

- To understand PRA

- PRA and community engagement

- To understand the tools of PRA

1. **Introduction**

The last few decades have witnessed more shifts in the rhetoric of rural development than in its practice. These shifts include the now familiar reversals from top-down to bottom-up, from centralised standardization to local diversity, and from blueprint to learning process. Linked with these, there have also been small beginnings of changes in modes of learning. The move here is away from extractive survey questionnaires and towards participatory appraisal and analysis in which more and more the activities previously appropriated by outsiders are instead carried out by local rural or urban people themselves. In these changes, a part has been played by two closely related families of approaches and of methods, often referred to as Rapid Rural Appraisal (RRA) which spread in the 1980s, and its further evolution into Participatory Rural Appraisal (PRA) which had come about fast and began to spread in the 1990s.

Source- http://www.fao.org/docrep/006/w2352e/W2352E16.gif
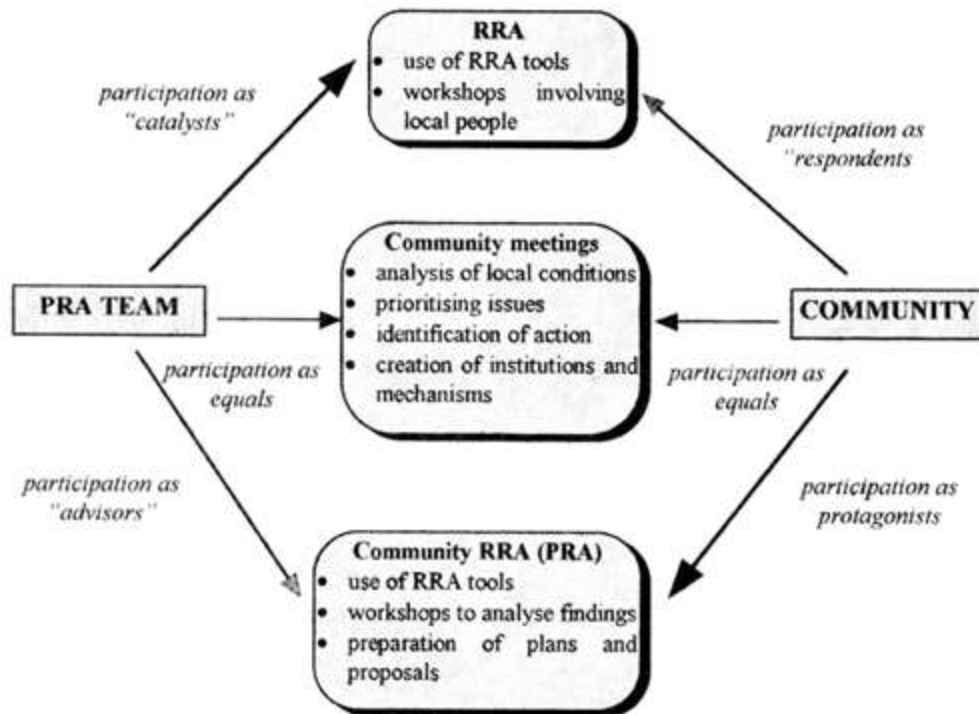
PRA has been called 'an approach and method for learning about rural life and conditions from, with and by rural people'. The prepositions have sometimes been reversed in order to read 'by, with and from' .PRA is, though, more than just learning. It extends into analysis, planning and action. PRA as a term is also used to describe a variety of approaches. To cover these, a recent description is that PRA is: 'a family of approaches and methods to enable rural people to share, enhance and analyse their knowledge of life and conditions, to plan and to act'. PRA as it exists in the early 1990s has evolved from, draws on, and resonates with, several sources and traditions. Some of its methods do appear to be new; but some have been rediscoveries (see for example some described in Whyte 1977; Pelto and Pelto 1978; and Rhoades 1990). In understanding what has happened, it makes no sense to try to separate out causes, effects, innovations, influences and diffusion as though they follow straight lines. In a world of continuously quicker and closer communication, transfers and sharing have become more and more rapid and untraceable.

The philosophy approaches and methods known as rapid rural appraisal (RRA) began to emerge in the late 1970s. Workshops held at the IDS on rural development tourism (1977), indigenous technical knowledge (1978), and RRA itself (1978, 1979) were only some among the parallel moves in different parts of the world in search of better ways for outsiders to learn about rural life and conditions. RRA can be seen to have had three main origins. The first was dissatisfaction with the biases, especially the anti-poverty biases, of rural development tourism - the phenomenon of the brief rural visit by the urban-based Professional. These biases were recognized as spatial (visits near cities, on roadsides, and to the centres of villages to the neglect of peripheries); project (where projects were being undertaken, often with special official attention and support); person (meeting men more than women, elites more than the poor, the users more than the non-users of services, and so on); seasonal (going in the dry and cool rather than hot and wet seasons which are often worse for poor rural people); and diplomatic (where the outsider does not wish to cause offence by asking to meet poor people or see bad conditions). All these could combine to hide the worst poverty and deprivation.

The second origin of RRA was disillusionment with the normal processes of questionnaire surveys and theirs results. Again and again, over many years and in many places (see e.g. Moris 1970), the experience had been that questionnaire surveys tended to be long-drawn-out, tedious, a headache to administer, a nightmare to process and write up, inaccurate and unreliable in data obtained, leading to reports, if any, which were long, late, boring, misleading, difficult to use, and anyway ignored. The third origin was more positive. More cost-effective methods of learning were sought. This was helped by the growing recognition of development professionals to the painfully obvious fact that rural people were themselves knowledgeable on many subjects which touched their lives.

Source- https://socialworkchristuniversity.files.wordpress.com/2013/11/photo-1.jpg

Towards the end of the 1970s, though most of those professionals who were inventing and using methods which were quicker and more cost-effective than 'respectable' questionnaire surveys, were reluctant to write about what they did, fearing for their professional credibility. They felt compelled to conform to standard statistical norms, however costly and crude their applications, and obliged in their reports and publications to use conventional methods, categories and masseurs.

In the 1980s, in some places, the situation was transformed. The family of approaches and methods known as Rapid Rural Appraisal (RRA) gained increasing acceptance. It began to be seen that it had its own principles and rigour (Chambers 1980; Belshaw 1981; Carruthers and Chambers 1981). In the early 1980s, RRA was argued to be cost-effective, especially for gaining timely information, but still with some sense that it might only be a second-best. But by the mid-1980s, the RRA approaches and methods, when properly conducted, were more and more eliciting a range and quality of information and insights inaccessible through more traditional methods. Except when rushed and Non-self-critical, RRA came out better by criteria of cost-effectiveness, validity and reliability as compared to more conventional methods. An earlier attempt to list countries where RRA had been developed identified 12 in Africa, eight in South and Southeast Asia, three in Latin America, three in Australia and the Pacific, and one in Europe. Perhaps more than any other movement, agro-ecosystem analysis in Southeast Asia introduced new methods and established new credibility. In the mid 1980s, the University of Khon Kaen in Thailand was a world leader in developing the theory and methods, especially for multidisciplinary teams, and in

institutionalizing RRA as a part of professional training. The International Conference on Rapid Rural Appraisal held at the University of Khon Kaen in 1985, and the published volume of papers which resulted on KKU 1987, were landmarks. The practical valué of RRA was confirmed, and its underlying theory outlined (Beebe 1987; Gibbs 1987; Grandstaff and Grandstaff 1987a; Jamieson 1987). In health and nutrition, for example, Rapid Assessment Procedures (RAP) (Scrimshaw and Hurtado 1987) were practised in at least 20 countries.

In the mid 1980s, the words 'participation' and 'participatory' entered the RRA vocabulary. They already had a long history in rural development. For some years in the 1970s and early 1980s, under the leadership of Norman Uphoff and others, Cornell University published the Rural Development Participation Review until USAID terminated its support, and participation was a recurrent theme in the contributions to Michael Cerner's book, edited for the World Bank, *Putting People First* (1985) which drew on experiences from earlier years. It was at the 1985 Khon Kaen International Conference that participation began, albeit modestly, to be used in connection with RRA. Discussions at the Conference generated a typology of seven types of RRA (KKU 1987: 17) of which 'participatory RRA' was one. For this, the dominant purpose was seen as stimulating community awareness, with the outsider's role as catalyst. Later, in 1988, participatory RRAs were listed by the IIED team as one of four classes of RRA methodologies - the others being exploratory RRAs, topical RRAs, and monitoring RRAs (McCracken et al. 1988).

In 1988, there were parallel developments in Kenya and India. In Kenya, the National Environment Secretariat, in association with Clark University, conducted an RRA in Mbusanyi, a community in Machakos District which led to the adoption in September of a Village Resource Management Plan (Kabutha and Ford 1988). This was subsequently described as a Participatory Rural Appraisal, and the method outlined in two Handbooks (PID and NES 1989; NES 1980). Around the same time in 1988, the Aga Khan Rural Support Programme (India) was interested in developing participatory RRA, and invited IIED to help. Jennifer McCracken carried out a four week consultancy with AKRSP in Gujarat in September and October 1988 during which participatory rapid rural appraisals were conducted by and with villagers and AKRSP staff in two villages (McCracken 1988). In different ways, both the Kenya and Indian experiences were seminal for understanding and for the development of PRA. Subsequently, there was an explosion of innovation in India especially but not only in the NGO sector. At the same time, cross-fertilization and spread took place internationally. The small group of the Sustainable Agriculture Programme at IIED, with support from the Ford Foundation and SIDA, was decisively influential through its activities in Africa and Asia, and spread PRA and its methods through 30 substantial field-based training workshops in 15 countries and through publications and papers, especially RRA Notes: Manuals were written (e.g. McCracken et al. 1988; Gueye and Freudenberger 1990, 1991; Theis and Brady 1991).

2. ***Definition of PRA***

It has been questioned whether it is useful to define PRA as separate from RRA. One view is that labels do not matter. There is a plethora of labels for approaches and methods of learning about rural life and conditions. Many of the sets of practices overlap. There is continuous innovation, sharing and exchange. In this view, the only importance of a label is the sense of pride of ownership and originality which it gives, so strengthening commitment, enthusiasm and good work among its practitioners. Otherwise, there would be no point in defining an exclusive territory of activities for PRA or any other set of approaches or methods. The opposite view is that good PRA often implies radical personal and institutional change, and that the term should not be debased by being used for anything less than this. Moreover, if PRA becomes fashionable, many will label and re-label their work PRA, though when in fact it is still extractive rather than participatory, and when their behaviour and attitudes are unchanged. A balanced view may be that since we are concerned here with static terms – RRA and PRA - for combinations and fluxes of activities which are far from static, and which take different forms in different places, labels can help to define what belongs where. This may serve to encourage better performance.

Source- https://tamannakalim.files.wordpress.com/2013/12/participatorymapping.jpg
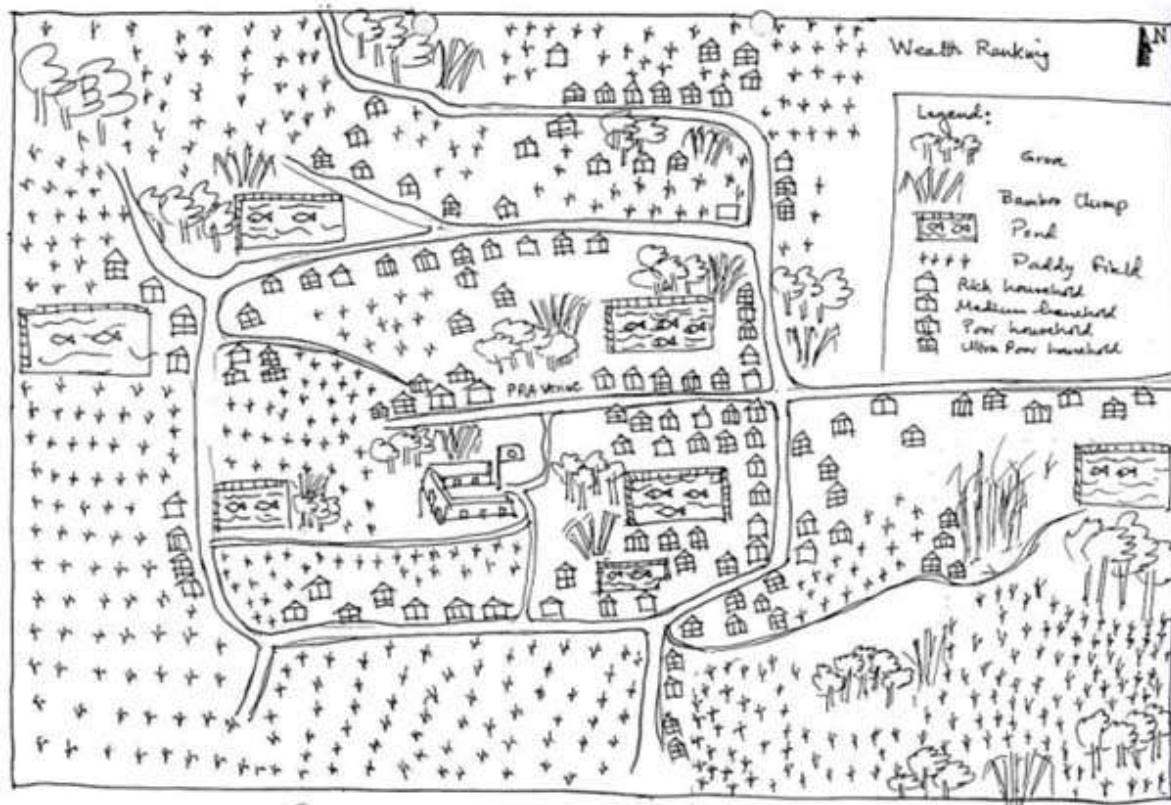
3. **The Principles of PRA**

For both RRA and PRA, good performance requires that practitioners and facilitators follow basic principles. Some are fully shared, and some have been additionally emphasized in PRA.

3.1 **. Principles Shared By RRA And PRA**

- *A reversal of learning:* to learn from rural people, directly, on the site, and face to- face, gaining from local physical, technical and social knowledge.
- *Learning rapidly and progressively:* with conscious exploration, flexible Use of methods, opportunism, improvisation, iteration, and crosschecking, not following a blueprint programme but being adaptable in a learning process.
- *Offsetting biases:* especially those of rural development tourism, by being relaxed and not rushing, listening not lecturing, probing instead of passing on to the next topic, being unimposing instead of important, and seeking out the poorer people and women, and learning their concerns and priorities.
- *Optimizing trade-offs:* relating the costs of learning to the useful truth of information, with trade-offs between quantity, relevance, accuracy and timeliness. This includes the principies of optimal ignorance - knowing what is not worth knowing, and of appropriate imprecisión - not measuring more than needed. As Keynes is reputed to have said: 'it is better to be approximately right than precisely wrong'.
- *Triangulating:* meaning using a range, (sometimes three), of methods, types of information, investigators and/or disciplines to cross-check (Grandstaff,Grandstaff and Lovelace 1987:9-10; Gueye and Freudenberger 1991: 14-16).
- *Seeking diversity:* this has been expressed in terms of seeking variability rather than averages (Beebe 1987:53-54), and has been described in Australia as the principie of máximum diversity, or 'maximizing the diversity and richness of information' (Dunn and McMillan 1991: 5,8). This

can involve sampling in a nonstatistical sense. It goes beyond the crosschecking of triangulation; for defined broadly it deliberately looks for, notices and investigates contradictions,anomalies, and differentness.
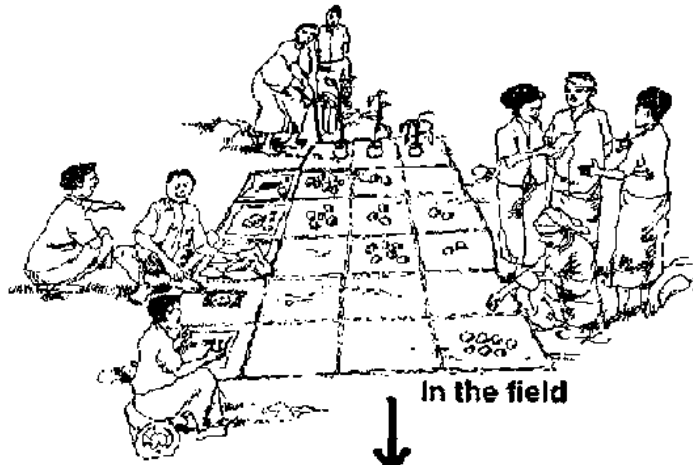
3.2. **Additional Principles Stressed in PRA**

- *Facilitating - they do it:* facilitating investigation, analysis, presentation and learning by rural people themselves, so that they present and own the outcomes,and also learn. This has been expressed as 'handing over the stick' (or pen or chalk). This often entails an cutsider starting a process and then sitting back or walking away, and not interviewing or interrupting.
- *Self-critical awareness and responsibility:* meaning that facilitators are continuously examining their behaviour, and trying to do better. This includes embracing error - welcoming error as an opportunity to learn to do better; and using one's own best judgement at all times, meaning accepting personal responsibility rather than vesting it in a manual or a rigid set of rules. Sharing of information and ideas between rural people, between them and facilitators, and between different facilitators, and sharing field camps, training and experiences between different organizations. All these principles are behavioural, since they are applied in practice by people doing things. But those shared by RRA and PRA are more epistemological, while those of PRA are more personal. And this difference indicates the new emphasis placed in PRA on the behaviour and attitudes of outsiders in their interactions with rural people, an emphasis which could usefully be part of future RRA as well as PRA.

4. *Utility: Practical Applications*

The experiential and anecdotal evidence for the utility of well-conducted RRA and PRA is now massive, but has not been adequately drawn together and analysed. RRA approaches and methods have been used for appraisal, analysis and research in many subject areas. These include agro ecosystems; natural resources, including forestry, fisheries and the environment; irrigation; technology and innovation; health and nutrition; farming systems research and extension; pastoralism; marketing; disaster relief;

organizational assessment; social, cultural and economic conditions; and many special topics. However, most of the applications that we know of can be separated into four types of process: participatory appraisal and planning, participatory implementation, monitoring and evaluation of programmes, topic investigations, and training and orientation for outsiders and villagers.

Source: Fithriedi, 1994
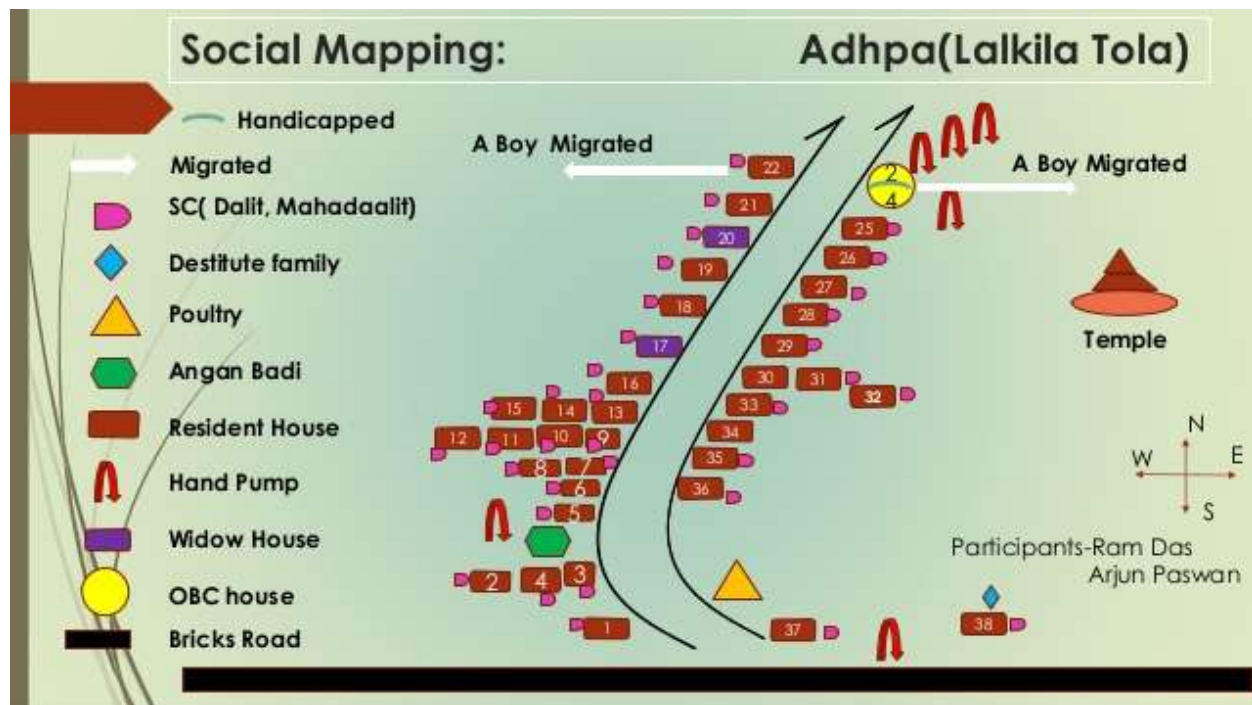
Source- http://www.nzdl.org/gsdl/collect/cdl/archives/HASH01ae/9feddff0.dir/p103.gif

5. **Participatory Rural Appraisal (PRA) Techniques**

Several PRA tools are available for data collection, however a few of these are discussed which will be used in rapport building as well data collection at the village level.

5.1 Social Map

Social Mapping: Adhpa(Lalkila Tola)

Social mapping is perhaps the most popular method in PRA. For many, in fact, it is synonymous with PRA itself. The focus here is on the depiction of habitation patterns and the nature of housing and social infrastructure: roads, drainage systems, schools, drinking water facilities, etc.

Social map is different from other regular maps in significant ways. For one, it is made by local people and not by experts. For another, it is not drawn to scale. It depicts what the local people believe to be relevant and important for them. Thus it reflects their perceptions of the social dimensions with their reality with the high degree of authenticity. In spite of there being many overlaps, a social map is different from a resource map. The latter depicts the natural resources – land, water sources, flora and fauna, etc. In certain cases, though, a map could be a rich combination of the two. This is a quite often so in the case of areas having a dispersed settlement pattern.

5.1.1 Applications

The chief feature of a social map is that it is a big help in developing a broad understanding for the various facets of social reality, viz., social stratification, demographics, settlements patterns, social infrastructure, etc. The diverse applications of social maps include:

☐ Developing a comprehensive understanding of the physical and social aspects of village life.

☐ Collecting demographic and other required information household – wise

☐ Providing a forum of discussion in high to unravel the various aspects of social life

☐Serving as a monitoring and evaluating tool.

Figure 2.1 Social Map of Chennadanapuram Village

Legend

S School
C Convent
⊞ Railway track
▬ Highway
⛩ Temple
🏤 Post Office
★ Anganwadi
⛲ Bore well
Chawadi

	3-5 Years	6-11 Years
Enrolled		
Boys	⊙	⬨
Girls	◎	⬨
Un-enrolled		
Boys		+
Girls		⊕
	Boys	Girls
Drop-outs	△	△
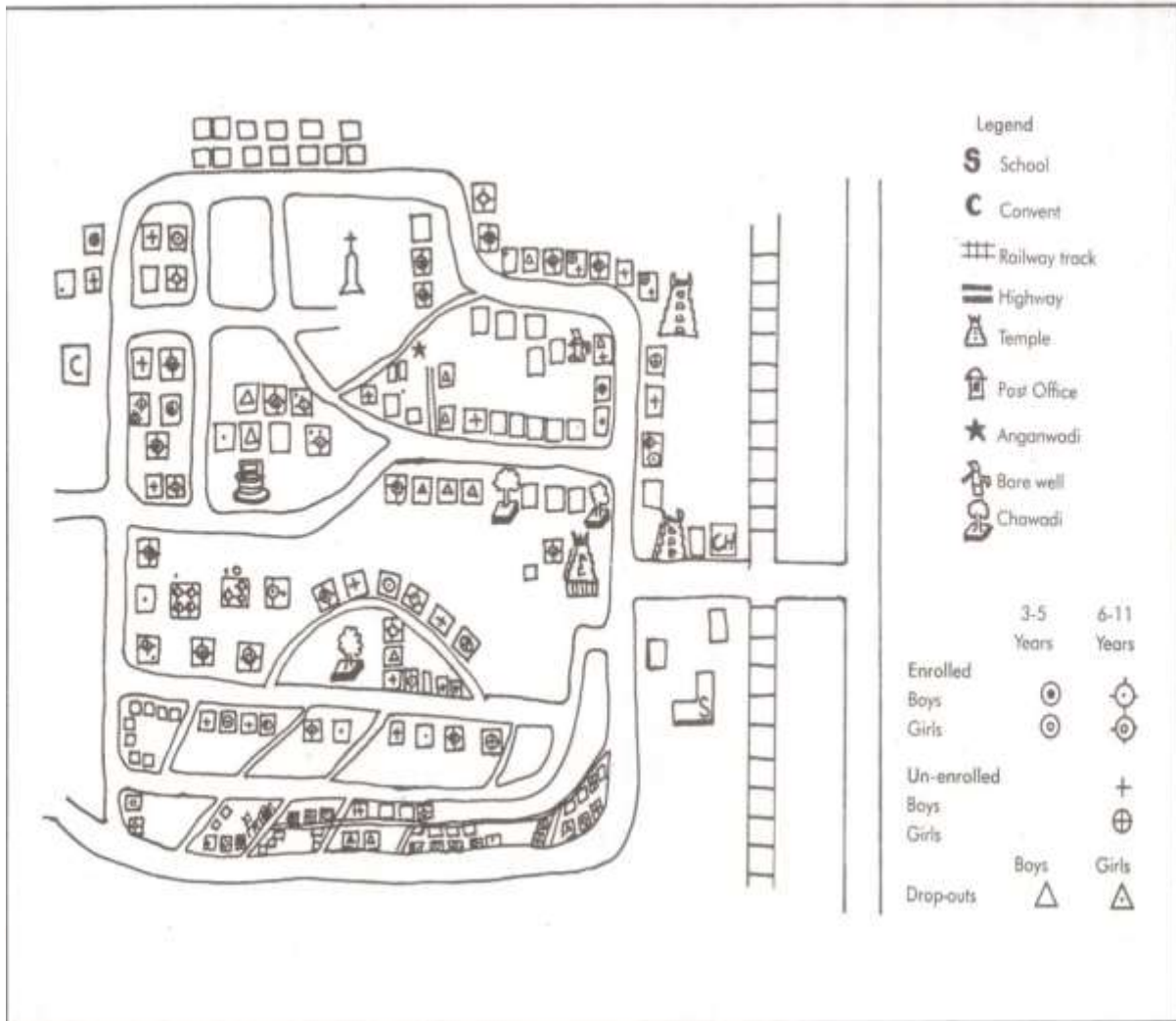
.5.2 Resource Map:

Resource map is one of the most commonly used PRA methods next to social map. While the **social map** focuses on habitation, community facilities, roads, temples, etc., the **resource map** focuses on the natural resources in the locality and depicts land, hills, rivers, fields, vegetation etc. A resource map may cover habitation as well. At times, the distinction between the resource and social map may get blurred.

A resource map in PRA is not drawn to scale. It is done not by experts, but by the local people. The local people are considered to have an in-depth knowledge for the surroundings where they have survived for a long time. Hence the resource map drawn by the local people is considered to be accurate and detained. It is important to keep in mind, however, that it reflects the people's perception rather than precise measurements to scale. Thus, a resource map reflects how people view their own locality in terms of natural resources.

5.2.1 Applications

Resource maps have been used for depicting of various aspects related to the natural resource management of a locality including:

☐ Topography, terrain and slopes

☐ Forest, vegetation and tree species

☐ Soil-type, fertility, erosion and depth

☐ Land and land use, command area, tenure, boundaries and ownership

☐ Water, water bodies, irrigation sources, rivers and drainage

☐ Watershed development, various soil and water conservation measures, denuded areas, etc.

☐ Agricultural developments, cropping pattern, productivity, etc.

Resource maps have been found especially useful because they provide a focussed spatial structure for discussion and analysis.

5.3. Transect walk:

Transect is another PRA method used to explore the spatial dimensions of people's realities. It has been popularly used for natural resource management. It provides a cross sectional representation of the different agro- ecological zones and their comparison against certain parameters including topography, land type, land usage, ownership, access, soil type, soil fertility, vegetation, crops, problems, opportunities and solutions.

Though natural resources remain the focus of any transect, this does not mean that there is no place for the depiction of social aspects. Various social aspects for e.g., the caste and ethnic determinants of a settlement access and control and gender-related dimensions are captured in detail, depending upon the objectives of the exercise.

A transect is different from resource map despite areas of overlap. The resource map provides a bird's eye view of the locality with a focus of natural resources. A transect, however depicts a cross sectional view of the different agro- ecological zones and provides a comparative assessment of the zones of different parameters. It is generally done after a resource map and, therefore, helps in triangulation. It also helps in taking forward the process of problem identification and planning for the development of the natural resources in the area.

5.3.1Applications

Transects has been used for various purposes including:

☐ Appraisal of natural resources in terms of status problems and potential

☐ Verification of issues raised during other PRA exercise particularly during social mapping, natural resources mapping, etc.

☐ Planning of various interventions and checking the relevance of the planned interventions

☐ Monitoring and evaluation of interventions and projects.

Source- https://i.pinimg.com/originals/7e/00/f3/7e00f377a436eeb668174c406a07b612.jpg
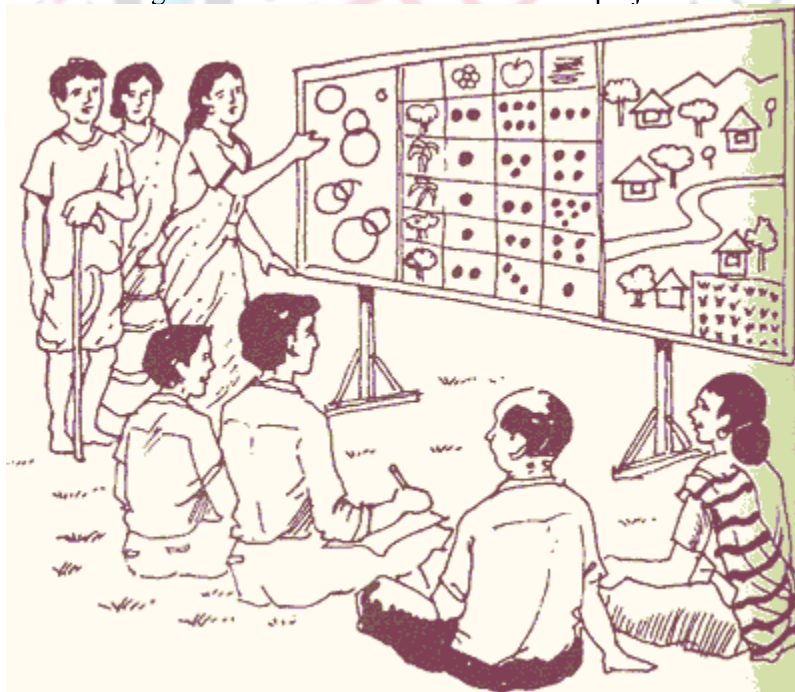
5.3.2. Timeline:

Time line is an important PRA method quite commonly used to explore the temporal dimensions from historical perspective. Time line captures the chronology of events as recalled by local people. It is drawn as a sequential aggregate of past events. It thus provides the historical landmarks of a community individual or institutions. The important point to note here is that it is not history as such but events of the past as perceived and recalled by the people themselves.

Applications

The time line method helps:

☐ To learn from the community what they consider to be important past events.

☐ To understand from the community the historical perspective on current issues.

☐ To generate discussions on changes with respect to issue you are interested in, e.g., education, health, food security, gender relations economic conditions, etc.

☐ To develop a rapport with the villagers, since a discussion about the past of the village can be a good non threatening and enjoyable starting point.

5.4 Seasonal Map:

Seasonal diagram is also called seasonal calendar, seasonal activity profile and seasonal analysis. Seasonal diagram is one of the popular PRA methods that has been used for temporal analysis across annual cycles, with months or seasons as the basic unit of analysis. It reflects the perceptions of the local eople regarding seasonal variations on a wide range of items. Seasonal diagrams, however, are not based on statistics, though they may be triangulated against secondary or primary data in order to verify the information generated.

Seasons are an integral part of people's lives and exert an important impact upon the livelihood of the local people, particularly in rural areas. Seasonal diagrams have been used to explore what happens during the year and when. Quantification and depiction of the magnitude of the various activities adds to their utility and richness.

5.4.1Applications

Seasonal diagram helps to identify heavy workload periods, periods of relative ease, credit crunch, diseases, food security, wage availability etc. It has proved to be useful in project planning, i.e., when to implement various activities. It has been used to identify periods of stress and to plan for when intervention is most required. With a seasonal diagram it is possible to identify and analyse the livelihood pattern across the year. The major strength of seasonal analysis is that it depicts a range of items and their magnitudes, which helps in understanding how these items are related to and influence one another. These relationships can be quite revealing.

Figure 3.15 Seasonal Diagram: Agriculture and Education

Village: Aukpa-Adoka, Nigeria   June 1999

Criteria \ Months	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT
Happiness 5=high 1=low	3	5	5	4	2 • Drinking water	4	5 • Children day and matches	2 • No money • Farming	1 • No food • Work load	5 • Yam • Vacation	4	5
Proposed Change								Vacation	Vacation			
School expense (Th = Text & note book, C = Extra classes, F = Fee, P = Pocket expenses, B = Bus fare, E = Excursion)	P 200 B 20	P 200 B 20	C 100 F 200 P 200 B 20	E 100 P 200 B 20	P 200 B 20	C 100 F 400 P 200 B 20	E 100 P 200 B 20	P 200 B 20	P 200 B 20	P 100 B 20	TN 2600 C 100 F 400 P 200 B 20	E 100 P 200 B 20
Students' attendance (◉ Present / ◯ Absent)												
Diseases children suffer from				← Measles →	← Typhoid → / Running stomach →		← Headache · Sore throat →			Malaria		→
Activities children engage in	Farming, harvesting hunting, football			Harvesting honey, clearing farmland, trading in yam, hunting, fishing			Prepare yam heaps, planting, trading in yam, hunting, fishing, football			Planting of tomatoes, pigeon pea, beni seed; football		

Participants: Ocheme Amesh, Timothy S. Akor and others.
Facilitators: Somesh Kumar, Paul and Andrew