COURSE ON DECENTRALISATION TO LOCAL GOVERNMENTS;

SETU Abhiyan

Background:

The Kutch Nava Nirman Abhiyan, as part of a larger proposal to strengthen grassroots governance, citizenship and the political economy of rural Kutch, proposes to establish a Leadership and Research Centre on Decentralised Governance, in order to engage with change makers within civil society, key Local Government (Panchayat) leaders and grassroots administrators. The Centre will put in place a Learning Hub, which will, amongst other activities, undertake structured knowledge building on good decentralised local governance. One of the core interventions of the Learning Hub is to develop a Course/Program on Local Governance and Citizenship. The objective of the course is to equip change agents in decentralized governance with the theory and practice of decentralized governance. This course is proposed to be offered to 90 participants, in two batches of 45 each. The first programme will be arranged between November 2010 and April 2011 and the second, between May 2011 and October 2011. Each batch will go through three one-week (7 working days) on-site programmes (Modules), which will be held in Kutch. Tentative dates for these one week Modules are as follows:
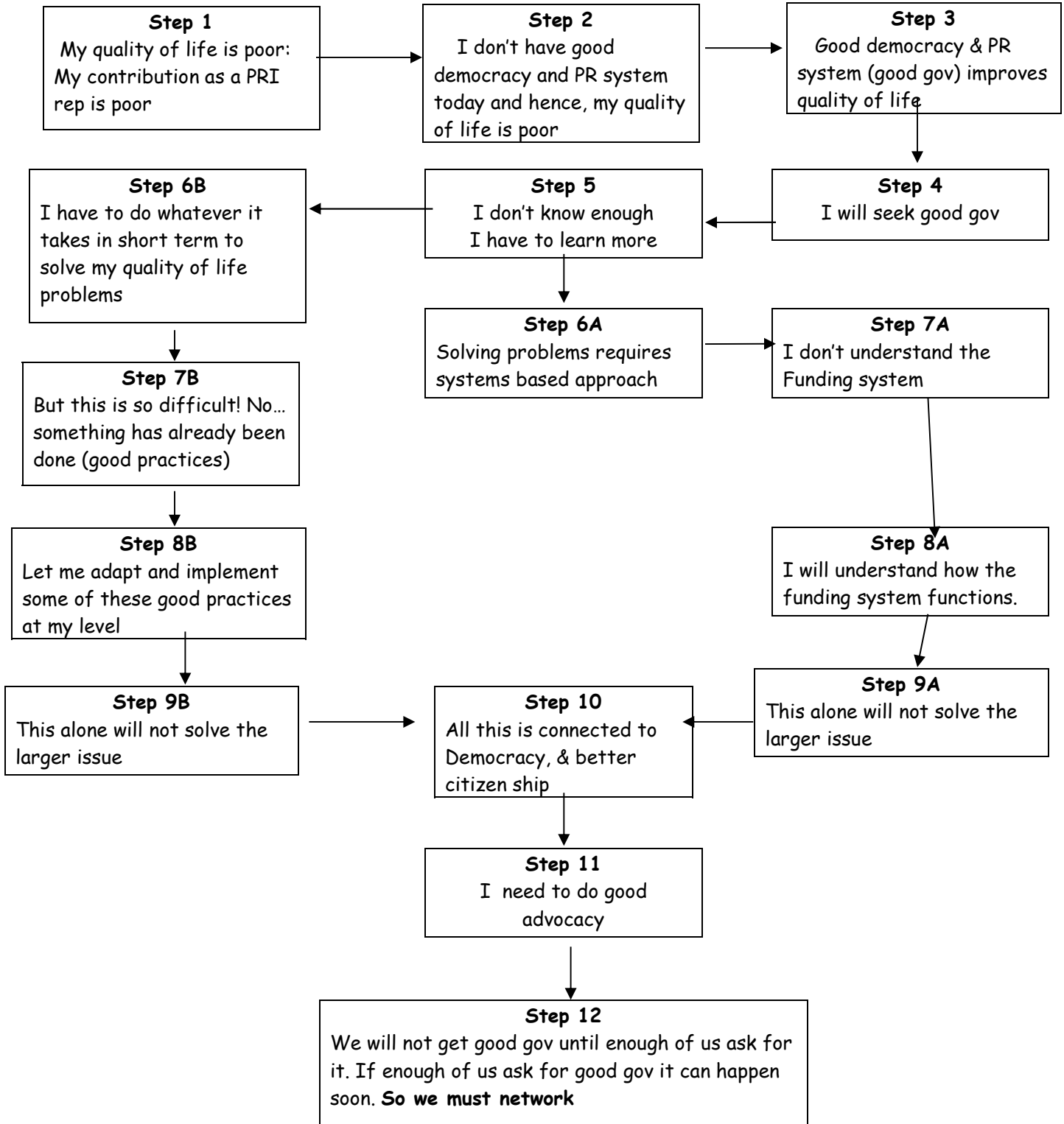
First batch		Second batch	
Module	Period	Module	Period
1	November 2010	1	May 2011
2	January 2011	2	July 2011
3	March 2011	3	September 2011

There will also be activities designed to be undertaken during the intervening period, between courses.

Participants will be drawn from the leadership of Setu facilitation Centers, a few members of civil society engaging with local governments (from and outside Gujarat State), elected representatives and officials of LGs.

The programme is designed to be very interactive and to provoke participants to think about several points of view. Talks and presentations would be interspersed with films, debates and panel discussions. The three modules are named **'Prajatantra' (democracy), 'Adhikar' (rights)** and **'Bhavishya' (future).** The programme is based on a flow chart of motivation, which is given below:

Flow chart of motivation prompted by the course

Step 1
My quality of life is poor:
My contribution as a PRI
rep is poor

Step 2
I don't have good
democracy and PR system
today and hence, my quality
of life is poor

Step 3
Good democracy & PR
system (good gov) improves
quality of life

Step 4
I will seek good gov

Step 5
I don't know enough
I have to learn more

Step 6B
I have to do whatever it
takes in short term to
solve my quality of life
problems

Step 6A
Solving problems requires
systems based approach

Step 7A
I don't understand the
Funding system

Step 7B
But this is so difficult! No…
something has already been
done (good practices)

Step 8A
I will understand how the
funding system functions.

Step 8B
Let me adapt and implement
some of these good practices
at my level

Step 9A
This alone will not solve the
larger issue

Step 9B
This alone will not solve the
larger issue

Step 10
All this is connected to
Democracy, & better
citizen ship

Step 11
I need to do good
advocacy

Step 12
We will not get good gov until enough of us ask for
it. If enough of us ask for good gov it can happen
soon. **So we must network**

It is expected that participants for the course will be coming with well honed, but diverse experiences and would have already reached Step 5 in the flow chart ('I don't know enough and have to learn more') before the course. Therefore, the idea is not to only lecture to them, but to also give them the time and space to reflect upon their experiences so far. Their energies will then be gently funneled into the succession of thoughts in the flow chart.

The design of the Modules, with explanatory notes as to the content and methodology adopted, is described below:

Module 1; Prajatantra:

Module 1 is intended to achieve two distinct purposes. First, it aims to build camaraderie amongst the participants, which will be useful for them to network and learn from each other (we are not aiming for competition amongst participants, but at achieving the highest possible grown potential for each individual, in which teamwork amongst them will play an important part). In this direction, it will also equip participants with practical skills to network electronically with each other and the faculty, during the intervening periods between the courses, and use online course material (both developed as a part of the course, as well as from outside sources). Second, it will take participants through a basic understanding of democracy, governance and decentralization. The content of Module 1 will cover:

- Creating ones' digital presence for better social networking;
- Democracy and local democracy
- Essential features of the 73rd and 74th amendments
- Reservations and inclusion in Panchayats
- An introduction to fiscal federalism.
- Assigning functions in a multi-order governance system; Activity mapping
- Parallel bodies and their implications for Panchayati Raj
- Dealing with parallelism
- Issues and challenges in fiscal decentralization:
- Understanding the government budgeting system from the national to the local level
- Practical experience in analyzing budget envelopes at the field level
- Tax assignments, own revenues of Panchayts, theory and practice.
- Decentralised planning; human development:
- Overview of data collection, presentation and GIS mapping.
- Spatial planning,
- Consolidation of plans by DPCs,
- Monitoring and evaluation of plan implementation
- Social audit,
- Right to information Act,
- Understanding government procurement systems

The course design of Module 1 is in Annexe 1. This is to give an indication as to how the one-week courses will be arranged.

Field activities between Modules 1 and 2:

Seminar papers will have to be prepared by the participants for presentation during Module 2. The following subjects will be the focus of these seminar papers:

- Recording and critical appraisal of an actual decentralized planning exercise ;
- Analysis of elected representative aspirations,
- Critical examination of social audit and other transparency initiatives in the district,
- Exercises in unraveling the budgets of departments located in the district

Module 2: Adhikar:

Subjects to be covered during this one week course will be as follows:

- Fundamental rights, Writ jurisdiction,
- Public Interest litigations,
- Natural resources management,

- Important laws and their implications:
  - PESA,
  - Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006,
  - National Resettlement and Rehabilitation Act,
  - National Rural Employment Guarantee Act,
  - Right to Education Act,
- Compensation and benefit sharing mechanisms
- Research methodology

Field Activities between Modules 2 and 3:

Research topics will be selected by the participants, in consultation with the faculty.

Module 3: Bhavishya:

- Presentation of research papers
- Disaster Management,
- Economic development and local governments,
- Land development, land use, zoning, laws and issues
- An introduction to climate change and its implications on local governance.

Annexe

Draft programme for Module 1: Prajatantra

Day 1: Monday: Introductions and creating ones' digital presence;

Sl No	Training session	Content	Approximate Duration
1	Opening session	A brief introduction to the course Sushma Iyengar, T.R. Raghunandan	900 hrs to 930 hrs 30 minutes
2	Building your digital presence	Hands on session for building one's digital presence on the internet for better social networking Parimala Inamdar, The Aquarians	930 hrs to 1100 hrs 1 hour, 30 minutes
Tea break; Time for each participant to go to photo bay and get photographed; put up brief biodata on notice board			1100 hrs to 1130 hrs 30 minutes
3		Bldg digital presence (contd) Parimala Inamdar	1130 hrs to 1330 hrs 2 hrs
Lunch			1330 Hrs to 1415 Hrs 45 mins
4	Introduction session	Each participant is invited to give a brief introduction (4 mins), followed by a first person account of a significant and memorable experience in the development sphere. Compered by Parimala, Raghunandan, Sushma,	1415 hrs to 1615 hrs
Tea break			1615 to 1630 Hrs
5	Introduction session	Brief introductions continued	1630 hrs to 1730 hrs 1 hour
6	Voting session	Participants to vote on the introductions	1730 hrs to 1800 hrs 1/2 hour

Notes on the training design for Day 1:

Day 1 therefore is devoted to getting to know each other better, as also equip participants with the tools to network with each other, during the course and beyond. It ends with a practical demonstration of the power of democracy, thereby setting the tone for what lies ahead in the course.

Session 1:
In the first session, one will outline the training programme, the pattern of the different sessions and the opportunities for interaction that are provided. Some of these are[1]:

The introboard;
Where participants can put up their profiles, where they work and what they are doing on the field.

The guruboard:
Where participants can put up details of matters where they have some skills and can teach others; these could include diverse skills, ranging from some special experience gained. This will give participants the opportunity to become mentors.

The introboard and *guruboard* concept will also be online (please see the notes on session 2).
The photo session during the first tea break:
Every participant can come to the photo bay on the first day, and get himself/herself photographed. These photos will be put up on the intro-board and also e-mailed to everyone. They will also go into a photo sheet containing contact details, so that participants can have a quick reference sheet.

The democracy wall:
A place where all other miscellaneous feedback forms and other charts etc. can be placed.

Sessions 2 & 3[2]:

'Digital Presence' focuses on 'presence' and subsumes the idea of 'networking'. Building one's 'Digital Presence' will work positively at many levels in a pedagogic sense. In fact, it enables the participants to start social reporting from day 1. It will give learners a real world case – the Workshop - around which their learning of the communication medium will be anchored. This is better than some vacuous learning of IT skills that merely show off functionality. Once digital presence of each participant is created, the Workshop will provide fodder and inspiration for postings as it happens. The creation of an online version of *guruboard* and *introboard* on Day 1 will give concrete experience of the powers/limits of the internet medium, for their purpose.

Being in the physical presence of each other for the rest of the course, after learning how to create their digital presence will give participants the opportunity to peer teach and troubleshoot the technical stuff. Understanding and use will be better embedded through the practice, perhaps off hours at the end of each day, of uploading, writing and posting the days' events. As the workshop matures over days, hopefully, their postings also will. That way content generated during the 3 days could go online and be a direct proof of the concept of social reporting of the workshop. By the time they leave, one hopes they will be solidly connected digitally because from day 1 they have built their physical as well as digital connectivity, in parallel and in tandem. If a strong networking system is naturally evolved in this manner, it will have tremendous value for the continued online support that is envisaged between participants and faculty during the course.

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[1] This approach is adapted from what was observed at the SDC Conference held in Delhi from 16-20 November 2009.
[2] This is adapted from a note sent by Parimala Inamdar.

Sessions 4 & 5: Introduction by participants:

In the introduction session, each participant will be invited to the speaker's chair. (All participants sit in a circle). All participants will be filmed. The gist of what each participant said will be put up on the democracy wall. Participants can vote for the best 4 or 5 introductions, which will be uploaded on youtube by evening.

Day 2: Tuesday: Democracy, local democracy, the politics of local democracy in India;

Sl No	Training session	Content	Approximate Duration
7	Recap	Recap of previous day and introduction to current day	900 Hrs to 930 hrs 30 mins
8	Talk	Democracy and local democracy – the story of the 73rd and 74th amendments Mani Shankar Aiyar, MP	930 Hrs to 1100 Hrs 1 ½ Hr
		Tea break	1100 to 1115 Hrs
9	Role playing	Assignment of roles to participants and debating a plan to devolve power and responsibilities to the Panchayats.	1115 Hrs to 1315 Hrs 2 Hrs
		Lunch break	1315 to 1400 Hrs, 45 mins
10	Panel discussion	The reservation system in the Panchayats I suggest Suman Kolhar, former Vice Chairperson of the Bijapur ZP (we also need to get some more speakers – Sushma, Preeta and Swati to suggest).	1400 to 1500 Hrs. 1 hr
		Tea break	1500 to 1515 Hrs 15 mins
11	Film	Viewing of film, 'Taking office', followed by discussion on what lessons can be learnt from the film.	1515 to 1700 Hrs. 1 3/4 hours

Comments on the training design for Day 2:

Session 9: Democracy and Local Democracy:

No-one can tell the story of how the 73rd and 74th amendments came about like Mani Shankar Aiyar. He lived through it, has a phenomenal memory for the details and is a great raconteur, equally at home in Hindi.

Session 10: Role playing exercise:

The role playing exercise is devoted to a discussion on the politics of Panchayati Raj. Most of those who work on decentralization harbour the belief that it is the lack of political will that lies at the root of badly functioning Panchayati Raj. This is often a convenient conclusion, because it enables

people at one stroke to distance themselves from being part of the problem or having anything to do with its solution. Discussing the politics of Panchayati Raj is intended to have a cathartic effect and act as a safety valve. This session, would also be an effective contrast to the previous session on the vision of decentralization in India.

The role play would hopefully result in bringing home the message that institutional design (and therefore, the theories of institutional design) are paramount if we want to have a well functioning inter governmental system. In other words, emphasizing that we must take a systems approach to Panchayati Raj. How it will be conducted is described below:

First, some controversial statements such as those listed below will be put on the notice board.

- All 29 matters listed in the constitution should be fully devolved to the Panchayats.

- State and central schemes, particularly the centrally sponsored schemes, should be abolished.

- All funds coming to the Panchayats should be untied.

- The post of district collector is an outdated colonial legacy and should be abolished forthwith. The ZPs should have the right to pick and choose whom they should post as CEO of the ZP. The CEO must be answerable to the ZP and his CR should be written by the ZP Chairperson. Similar arrangements should be there for the BDO and GP Secretaries

- Panchayats should first collect their taxes and only the balance of their expenditure needs should be given to them.

- All funds should be sent directly to the Panchayats, just in time.

Each participant will be asked to give his/her viewpoint on these observations. From these remarks, the mindsets of the participants we will internally and unobtrusively gauged for our internal purposes and they will be classified into 3 categories.

(a)   Those participants who are largely skeptical about the capabilities of panchayats (Category A),

(b)   Those who believe in the power of local democracy (Category B) and

(c)   Those who think that there is no political will to devolve (Category C).

These categorizations are not to condemn or to praise participants, but only to serve the limited purpose to assign them roles in the role play, (described below). The idea is to position participants into roles that are _opposite_ to the mindsets that they have, so that they realize that there can be another point of view.

Assignment of roles:

Persons identified as Category A will be given a choice to assume the following roles through drawing of lots:

(a) GP Sarpanch	(b) Intermediate Panchayat President	(c) ZP President
(d) GP Ward Member	(e) Intermediate Panchayat Ward Member	(f) ZP member
(g) GP health standing committee chairperson	h) Intermediate Panchayat health standing committee chairperson	(i) ZP health standing committee chairperson

Persons identified as category B will be given the choice of assuming the following roles:

(a) Chief Minister	(b) Finance Minister	(c) Rural Development and Panchayati Raj Minister	(d) Finance Secretary
(e) Planning Secretary	(f) Secretary Health	(g) Director Health Services	(h) Contractor for construction of hospitals

Persons identified as falling in category C will be given the choice of assuming the following roles,

(a) District Minister	(b) MLA	(c) SHG federation leader
(d) Health related NGO working at the Grassroots	(e) Employees association president	(f) e Governance expert

Following this categorization, I will assume the role of a political party president or mentor of the Chief Minister, who decides that the State has to go in for a big bang devolution of powers and responsibilities to the Panchayats. After considering this scenario, each participant will again be called to voice his or her views on devolution to the Panchayats *from the viewpoint of the role he/she is playing.*

The session will conclude with a discussion on harmonizing the different views on decentralization We will wrap up the session, by highlighting that *where you stand depends on where you sit!*

Session 11: Panel discussion:

The panel discussion will be on the issue of reservations in the Panchayats. Following a brief presentation on the pattern of the constitutional provisions on reservation, we will throw open the discussion on some questions that still dog reservations, and crop up every now and then. These include:

- Are there biases that prevent women and deprived communities from contesting even now (rejection of nomination forms, sneering by men, pressure to contest only from reserved seats)

- Is the rotation of reservations every 5 years actually counter productive, because it does not allow persons who gain experience to remain in the system?

- What is the real ground situation on reservations? Do men still control everything behind the scenes, or are these just bad stories highlighted by the media?

- Is is fair to impose other restrictions, such as educational qualifications, the two child norm etc., which are not spoken about in the constitution?

- What are the implications of the recent Supreme Court judgments on reservations in Panchayats (the Jharkhand case, the Krishnamurthy case)

I have suggested Suman Kolhar, because she has been a long standing and articulate champion of Panchayati Raj. We can suggest other people also, particularly from Gujarat & Maharashtra, with whom the participants can relate better.

Session 12: Film and discussion:

The film, 'Taking Office' (in Kannada and Malayalam, with English sub titles. One can have hindi or gujarati sub titles, given enough time, with the permission of the producers – D&N productions) comprises of a series of unscripted interviews with Panchayat representatives and discussions between them. The subliminal message in the film is again about getting institutional designs right. The film adds another intriguing dimension to the whole political debate on Panchayati Raj. We will emphasise that there are several interplays of politics and institutional design in Panchayati Raj. We left participants yesterday with the thought that 'where they stand on decentralization, depends on where they sit'. Following the film, we ask them an additional question; does politics affect institutional design or does institutional design affect politics?

It is suggested that the film first be viewed by Sushma, Preeta and Swati. (Parimala and I have already seen it). The only doubt that I have is that the film is a little too long and since it is set in the south, the participants, who are predominantly from Gujarat, might not relate to it. Still, it is a powerful film and I have not seen any other, which hits so hard at what goes on behind the scenes as far as womens' participation in Panchayati Raj is concerned. I have spoken to Ms. Deepa Dhanraj, the producer director of the film about its use for the programme. She agrees that it might be used and has also offered to have it dubbed (or subtitled) in Hindi (even in Gujarati) provided she supervises the entire process and vets the language.

Day 3: Wednesday: Assigning functions in a multi-order governance system;

Sl No	Training session	Content	Approximate Duration
12	Recap	Recap of yesterday's events and introduction to current day's programme	900 to 930 AM 30 mins
13	Lecture & presentation	An introduction to fiscal federalism. T.R. Raghunandan	930 to 1030 Hrs 1 Hr

14	Presentation & discussion	Assignments of functions to Panchayats, Activity Mapping T.R. Raghunandan	1030 to 1130 Hrs 1 Hr
		Tea break	1130 to 1145 Hrs 15 mins
15	Presentation & discussion	Parallel bodies and their implications for Panchayati Raj T.R. Raghunandan	1145 to 1245 hrs 1 Hr
		Lunch	1245 to 1330 Hrs, 45 mins
16	Exercise	Practical exercises in Activity Mapping	1330 to 1530 hrs 2 hrs
		Tea break	1530 to 1545 Hrs, 15 mins
17	Debate & discussion	Innovative approaches to deal with parallelism - (service level agreements, PPP, RTI)	1545 to 1700 Hrs 1 ¼ hr

Comments on the training design for Day 3:

Session 13: An introduction to fiscal federalism:

This is a rather boring subject, because it deals with esoteric theory, but it is imperative, I believe, for a complete understanding of decentralization. To my mind, it is also never taught in any course anywhere in India! I'll try and make the subject interesting by making the discussion as interactive as I can. First one will elicit the definition of governments from the participants (government collects taxes and delivers public goods) and then describe how the theories of decentralization of governance evolved from the theories of Tiebout (who advocated distinct separation of powers, to Olson, Oates (the decentralization theorem), to Breton (competitive governments), to the latest second generation theories in fiscal federalism (Weingast and Oates – in his second avatar). All the time, I will try and involve the classroom in discussions, as I proceed to describe the evolution of thought in this subject.

Session 14: Functional assignments to Panchayats, activity mapping:

I will describe the principles that govern the assignment of functions to the Panchayats and the steps taken by the Central and State governments in this direction. I will use Gujarat[3] has an example and critically evaluate its approach to activity mapping.

I'm afraid, I seem to be monopolizing the sessions on this day, but I can't think of anyone else who can describe this process better (that's being modest!). Reinhold would be great, but then, will he be able to speak in Hindi?

Session 15: Parallel bodies and their implications for Panchayati Raj:

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[3] A large part of the work of analyzing the Gujarat PR act has been completed as part of my PhD work.

This presentation will describe the typology of parallel structures, and how they affect the functioning of local governments[4]. It will look at the government policies in this regard, and end with a critical evaluation of the Supreme Courts recent judgments in the MPLADs and Arkavathy cases, in which it has passed far reaching judgments on the scope and ambit of the Panchayats vis a vis schemes entrusted to them and parallel structures. With this presentation and discussion, one completes the all round view on assignment of functions; from the theory, to what ought to be done, to what is actually done.

Session 16: Practical exercises with Activity Mapping:

Participants will be divided into 5 groups and then given 1 hour to debate how they would undertake activity mapping for a given subject, based upon the inputs given in the last three sessions. The subjects chosen are water supply, agriculture, health services, education and roads & bridges. They will be undertake the activity mapping on the basis of inputs received in the previous sessions and asked to come up with a suggested pattern of assignment of functions to the various actors in governance, in the format given below.

Session 17: Innovative approaches to deal with parallelism:

From the theoretical exposure followed by the practical exercise described above, it will become clear to the participants that in practice, activity mapping cannot result in a precise and complete separation of powers between levels of government and parastatals. There has to be a collaboration between various actors. However, when the allocation of responsibilities are clear, then accountability structures becomes easier to design. When they are not, then accountability structures also have to be designed appropriately, so that nobody can escape or pass on the responsibility to somebody else. The question therefore is, if we have to live with structures that have overlapping responsibilities, then what would be the kind of accountability structures that need to be designed, in order to ensure that responsibilities can be fixed on the various actors. This session will start with a brief description of the alternative systems of accountability (service level agreements, PPP and RTI) and then debate their utility, as also suggest further innovations.

Broad category of function	Specific activity	Activity Mapping							
		Central govt	State Government	Local self-governments			Urban Local Bodies	Village level committee	Gram Sabha
				Panchayati Raj Institutions					
				District Panchayat	Intermediate Panchayat	Village Panchayat			

They will then be called upon to make presentations on their suggestions, which will be critically examined. This will give them practical exposure with the techniques of activity mapping, and the

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[4] A paper written by Mr. S.M. Vijayanand and I will form the backdrop for the discussion. Details are in the reading list.

practical difficulties in undertaking a clear and precise separation of powers between levels of government.

Day 4: Thursday: Fiscal decentralization in a multi order governance system

Sl No	Training session	Content	Approximate Duration
18	Recap	Recap of yesterday's events and introduction to current day's programme	900 to 930 Hrs 30 mins
19	Presentati on and discussion	Issues and challenges in fiscal decentralization: Ashutosh Dikshit, Joint Secretary, Ministry of Finance, Government of India	930 to 1100 Hrs 1 ½ Hrs
		Tea break	1100-1115 hrs
20	Presentati on and discussion	Understanding budget envelopes at the field level; a practical approach T.R. Raghunandan, Yamini Aiyar, Anit Mukherjee	1115 to 1245 Hrs 1 ½ Hrs
		Lunch break	1245 to 1330 Hrs 45 mins
21	Group work and presentati ons	Practical experiences in seeking budget transparency Know your Panchayat's budget Group work assisted by T.R. Raghunandan, Yamini Aiyar, Anit Mukherjee	1330 to 1530 hrs 2 hrs
		Tea break	1530-1545 hrs
22		Own revenues, viewing of film 'Hamara Panchayat, Hamara Nirdhar', a film on local taxation by Panchayats, followed by discussion on own taxes.	1545 to 1715 Hrs 1 ½ Hrs

Session 19: Issues and Challenges in Fiscal decentralization:

Ashutosh Dikshit was former PS to Mani Shankar Aiyar when he was Minister PR and is now Joint Secretary in the Ministry of Finance. He does an excellent presentation and lecture on the larger picture of fiscal decentralization, dwell upon the primary challenges at the Central and State government levels.

Session 20: Understanding budget envelopes at the field level:
Drawing from Ashutosh's lecture of the morning, one will describe the practical ways in which Panchayats (and those who work with them), can undertake an analysis of the local expenditure pattern and budgets of the government. The aim will be to give an understanding of how budgets can be deconstructed at the ground level, so as to find out how much money is being spent, and by whom, at the ground level.

Session 21: Know your Panchayat Budget:

A real life practical problem will be given to groups, to understand how to collect and analyse the budget of their Panchayat (or a real life Panchayat in Kutch district). For this purpose, the budget documents relating to Kutch district will be provided for to the participants. One can either

undertake the deconstruction of the budget in respect of one sector (for example, health, education, etc) or one can do it territorially, for the larger or more important schemes. Group work will be followed by presentations and critical analysis of these presentations.

Session 22: Local taxation; film and presentation:

The film ' Hamara Panchayat, Hamara Nirdhar' (Our Panchayat, our decision) is a training film[5] used for training of Panchayat members on raising of taxes. After watching this film, a presentation will be made on how taxes are to be determined and collected. The legal provisions of the Gujarat Panchayati Raj Act will be used to illustrate the aspect of how taxes can be collected. It will be useful for a Panchayat that has already undertaken good work in this regard to present their experience.

Day 5: Friday: Decentralised planning; human development:

Sl No	Training session	Content	Approximate Duration
23	Recap	Recap of yesterday's session and introduction to the day's session.	900 to 930 Hrs 30 mins
24	Panel discussion	Human Development, Human Happiness; thoughts on visioning for district planning Speakers to be determined	930 to 1100 Hrs 1 ½ Hrs
		Tea break	1100-1115 hrs
25	Presentation and discussion	Session on data and GIS mapping. Kamal Kumar Pal MD, Riddhi Management Services Limited.	1115 to 1315 hrs 2 hrs
		Lunch break	1315 to 1400 Hrs 45 mins
26	Presentation and discussion	A presentation on Kerala's experience with big bang devolution and the peoples' planning campaign, S.M. Vijayanand. Principal Secretary, LSGI Government of Kerala.	1400 to 1500 Hrs 1 hr
27	Presentation and discussion	Spatial Planning for the district; the Jaipur experience Swati Ramanathan	1500 to 1600 hrs 1 Hr
		Tea break	1600-1615 hrs
28	Presentation and discussion	Consolidation of plans by DPCs: Amitabh Singh, Debate, Bhopal	1615 Hrs to 1715 Hrs. 1 hr
29	Presentation and discussion	Monitoring and evaluation of plan implementation Sumedh Gurjar, YASHADA	1715 to 1815 hrs 1 Hr

[5] This film is shot in Kannada, but can be dubbed in Hindi. The film has been directed by Deepa Dhanraj. I have not seen a single other motivational film on improving tax collections by the Panchayats.

Session 24: Panel Discussion:

This session is aimed at provoking participants into thinking about the relevance of the entire planning process and to set the tone for the entire days' proceedings. Speakers will be chosen to approach planning from four facets, namely, the typical government driven process that focuses on obedient implementation of schemes, the UN sponsored MDG driven approach, the spatial planning approach and the Bhutan approach – measuring national happiness as opposed to national development. We will need to get somebody from the Bhutan National Happiness Commission, but it will be well worth it, because it will give a fresh insight into the whole purpose of planning.

Session 25: Using GIS and mapping tools:

K.K. Pal will take participants through the process adopted in West Bengal for using maps for Panchayat planning.

Session 26: Kerala's experience with decentralized planning:

Even though it is a little long in the tooth, Kerala's story needs to be retold, as it is the only State which still gives a largely untied financial allocation to the Panchayat. S.M. Vijayanand will give an account of Kerala's big bang approach and a description of the peoples' planning campaign.

Session 27: Spatial Planning, the Jaipur Experience:

Between 2006 and 2008, Swati Ramanathan of the India Urban Space Foundation led an exercise in preparing a comprehensive spatial plan for Jaipur District. This plan, even though it was not prepared by the DPC, was unprecedented in India because it did take into account the spatial requirements of various sections of the people and asked several questions on the patterns of urbanization in India. This session will give a unique insight into the problems associated with spatial planning at the district level. It will also be a good introduction into the issues that concern urban rural integration of plans.

Session 28: Consolidation of plans by the DPC:
Amitabh Singh will give an account of the process of consolidation adopted in Madhya Pradesh. While there is no spatial element in this process, it will focus on the coordinated implementation of socio-economic plans.

Session 29: Monitoring and Evaluation of Plans:
This session will draw upon the experience in Maharashtra with decentralized monitoring of the implementation of micro-plans by the Panchayats.

Day 6: Saturday: Accountability, social audit:

Sl No	Training session	Content	Approximate Duration
30	Recap	Recap of yesterday's session and introduction to the day's session.	900 to 930 Hrs 30 mins

31	Film and discussion	Film on social audits, followed by discussion (Sushma to provide, or MKSS?)	930 to 1100 Hrs 1 ½ Hrs
		Tea break	1100-1115 hrs
32	Role plays	Gram Sabha meeting	1115 Hrs to 1315 Hrs
		Lunch break	1315 to 1400 Hrs 45 mins
33	Panel discussion	Right to Information Act Interaction with Mr. Wajahat Habibullah?	1400 to 1500 Hrs 1 hr
34	Presentation and discussion	Issues and innovations in government procurement, transparency in procurement acts, community contracting, e-tendering	1500 to 1600 hrs
		Tea break	1600-1615 hrs
35		Goodbyes, feedback and briefing on the inter-session activities	1615 Hrs to 1800 Hrs. 1 ¾ hr

Session 31: Social Audit:

A film on social audit[6] will be followed by discussions. The points raised here will be the issue of whether social audits pin down the Gram Panchayat alone, without any concomitant responsibility on higher levels of government.

Session 32: Gram Sabha meeting:

Following a short laying down of the characteristics of Gram Sabhas in various States, this role play will randomly select persons to represent various actors in a Gram Sabha, such as the Sarpanch, the ward member, the defeated candidates in the Panchayat election, the Panchayat Sachiv and members of the community. Issues such as provision of foodgrains through PDS, NREGA implementation, getting road access, selecting beneficiaries for housing etc. will be placed before the Gram Sabhas and they will be required to record their decisions, and justify them in presentations that follow.

Session 33: RTI;

This session would give a brief overview of the Right to Information Act. It would be good if we could get Mr. Habibullah, Chief Information Commissioner, to interact with the participants.

Session 34: Transparency legislations and processes:

This session would give a brief overview and a critical appraisal of the effectiveness of processes for ensuring greater transparency in government functioning.

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[6] There are several films available, which can be obtained with permission from the producers. Sushma herself might have access to these.