CHAPTER 2

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Micro level planning, panchayati raj and training are areas of great interest to contemporary social scientists. The impetus given to the PR movement by the 73rd Constitutional (Amendment) Act brought MLP to the forefront of scholarly research, since panchayat administration and MLP always go hand in hand. The implementation of the 73rd Constitutional (Amendment) Act has exposed the deplorable inadequacy of the village leaders to cope with the demands of their office. This, in turn, has set scholars thinking about training and methods of training village panchayat presidents (VPPs). However, it must be borne in mind that the seeds of the modern PR movement were sown as early as the fifties and that social scientists have been interested in the several issues germane to PR administration since then.

Several books, handbooks and manuals have been brought out over the years on training, MLP and PR movement. Some of them deal with all these three areas, some limit themselves to either MLP or training, while some others deal with any two of these areas. Some of these are reviewed in this chapter.

A Manual for Participatory Training Methodology in Development (1955), published by the Society for Participatory Research in Asia (PRIA), New Delhi, provides valuable guidelines for designing a training programme and its various components.

Training for Community Development: A Critical Study of Method (1962) by T.R. Batten examines current training policies and practices, urges the need for further change, and, describes methods and techniques of
effecting attitudinal changes in trainees and of inculcating skill in working with people.

*Training for Development* (1967) by Rolf P. Lynton and Udai Pareek is regarded as the most comprehensive work on training and development and has been updated in subsequent editions in the light of training experience. It focuses on training as a means for changing behavior for lasting improvement on the job and maintains that training is most effective when viewed as a system of interaction between trainers and trainees.

*Management Training for Trainers* (1969) by A.P. Saxena provides useful literature on structuring a training programme, along with training methods and the role of trainers in designing and implementing the training programme.

*Training Function Identification and Implementation* (1970) by Saxena presents the various steps in the process of conducting a training programme. It urges an eye on optimum and expeditious use of resources and development of human resources and suggests some guidelines and approaches for training of trainers.

*Methodology of Training* (1972) by M. Wadhwani presents a brief outline of the components of a training programme, along with detailed training methods and techniques for use in various fields.

*Readings on Micro Level Planning and Rural Growth Centres* (1972), edited by Lalith K. Sen, gives an overview of MLP and its concepts and techniques. It also presents the process of planning through rural growth centres and its implications.
Training and Research in Rural Development 1966-1977: A Report (1997), published by llic National Institute of Community Development (NICD), Hyderabad, presents the contents of the training courses offered by NICD from 1966 to 1976 to various community development personnel, along with the training methods adopted.

Project Identification, Formulation and Appraisal (1977), a training programme report by B.S. Bharguva, C.S.Seshadri and Amal Ray, traces the history of training in modern India and urges the need to train project personnel and administrators in project formulation. It also provides an overview of the components of a training programme on project formulation conducted by ISEC, Bangalore.

Manual for the Preparation of Industrial Feasibility Studies (1978), published by United Nations Industrial Development Organisation (UNIDO), New York, presents the criteria, stages, steps and processes of preparing feasibility studies. It is recommended as a practical guide for preparing and appraising projects in developing countries.

Project Formulation in Developing Countries (1978) by P.K.Mattoo describes the systematic, step-by-step preparation of development projects, along with the various processes involved in it. It is recommended as a basic source for preparing projects in third world countries.

Projects: Preparation, Appraisal, Budgeting and Implementation (1980) by Prasanna Chandra presents the principles, methods and techniques relevant to the preparation of capital projects within the regulatory framework, tax structures and institutional requirements prevailing in India.
Education and Communication for Development (1980) by O.P. Dahama and O.P. Bhatnagar reports various research findings in the field of rural psychology, rural sociology, communication, administration, training, programme planning and extension methods. It provides an overview of rural development programmes in India and describes the various steps in developing basic approaches, concepts and methods for solving problems connected with rural education, training and communication.

Guidelines For Local-Level Planning in Rural Areas (1981), a report by UNESCAP of national workshops held in six Asian countries from December 1980 to April 1981, presents the experience and the learning of six Asian countries in local-level planning. It says that training of planners, monitoring of results and simplified planning methods deserve close scrutiny.

People in Development: A Trainer’s Manual for Groups (1982) by John Staley, based on rich experience of training, is intended as a resource for those engaged in training for development work, to be drawn upon in designing training programmes.

Schemes for Rural Development: Scope for Women—A Handbook (1982) by Rekha Dayal presents a list of 55 development schemes operated by nine Ministries and Departments in India, providing details like operating Ministry, name of the scheme, facility offered, and channel for flow of funds. It also highlights projects operating exclusively for various target groups like women, children, youth and artisans, along with their orientation. This book is very useful for administrators, planners, trainers and panchayat functionaries as a ready reference.
Blocks" (1985), an unpublished M.Phil, project thesis by A. liaswaran, presents the evaluation results of the functioning of four Village Planning Committees. It highlights the extent of people's involvement in the planning and implementation of village development projects and recommends an improved model for effectively channelising people's participation in the functioning of Village Planning Committees.

Village Planning Committee: Origin and Evolution (1986) by N. Markandanan records the organisation and the functioning of Village Planning Committees in the 30 service villages of GRI, Gandhigram, from 1980 to 1986 and explains the method of preparing village development projects by the people and the quadrangular model of appraising them. It recommends similar planning committees at the block and at the district levels.

Training Methodology and Management (1986) by D. Paul Chowdhry is a comprehensive book on all key aspects of training. It lays special stress on training methods and training aids and provides a useful sample training module.

Local Level Planning and Rural Development: An Alternative Strategy (1986), published by the UNAPDI, Bangkok, provides a strategy for local level planning suitable for third world countries. It is based on the field experience of its member countries. It suggests ways and means of promoting participatory planning and implementation of development plans.

"Training of Trainers: A Manual for Participatory Training Methodology in Development" (1987), published by PRIA, New Delhi, provides useful guidelines on designing a training programme and on methods of training, evaluation and follow-up, emphasising the participatory approach throughout.
Trainers' Manual on Developing Entrepreneurial Motivation (1987) by M.M.P.Akhouri, S.P.Mishra and Rita Sengupta presents the dynamics of motivation and training design and methods, along with suitable exercises for training.

Evaluation Methodology for Training: Theory and Practice (1987) by O.P.Bhatnagar provides exhaustive information on the various facets of evaluation, concepts, strategies, and methods of training, along with the assumptions, study design, measurement techniques, indicators of performance, and, instruments for measuring the impact of training. It presents the theoretical framework as well as practical exercises for each major concept.

Planning at the Grassroots (1988) by Kamta Prasad presents an in-depth analysis of the issues in grassroots level planning. It evaluates the recent Indian experience in MLP in terms of its methodological and organisational aspects, with suitable suggestions for improvement.

A Manual for Participatory Training Methodology in Development (1995), published by the PRIA, New Delhi, analyses participatory training and provides comprehensive guidelines on designing and conducting a training programme, along with a model training plan for panchayat functionaries.

Micro Planning at Village Level (1989) by M.Aram documents the genesis, organisation and functioning of the Village Planning Committee in two service villages of GRJ, Gandhigram. It also records the achievement of the Village Planning Committees in the 30 service villages of GRI.

Active Training: A Handbook of Techniques, Designs, Case Examples and Tips (1990) by Mel Siberman is a comprehensive book dealing with all
the main components of designing, conducting and evaluating training programmes, well supported by case examples.

"Monitoring And Evaluation of Poverty Alleviation Programme-Some Conceptual and Methodological Issues" (1990) by N.J.Kurian highlights the roles of and the contrast and the similarities between monitoring and evaluation. It examines monitoring and evaluation procedures, methods and processes and suggests some issues for consideration.

Local Level Planning and Rural Development (1990) by A.K.Pandey addresses the issues involved in people-oriented development planning, explores the conceptual and operational problems of local level planning strategy, and, provides some suggestions for effective local level planning and implementation of various rural development programmes.

"Evaluation of training in an Economic Framework" (1990) by R.C. Datta presents the meaning, importance and levels of evaluation. It proposes the use of cost-benefit analysis in training evaluation.

Development Through Village Level Planning A Case Study, Kimdrakudi Model (1990) by B.K.Jain and Thiyagarajan presents an account of the origin, growth, powers' and functions of the Village Planning Forums functioning in Kundrakudi villages, Tamilnadu, along with the annual plans and the method of framing and executing development plans by these organisations, with active people's participation in the process.

Decentralized Development: A Study of Village Development Boards in Naga/and (1991), published by the NIRD, Hyderabad, presents the evolution, composition, powers, functions, financial resource, fund management, planning process and model schemes of the Village Development Boards, which occupy the position and exercise the powers of PR
institutions in the State of Nagaland. It avers that rural people should be organised into viable communities so that they are able to participate effectively in the process of planning and implementation of projects meant for their own development.

*Readings in Decentralised Planning* (1991), edited by B.N.Yugandhar and Amitava Mukherjee, is the outcome of an international experts' group meeting on decentralised planning. It provides detailed guidelines for district planning and deals with concepts, resources, database, role of administrators and people, know-how to frame a district plan, and, training needs.

"Local Level Adaptive Planning: Looking to the Future" (1991) by Jules N.Pretty and Ian Scoones presents the summary of current experience in local level participatory planning approaches and explores the implications for organising, managing and institutionalising local level planning in different settings.

*Rapid Rural Appraisal for Local Level Planning, Wollo Province, Ethiopia* (1991), edited by Irene Guijt and Ian Scoones, presents a field-based training experience in the application of RRA methods for local level planning in Ethiopia. It provides a practical account of the use of RRA tools for systematic data collection and village development planning and for involving the community in planning and implementation.

A Handbook of Training and Development (1992) by N. Ramaswami presents the various aspects of training like trainer-trainee relations, problems and solutions in training, motivation, communication, and methods of imparting training.

Decentralisation: Mandal Panchayat System in Karnataka (1993) by Abdul Aziz is the report of a benchmark survey conducted during 1993. It highlights the pattern of decentralisation in selected parts of Karnataka. It recommends higher levels of participation by citizens in decentralised governance and offers useful guidelines with regard to planning and implementation.

SEARCH News 1 & 2 (January-June 1993) focusses on PR institutions, particularly in the context of the role of women in these institutions and emphasises the empowerment of women.

"Micro-level Planning and Participatory Rural Appraisal Techniques: Similarities, Potential and Training Needs" (1993) by Amitava Muklierjee presents the concepts, tools, techniques and principles of MLP planning and PRA and their need, context, users, required attitudes and limitations, based on the practical experience of the author.

"Training Programme in Participatory Rural Appraisal" (1993), the proceedings of a five-day trainers' training programme in PRA conducted at GRJ, Gandhigram, in 1993, edited by N.Narayanasamy et al., presents the rural outreach programmes of GRJ, an overview of PRA, the training methodology and the learning from the PRA exercise. It shows how the PRA method can be used as a tool for guiding the people in project preparation and implementation in villages.
Infective Project Planning and Management: (jetting the Job Done) (1993) by W.Alan Randolph and Barry Z.Posner provides comprehensive and practical guidelines to formulate projects in any field and presents ten rules for successful preparation, appraisal and completion of projects. This book is a culmination of experiences from several seminars, consultancy services, practical project formulation efforts, case histories of projects and studies of project management. It is eminently useful to trainers and practitioners.

Text Book of Project Management (1993) by P.Gopalakrishnan and V.E.Ramamoorthy is a research-based class-tested project management handbook. It provides a comprehensive picture of project planning and management and emphasises the key techniques with illustrations and case studies. It is a valuable addition to the field of project formulation.

Decentralised Planning and Panchayati Raj (1994), published by the Institute of Social Sciences, New Delhi, presents the experience of and lessons from experiments in decentralised government below the state level in the states of Karnataka and West Bengal, the pioneers and architects of political and economic decentralisation in post-Independence India; it urges the necessity of switching to a three-tier system of elected government backed by constitutional guarantees for any meaningful decentralisation; it warns of the perils of decentralisation in the absence of agrarian reforms; and, it discusses the various dimensions of decentralisation. The book is a valuable addition to the literature on local self-government and on decentralised planning.
Manual on District Planning (1994), a report published by the NIRD, Hyderabad, explains thoroughly the method of formulating projects at the district level.

SEARCH News 9.1 (January-March 1994) proffers useful suggestions on training strategies, with emphasis on training women in PR institutions.

Training Modules for Panchayati Raj Functionaries (1994), published by the Centre for Panchayati Raj, NIRD, Hyderabad, provides six useful training modules for training various categories of panchayat personnel, including VPPs.

Training of Trainers Course on Decentralised Planning (1994), being study material prepared by the Centre for Micro Planning, NIRD, Hyderabad, provides exhaustive reading material on multi-level planning, decentralised planning, district planning and village level planning, along with some methodologies, concepts, approaches, techniques, principles, resource bases, trends and experiences.

Strategies and Issues of Local Level Planning in Bangladesh (1994), edited by Salehuddin Ahmeud and S.J. Anwar Zahid, is the outcome of five one-week field-oriented training courses organised during 1993-94 in Bangladesh for evolving a manual of local level planning and management and two follow-up seminars organised at the Bangladesh Academy for Rural Development in 1994. The book provides an overview of the framework of management of local level planning in Bangladesh and presents the strategies of local level planning evolved on the basis of the training courses mentioned above. It advocates local level planning at village, union, thana and district levels as an important process to build a broad base for popular support to transcend the centralised and technocratic character of national planning.
level planning. This will facilitate the efforts to embark upon a process of participatory bottom up planning to prepare a pragmatic five-year macro development plan for the country. The book will be very useful for panchayat leaders, micro level planners, trainers and development administrators in India also.

*Panchayati Raj and Rural Development* (1995), published by the NIRD, Hyderabad, highlights the powers and functions of PR institutions in India and their role in decentralised planning and in social mobilisation. The book provides an overview of the various rural development programmes implemented through PR institutions.

*Panchayati Raj Institutions in India—An Appraisal* (1995), published by the NIRD, Hyderabad, presents the features of the PR institutions in those states of India wherein the appraisal was earned out and recommends devolution of powers and functions to PR institutions, a human resource development approach to training, and, preparation of guidelines and manuals.

*Panchayati Raj Institutions in Select States: An Analytical Study* (1995), published by the NIRD, Hyderabad, presents an analytical study of the patterns of devolution of powers and functions to the PR institutions in five States of India and suggests a general framework at the national level which can be taken as a guideline by the other states of India to devolve powers and functions to their PR institutions.

*Emerging Trends in Panchayati Raj (Rural Local Self-Government) in India* (1995), edited by S.P. Jain and Thomas W.Ilochgesang, presents the emerging trends in PR institutions in India and provides useful insights into the future perspectives in building up the PR institutions in the country. It recommends spelling out time limits for PR regulations and elections.
transfer to panchayats of the schemes and subjects in the Eleventh Schedule, designing of training programmes, devolution of powers, preparation of micro level development plans in a participatory manner, resource mobilisation at panchayat level, training of panchayat members, and, designing a syllabus for PR training.

*State-Level Consultation on Micro Planning and Panchayaii Raj* (1995) is a report submitted by Shanti Ashram, Coimbatore, to the Government of India. It highlights the history of MLP and the village as the unit of MLP and urges that MLP should be done by the village people.


*PRA at GRI: Looking Back at the Trodden Path* (1995), published by the PRA Unit, GRI, Gandhigram, presents the results and lessons of several PRA exercises conducted in villages. It also provides the concepts, principles, approaches, menu, tools and techniques, and processes of application and documentation, along with facilitating forces and challenges in the use of PRA methods.

*A Handbook for Training Strategy* (1996) by Martyn Sloman is concerned primarily with implementation in the field of training and development and provides a good deal of practical guidance through numerous questionnaires, survey instruments and specimen documents.

training module evolved and used for training elected women representatives of urban local bodies at GRI, Ganghigaram.

*Report of the Training Programme Conducted for Gram Panchayat Presidents* (1996), published by the Rajiv Gandhi Chair for PR System of GRI, Gandhigram, provides a model for a training programme of general orientation on the new PR system and its various aspects. It mainly focuses on motivating and awareness generation.

*Decentralised Governance in Asian Countries* (1996), edited by Abdul Aziz and David D.Arnold, is the product of an experience-sharing international seminar on governance as practised in six South Asian countries, viz., Bangladesh, China, India, Nepal, the Philippines and Sri Lanka. It provides an overview of the theoretical underpinnings of decentralisation, the origins of the various systems, their common and distinctive features and their efficacy in terms of ensuring the meaningful participation of people, along with first-hand field level accounts, and relates them to the larger issues of decentralised governance such as the electoral process, autonomy, people's access to power, financial adequacy, planning and implementation, and the participation of people and NGOs.

*Empowering People: Issues and Solutions* (1996), edited by G.Palanithurai, is the outcome of a national workshop on the new PR system. It presents the various issues overclouding the new system and the solutions for such issues along with an outline for participatory planning in the new PR system, its various stages, techniques and imperatives.

*Nagaratchi Thalaivar, Thunai - Thalaivar Matrum Unippinarkalukkana Payirchi Kaiyedu (Training Guide for the Chairpersons, Vice-chairpersons and Members of Municipalities)* (1996)
published in Tamil by the Tamilnadu Institute of Urban Studies (TIUS), Coimbatore, gives an overview of the functions of and financial management and budget preparation by the functionaries of municipalities.

*Uratchi Thaivarkal Payirchi: Uratchi Nirvaaga Nadaimurai Vilakka Knrippukal (Training Village Panchayat Leaders: Guidelines for Village Administration)* (1996), published in Tamil by the State Institute of Rural Development (SIRD), Chengalpet, presents the rights and duties of the panchayat chairpersons and detailed guidelines for administering the panchayats.

*Revitalisation of Panchayati Raj in India: Problems and Prospects* (1997), published by the Rajiv Gandhi Foundation (RGF), New Delhi, is an invaluable resource for research on peoples' perception of the State Panchayat Acts, administrative fiats of state governments, and, the response of the bureaucracy and the existing power elite. It also points to what needs to be done to realise the concept of self-governance at the district level and below to generate a panchayat-friendly atmosphere.

"Voices from Below" (1997), published by the RGF, New Delhi, a summary of the proceedings of 45 sub-regional workshops on panchayats spread over the length and the breadth of India, organised by the Task Force on PR constituted by the RGF, New Delhi, addresses itself to issues relating to proper implementation of state legislations on PR, including planning and development and training and motivation, and, recommends appropriate remedial action.

The special issue on panchayati raj of the *Journal of Rural Development*, 16.4 (October-December 1997), highlights the principles of district planning and their operationalisation. It urges that, in decentralised
planning, people should have a say in identifying their needs and local resources and also in formulating projects and determining project priorities. It also says that, while the choice of schemes will be made by individual local bodies, the District Planning Committee will coordinate them, taking consistency and linkages into account.

Successful Training Practice for Managers: Techniques for Personnel Development (Indian ed. 1997) by Alan H. Anderson is a 'how-to-do-it' book, giving precise and practical guidance from the design and development of training programmes to their implementation, evaluation and audit.

- The Tamilnadu State Planning Commission's Report of the Working Group on Decentralised Planning and Panchayat Raj (1997) traces the history of decentralised planning in India, provides a methodology for planning at the three levels, viz., village, block and district, and presents some training modules intended for various cadres of panchayat functionaries as well as for trainers.

Local Self-Government System in North-East India: An Appraisal (1997), edited by B.P. Maithani, is the outcome of an evaluation study undertaken in the 7 states of North-Eastern India and Sikkim. It offers an overview of the various semi-autonomous and self-managed indigenous local institutions at different levels, along with their formation, powers, functions and roles in planning and development. It also presents the strengths and the weaknesses of Village Councils and the cases of successful functioning Village Councils and Village Development Boards in Nagland and other North-Eastern States.
- "Participatory Training of Grassroots Health Workers" (1997) by Purvi Dass provides two training modules for participatory training of core trainers.

"Lack of Training Cripples Panchayats" (1997) in Panchayat Sandesh, 10, 11, 12 by B.R.Mehta points out the need for training panchayat functionaries and the implications of such training.

"Panchayati Raj Institutions in India" (1997), published by the NIRD, Hyderabad, in Panchayat Unnati News Letter, presents the present status of PR institutions, their powers and functions, and, the various rural development programmes implemented through panchayats. It describes the role of panchayats in decentralised planning and shows the pathway for preparing village panchayat plan, panchayat union plan and district panchayat plan.

"Participatory Training for Empowerment" (1997) by Namrata Jaitli presents the key principle of participatory training, steps in designing training programmes, choice of training methods, and guidelines in the process of designing a participatory training design.

"Panchayat Finance: An Overview" (1997), edited by Ravindra Thipse and Vaijayanthi Aphale, provides an account of the various internal sources of income to panchayats and the government fund allocation for panchayats in the Ninth Five-Year Plan.

Uratchi-Nagaratchi Arasukalil Thittamidal (Planning in Urban and Rural Local Bodies) (1997), a booklet in Tamil by Markandan, gives an overview of the content and process of preparing development plans in municipalities and PR institutions.
Panchayathu Thalaivarkalukkaana Payirchi Vilakka Kaiyedu (Training Handbook for Panchayat Leader) (1997), edited by G.Palanithurai, presents in Tamil the subject content of training related to the new PR system.


New Economic Policy and Perspective to Rural Development (1997), edited by R.P. Singh, presents the implications of the National Economic Policy on rural India and its impact on the poor masses living in villages. It insists on sensitising the administrators to train the panchayat functionaries in the role of the panchayats in safeguarding the rural poor from the adverse effects of the structural reform measures of the National Economic Policy. It is a very useful reference book for administrators, planners and trainers who are concerned about the training needs of the panchayat functionaries.

The present study received enlightenment from the study of all these materials on planning, decentralised planning, MLP, panchayats, and training. However, no single volume among these could provide complete guidance. Relevant points of illumination had to be culled from everyone of them. The
objective of the present study is to design a training strategy for training VPPs in MLP-an empirical exercise not attempted anywhere by anyone as yet in India. So the ideas drawn from several sources had to be adapted and modified to suit the specific purpose and the targeted beneficiaries of the proposed training programme and the local conditions, since, as Staley, in the preface to his book *People in Development: A Trainer's Manual for Groups*, says, "any course has to be designed to meet the particular needs of the group being trained and their own objectives."¹ It is relevant to quote here the word of caution sounded by Abdul Aziz and P.V. Shenoy in their paper "District Planning: Principles and their Operationalisation," regarding decentralised planning:

> decentralised planning experience being limited due to its recent origin, theoretical literature on the subject is yet to develop to a respectable level.... In the circumstance, any talk about principles of decentralised planning cannot but be tentative..., till such time as a set of sturdy principles emerge out of experience and research, the planner will have to be content with intuition and common sense....²

What Aziz and Shenoy have said about decentralised planning applies equally to designing a training strategy for training VPPs in MLP.
NOTES
