

Resource Centre for Panchayat Training and Democratic Processes

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Asia Department

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Sida Evaluation 01/05

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Preface

The embassy of Sweden entrusted this evaluation of the project on “Resource Centre for Panchayat training and democratic process” supported by SIDA and implemented by SUTRA. We were happy to see the emerging, vibrant confident panchayat mandali members taking up community issues and questioning their local elected panchayat officials. SUTRA has also used the three years project period to learn lessons, adjust contours of the strategy and charter the future course keeping in view the changing dynamics. The new panchayat elections of December 2000, the elected women who have new entered these panchayats and the amendment in the state panchayat law about sub gram sabha add to the challenge for SUTRA. We are sure that the next phase of the project can meet this challenge.

We would like to thank the embassy of Sweden who gave us this opportunity to see this social transformative process in HP villages. We thank SUTRA and its team and partners and, most importantly, the women and men in the PMs who gave us their time, cooperation and warm welcome to make our task not only fruitful but exciting.

Nirmala Buch
Rukmini Rao

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Executive Summary

Introduction

The project was supported by Sida and implemented by SUTRA for a period of three years starting October 1997. Financial support of INR 4,200,000 was provided for the three-year period. An evaluation of the Project was undertaken by Mrs. Nirmala Buch (Team Leader) and Dr. Rukmini Rao to assess systematically and objectively the project relevance, performance and success to date. The evaluation is to be forward looking, analyze the experiences and lessons learnt and make recommendations to ensure sustainability of the results. The evaluation is expected to feed into a possible second phase.

Methodology for evaluation

The evaluation team reviewed all the relevant project documents and held initial discussions with the DCS, New Delhi, to clarify Terms of Reference. The team spent 23rd to 28th December 2000 with SUTRA and held discussions with staff, partner NGOs and community members (men & women) in several villages. The team assumed the role of "friendly critic" reviewing the programme together with the project management. The insights gained are shared and made possible only due to the sharing of SUTRA & its staff. The draft of the report was presented in a meeting in DCS in New Delhi in which DCS and SUTRA participated.

Terms of reference

The Terms of Reference to be addressed were

1. The continued relevance of the project (approach, objectives, modality of implementations, etc.) with regard to the prevailing context.
2. The project outputs with regard to the expected end results.
3. The effectiveness of the approach/strategy being used to produce these results.
4. The efficiency of project management, including the quality, quantity and timeliness of delivery of inputs.
5. Early signs of potential impact and sustainability, including the contribution to capacity development.

Major observations

1. The initial objectives of the project to initiate process at the village level to support first time elected women members of the Panchayati Raj Bodies and set up Panchayat Resource Centres were modified early in the Project in consultation with Sida. The changes were brought about because the elected women representatives (Chairpersons) did not respond to training to become more accountable and transparent. Instead they were overwhelmed by the mainstream system. The objectives and approach of the project are still relevant and valid. But the shift from focus on support to elected women to only the questioning, demanding panchayat mandalis may marginalise these women instead of strengthening them. In fact, both activities still need to be carried out instead of only strengthening Panchayat Mandalis as a check on them.

The Panchayat Resource Centres demanded by elected women to serve as network centres were grossly underutilized and therefore closed down with the planned funds redirected to expanding the programme from 25 to 40 Gram Panchayats. However, the need of the net working is still valid. Alternative methods of networking can be explored and incorporated in the next phase.

2. The redesigned planned project outputs were met. At the end of the project period SUTRA & Partners were working in 42 Gram Panchayats and had set up 311 Panchayat Mandalis. 209 Awareness Generation Camps were held with the participation 5324 people. 40% of members in the Panchayat Mandali belonged to “weaker sections” particularly SC Community.
3. SUTRA together with its partner organisations has managed to reach out impressively in difficult terrain. They have also mobilized a large number of people to take the Panchayat Pradhan to task (and also to support in some cases) and demand for a more accountable and transparent Panchayat system. When this strategy was found to be inadequate to sustain the interest of the community they have added development planning and livelihood issues to keep up the momentum to ensure good governance. Advocacy issues at state level have met with partial success and this is commendable in view of the short period of the current project. SUTRA could benefit further by informing concerned officials of their initiatives in forming Panchayat Mandalis and the impact this has had on local communities.
4. The training inputs, monitoring and support to the community is found to be adequate. The voter education material developed was reported to have had good impact during the last election. The effort was to eliminate dummy candidates put up by powerful elite’s. However a future extension/ expansion of the programme would benefit from a review of the basic objectives and strategies to ensure strengthening democratic governance. Staff turnover has posed a problem and limitation to further strengthen the programme.
5. Early impacts are discernable in the confidence expressed and articulated by the community. It was also assessed that 15% of the Panchayat Mandalies could become self-sustaining. There was tremendous enthusiasm among the community members met, who articulated that the needs of the depressed sections were being looked at for the first time due to their organising. The community members recognised the important role played by women in putting forward their demands to officials in authority. The presence of Mahila Mandali Leaders who helped to develop local leadership was visible.

Recommendations

It is recommended that the project be extended for a second phase. To strengthen the ongoing initiative as well as meet the original objective of strengthening women elected representatives it is suggested that SUTRA and partners thoroughly review their strategies to create support to women in Panchayats – the chairpersons as well as members.

It is also recommended that the Advocacy initiatives be further broad based and shift from NGO initiatives to community initiatives. The development of a Logical Framework Analysis for planning the second phase will help to clarify goals, objectives, expected results and impacts.

Lessons learnt

Discussions with the community and experiences showed that people are willing to contribute towards their own development through Shramadan (Voluntary labour contribution) or cash if they are in control. This aspect needs to be further explored and strengthened to ensure access to basic services and rights.

SUTRA needs to integrate its own understanding of the gendered roles and experience of women in society and find ways to overcome problems women face in discharging public duties. It should ensure that in the second phase women in Panchayats are not set aside or ignored but strengthened particularly at the village level.

The process of development leads to continuous emergence of new needs and this will pose a challenge to the project in ensuring genuine participation and control of people for local self-governance.

1. Introduction

The Embassy of Sweden approved a contribution of INR 4200000 to SUTRA project “Resource Centre for Panchayat Training and Democratic Process”. The project sought to improve the transparency and accountability of PRIs with a view to bridging the chasm between them and the people.

The project started in 1997 and has completed its three years period in August 2000. Embassy of Sweden, therefore, entrusted an evaluation of the project to a team consisting of Mrs. Nirmala Buch, Team Leader and Ms Rukmini Rao, Member with their letter of 24th Nov. 2000. The evaluation is meant to assess systematically and objectively the project’s relevance, performance and success to date. It is also to be forward looking and to include recommendations to ensure the sustainability of the results and lessons learned that would feed into a possible next phase of the project. The evaluation is to cover all important aspects and components of the project as outlined in the project document and later amendments taking into account the later developments after signing of the agreement between SUTRA and the DCS. The issues to be addressed by the evaluation are:

1. The continued relevance of the project (approach, objectives, modality of implementations, etc.) with regard to the prevailing context.
2. The project outputs with regard to the expected end results.
3. The effectiveness of the approach/strategy being used to produce these results.
4. The efficiency of project management, including the quality, quantity and timeliness of delivery of inputs.
5. Early signs of potential impact and sustainability, including the contribution to capacity development.

It is also expected that based on this evaluation, problems and constraints, if any, are identified and suggestions are made for follow up action to consolidate project sustainability as well as suitable generic recommendations which have bearing beyond the project.

A supporting note reiterated the goal of the evaluation to be critical assessment of the impact of the project, to provide guidelines for designing phase II of the project and also emphasised documentation and understanding of the learnings of the three years’ implementation. The note indicated that the evaluation study looks at the following questions:

1. What was the understanding of the Project Planners at the time of initiating the Project, regarding the enormous challenges that the objectives of the Project had put before the Project Holders? If the planners have not actually understood the enormous challenge the Project Objectives were putting on them, what mechanisms they developed to cope with this, what problems they faced whilst trying to achieve the objectives.
2. What was achieved, how and what strategies were developed to achieve whatever was achieved.
3. Critically evaluate the mechanisms that were adopted to initiate the Panchayat Mandalis (CBOs)
4. Critically evaluate the mechanisms that were adopted to sustain the interest of Panchayat Mandalis.
5. Critically evaluate the mechanisms that were adopted to sustain the interests of staff involved in the project.

6. Critically evaluate whether the sub-regional imbalances that occurred over a period in respect of 'development', heterogeneity of cultures of various blocks of Himachal Pradesh were understood whilst planning the Project or not, if not, what kind of problems have been faced whilst organising the CBOs. what mechanisms were developed to cope with these problems.
7. Whether the Project provided any flexibility in the budget/expenditure and if not, what kind of problems the Project Holders faced?
8. Whether any special attention was given to involve men and women belonging to weaker sections, especially, men and women from Scheduled Castes? If any efforts were made, problems faced whilst trying to enhance the participation of this 'class', mechanisms developed to cope with these problems.
9. Critically evaluate the efforts made by the Project Planners to undertake advocacy and lobbying to propagate the results of the project.
10. Consolidation of all the above learning and make use of this, for planning the next Phase of the Project.

We have seen this note as further amplifying the issues to be addressed according to the TORs. Accordingly we have also looked at these issues after addressing the issues raised in the TORs.

Our report is presented in the following sections:

Executive summary.

1. Introduction: The TORs and Supporting Note.
2. The Evaluation: methodology.
3. The project: design, objectives and results.
4. Findings.
5. Conclusions and recommendations.
6. Lessons learned.

Annexes

- I Terms of Reference
- II References.
- III Programme of meetings and discussions and list of persons who participated or were interviewed.
- IV Panchayat Mandalis – Analysis of their capacities by SUTRA team on 23/12, 2000.
- V List of Gram Panchayats in which SUTRA and Partners are working in Sida Project.
- VI Gram Panchayats with Panchayat Mandali Programme with number of Mahila Mandals earlier formed.
- VII Map of Himachal Pradesh with project districts.

2. Evaluation: Methodology

We have accepted Sida's evaluation policy and its twin objectives of learning (promotion) and accountability (control). We see this evaluation primarily for the objective of learning where it is an instrument for improvement through feedback experience, to explain why some efforts have succeeded or failed, so that the consequent knowledge is useful to enhance their relevance, effectiveness and efficiency. In this respect, the evaluation had to see the impact, intended and unintended effects, and efficiency of achieving results and the sustainability of the activities, outputs and effects.

The evaluation team began its work with initial discussion with DCS in New Delhi on 6.12.2000 clarifying the detailed scope of work and the time schedule for field visits and completion of the work. In the meantime, original project document, progress reports and other literature generated by SUTRA was obtained and reviewed (list of these References is at annexure I) Thereafter the team spent a period of six days from 23rd to 28th with SUTRA, its partner NGOs and other stake holders in the project activities. Besides meetings and discussions with SUTRA team, partner NGO workers, Panchayat Mandalis members including Pradhans and Panchayat members, the team also had discussions with the Collectors and district panchayat/DRDA officials of the two districts of Solan and Sirmour in which the project activities have been taken up. Our observations and conclusions were shared with SUTRA team and partner NGOs in a final day-long meeting on the 28th December. (Details of the meetings and discussions and the individuals who were interviewed is given at annexure II.) We had extensive interactive sessions with the SUTRA team. We have given an overview of these discussions and of our discussions with the Panchayat Mandali members and others at different places. The first draft of the report was presented in DCS, New Delhi on the 12th of March 2001 to DCS and SUTRA .

3. The Project: Design, Objectives and Results

The major objective of the project was to initiate various processes at village and panchayat level to sustain the energy of the first time elected women members of PRBs.

The more specific objectives of the project were stated as to

- a. Initiate processes to form Panchayat Mandalis at village level in 25 GPs (Gram Panchayats), as support group for women GP representatives.
- b. Develop mechanisms to disseminate information regularly about GPs achievements especially about financial dealings and through this create transparency in the affairs of PRBs, especially GP.
- c. Through the Panchayat Mandalis create people's interest for participating in development programmes/activities of GP as well as develop PRRs' (Panchayati Raj Representatives) abilities to work towards achieving social justice.
- d. Through people's active participation, lessen the vulnerabilities of the GPRs vis a vis government functionaries.
- e. And through this develop a mechanism for accountability and responsiveness among people's representatives (in other words, initiate a process for creation of civic society at village level.)

- f. Initiate training of PRB members to bring attitudinal change to consolidate the above process as well as to equip them with knowledge and information to fulfil their role.
- g. To establish PR Resource Centres to initiate the process of networking amongst PRB members.

The project document mentions the lessons learnt by SUTRA in its work with panchayats and how it developed its belief in the essential condition of PRBs to function on the basic principles of democracy, to become bodies of self-government. As essentially political bodies they take account of the socio-political construction of gender and class. The project document iterates the need to direct efforts to bring change in the structure of power and not towards change in the centre of power (P.9)

It therefore posits the need to initiate various processes at three primary levels:

1. Change the perception of leaders at the village level.
2. To bring attitudinal change amongst the PRB members to create support structures to sustain their energy whilst dealing with adverse socio-political construction of gender and class.
3. To develop mechanisms for networking amongst PR members.

SUTRA's conviction that its training programme for panchayat women needed change and that people in general should be organised to initiate democratic processes in the Gram Panchayats, led to the planning of this project. However, the major goal of the project to sustain the energy of the first time elected women members of Panchayats to support them and the specific objectives to simultaneously evolve exercises to develop transparency and accountability in panchayats and to expect to bridge the 'chasm' between people especially poor and women and the panchayats had a built-in conflict in its conception. While transparency and accountability will be welcomed by the general public, it would be seen by the elected persons as an inconvenience or reduction of power and authority. It would mean their being questioned, while their expectation would be of being in a position of dispensing favours or at least not being asked to account for their actions except, perhaps, at the time of the next election. In fact, with the rotation of reservations in Panchayats they may not even need to do that. SUTRA expectedly, faced this situation very early in the implementation of the project.

The project included a budget for training programmes for PRB representatives. However in the second workshop of partner NGOs on Dec 11, 1997 i.e. within the first three months of the project, village level training of Panchayat Mandalis members was suggested to be first as "the chief goal of the Project is to create people's awareness towards Gram Panchayat. The Gram Panchayat representatives are not coming forward whole-heartedly to create environment for people's participation in the development as they are afraid of accountability" (Brief Mid term Report on Project: Resource Centre for Panchayat training and Democratic Processes – Decision Number: B 130/97 – Dec. 15, 1997). Hence Sida was requested to allow re-allocation of the budget meant for training of Women Pradhans and women members of Gram Panchayats and Block development Committees to training of panchayat mandali members. This request, we were told, was informally accepted. But this also meant accepting a major shift of focus from capacity building and support group for Women Pradhans and women members to make a Panchayat Mandali (PM) force to counter them. They were to be made accountable through the creation of an outside pressure group and not through further training and orientation and surprisingly not even through the mobilisation and effective participation of elected Panchayats members within the Panchayats. This may be due to an implicit understanding that ward members do not have the capacity to influence Pradhans.

The change of strategy from creating support structures for this purpose to mainly focussing on transparency and accountability, adding male members in the PMs to increase the demanding, questioning

capacity of the Panchayat Mandalis to make the PM more a forum of this kind is also moving away from the first specific objective of the project, namely, to form PMs as support groups for women GP representatives.

Another change made very early in the Project implementation related to giving up the component of Panchayati Raj resource centres conceived for assisting PR women representatives in networking with each other. As the Project progressed, SUTRA had to make certain changes in the objects. The Panchayati Raj Resource Centres were highly under utilised and were closed. The money so saved was used to expand the programme to 15 additional Gram Panchayats. It also found that “though women representatives had been trained by SUTRA, majority of them accepted the hegemony of system. The nexus between the Secretary, Gram Panchayat and Block officials did not leave much space for women and other elected members to follow transparency and accountability based model of people’s representatives. The solution to this was seen to be to create people’s pressure groups. So in many gram panchayats, Panchayat Mandalis moved from being a Support Group to “Pressure Group”. The HP Panchayat Act and rules and form 34 which required placing of details of previous month’s financial transactions in the GP meeting was used for this purpose. Formation of vigilance committees under the Panchayat Act as watchdog for the GP activities was also utilised by creating awareness and interest about their formation. This request was also informally accepted by Sida. Thus the main activity which remained in the project related to Panchayat Mandalis, their formation, meetings, training/ awareness camps and information dissemination.

These camps were used for discussion of various issues. Thus, in the two day awareness camps for Panchayat Mandalis in Block Dharampur in 1999, Blocks Nalagarh and Nahan in 1998, information on the new PR Act 1994, social justice and self government, education, health and drinking water, crop, fodder cattle care and protection, sections 30–75 of the PR Act and Penal code issues and TRYSEM scheme were discussed.

A report prepared for the years 1997–2000 (in Hindi) gives the brief description of the Panchayat Mandali activities as follows:

1. A panchayat mandali in every ward/village of the selected Gram Panchayat.
2. A fixed date of monthly meeting of villagers and Panchayat representatives in which the concerned ward member (i.e. elected member) joins.
3. In the meetings the ward member informs about the problems, achievements in the Gram Panchayat at work. Proposal for sanction of scheme and budget in the Gram Panchayat for village development are prepared and sent to the Gram Panchayat through the ward member and the members of the Panchayat Mandalis.

Activating Gram Sabhas

Panchayat Mandalis can be seen as an alternative forum for organising village community members and to some extent help in increasing their participation in the Gram Sabha. The Gram Sabha as an institution of direct democracy is at the root of the Panchayati Raj institutional structure as introduced by the 73rd Constitutional amendment. “The Gram Sabha has an important role in activating the democratic process at the grassroots level, in inculcating community spirit in increasing political awareness, in strengthening developmental orientations, in educating the rural people in administrative and political processes and in enabling the weaker sections to progressively assert their view point.” (Report of the sub group of the task force on Panchayati Raj set up by the Ministry of Rural Development in October 1999.)

When a Gram Sabha functions even with a certain minimum level of efficiency. It can (a) improve the quality of planning and implementation of development programmes by articulating the felt needs of people. (b) Improve the accountability of elected representatives and the administrative machinery as the people tend to question and criticize the decisions of the Panchayat bodies. (c) It enhances the sense of well being among the people by making them participate in the decision making process in Panchayats in matters which concern the people vitally. (d) Help social and political development by enhancing people's identification with their village/Panchayat community and by enabling weaker sections to articulate and agitate for their rights; and (e) participation in Gram Sabha helps political education of the masses living in rural areas (ibid).

The Panchayat Mandalis programme seeks to further all these benefits of a functioning Gram Sabha as it activates members of the Gram Sabha to be active, articulate, questioning, participating and in that process making the Gram Panchayats accountable. A review of the progress of Panchayat Mandalis in terms of the issues taken up and the processes of identification of needs, their articulation and participation emerging in the Panchayat Mandalis, shows this quite clearly.

Empowering the Gram Sabha – issues

The sub group of the Panchayati Raj task force raised the issues involved in the main purpose of empowering the institution of Gram Sabha as: (a) it should be an institution which basically articulates the needs and aspirations of the rural people *or* a method of mobilising the community for participation in development programmes. (b) It should be empowered to act as a check against the abuse of power by Panchayats etc *or* assist them in the planning and implementation of development programmes, and (c) it should be a watch dog to protect the community interests and common property resources *or* a forum for distributing the benefits of government's programmes. It answered these issues by iterating that it should be all of these.

The Panchayat Mandalis have also tried to perform all of these roles but while the Gram Sabha can be a forum for all these functions, the Panchayat Mandali being a smaller group or forum can have problems and conflicts. SUTRA articulated these difficulties when it described, as given below, how the project planners did not understand the enormity of the challenge inherent in the objectives of the project and what mechanisms were developed to meet this challenge when the problems started surfacing very soon which we discuss later.

Development of Panchayat Mandalis & issues taken up

In the three years of the project, the progress of formation of Panchayat Mandalis was as follows:

Year	In Number of Gram Panchayats	Number of Panchayat Mandalis
1997–98	24	120
1998–99	42	286
1999–2000	42	311

The membership of men and women from scheduled castes and general categories shows the SC's participation as 40 per cent (and with in it 19 per cent men and 21 per cent women).

The qualitative achievements under the Panchayat Mandali programme include:

1. *Participation in Gram Sabha meetings* – increased attendance and interest in formation of vigilance committees.
2. *Participation in Gram Panchayats* – Members of Panchayat Mandali questioned and asked for presentation of school construction work accounts, the Pradhan brought up her problem about the proposal for making the ward road pucca and the PM members decided to write on the subject and to go with the pradhan to meet the collector.
3. *Development works* – The PM members gave proposals, got them sanctioned, did the work, cooperated or asked for full final accounts, gave voluntary labour for construction work checked their accounts, gave proposals for MLA discretion fund.
4. *Education* – Issues taken up by or with the help of PM members with the collector, the minister, and the CM for construction of school buildings, play grounds, additional teachers, ensuring teachers' attendance and work, sanction of school, provision of drinking water in school, upgradation of school to 8th or 10th classes.
5. *Irrigation and Drinking water* – 'Danga' work, construction of 'Johad', storage tank for drinking water, hand pumps.
6. *Ration* – Complaints of non receipt of commodities in the depot and for removal of ration depot dealer.
7. *Electricity* – Efforts for three phase line, improving quality of supply and voltage by writing to concerned authorities by sending proposals and on meeting them.
8. *Health* – Taking up issues of filling up the posts of health workers and their coming on duty, filling up their posts, health awareness camps, stopping location of the waste dump of the nearby town in their village.
9. *Fodder security and forest security* – Napier grass plantation in four GPs of block Nalagarh and two villages of block Dharampur, participation in JFM, checking of illegal forest cutting.
10. *Agriculture* – Taking up off season vegetable production with seed companies.
11. *Child Development* – Issues of opening of Anganwadis, construction of their buildings and ensuring performance by the Anganwadi worker.
12. *Others* – dispute resolution, assistance to needy persons and widows, discussion on illegal felling in forest, prohibition of liquor, women requesting the police to raid illicit distillation settling marital dispute, wife beating, succeeding in getting a veterinary doctor posted and vaccination done, proposed and succeeded in inclusion of IRDP lists, preparation of the list of beneficiaries for Gandhi Kutir scheme, questioning and decision for formation of vigilance committees.

The issues can be categorized broadly as

1. Ensuring better service delivery from departments such as electricity and irrigation.
2. Accessing basic needs and ensuring right to childcare and education
3. Planning for improved livelihoods for example exploring possibilities for planting grasses and/or introducing new crops and developing commercial linkages.

4. Ensuring traditional development activities such as laying roads are implemented with good quality control.

Now SUTRA sees the future direction and priorities of the Panchayat Mandalis Programme as follows:

1. Monitoring and improvement of basic services of health and education through the Panchayat Mandalis.
2. Cost contribution for basic services by the people through the Panchayat Mandalis to improve their quantity as well as quality.
3. Fodder security through plantation on common property lands through Gram Panchayats.
4. Get GP standing committees formed and additional coopted members added.
5. Publications and orientation workshops for mandali members.

RTDC in Mandi district and SAVE in Kullu district may not be able to continue partnership in it in future.

Awareness generation camps

Another activity in the project was of Panchayati Raj awareness camps of two days duration. Between 1997 and 2000, 209 camps were organised with an average number of 27 participants though the number ranged from 17 in Utthan- Nahan to 38 in CARE- Nahan camps, as we see in the table below.

Two days' Awareness camps on Panchayati Raj organised in Panchayat Mandalis (1997–2000)

S.no	Block	Total	Training Camp Participants
01.	Dharampur	30	631
02.	Nalagarh	11	191
03.	Nahan	07	198
04.	Drung	41	1295
05.	Kunihar	23	535
06.	Shilai	24	492
07.	Sadar	12	263
08.	Utthan Nahan	02	34
09.	Care Nahan	27	1297
10.	Banjar	22	388
	Total	209	5324

Concept of Panchayat Mandali

In the meeting on the 23rd December, we asked the SUTRA team how they saw the concept of Panchayat Mandalis, its need and its role in reaching the final goal. The team saw the concept as “an empowered, strong organisation of men and women of the Gram Sabha who will join at the village level and think about the problems of the village and work for their rights. So far only the important persons were heard in the Gram Sabha, panchayat proceedings were limited to paper and women’s participation was limited. The panchayat mandalis programme is for coordination between Panchayat

Mandali and Gram Panchayat for promoting transparency. The Panchayat structure/system has to be transformed. Absence of Panchayat Mandalis will limit the programme to panchayat representatives, and Gram Sabha members will have less interest in panchayats. The final goal of the Panchayat Mandali programme is seen as empowerment of women and weaker sections, to resist social injustice and have coordination between Gram Sabha and Gram panchayat, ensure transparency and make the Panchayat a unit of self-government.

Strengthening Panchayat Mandali

The strategies outlined by the SUTRA team for further strengthening of its Panchayat Mandalis and to make them a political force in the same meeting were:

a. Awareness generation camps on PR. b. Organisation of health camps and giving of special attention to basic services of health, education, and drinking water. c. Monthly, quarterly meetings of mandalis for mutual learning and experience sharing. d. Combined meetings with elected persons at ward and block levels and also with govt functionaries. e. Training of elected G.P members especially SC women. f. Training of Panchayat Mandali presidents and secretaries. g. Encouraging them to take up village problems and needed schemes with Gram Panchayats. h. Voter education for selection of right candidates. i. Train any two members each in every Mandali on PR to enable their working in the absence of NGO workers. j. Evaluation and exposure to each other's area.

People's perceptions & activities to strengthen self governance

In our visit to village Panjali of Gram Panchayat Patta baria we met the members and office bearers of Panchayat Mandali of Panjali and two members of the adjoining Jangal Shukul (list in annexure II). Some of the members narrated the history of the earlier work for women's income generating activities, then the beginning of SUTRA's work with Gram Panchayats. The male members highlighted the benefits of women's leadership and the power of group formation. The women members described the earlier Mahila Mandals and the subsequent SHG formation. In this village, the members have also undertaken construction of an approach road with their contribution and with Rs one lakh given by the block. The committee constituted for this work included the Mandali Pradhan and the Gram Panchayat Up-Pradhan has also extended considerable support.

The members described that they had taken up the issue of a second teacher for the school as the number of children had increased. They hold their monthly meeting even if the SUTRA worker cannot come. They have identified the need of availability of health facilities much nearer as the CHC at Chandi and Mini PHC at Patta are far from the village. Another need identified is of water for irrigation.

In our discussions with the Panchayat Mandali and Mahila Mandal members and others in village Bhongla Changar, Gram Panchayat Matoli in Nalagarh block Solan district, members expressed how information given by SUTRA helped them in taking up a case of violence against a girl. They took up this murder case, otherwise the case would have been suppressed. They have articulated the need of upgrading the school and want to meet the Chief Minister. They have also moved for location of a block at Ramshahr in addition to the Nalagarh block. This is because they are in the upper region while Nalagarh caters to the areas in the lower reaches. They described how the Mahila Mandal had been functioning for 8 to 9 years. Now there are also SHGs in the village and they have raised Rs.8000 as savings.

Some of the members expressed that when the Gram Panchayat Pradhan does not accept their demand, they take the assistance of the Panchayat Mandali and fight for their rights and get their work done. The Panchayat Mandali has thus become an alternative forum to access benefits and basic services. Here the Gram Panchayat Mandali has also planted 3000 slips of Napier grass. There is a new Yuvak Mandali youth group also who has identified the need for making a demand for a playground and for construction of a sports stadium.

In the 26th December meeting with women from Nahan Gram Panchayat Mandali, women articulated the demand for a veterinary dispensary, problem of drinking water and narrated how their lack of hesitation has now made it easier for them to go to the Gram Panchayat. They explained how they first discuss and take a view in the Panchayat Mandali meeting and then give the suggestions in the Gram Panchayat. The vigilance committee, they expressed, checks the powers of the Gram Panchayat Pradhan. It seemed that most of the women members here were earlier in the Mahila mandal and also in the SHG. This, to some extent, means that those who were already mobilised in a Mahila Mandal and worked for quite sometime are now taking on an additional forum of Panchayat Mandali and raising the issues in the new forum but with the confidence levels developed earlier in those fora with SUTRA support.

In our meeting with the members of the Panchayat Mandalis developed by the NGO partner Sardha (social action for rural development in hilly areas) on 27th December at kafota in Sirmour district, the women mentioned that they join the Panchayat Mandali for woman's development, and for awareness. They have given a

resolution for construction of a check-dam, for a road and for facilities to take care of woman's ailments. However it is the male members who had gone to the block with these resolutions.

Some of the members explained how they had got an inquiry started against a Gram Panchayat Pradhan about the questionable use of Rs.1.20 lakh received for a road. They had also written to the CM for health camps. An interesting point mentioned was about girls going to school and boys only roaming about and not being gainfully engaged. Perhaps, SUTRA's change in strategy to form Yuvak Mandalis in addition to Yuvati Mandalis and of increasing focus on male members' participation in the Panchayat Mandalis is a response to this kind of articulation of what is happening to boys and men.

Views expressed by district administration

In our meeting with the Deputy Commissioner, Solan and his team, the district administration mentioned how the Panchayati Raj institutions were much more aware in Himachal Pradesh than elsewhere. There is always a tension between members and Pradhan of Gram Panchayats and members and chairperson of Zila Panchayats. There is need of Indira Awas houses but the funds received by the DRDA are for only one house in each Gram panchayat and this leaves unmet demand. There is, however, still disinterest in participation in Gram Sabhas. They have a list of 12 NGOs who are working in the district and there is a consultative committee of NGOs at the district level. They expect the NGOs to take up training in participation, dissemination of information, organisation of camps, and educating Gram Panchayats for resource generation and contribution. Sirmour Deputy Commissioner and his team, highlighted the need of capacity building of NGOs, NGOs acceptability to the MPs and MLAs and also expressed that people do not come to Gram Sabhas as they do not feel that they have any role to play. Hence there is a definite need of NGOs taking up community organisation and their participation. In both the districts the local administration indicated where they have associated the SUTRA and/or other NGOs like in water shed development and in Panchayat training but they do not seem to be as much aware of the important initiative of Panchayat Mandalis and the impact of

their activities on the participation, confidence and assertion by the local community members in the public fora, particularly in the Gram Panchayats and the Gram Sabhas. The administration had a clear view on the need to involve NGO's to ensure local development.

4. Findings

We now address the issues contained in the five terms of reference of this evaluation and then on the ten points in the supporting note.

1. The continued relevance of the project (approach, objectives and modalities of implementation etc.) with regard to the prevailing context.

The Project objectives were located on two axis – the support, capacity, information and net working of the Panchayat Representatives as one axes and the mechanisms for transparency, accountability and responsiveness through creation of a new fora of Panchayat Mandalis at the village level, their awareness camps, information dissemination particularly about the panchayats' financial dealings and peoples' participation in the development activities as the other. The efforts moved between the two axes. Initially the emphasis was more on sustaining energy and support of first time elected women members of Panchayats with the transparency, accountability and the attitudinal change of these members only as a needed condition for creating peoples interest and support. The interest, however, shifted, almost from the beginning of the project, towards the new platform/fora of Panchayat Mandalis which is really a sub section of the Gram Sabha members willing to come together for discussion of local issues, etc. The issue of questioning, demanding, accountability and transparency has become the main emphasis. In fact the reports of achievements of the project have also emphasised this aspect and not so much of the shift, if any, in the attitudinal orientation, understanding and responsiveness of the Gram panchayat women pradhans or members.

The new Panchayats after the 73rd amendment have included a substantial number of representatives from weaker sections and at least a minimum 1/3rd women members and chairpersons. They were mostly first time entrants to public life in Panchayats even though some of them had participated in Mahila Mandals and similar fora which were mainly women's groups focused on women's issues and not on the participation in local governance as actors or as questioning bodies. Their capacity building (even after SUTRA's earlier work with them before this project) still needs to be continued. It will be unfortunate if we now assume that the remedy lies only in forming and strengthening alternative fora of non-elected members of the whole community as a check on those women and men who are elected to the Panchayats whether as chairpersons or members.

The Panchayat Mandalis or the Gram Sabha can only play a guiding, supervising, supporting and questioning role and the focus needs to be on the capacity, orientation and responsiveness of the elected persons particularly when they are new women and men of the weaker sections. The main focus on the Panchayat Mandalis only would have the danger of changing the power structure to re-establish the hold of the earlier powerful elements who may not be able to directly enter the Gram Panchayats because of the reservations for weaker sections and for women. In the name of community organisation we should not fall in the trap of bringing those people who cannot contest election to these offices to become real proxy power centres. So while we see the continued relevance of the project in terms of its original approach and objectives, we would like to add a word of caution. This shift or apparent shift from focus on this new emerging leadership in the village panchayats particularly of women to strengthening only the questioning, demanding role of Panchayat Mandalis and that too

with an increased focus on bringing in men may lead to marginalisation of women instead of strengthening them. The project needs to carry out both activities systematically

2. The project outputs with regard to the capacity and expected result

The expected project output was formation of Panchayat Mandalis platform at the village level in twenty five Gram Panchayats. It was expected that each panchayat would have about eight Panchayat Mandalis. In addition establishment of Panchayati Raj Resource Centre for net working among PRI members. The mechanisms for dissemination of information specially about Gram Panchayats' financial dealings, creating awareness about Gram Panchayats, encouraging people to take active role in its development project, bringing attitudinal change among PRI members and equipping them with knowledge and information to fulfill their roles were planned. Training programmes for Pradhans and ward members of village panchayat was the instrument for bringing attitudinal change and for sharing knowledge and information.

The PRRC were dropped and additional Gram Panchayats were included in the coverage of Panchayat Mandalis. The training of pradhans and ward members was substituted by awareness camps for Panchayat Mandalis members, that is, non-elected local village members. Noting these changes and the expected project output, the physical achievement in the number of Panchayat Mandalis formed i.e. 311 in 41 village panchayats and with a membership of almost 39% Scheduled Caste members fulfills and exceeds the expected output and participation levels of people. *We found the Panchayat Mandalis active, articulate, confident, demanding and questioning and we see in them a good mobilisation of community members.* However, we feel that giving up the activity of training of women panchayat representatives and the Panchayati Raj Resource Centres needs to be reexamined. The need still exists not only for orientation, attitudinal change and capacity building of these Panchayat women but also for the net working envisaged through the Panchayati Raj Resource Centres. In the next phase these should be planned through different mechanisms to overcome the earlier problems.

3. The effectiveness of the approach/strategy being used to produce these results.

The strategy and approach used by SUTRA is largely of formation of Panchayat Mandalis, their meetings, awareness camps and regular monitoring of their continued working. This has been effective in creating groups of articulate, demanding, questioning community members but a majority of them are still at a stage where they would require sustained support of SUTRA team for monitoring and for awareness and information dissemination. In the interactive meeting with the SUTRA team they were able to speak of only 15% of the groups being at a stage where they could be sustained and continue working without further support and almost 50% as weak and needing considerable support. This is not surprising in a period of just three years as almost 61% were formed only in 98–99 and 9900 (See table page 10 above). The emphasis on capacity building and support to the elected women representatives in the Panchayats was given up and there is no monitoring of this process. Hence it would be difficult to comment on this aspect.

4. The efficiency of project management, including the quality, quantity and timeliness of the delivery of inputs in terms of formation of Panchayat Mandalis.

The formation of Panchayat Mandalis, their training, organisation of camps and monitoring of their meetings has been quite regular and there have been no delays in working according to the schedule of the project. However they have had problems of staff turnover and therefore difficulty in organisation of basic orientation training for the staff which we discuss later.

5. Early signs of potential impact and sustainability including the contribution to capacity development.

Our discussions with SUTRA team and stake holders in the Panchayat Mandalis at the village level and the case stories recorded amply show the potential impact of this intervention of creating strong platforms and groups of community members. The sustainability of this initiative is quite well presented in the assessment of the SUTRA team who have graded the Panchayat Mandalis based on the extent of strength they feel they have acquired. This particularly depends on the previous context i.e. where the Mahila Mandals were there or the area is needing this intervention and on the period when these groups were formed. It so happens that the SUTRA initially started the formation of these Mandalis in those areas where it had been working with Mahila Mandals earlier and, therefore, the stronger groups are those where Mahila Mandals were already operating and which have also been in existence for a longer period. Their contribution to capacity development is towards capacity of these Panchayats Mandalis and not for the elected women in Panchayats perse as this focus changed in the project quite early.

We address now the issues and questions raised in the supporting note to TORs.

What was the understanding of the Project Planners at the time of initiating the Project regarding the enormous challenges that the objectives of the Project had put before the Project holders? If the Planners have not actually understood the enormity of this challenge, what mechanisms they developed to cope with this, what problems they faced whilst trying to achieve the objectives?

The Project was clearly an outcome of the training programmes for the then newly elected members especially the GP women Pradhans organised by SUTRA. During the training programmes they spoke about their ill treatment by the Block Development Office functionaries. The Up-pradhans, who were all men, had also made the life of women Pradhans difficult especially by joining hands with the male Secretary of the Panchayat. SUTRA organised an Interactive Workshop with women Pradhans (who had the background of Mahila Mandals) to develop strategies to deal with these problems.

The project proposal was developed on two premises of a support group for Panchayat women and system of accountability and transparency in panchayats. There was an obvious conflict in these two conditions unless the attitudes and orientation of the women pradhans had changed in which the training programmes had admittedly not succeeded. So while initially, almost all these women Pradhans supported the formation of Panchayat Mandalis soon it was found that the women Pradhans when asked by PMs did not come forward to give all the requisite information. On panchayat finances the questions raised during the Panchayat Mandali meetings started becoming very uncomfortable for the women Pradhans.

The majority of these women Pradhans started raising voices against SUTRA and its working. In fact, at some places, the SUTRA workers were physically harassed. It is surprising that the SUTRA team especially after such long time work with panchayats and women in Mahila Mandals had not critically analysed the extent of impact of their earlier mobilisation and training and consequently the project planners did not anticipate this change in the attitude of women Pradhans. After all it meant that SUTRA from being a friend, supporter and trainer was now organising others to ask awkward questions when these women, as they perceived, had at least got some power and some access to public resources to dispense favours or more charitably to show that they were doing good to others as they thought best.

SUTRA feels that the thinking of project planners that the women who had become panchayat Pradhans with the backing of Mahila Mandals, would continue performing their new role with the values enshrined in Mahila Mandals and would take on the 'system', turned out to be very naive. But what

were these values in Mahila Mandals? They had never been tested. Mahila Mandals had not been taking up any contentious issues. They had never faced questioning about their work and the local powers had tolerated their minor activities. Now, at this point, even the project planners feel that, the ability of the 'system' to mainstream the women by which they presumably mean "to become equally non-transparent and non-accountable as others are seen to be" was not very well understood by them in the beginning of the project – in its conception and assumptions.

But once this became clear, the strategy was changed and complete attention given to the formation and strengthening of the Panchayat Mandalis to participate and raise 'issues' in Gram Sabha meetings. The second strategy was developed to give special emphasis on involving men from weaker (SC) sections. These two strategies, the project planners feel, helped enormously, to defuse the hostile situation created by the 'system'. But what seems to have happened is that the Panchayat Mandalis are no more a support group for women Pradhans or any Pradhans and instead became the questioning group on behalf of the GS, to try to make the Pradhan, and not so much the whole GP, accountable on financial matters. Even the use of men including SC men in the Panchayat Mandalis is really to checkmate women Pradhans. SUTRA also seems to fall in the trap of targeting only the GP Pradhan and in the matter of accountability and transparency using the non elected members of the community and not the ward panches who quite often feel as disempowered as outsiders and who can and are expected to have a legitimate role in making the whole GP function in making it accountable as well as transparent.

What was achieved, how and what strategies were developed to achieve whatever was achieved?

SUTRA has described seven types of achievements of the project. Firstly it sees the changing roles of women who started discussing panchayat issues while earlier they were expected to raise only the issues concerning women through the Mahila Mandals. "Through this Project, in a limited number of Gram panchayats, the affairs of Gram Panchayats were brought out of Panchayat Ghar. The affairs of Panchayat were not only discussed in teashops, but also in Kitchen." Says SUTRA in one of their reflective notes. We did not, however, see any documentation of this change if the discussions spread to intra household members, though they did seem to take up issues in the GS/GP meetings as listed later.

The second achievement was that Gram Panchayats were forced to look into social sector like issues of Reproductive Health and fodder security going beyond the usual obsession with development as 'cement-sand-brick'. Here while we did see the Panchayat Mandali members taking up limited Napier grass plantation and discussions on health needs-the health worker being posted, performing her duties, distant location of CHC/Mini PHC, these did not seem to seriously enter the agenda of the Gram Panchayats. Only a beginning has been made to legitimize these issues as relevant for village planning and development.

The participation of women and participation of younger generation in the affairs of panchayats were seen as breaking 'tradition' and as a 'futuristic' role of panchayats. Here while the 'reflections/report' prepared for us for the three years project period did refer to women coming to Gram Sabhas in specific Gram Panchayats, segregated data was not provided about the younger generation. Successive trends, or ups and downs, or otherwise in women's increasing presence in the public for Gram Sabhas were also not recorded. In fact lack of this detailed documentation of the process and not only of 'snaps' despite obvious regular visits and participation in Panchayat Mandali meetings by the SUTRA and partner NGO staff as part of their prescribed duties and functions is an omission affecting appreciation of these changes/trends. Similarly, there is no record if and how often this staff observes the Gram Sabha/Gram Panchayat meetings to substantiate their observations/reports from the Panchayat Mandalis.

Another achievement related to the selection of beneficiaries of various government programmes in a very transparent manner. Lastly, an environment was created, though slowly and with great difficulty, for people's participation in the development work initiated by the panchayats. This, SUTRA feels, has bridged the 'chasm' to some extent, between Panchayat and people and ownership of work shifted, to some extent, from only panchayat to people.

We have reviewed this assessment of SUTRA's work of Panchayat Mandalis in the project. We were impressed by the mobilisation of community members-men and women in these fora. To a great extent this has meant working on the earlier Mahila Mandal formation and panchayat training done by SUTRA. Some of the women members e.g. in Panjali village, in fact, narrated the journey-theirs and of their seniors-from the sewing classes, and Mahila Mandalis to the Panchayat Mandalis. The SUTRA team members reported cases of Panchayat Mandalis members getting involved in the execution of, or contribution to, the development works undertaken by the Gram Panchayats though primarily with Govt funds/programmes. This makes a beginning of the process of the elected chairpersons of the Gram panchayats' and the community members working together and not working only in an adversarial/questioning mode. It will, of course, take time for this process to be more clearly established. There were, however, too many illustrations/examples of the Panchayat Mandalis member's work in a questioning/demanding mode to see strong emergence of partnership and alliance of the Gram Panchayat elected members with the other members of the village community. The second phase will need to look at this aspect.

Besides formation of the panchayat mandalis, the basic strategy adopted by SUTRA was of continuous information dissemination about panchayats in the meetings of Panchayat Mandalis and special efforts to involve men from weaker sections. Awareness camps were organised on Reproductive Health and related issues. Another useful strategy was to expand SUTRA's ongoing programme of training camps of adolescent girls to adolescent boys and to give special emphasis on Panchayati Raj and role of Gram Panchayats.

Issues related to fodder security were also discussed in the Panchayat Mandalis and members were motivated to undertake grassland development as an activity on common or private lands. This, SUTRA felt, helped in sustaining the interest of the Panchayat Mandalis. SUTRA reports gives data of such plantation of Napier grass on community or private lands and from forest department or Kandi Project totalling 1,45,500 grass slips. We had an occasion to see it in village Khadli and the Mandalis members showed keen interest in its utility and benefits. Other Panchayat Mandalis members expressed interest in getting the material for planting in the next season.

Critically evaluate the mechanisms that were adopted to initiate the Panchayat Mandalis

Initially Panchayat Mandalis were introduced largely in those villages where SUTRA had Mahila Mandalis. Women from the Mahila Mandalis were motivated to generate interest of men of their villages for participation in the Panchayat Mandalis. *SUTRA sees the change of its perspective in June 1998 from Women Empowerment to gender and equity as helping in creating the environment for participation of men from the weaker sections.* SUTRA's female staff was not able to work closely with men to participate in the Panchayat Mandalis. The timings of the meetings suitable for men and women were also different. While afternoon was suitable for women, men found late afternoon or late evenings more convenient. Female staff was unable to participate in the late evening meetings due to social and safety reasons. So SUTRA decided to recruit more male staff which helped in increase of male participation to 35% in the Panchayat Mandalis. SUTRA sees it as an appreciative achievement. However, it does show SUTRA's moving away from their focus on support to women representatives in panchayats, and their capacity building to community members mobilisation and with more emphasis on participation of men.

Critically evaluate the mechanisms that were adopted to sustain the interest of Panchayat Mandalis

SUTRA had to continuously work for sustaining the interest of Panchayat Mandali members. The initial emphasis in the project was completely on transparency and accountability of the Gram Panchayat representatives. Panchayat Mandalis were encouraged to raise questions about the funds of schemes under implementation at this level. When they asked questions and did not get any replies from the Gram Panchayat members, they even approached the Block authorities. But they soon found that their efforts were not getting any results and their interest started waning after mid-1998. So SUTRA added Reproductive Health Survey to sustain their interest and also started emphasis on the involvement of men from the weaker sections. These steps helped in sustaining their interest. At many places the groups also started the activities of Thrift and Credit and grassland development. Through all these additions SUTRA continued its thrust on information dissemination on Panchayati Raj and organisation of two-day camps on PR Act basically for Panchayat Mandalis. SUTRA was able to successfully utilize its previous development experience to sustain and strengthen this initiative.

Critically evaluate the mechanisms that were adopted to sustain the interest of staff involved in the Project

When the Project started a 15-day training programme was organised for all the staff. The training programme consisted of basic knowledge about the HP Panchayati Raj Act 1994, importance of organising Panchayat Mandalis, and of women's participation in Gram Sabha meetings. The methodology was participatory and number of role-plays were developed during the training programme.

It was also agreed that quarterly meetings of the Staff should be held for three days – two days devoted to upgrading the knowledge and information base and one day for reporting. However, after one year, many male staff started leaving the Project. This problem was faced by all the NGOs involved in the Project. The main reasons for this were reported to be (1) low salary and (2) very demanding work schedule. SUTRA, however, decided not to enhance the salaries of male staff as they were treated at par with female staff and there was also no provision for it in the project budget. Thus, every quarter, there was new staff from one or the other NGOs. Slow addition of new staff also prevented SUTRA from organising a Basic Training Programme. The turn over of the staff can be gauged from the fact that, the first basic training programme in 1997 had a strength of 21 but of them only three are left by the end of the Project. This staff turn over is seen by SUTRA as one of the major reasons for not being able to achieve all the objectives of the Project to the desired level.

Critically evaluate whether the sub-regional imbalances that have occurred over a period in respect of 'development', heterogeneity of cultures of various blocks of Himachal Pradesh were understood whilst planning the Project or not, if not, what kind of problems have been faced whilst organising the CBOs, what mechanisms were developed to cope with these problems

The Project was to be implemented in five districts and nine development blocks. Of them Darang (Mandi) and Shilai (Sirmour) were the most backward blocks. The Panchayati Raj Bodies here were totally in the control of state level political masters. The infrastructure development was minimal and the education level of adult population was much below the state average. When the Panchayat Mandalis were organised in these two blocks, many of them decided to undertake infrastructure development on their own and expected the Project to provide financial assistance for the material to complete the work. The partner NGOs also felt the demand justified. But the project holders felt that this would divert the attention of the Panchayat Mandalis from strengthening them to make demand on the Panchayats. This problem was mainly faced in Darang Development Block and thus it became very difficult to sustain the interest of Panchayat Mandali members after about two years of the Project.

In Sadar development block of Mandi district the other hand, the economic and educational level was very high. In this block, people had very little respect for the Gram Panchayats. Majority of the people there had irrigated land and farmers in this block were busy in vegetable cultivation throughout the year. Thus, they had hardly any time for meetings. The people here needed no intervention from Gram Panchayats except for issue of birth and caste certificates. In the other blocks, the Project could generate interest amongst the people regarding the Gram Panchayats. In fact the sister organization RTDC working in Sadar development block, has recently decided to shift its area of operation Sadar development block to Gohar development block which is very backward block. The planners admit that when the Project was planned these contrasting situations were not taken into account.

Whether the Project provided any flexibility in the budget/expenditure and, if not, what kind of problems the Project Holders faced?

Though initially, on paper it seemed that there was no flexibility in the Budget. But SUTRA reports that after their discussion with Sida officials, changes proposed were immediately agreed. SUTRA requested two major changes in the budget.

1. The budget provided for training of PRI representatives to be used for the training/Organisation of awareness camps for Panchayat Mandal members.
2. After one year, SUTRA found that the PRCs were not getting the desired response, hence it requested for allowing the use the budget meant for PRCs for increasing the number of Gram Panchayats from 25 to 40. Sida's positive responses in both the cases created adequate flexibility in the project funding.

Whether any special attention was given to involve men and women from weaker sections, especially, men and women from Scheduled Castes. If any efforts were made, problems faced whilst trying to enhance the participation of this 'class', mechanisms developed to cope with these problems.

In the beginning, the Project did not aim at making any efforts to involve men and women from Scheduled castes. But the Review of SUTRA conducted in 1998 and 'Staff Retreat' organised in mid 1998, clearly brought up this issue. Since then, special efforts were initiated for involving SC men and women in Panchayat Mandalis. With this new initiative the Panchayat Mandalis got a new identity and the programme which was getting stagnated, marched forward. The data regarding participation of people shows that by the end of the project, on an average 40% participants belong to SC (State's population has 25% SC)

Critically evaluate the efforts made by the Project Planners to undertake advocacy and lobbying to propagate the results of the Project.

By the beginning of 1998, SUTRA started 'talking' about experience gained whilst organizing the Panchayat Mandalis and inadequacy of the HP Panchayati Raj Act 1994. In middle of 1998, the State Government finally agreed to constitute a Committee to suggest amendments to the Act. SUTRA was a member of this Committee. SUTRA reports that two of its suggestions found positive response from the Government, namely (1) giving constitutional recognition to Up-Gram Sabha (2) not less than 1/3 seats to be reserved for women for all the directly elected seats. (I.e. including in the post of Up-Pradhan directly elected in H.P.) However, the first suggestion is yet to be placed before the State Assembly for approval whilst the State Assembly has already approved the second suggestion. Another suggestion regarding provision of panchayat secretary totally accountable to the Gram Panchayat was partially accepted and the State Government has allowed the Gram panchayats to have a Panchayat Sahayak (assistant Secretary) whose wages are to be borne by the State Government, but hiring and firing powers rest with the Gram Panchayat.

Many of the Gram Panchayats where SUTRA was working faced the problem of Junior Engineers who had to make assessment of the physical construction work done by the Gram Panchayats and without this assessment; the BDOs would not release the payments. Thus, many of the small physical structures such as Bawaris (renovation of the traditional drinking water sources) were lying incomplete for a long time. SUTRA suggested a Social Audit Committee formed by the Gram Sabha whose assessment should be accepted by the BDOs. It was suggested that all the work having financial implications upto Rs 100,000/- can be brought under the purview of this Social Audit Committee. The Government agreed to the suggestion but called it vigilance committee and the financial limit Rs 50,000/-. The notification did not specify how such Committees are to be formed. So at many places, these committees became only decorative committees. But where SUTRA was working, this information was given and at many Gram Sabha meetings people forced the Gram Panchayat to reconstitute the Committee.

In the middle of 1998, the State Government initiated training of Panchayat Representatives. SUTRA lobbied and got the assignment to train PRI Representatives from all the blocks where it was working (except the blocks in Mandi district) in addition to three developmental blocks. But the local Block Development Officers, by and large opposed this move SUTRA reports that very few BDOs gave wholehearted support to this proposal. The State Government also appreciated SUTRA's booklets on HP Panchayati raj Act 1994 and many DRDAs bought these booklets for further distribution. The State Government also bought copies of the publication: Panchayati Raj Bodies-A Travelogue and sent it to its field officers. SUTRA also encouraged Mandi Zilla Parishad to organize three Seminars/ Workshops and undertook advocacy with PRI Representatives for organization of Panchayat Mandalis (Up-Gram Sabha) in their Gram Panchayats.

SUTRA presented papers at various Seminars/Workshops such as Indian Association of women's studies, 11th National Meet, in Hyderabad, Institute of Social Sciences, New Delhi, Indian Social Institute, New Delhi, Rajiv Gandhi Foundation, New Delhi, ISST, New Delhi apart from seminars/ workshops organized by Government.

SUTRA also had some failures in lobbying like when Himachal Pradesh government proposed the Two-Child Norm for PRI Representatives, SUTRA opposed this, but failed to convince the policy makers.

5. Conclusions and Recommendations

1. We see the continued relevance and need of the objectives of this project in the context of the Panchayati Raj institutions in the state, the need of participation of women and weaker sections in the panchayats particularly in the Gram Panchayats and the need of transparency and accountability mechanisms through participation in Gram Panchayats. However, we feel that the focus should be on the axis of capacity building of the women and weaker sections in the Gram Panchayats, their orientation and support instead of their isolation and exclusion and putting up the Panchayat Mandali groups only on the lines of questioning and demanding with these elected representatives. The mode of working together, sharing the burden and partnership for village development and social justice needs to be considered.
2. The Panchayat Mandalis as an organisation at the village level has shown a beginning of impact in their members' confidence, questioning and articulation of demands for basic services. We have noted the issues of basic services taken up by the members of the Panchayat Mandalis with panchayats as well as with the higher authorities. But this articulation of needs and demand is very much in the context of what state resources should be accessed. There is no move for local initiatives, self-reliance, contribution, and capacity to address the needs and for innovation. Without this move, the groups will have frustration very soon as there would be limits on the state resources available for meeting these demands and aspirations. In this context the exercise of micro planning with realistic assessment of local needs as well as likely resources, innovations in cost effectiveness, alternative modes of meeting these needs and of clear priority setting in the local context is an area which requires special attention. It is a major challenge but without facing this challenge, the efforts, whether of making Panchayat Representatives work for meeting basic needs or for making the Panchayat Mandalis or the whole Gram Sabha demanding and articulate will not go very far.
3. SUTRA and its partners have faced the problem of staff turnover, training of workers and partners due to the arduous nature of duties and expectation of higher wages. This raises a major issue of wage levels in non-governmental organisation and project-based recruitment of staff where they cannot expect sustained employment. Sometimes, the employment of women functionaries is resorted to for they quite often accept employment which does not carry a reasonable wage and which is not for long term, and men expect a more sustained employment and higher wages. While this cannot be a ground for employment of only women functionaries, we do feel that SUTRA should reconsider its emphasis on increasing male functionaries because the times of meetings preferred by men are not suitable. The focus on women members in the Panchayats and their capacity building has to be brought centre stage.
4. Panchayati Raj Resource Centres which were conceived for supporting a process of net working among Panchayati Raj Representatives were dropped but nothing seems to be envisaged for the needs of net working in future. We feel that the issue of net working and availability of necessary inputs of information, knowledge, discussion among different levels of Panchayati Raj Representatives remains valid. They can be organised as informal net works or associations of Panchayati Raj Representatives to articulate their concerns and needs in a systematic manner and also work as peer group to observe norms and conduct expected from a qualitatively different new leadership which is transparent and responsive. There can be alternative methods of net working, inter panchayat, inter mandali meetings, information centres with different flexible location sites, systems and manning of those centres with fixed or changing responsibility for managing them.

5. Women Pradhans (Chairpersons) had been targetted for support and not found responsive to become transparent and accountable. The community members were organised in Panchayat mandalis. The ward member including women are an important resource and need to be supported for capacity building as well as to join in making chairpersons and the whole gram panchayat more accountable from within the elected body it self. In the recently concluded panchayat elections 66% of the women members and 70% of the male members of PMs in the project area who contested have been elected. Their support to and use is a challenge for SUTRA.
6. SUTRA proposes to take up the next phase in four districts but there is need to see the scope for spreading their ideas and experience in other districts. This can be through more partners, newsletters, using strong Panchayat Mandalis leaders to start organisations in new villages. SUTRA can also identify leadership at local levels and develop them to access new information, to analyse, disseminate and share it.
7. In the field of advocacy we have seen the efforts made by SUTRA for important changes in the law and procedures and institutions, for information dissemination and for training. It has also discussed where it was not successful in its efforts. SUTRA team, particularly the director, narrated the history of ups and downs, cooperation and resistance. We feel that SUTRA needs to reconsider the whole strategy of advocacy in the present context. Perhaps it can make the advocacy more broad based and consider using of local groups and community leaders and alliance with others NGOs for articulation and advocacy. The emphasis may shift to 'peoples advocacy' so that it is not seen as advocacy only by SUTRA and its partner NGOs.
8. In our interaction with the district officials of the two districts of Solan and Sirmour where SUTRA is working in this project, we noted that the administration is aware of the areas of work where SUTRA is involved in their programme but not so much of what SUTRA is doing in other areas, for example the Panchayat Mandalis and their impact on the PRI members and in accountability to the Gram Sabha members. SUTRA needs to look at this aspect and make this awareness stronger by associating functionaries at the local level in these activities through various methods available e.g. fairs, functions, campaigns which can be extremely visible at the local level and where people from the Panchayats, from the Mandalis from administration as well as others can freely participate without allocating the ownership of those programmes.
9. We have discussed the project, its goal and objectives and how these have been at two axis and how the focus has changed from the Gram Panchayats and women to other community members and a conscious involvement of men. After the experience of this project SUTRA needs to reflect for sharpening the goal vis-à-vis the Gram Panchayat, the SCs and women, their capacity building and support to assist in a qualitatively more responsive and responsible leadership and not tilted heavily only towards the demanding, questioning model. The education material for voter education prepared by SUTRA and its partner NGOs was effective and more such material for various users can be produced and disseminated in future.
10. SUTRA must also try to ensure continued activism of women in the Panchayats and in the Panchayat Mandalis and caution that men should not take them over. Perhaps in some areas all women PMs can be also attempted. Yuvak and Yuvati groups can also be very supportive and can be considered for inclusion in the next phase of the project.
11. This brings us to the question of the next phase of the project. We have discussed earlier how the different objectives and assumptions had internal conflict and how SUTRA had moved for change from the initial project activity of training of Panchayat Pradhans and ward members to awareness camps for Panchayat Mandalis members and drop the idea of PRRCs completely. Now that the

project is to be formulated for the next phase, the effort should be to put in a logical framework with clear objectives, goals, activities, outputs, outcome and indicators so that the validity of goals, objectives, outcomes and specific indicators to assess their end results are clearly conceived in the project. This would obviate the need of changes and frustrations.

12. Another important issue arises from the amendment in H.P. Panchayat law by which an Up-Gram Sabha has been introduced for the villages in the state. The Panchayat Mandalis are also at the same level and is a similar sub group of Gram Sabha. The question will be of the relationship of Up-Gram Sabha and Panchayat Mandali. Since the former is statutorily recognised and the latter is more informal, the choice will be between merging both and work with the Up-Gram Sabha or keep them separate. Another option is to concentrate only on awareness camps, capacity building of both. Perhaps the best course will be to make Panchayat Mandalis more broad-based, focussed on women and weaker sections, so that they raise valid issues effectively and are not like the Up-Gram Sabha whose 15% members will represent the up-gram sabha in the Gram Sabha.

6. Lessons learnt

The first lesson learnt is that the identification of needs of the local community has to be followed by exploring solutions moving away from traditionally looking only at the government for resolution of these needs which should be in the context of local community.

Further, space to women in Panchayats Mandali in a mixed group of men and women instead of only in Mahila Mandali, which were all women groups focused on woman's specific needs, has strengthened their position and men have also recognised their strength. They found that women's leadership, as some of them mentioned in our discussions, is important in taking up issues of village development.

When people identified their own needs and looked at the basic services which are critically required like health and education, they are prepared to contribute for those services if they are in control of the situation, they get their fair share of the available public resources and the efforts are made at the local level and not through contribution to a distant general pool. This is in contrast to a general feeling that people are not willing to make a contribution towards meeting their own needs.

The experience of vigilance committees has shown that while accountability and transparency of the elected persons and others responsible for handling of public resources is important and people raise questions and demand accountability but they are not willing to concentrate only on this aspect. The broader issue of basic services is important and when the village community is mobilized for identification and provision of basic services and their improvement in quantity and quality the response and participation of community is much stronger.

SUTRA needs to integrate its own understanding of the gendered roles and experience of women in society and find ways to overcome problems women face in discharging public duties.

The process of development leads to continuous emergence of new needs and this will pose a challenge to the project in ensuring genuine participation and control of people for local self-governance.

Annex I



EMBASSY OF SWEDEN
NEW DELHI

Development Co-operation Section
Jonas Lövkrona

TERMS OF REFERENCE

24 November, 2000

1.11.3/SUTRA

Evaluation of “Resource Centre for Panchayat Training and Democratic Processes”, a project implemented by the Society for Social Uplift Through Rural Action (SUTRA)

1. Introduction

For the last ten years, the Society for Social Uplift Through Rural Action (SUTRA) has been working on various issues related to Panchayati Raj Institutions (PRIs) in Himachal Pradesh. From 1995 and onwards the focus of this work has been on training women representatives of the Gram Panchayats (which covers one or more villages depending on the size of population). In 1997, The Embassy approved a contribution of INR 4,200,000 to the project “Resource Centre for Panchayat Training and Democratic Processes”, seeking to improve the transparency and accountability of PRIs with a view to bridge the chasm between them and the people. In particular, the project has aimed at:

- Forming Panchayat Mandalis at the village level in 25 Gram Panchayats;
- Developing mechanisms for the dissemination of information pertaining to the financial dealings of Gram Panchayats;
- Creating public awareness about Gram Panchayats and encouraging people to take an active role in the development projects being initiated by the same;
- Bringing about attitudinal change among PRI members and equipping them with knowledge and information to fulfill their roles; and
- Establishing Panchayati Raj Resource Centers to initiate a process of networking amongst PRI members.

While the overall success of the project remains to be evaluated, it is clear that a number of results have been obtained in relation to the objectives set. Above all, Panchayat Mandalis, which consist of 10-15 women meeting monthly to follow up the activities of the Gram Panchayat, have been created in all the targeted villages.

2. Objective of the evaluation

This evaluation has been initiated by the Embassy in compliance with Sida's Evaluation Plan 2000 and Evaluation Policy, dated 7 October 1999 (attached as Annex I).

The evaluation has been planned to coincide with the revised completion date of the project, 31 August 2000, and will attempt to assess systematically and objectively the project's relevance, performance and success to date. The evaluation should also be forward-looking, including recommendations to ensure the sustainability of results and lessons learned that would feed into a possible next phase of the project.

The main stakeholders of this evaluation are the Society for Social Uplift Through Rural Action (SUTRA) and the Development Co-operation Section (DCS) of the Embassy of Sweden in New Delhi.

3. Scope of the evaluation

The evaluation will cover all important aspects and components of the project as outlined in the project document and later amendments, taking into account developments since the signing of the agreement between SUTRA and the DCS to date.

4. Issues to be addressed by the evaluation

Guided by Sida's Evaluation Policy, the evaluation team shall particularly address the following issues:

- The continued relevance of the project (approach, objectives, modalities of implementation, etc.) with regard to the prevailing context;
- The project outputs with regard to the expected end-results;
- The effectiveness of the approach/strategy being used to produce these results;
- The efficiency of project management, including the quality, quantity and timeliness of delivery of inputs;
- Early signs of potential impact and sustainability of results, including the contribution to capacity development;

On the basis of this assessment, the evaluation team should identify problems and constraints, if any, and propose recommendations for follow-up action to consolidate project sustainability. A number of generic recommendations should also be made that have bearing beyond the project.

A supporting note for the evaluation, developed by SUTRA, is attached as Annex II.

5. Products expected from the evaluation

The evaluation team will produce an **evaluation report** of not more than 25 pages, containing the following six sections: (1) Executive summary; (2) The Project: design, objectives, and results; (3) The Evaluation: methodology; (4) findings; (5) conclusions and recommendations; and (6) lessons learned. The report should include a list of reference material as well as list of people interviewed.

The findings and recommendations of the evaluation team should also be verbally presented to SUTRA and the DCS. A draft version of the evaluation report will be shared with these organisations for comments at least three days before the presentation/s. The final evaluation report will be submitted to the DCS in 5 bound hard copies, one unbound hard copy and one electronic copy (in MS Word or compatible software).

The Evaluation Team Leader will also be required to fill out the Sida Evaluation Data Work Sheet and the Evaluation Newsletter form.

6. Methodology

As a first task, the evaluation team will, in consultation with SUTRA and the DCS, prepare a detailed scope of work and time schedule reflecting this ToR and present it to the DCS for approval.

The evaluation team will carefully review all relevant documentation, including the original project document and the project progress reports.

The team will conduct interviews with relevant staff in the DCS, SUTRA, partner NGOs of SUTRA, as well as other stakeholders in the activities undertaken.

7. Composition of the evaluation team

The evaluation team will be consisted of minimum two members designated jointly by SUTRA and the DCS.

The team should possess demonstrable skills in evaluating capacity development projects as well as substantive experience from dealing with decentralisation and Panchayat reforms in India. Excellent (English) oral and writing skills is essential.

The team leader is responsible for the conduct of the evaluation team, for ensuring that the ToR is fully understood by all the team members, and for ensuring that the evaluation report is completed in accordance with this ToR.

8. Implementation arrangements

The evaluation will be carried out during two weeks in November/December 2000. It is proposed that the evaluation is carried out in four steps as follows:

- Documentation review (desk study) and preliminary consultations with the DCS and SUTRA, including the development of a work plan
- Visit to the project site, including collection of relevant written material as well as interviews with the staff of SUTRA, partner NGOs and other stakeholders
- Analysis of the information collected and preparation of a first draft of the report
- Debriefing, information validation, and preparation of the final version of the report

Logistical arrangements for the project visit will be decided upon once a detailed work plan has been developed.

A Supporting Note for TOR for Evaluation of SIDA supported Project
(Decision No. B 130/97 dated the August 20, 1997)

The Goal of the Study is:

To assess critically the impact of the Project and provide guidelines for designing the Phase-II of the Project

Introduction:

SUTRA initiated the project with basic objectives of creating an environment for strengthening the ability of first time elected women representatives of Panchayats and to do this : initiate various exercises to develop transparency and accountability in the affairs of Panchayati Raj bodies. And through these exercises bridge the chasm between people (specially poor and women) and PRBs.

SUTRA initiated the Project in the mid of 1997 with the support of partner NGOs.

Now the time has come to critically evaluate the Project to so that the learnings that have earned during last 3 years are documented and understood.

The Study should look into:

1. What was the understanding of the Project Planners at the time of initiating the Project, regarding the enormous challenges that the objectives of the Project had put before the Project Holders. If the planners have not actually understood the enormous challenge the Project Objectives were putting on them, what mechanisms they developed to cope with this, what problems they faced whilst trying to achieve the objectives.
2. What was achieved, how and what strategies were developed to achieve whatever was achieved
3. Critically evaluate the mechanisms that were adopted to initiate the Panchayat Mandalis (CBOs)
4. Critically evaluate the mechanisms that were adopted to sustain the interest of Panchayat Mandalis
5. Critically evaluate the mechanisms that were adopted to sustain the interests of staff involved in the Project
6. Critically evaluate whether the sub-regional imbalances that have occurred over a period in respect of 'development', heterogeneity of cultures of various blocks of Himachal Pradesh were understood whilst planning the Project or not, if not, what

kind of problems have been faced whilst organising the CBOs., what mechanisms were developed to cope with these problems

7. Whether the Project provided any flexibility in the budget / expenditure and if not, what kind of problems the Project Holders faced?
8. Whether any special attention was given to involve men and women belong to weaker sections, especially, men and women from Scheduled Castes? If any efforts were made, problems faced whilst trying to enhance the participation of this 'class'; mechanisms developed to cope with these problems.
9. Critically evaluate the efforts made by the Project Planners to undertake advocacy and lobbying to propagate the results of the Project
10. Consolidation of all the above learning and make use of this, for planning the next Phase of the Project.

Annex II

References

1. Project proposal – To develop support structure for women members of Panchayati Raj bodies to create alternative models of leadership.
2. The Himachal Pradesh Panchayati Raj Act, 1994 & Amendment, 3rd June 2000.
3. Panchayat Mandali Programme Annual Report Oct 1997–Sept 1998 SUTRA
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15. Ek sapna jo sanwar gaya – A case study based on the experience of a woman Panchayat Pradhan – By Alka.
16. Empowering the Gram Sabha – Report of the Sub group of the Task Force on Panchayati Raj – Ministry of Rural Development, GOI, October 1999.
17. Proceedings of the meeting of the group constituted to propose amendments to be brought in the Himachal Pradesh PR Act 1994 held on 11th June 1999 & 11th Oct. 1999.
18. Empowerment of Gram Sabha 6 monthly report of National Committee.
19. Society for Rural Development & Action Report: April – Sept 2000.
20. Report from SARDHA 6 monthly report April – September 2000.
21. RTDC Rajgarh report from April–September 2000.
22. C A R E Birla Report from April–Sept. 2000.
23. Report from Kulu from April to September 2000.

24. Report from Dharampur: April–September 2000.
25. Jan Vikas Samsthan Kumitor from April to September 2000.
26. UTHAN report from April to September 2000.
27. Report from SUTRA Ramshahr from April to September 2000.
28. SARDHA annual report 1998–99.

Annex III

Programme of meetings and discussions

1. Discussion with DCS – New Delhi 6/12/2000

2. Written material/Documents from Sutra received and studied

3. Field visits and discussions with SUTRA team and Panchayat Mandali members and district officials in Solan and Sirmour districts from 23/12/2000–28/12/2000

a. 23.12.2000 Fornoon	Meeting with Director Sutra and staff(list)	General overview of the project
b. 23.12.2000 Afternoon	Meeting with project project staff of SUTRA & presentation & review	Project Activities/ Programme
c. 24.12.2000	V.Panjali, Dharmapur Sloan, GP, Patta Walia PM Members – male/female	Meeting with Community members,
d. 24.12.2000	Meeting with P.D, Programme incharge and Program Coordinator and Senior Staff of SUTRA and partners	
e. 25.12.2000	Village Bhongla Chengar GP. Matoli ,Nalagarh block Solan distt.	Meeting with PM members from three villages list annexed
f. 26.12.2000	DC. Office Solan DC. Sanjay Murthy ADC. Kalshrot BDO. Kandaghot P.O DRDA Katoch	Meeting with distt officials
g. 26.12.2000	DC office Sirmour Nahan DC Rakesh Kaushal ADM, and IAS probationer	“
h. 26.12.2000	Nahan, distt Sirmour members-men/women	Meeting with PM
i. 27.12.2000	Kafota distt. Block Shilai Shardha NGO HQ	Meeting with PM members Male/Female
j. 28.12.2000	SUTRA office Jagjit Nagar project and partners staff.	Defriefing Meeting with SUTRA

Annex IV

I. Nahan team

- a. Joint meetings of the elected members and mandalis.
- b. Awareness generation camps of discrimination PRs.
- c. Attempt to reduce social discommentation.
- d. Organise health camps through Gram Panchayats.
- e. Prepare more women to contest panchayat election and giving information through this institution.
- f. To give information through PR related department and get works done through this institution.
- g. Combined meeting of elected persons of block level and ward members.

The other four teams besides reiterating some of the above suggestions added their suggestions as given below.

II. Dharampur-Kunihar, Solan

- a. To create awareness and give special attention to the basic service of health, education, drinking water.
- b. Mutual learning and experience sharing in quarterly meetings of Panchayat Mandali members.
- c. Training of elected Gram Panchayat members especially SC and women.
- d. Coordination between elected GP members and mandali members.
- e. Panchayat Mandalis coordination and linkage with BDC and ZP and take up their problems.
- f. Panchayat Mandalis' workers training.
- g. Monthly meetings of Panchayat Mandalis

III. The Nalagarh team

- a. Linkage with SHGs
- b. Training of Pradhans and Secretary of Panchayat Mandalis.
- c. Increase participation of panchayat mandali members in Gram Sabha.
- d. Visit and evaluation of Panchayat Mandalis.
- e. Encourage Mandalis to take up the problems and needed schemes to Gram Pachayats.

IV. The Kullu and Mandi

- a. Meeting of govt. functionaries and mandalis.
- b. Give financial assistance for village development works.
- c. Make micro level schemes through Mandalis.

V. The Saradha team added

- a. Train two members of mandali on PR so that they can work in the absence of NGO worker.
- b. Evaluation of programme from time to time and exposure to each others area.
- c. Educate people through adult education to select correct candidates For elections to panchayats

Annex V

Plantation from slips produced in SUTRA nursery or in the village

A. Block Dharmpur district Solan

S.No	Name of Panchayat Mandali	Community	Group	Total Grass Slip Plants
1.	Khadli	—	Bpl	8500
2.	Sherla	—	—	1000
3.	Tido	—	—	500
4.	Kyar Kotla	—	—	200
5.	Khadog	—	—	400
6.	Chyavani Bhugrat	—	—	3500
Total		—	—	14100

B. Plantation from slips taken from Forest deptt and Kandi project.

SN	Nursery owner	Grass slips	Name of deptt	Place	Funds Received
1.	SUTRA	50,000	DRDA Nahan & Kandi project	Badoh	20 paisa each
2.	Jabli	50,000	Forest deptt Dhanour	Dandi	10 paisa each
3.	Badlag	10,000	Forest deptt Kudad	Bohla	“
4.	Khushali	4500	Kandi Project	Manjari	20 paisa each
5.	SUTRA	8500	PM area	SUTRA camps	
6.	Shanti Sharma Khajret	1000	In its area	Khajret	10
7.	Ramku Devi Thimbar	2000	“	Thimber	“
8.	Mahila Mandal Pradhan, Kyarkotla	400	“	Kyarkotla	“
9.	Drampadi Devi	4000	“	Dhandi	“

Annex VI

Gram Panchayats with Panchayat Mandali Programme with number of
Mahila Mandals earlier formed by SUTRA.

S.No	Name of the Gram Panchayat	Block	District	Ngo concerned	Mahila Mandals
01	Raudi	Dharmpur	Solan	SUTRA Jagjit nagar	02
02	Hudang	Dharmpur	Solan		01
03	Chandi	Dharmpur	Solan		03
04	Ghadsi	Dharmpur	Solan		05
05	Badlag	Dharmpur	Solan		05
06	Jangeshu	Dharmpur	Solan		05
07	Nahri	Dharmpur	Solan		01
08	Pattawadia	Dharmpur	Solan		01
09	Goyala	Dharmpur	Solan		nil
10	Surajpur	Dharmpur	Solan		07
11	Pattanali	Dharmpur	Solan		04
12	Ramshahar	Nalagarh	Solan	SUTRA Ramshahar	01
13	Matuli	"	"		03
14	Bahedi	"	"		01
15	Sned	"	"		04
16	Sai	"	"		04
17	Diggall	"	"		02
18	Sanyasi Mod	Kunihar	Solan	Himachal Jan Vikas Sahyog Sansthan Darlaghat	nil
19	Hanuman Badog	"	"		02
20	Saryanj	"	"		01
21	Surajpur	"	"		01
22	Ambvala Sainwale	Nahan	Sirmour	SUTRA Nahan	02
23	Bankalan	Nahan	Sirmour		04
24	Salani-Katola	Nahan	Sirmour		03
25	Nahan	Nahan	Sirmour	Utthan	03
26	Nehar Sawar	Nahan	Sirmour	Utthan Nihog	01
27	Banethi	Nahan	Sirmour		01
28	Birla	Nahan	Sirmour	CARE, Birla	

29	Thane kasoga	Nahan	Sirmour		
30	Badthal	Nahan	Sirmour		nil
31	Nainidhar	Shilai	Sirmour	Sharadha, Kafota	nil
32	Raste	Shilai	Sirmour		nil
33	Kando Bhatnal	Shilai	Sirmour		nil
34	Shiri Kyari	Shilai	Sirmour		nil
35	Gham-Chyan	Darang	Mandi	S.R.D.A. Thaltukhod	04
36	Shilh Badhwani	Darang	Mandi		02
37	Kathog	Darang	Mandi		nil
38	Batheri	Darang	Mandi		04
39	Dador	Sadar	Mandi	R.T.D.C.Rajgarh	01
40	Kummi	Sadar	Mandi		01
41	Sharchi	Banjar	Kullu	SAVE Dhaman	07
42	Tung	Banjar	Kullu		07
				Total	91

[illegible]

Abbreviations

- | | |
|--------------------|---|
| 1. P R Bs | Panchayati Raj Bodies |
| 2. G P | Gram Panchayat |
| 3. P R R | Panchayati Raj Representatives |
| 4. P M | Panchayat Mandali – a group of village people demanding Panchayat members to be more accountable responsive to local needs. |
| 5. D R D A | District Rural Development Agency |
| 6. C H C | Child Health Centre |
| 7. P H C | Primary Health Centre |
| 8. Yuvak Mandali | Youth Group (men) |
| 9. Yuvathi Mandali | Adoloscent girls group |
| 10. Pradhan | President of the village Panchayat |
| 11. Up-Pradhan | Vice President of Panchayat |
| 12. Up-Panchayat | Mini Panchayat at single village level within a larger Gram Panchayat |

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- 00/37:1 Assessment of Lessons Learned from Sida Support to Conflict Management and Peace Building. State of the Art/Annotated Bibliography.** Ninna Nyberg Sørensen, Finn Stepputat, Nicholas Van Hear.
Department for Cooperation with Non-Governmental Organisations and Humanitarian Assistance
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Department for Cooperation with Non-Governmental Organisations and Humanitarian Assistance
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