



राष्ट्रीय ग्रामीण विकास एवं  
पंचायती राज संस्थान  
NATIONAL INSTITUTE OF RURAL  
DEVELOPMENT AND PANCHAYATI RAJ  
Ministry of Rural Development, Government of India



www.nird.org.in

No: 283

# PRAGATI

Newsletter  
December 2018



TRAINING  
& CAPACITY  
BUILDING



RESEARCH  
& CONSULTANCY



POLICY  
FORMULATION  
& ADVOCACY



TECHNOLOGY  
TRANSFER



ACADEMIC  
PROGRAMMES



INNOVATIVE  
SKILLING  
& LIVELIHOOD



## Social Audits in India



## 3 | Social Audits in India

### CONTENTS

6

16<sup>th</sup> Rural Technology and Crafts Mela (RTCM) held at NIRDPR

8

Regional workshop for Orientation of Participating Institutes to Initiate Work in Adopted Village Clusters

9

Orientation programme on Labour Laws for Rural Development functionaries of Andhra Pradesh and Telangana

11

Tributes to Shri T. L. Sankar, IAS (Retd.)

12

Staff participation- Multidisciplinary national conference on Role of Cooperative for Sustainable Rural Development

14

ODF - Story with a Gap

15

NIRDPR pays tribute to Dr. B.R. Ambedkar on his death anniversary

16

Sehgal Foundation and NIRDPR organise a programme on Good Rural Governance and Citizen Participation

18

Sixth meeting of Town Official Language Implementation Committee -2, Hyderabad at NIRDPR

19

Apt observance of Aadhaar Exception Handling Mechanism will ensure benefits to the right beneficiaries



## Social Audits in India

### *Social audit public hearing in progress*

A social audit is a process by which the people, the final beneficiaries of any scheme, programme, policy or law, are empowered to audit such schemes, programmes, policies and laws. A social audit is an ongoing process by which the potential beneficiaries and other stakeholders of an activity or project are involved from the planning to the monitoring and evaluation of that activity or project. It thereby tries to ensure that the activity or project is designed and implemented in a manner that is most suited for the prevailing (local) conditions, appropriately reflects the priorities and preferences of those affected by it, and most effectively serves public interest.

Social audit was first pioneered in India by Mazdoor Kisan Shakti Sangathan (MKSS) in rural Rajasthan in the mid 1990s. Based on the demand for copies of expenditure records (Our Money; Our Accounts), the concrete demand for Right to Information took shape. Using records obtained from informal means

and sympathetic officials, verification of data in the records was done and public hearings organised at which residents came to give individual and collective testimonies.

Social audit has now been mandated by the Parliament in three Acts: Mahatma Gandhi National Rural Employment Guarantee Act in 2005, National Food Security Act (NFSA) in 2013 and the Rights of Persons with Disabilities Act in 2016. Judiciary has mandated it in the implementation of NFSA, Juvenile Justice Act and the Building and Other Construction Workers' Act in 2017 and 2018. It has been mandated by an executive decision in many schemes including Pradhan Mantri Awas Yojana (PMAY), National Social Assistance Programme (NSAP) and Fourteenth Finance Commission Grants (FFCG). It has been recognised and acknowledged by the Comptroller and Auditor General (C&AG) in 2015. In 2017, Meghalaya became the first State to pass a comprehensive Social Audit

Act that covers 21 schemes and 11 departments.

However it's only in MGNREGA, 13 years after it was made mandatory, that social audit has been institutionalised to a great extent through the enactment of independent Social Audit Units in 26 States. Even though there is wide variation in the number and quality of audits undertaken by these units, there are good reasons to believe that these issues will be addressed soon.

The National Food Security Act says that social audit should be done by the local authority. The Supreme Court has also stated that social audit of NFSA should be done by the same social audit machinery that was established for the MGNREGA. The schemes under NFSA (Integrated Child Development Services, Mid-day Meal Programme and the Public Distribution System) are even more of a lifeline for the poor than the MGNREGS. It's very important to do social audit well in these schemes. Though pilot social audits have been facilitated by civil



*Beneficiaries taking a look at the charts detailing work expenditure. Source: Sai Gyanender, District Incharge, SAU, TS*

society organisations, the Department of Food and Public Distribution neither passed any rule regarding how it should be done nor gave any financial assistance to the States to conduct social audit. Hopefully, this will be rectified soon.

The C&AG in a National Workshop on Social Audit in 2015 said, 'Expenditure of Union Government and State Governments that directly impacts socio-economic development was estimated to be ₹ 17 Lakh Crore in the Financial Year 2013-2014. But the accountability and transparency mechanism in the local bodies have not been commensurate with the increasing responsibilities and flow of ever increasing funds. The mechanism of social audit can come quite handy in dealing with this difficult situation.'

Following a writeshop at NIRDPR in 2017, Social Audit Guidelines for utilisation of Fourteenth Finance Commission Grants (FFCG) were prepared and sent to all the States. Jharkhand has

actively taken up social audits of FFCG in 1500 Panchayats. Pilot social audit was done in a few Panchayats in Andhra Pradesh where wall paintings of the expenditure of the works taken up under FFCG were put up in public locations. In one Panchayat, people were surprised that most of the money was spent on repair of borewell motors - one motor was repaired 8 times at a cost of ₹ 83,455 in one year! Requiring that the expenditure details be put up in a wall painting like this can strongly deter the misuse of public money.

Following a writeshop to draft guidelines for the social audit of National Social Assistance Programme (NSAP) in NIRDPR in May 2018, MoRD has sent these to the States asking them to take up social audits. NIRDPR completed pilot social audit of NSAP in one Panchayat and one urban village in Tamil Nadu and is planning to do pilots in Odisha, Assam, Maharashtra and Himachal Pradesh.

MoRD is also planning to roll out social audits of PMAY-G in the next year. A writeshop was conducted in December 2019 in NIRDPR to develop draft guidelines. After getting feedback from State implementing agencies, the guidelines will be sent to the States asking them to take up social audit.

The Ministry of Housing and Urban Affairs is insisting on social audit of PMAY-Urban and NIRDPR recently completed social audits in nine Urban Local Bodies (ULBs) of Andhra Pradesh. The Department of Empowerment of Persons with Disabilities has also requested NIRDPR to take up social audit pilots of National Action Plan for Skill Development of Persons with Disabilities in five States.

In 2017, the Bihar Government invited Tata Institute of Social Sciences (TISS) to conduct social audits of 110 government run or supported institutions



Source: Sasidhar, Training Manager, CSA

including children homes and adoption centres. This social audit has served to put a spotlight on the criminal abuse of children that took place in many of the centres. The strong action that is being taken in response to these findings and the need for transparent functioning demanded by social audits should hopefully prevent such atrocities from happening in other places.

To extend social audits across other rural development schemes, MoRD has constituted a committee in January 2019 headed by the Additional Secretary and five Joint Secretaries of key programme divisions. This committee will submit its recommendations shortly.

While the importance of social audit is being recognised widely, there are many things that need to be done to improve the efficacy of social audits.

Adequate funds need to be allocated for the conduct of social audits. The recommended 1 per cent to be spent on the conduct of social audit is to ensure that the remaining 99 per cent is utilised

“  
**Social Audit is the celebration of democracy where people are provided an opportunity to question the Panchayati Raj representatives and field officials and participate in the development of schemes meant for them.**  
 ”

properly. Implementing agencies should take prompt and appropriate action on the social audit findings so that people do not lose faith in the process.

All information that is required for the conduct of social audit should be provided on time and be publicly available. Most departments at the State level have built good Management

Information Systems to monitor physical and financial progress of projects implemented by them. For instance, the Rural Development and Panchayati Raj department in Tamil Nadu has an excellent database system to keep track of each and every project that is executed across all Panchayats in the State. However, this data is locked and is available only to the rural development government employees. Such databases should be made open for the public to view.

It's time now come to scale up and institutionalise this powerful transparency, accountability and participatory tool.

**Dr. C. Dheeraja**  
 Associate Professor & Head, Centre for Social Audit

**Cover Page Design: Shri V. G. Bhat**

## 16<sup>th</sup> Rural Technology and Crafts Mela (RTCM) held at NIRDPR



*Smt. I. Rani Kumidini, IAS, inaugurating 16<sup>th</sup> Rural Technology and Crafts Mela, in the presence Dr. W. R. Reddy, Director General, NIRDPR, Smt. Radhika Rastogi, Deputy Director General, NIRDPR and other dignitaries, on November 29<sup>th</sup>, 2018*

The Rural Technology Park (RTP), NIRDPR was established to demonstrate the technology models and show a way forward for the livelihood creation / enhancement by adopting the sustainable and appropriate technologies which are affordable. Since, then RTP has been organising the “Rural Technology and Crafts Mela” as a part of the NIRDPR’s Foundation Day Celebrations which is observed during the month of November every year. Over the years, the Mela has become an important event which showcases rural products such as handicrafts, handloom, traditional food products and innovative technologies brought by diverse background of entrepreneurs from various parts of rural India.

Continuing the rich tradition, the 16<sup>th</sup> Rural Technology and Crafts Mela

was organised from 29<sup>th</sup> November to 3<sup>rd</sup> December, 2018 with the theme “People’s Planning: A Decentralised Strategy for Sustainable Development”. Over 230 stalls were put up by Rural Innovators, SHG Entrepreneurs, Non - Government Organisations, Technology Institutions and Private Institutions/ Start-ups. They showcased various technologies, processes, products, tools and implements for demonstration and sale. Smt. I. Rani Kumidini, IAS, Chief Executive, NFDB, was the Chief Guest of the event and Dr. W. R. Reddy, IAS, Director General, NIRDPR; Smt. Radhika Rastogi, IAS, Deputy Director General, NIRDPR, Shri K. Suresh Kumar, Chief General Manager, NABARD and Shri GRC Reddy, Vice Chancellor, Sharadha University graced the occasion as Guests of 16<sup>th</sup> RTCM 2018. The newly constructed magnificent Brick Arch Entrance of Rural

Technology Park was also inaugurated during the mela.

As a special event, the “National Fish Festival”, sponsored by the National Fisheries Development Board was conducted to popularise fish consumption in the country and to create awareness among the people on the health benefits of fish. Fish Stalls had served various exotic fish cuisines for the visitors. In addition, the NIRDPR publication titled “Mainstreaming Smart Village in Rural Development” - a framework for analysis and policy was launched during the inaugural event. To promote awareness on sustainable housing technologies, a special pavilion on eco-friendly sustainable housing construction technologies was displayed by the Rural Technology Park. Apart from posters and banners on various



*Dancers performing as part of the cultural festival held during Rural Technology and Crafts Mela*

sustainable housing technologies, various techniques like brick jali patterns, interlocking bricks, rat trap bond walling models were displayed in the housing pavilion. As a part of networking and scalability opportunity for the award winners of the Rural Innovators Start-up Conclave (RISC) organised during the month of August, 2018 by NIRDPR were also invited to showcase and promote their technologies and products in the event.

This year the mela had over 230 stalls by entrepreneurs representing over 20 States of the country which had products displayed for demonstration and sale by the exhibitors. Some notable products displayed are solar lamps, bamboo products, food products like millets and organic items, leather goods, sanitary napkins and home based products, natural dyes and handloom fabrics, ayurvedic products, jute bags and decors, artificial jewellery, wooden cutlery, paper pencil, Kashmiri shawls, banana fibre and food products, specialised clay products, embroidery works, wood crafts, dry ornamental flowers, etc. Over the years, the mela has developed into a vibrant platform which promotes promotion and sale of rural products, demonstration of technologies, market linkages and exchange of knowledge and ideas for the entrepreneurs from rural areas. In addition, the event also helps in connecting the urbanites with the

rural products and promotes awareness among them on the rich traditional practices and products of the rural life.

Entrepreneurs from the States such as Andhra Pradesh, Assam, Bihar, Chhattisgarh, Delhi, Haryana, Jammu & Kashmir, Karnataka, Maharashtra, Odisha, Pondicherry, Punjab, Rajasthan, Telangana, Tamil Nadu, Uttar Pradesh and West Bengal participated in the event. Overall, the mela was witnessed by over forty to fifty thousand visitors from different walks of life. Direction boards, spacious parking, drinking water points, portable toilets, Mobile ATMs, Shuttle bus service (TSRTC) were arranged for the convenience of visitors. Insurance for the stalls as well as the visitors' life coverage was done to cover any untoward incidents during the mela. A Fire Engine was stationed full-time during the event on all days to address fire outbreaks. To monitor the crowd movement and theft in the mela ground area, CCTVs were installed in all prominent locations. Above all, to meet the expectations of visitors to try and enjoy variety of foods, the food court had various food stalls, including the sea food stall sponsored by NFDB.

On all the five days of the mela, from 6.00 pm to 10.00 pm, cultural programmes were organised depicting the cultures of different States. These included Odisha and Tamil Nadu tribal folk dance and

songs, programmes by the children of NIRDPR BVBV school, PGDRDM students and DDU-GKY team skits, etc., which were an added attraction to the Mela. The Mela was Co-Partnered by National Fisheries Development Board and National Bank for Agriculture and Rural Development (NABARD) and Sponsorship contribution was received from State Bank of India, Society for Employment Generation and Enterprise Development in Andhra Pradesh (SEEDAP) and TRYLOGIC Ltd. (DDU-GKY PIAs).

In the valedictory session, the chief guests were Shri Vijay Kumar, Chief General Manager, NABARD, Smt. I. Rani Kumidini, IAS, Chief Executive, NFDB and Dr. W. R. Reddy, IAS, Director General, NIRDPR and Shri Subhash Kumar, SEEDAP. All the agencies which sponsored the mela were felicitated by the Director General, NIRDPR. Best stalls in all the categories of stalls were facilitated with mementos. Dr. S. Ramesh Sakthivel, Associate Professor & Head, CIAT, NIRDPR and Mr. Mohamed Khan, Senior Consultant, CIAT, NIRDPR also spoke on the occasion. Dr. S. Ramesh Sakthivel, who co-ordinated the programme, in his vote of thanks had thanked each and every person who took part in making the event a great success. The mela was covered by the print and electronic media widely. Special coverage on special products and entrepreneurs were published by the media every day.

## Comments of dignitaries

**SMT. I. RANI KUMIDINI**, IAS, Chief Executive, NFDB noted that joining with NIRDPR and conducting the National Fish Festival during the event boosted promotion of fisheries, which is one of the most developing sectors in helping the GDP of the country.



**SHRI K. SURESH**, Chief General Manager, NABARD stated that NABARD will work with NIRDPR in promoting entrepreneurship among rural communities, thereby contributing to rural development, which is the common agenda of both NIRDPR and NABARD.

**SHRI G. R. C. REDDY**, Vice Chancellor of Sharadha University expressed that the initiative of NIRDPR in organising the Rural Technology and Crafts Mela is a great attempt in promoting rural employment.



**DR. W. R. REDDY**, Director General, NIRDPR in his inaugural address said that during the mela, efforts would be made to identify the products of the rural entrepreneurs and self-help group who require support and help them in improving the quality, design and packaging of their products for promotion.

**SMT. RADHIKA RASTOGI**, IAS, Deputy Director General, NIRDPR in her vote of thanks, expressed gratitude for the support being extended by NFDB, NABARD, SBI and SEEDAP, etc., in successfully launching the event and thanked all the participants who have contributed in making the event a fruitful one.



## Regional workshop for Orientation of Participating Institutes to Initiate Work in Adopted Village Clusters



*Dr. Gyanmudra, Professor and Head, CHR D, addressing the participants of the workshop in the presence of other dignitaries*

U nnat Bharat Abhiyan is a flagship programme initiated by MHRD to bring holistic development in rural India and is inspired by the vision of transformational change in rural development processes by leveraging knowledge institutions to help build the architecture of an Inclusive India. On 6th December 2018, NIRDPR as Subject Expert Group and Regional Coordinating institute had conducted a one-day regional workshop for the orientation of Participating Institutes to initiate work in adopted village clusters at Vikas Auditorium, NIRDPR. There were 88 participants representing different institutes of the two States.

Dr. Gyanmudra, Professor and Head, CHR D and also the coordinator of this workshop, has welcomed all the guests and participants and gave a brief introduction to the workshop.

Prof. Nomes h Bolia from IIT Delhi in his inaugural address made a clear picture

on the vision and mission of the UBA programme. In his presentation, he had described the achievements and initiatives of UBA. His introductory presentation was well enough to understand the objectives of the UBA activities. Prof. Priyanka Kaushal from IIT Delhi suggested steps and guidelines to the participating institutes for formulating the plan of action for village development in her session. She also explained the importance of establishing contact, awareness and participation, situation analysis and need identification. She shared the methods of project formulation, monitoring, assessment and evaluation and also the long-term action plan for village development. Mrs.Meeta, Programme Manager UBA, demonstrated the web portal and ERP system of UBA.

Later on the day, Dr Gyanmudra has taken an in-depth session on Participatory Rural Appraisal-Tools and Techniques. With various examples from the field study, she

tried to establish the importance of PRA Techniques in successfully implementing any activity in rural areas. Participants discussed various issues related to the implementation of the UBA programme.

The afternoon session started with Prof. Nomes h Bolia's presentation on Subject Expert Group. He shared the roles and responsibilities of Subject Expert Groups. He also shared his own experience in an educational initiative.

The participants were later on divided into teams and asked to prepare a model of problem identified, strategy to solve it and kind of help required for implementing UBA related activities in their respective adopted villages. After that, all groups have presented their strategies and planning and this was followed by a thorough discussion. All participants submitted that the workshop was fruitful and would like to continue their good work for the adopted villages.

## Orientation programme on Labour Laws for Rural Development functionaries of Andhra Pradesh and Telangana



*Dr. W. R. Reddy, IAS, Director General, NIRDPR addressing the gathering during orientation programme on labour laws for Rural Development functionaries of Andhra Pradesh and Telangana*

Labour laws have been the most contentious issues in recent past, given the severe job crisis, especially in the rural areas and weakening of workers' organisations. While the labour laws applicable to organised industrial units have been under debate, regulations for protecting the interests of workers have not covered this growing army of rural workers. Regulations, if any, have also not been designed keeping in mind the special circumstances in which such workers work. 'Informality' therefore, tends to be the dominant feature of their relations with their employers. Therefore, in this context, it is important to flag up questions such as: How does one address this unique problem of protecting the interests of rural workers, that has been posed by the specific trajectory of Indian economic development? What kind of labour standards are necessary and what should be the method of enforcing them? How do we empower the role of the institutions of governance at the rural level like the Panchayati Raj system, which were originally designed for primarily

an agrarian sector dominated rural context?

In this backdrop, a three-day orientation programme was organised in collaboration with Centre for Entrepreneurship Development (CED), National Institute of Rural Development and Panchayati Raj (NIRDPR), Hyderabad and V. V. Giri National Labour Institute (VVGNI), Noida during 10<sup>th</sup> to 12<sup>th</sup> December, 2018. The programme aimed at providing an orientation to the participants on various rural development initiatives and select labour laws and the key challenges in realisation of the objectives of these initiatives and laws. The key objectives of the programme were: to discuss the human rights and constitutional framework of various rural development programmes and labour laws; to provide the broad context of labour law reform initiatives; to share the highlights of various draft labour codes and to have deliberation on the key challenges in the way of various reform measures.

Around 30 participants comprising representatives of Trade Unions and Management, NGOs, Dattopant Thengdi National Board for Workers Education and Development (DTNBWED), lawyers, Labour Departments and Researchers participated in this programme. During the programme, the participants were addressed by the faculty from NIRDPR, VVGNI as well as external resource persons. The Director General NIRDPR, Dr. W.R. Reddy, (IAS) delivered the inaugural address. During his inaugural address, Dr. Reddy shared that there are various ideas, models and approaches associated with rural development in India and how the NIRDPR has evolved and expanded the areas and scope of its activities over the years. He also shared the highlights of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) and Deen Dayal Upadhyaya Kaushal Vikas Yojana (DDU-GKY) and how this Act and Yojana have helped in increasing the income security and skill upgradation. He laid emphasis on



*Dr. Partha Pratim Sahu, Associate Professor, CED (third from left) and Smt. Radhika Rastogi, IAS, Deputy Director General, NIRDPR (second from right) attending a session of the orientation programme*

the importance of continuous learning attitude, passion and dedication in personal effectiveness as well as better delivery of services. He highlighted the role of labour in wealth creation and emphasised that no real development can take place without focusing on the human resources. He emphasised that the production and protection have to be duly balanced and there is a need to create an enabling environment, so that an individual person can contribute one's best. He observed that during the last 6-7 decades of Independence, various key steps have been taken to achieve these objectives but still there are many issues to be addressed. He concluded his remarks by observing that the matter of concern is how to create a kind of eco-system to realise the desired outcomes.

The address by the Director General was followed by the programme introduction and various technical sessions. The themes covered in these sessions included: Analysis of Rural Labour Market in India; Human Rights and Constitutional Framework of Labour Laws; Mahatma Gandhi National Rural Employment Guarantee Act: Key features

and Issues in Implementation; the laws pertaining to contract labour, migrant workers and women workers, etc. These sessions were addressed by Dr. Partha Pratim Sahu, Dr. Sanjay Upadhyaya, Dr. S Jyothis, Dr. Ruchira Bhattacharya, Faculty members from NIRDPR and VV Giri National Labour Institute. The session on Contract Labour Act was taken by Ms. Hema Latha Avula, Legal Officer NIRDPR. Detailed discussions and intense interactions took place during and after each session. These technical sessions were followed by an open ended question-answer session. For an exposure visit during the programme, the participants were also taken to the Rural Technology Park of NIRDPR to get a feel of capacity building, rural employment generation and livelihood initiatives, etc., through live demonstrations. In addition, participants were provided with reading materials.

During the valedictory session of the programme, the participants were addressed by Smt. Radhika Rastogi, (IAS), Deputy Director General, NIRDPR. During her address she shared that, laws need to be dynamic and keep pace with the changing reality. She shared the key concerns of marginalised

and vulnerable category of migrant workers and emphasised that law enforcement is not the responsibility only of the enforcement agency but every responsible citizen has his/her role in the same. She further emphasised that instead of dissipating energy and resources for each and every issue, there is need to focus on non-negotiable concerns and issues. She also solicited suggestions from participants for further improvement of programmes to be held in this series in future and also distributed certificates to the participants.

All the participants were requested to offer feedback on the online training management portal. Based on the feedback from the participants and external resource persons, it may be concluded that the said programme was satisfactory in all respects and the objectives and goals defined in the programme were duly realised.

Dr. Partha Pratim Sahu, Associate Professor, (CED), NIRDPR and Dr. Sanjay Upadhyaya, Fellow, V. V. Giri National Labour Institute were the course co-ordinators.

## Tributes to Shri T. L. Sankar, IAS (Retd.)



2<sup>nd</sup> August, 1928 remains in the annals of Indian history as Shri Thiruvengadam Lakshman Sankar was born on this very day. An epitome of perfection, he has with his dedication towards work, attitude, guidance, attributes and invaluable services, grown into a legend and role model for everyone.

Shri T. L. Sankar, IAS (Retd.) has brought dignity and decorum to all the positions he has held during his exemplary and illustrious career, and also after superannuation. He was a pioneer in his own right and a service man caring for fellow humans. A great guide, mentor for innumerable young Civil Servants, he personified the greatest qualities of a perfect gentleman. He always had a soft corner and genuine concern towards the poor and downtrodden.

Shri T. L. Sankar's contribution as Secretary of the Fuel Policy Committee from 1970 to 1975, as the Principal Secretary of the working group on energy policy from 1978 to 1979 and reforms suggested in the Indian Coal Sector heading the committee known as 'T. L. Sankar Committee' are relevant and afresh even today. It is proud to recollect that he was the Founding Father of Andhra Pradesh Technology Services and contributed largely to e-governance much ahead of any other State.

Shri T. L. Sankar's efforts as Chairman of the Andhra Pradesh State Electricity Board in making it a vibrant, self-sustainable leading government organisation in providing the best of its services to its consumers to their satisfaction. Thus, keeping the organisation on the top of the list of the government organisations is memorable and note-worthy in the history of the energy sector.

It is quite comforting to recall Shri T. L. Sankar's contribution as the Director in charge of Institute of Public Enterprises for 12 years. His mammoth contribution in making it praise worthy organisation that has created opportunities for large number of entrepreneurs and enterprises to grow beyond imagination is laudable. The Institute acknowledges and remembers his tenure as the 'golden era'.

Shri T. L. Sankar's efforts as Director General, NIRDPR in building up the Institution true to its objectives and making it a pioneer in many areas on rural development are unforgettable and remain evergreen in the history of NIRDPR. His foresightedness, imagination in sowing the seeds for career progression and growth of the faculty and staff of the Institution is highly admirable.

Shri T. L. Sankar's contribution as the Principal of Administrative Staff College of India from 1993, after his retirement from Indian Administrative Service are remembered to be the turning point for the innovative functioning, keeping in view the needs of the practising managers which are followed even to this day. It is a matter of pride for India that Shri T.L.Sankar was an advisor on Energy to the Governments of Srilanka, Tanzania, Jamaica, North Korea and Bangladesh.

Shri T. L. Sankar with the objective of providing continuous support to the

poor and weaker sections and with the fond desire of promoting the renewable energy, before anybody else had imagined the necessity for the same and started an NGO 'Green Urja Technology Systems'. It is working on harnessing the power of solar energy in schools, solar home-lighting, solar study lights for the children, solar street lights, bio-gas plants, clean cooking solutions like smokeless chullahas for rural households, etc. Taking the facility for the benefit of the tribal areas of Telangana, Uttarakhand, Arunachal Pradesh are the live examples of his deep concern for the people living in remote areas.

Shri T.L.Sankar aimed at creating solar technicians taking up the skill development programmes under Surya Mitra through 'Green Urja Technologies and Systems' in collaboration with Rural Technology Park, NIRDPR, thus creating the employment opportunities for the rural youth, besides addressing the shortage of solar technicians in the country.

It is a matter of pride for NIRDPR that he had responded spontaneously for all the invitations extended by the Institute and participated in all without exception and brought richness to all the programmes besides guiding and extending support through his NGO.

Government of India honoured him with 'Padma Bhushan' in the year 2004, recognising his contributions/services to the society. NIRDPR pays its rich tribute on this occasion and assures to carry forward his ideals and the Renewable Energy Training Programmes which were very near and dear to his heart.

NIRDPR wishes to convey that he leaves behind a good example for emulation and term the period 1928 to 2018 as an era of 'Shri T. L. Sankar'.

## TRIBUTES

Shri Jiwan Chandra Joshi, Ex-Caretaker of the NIRDPR, died on 4.12.2018 at his residence in Hyderabad.

Shri Jiwan Chandra Joshi was born on 26th August, 1934 in Almora, Uttarakhand. He joined the Institute (Central Institute of Study and Research in Community Development, Mussoorie) on 7.11.1958. The erstwhile Central Institute of Study and Research

in Community Development renamed as National Institute of Community Development in 1958 and subsequently renamed as National Institute of Rural Development in 1977.

Shri Jiwan Chandra Joshi has rendered 36 years of service in the Institute in different capacities and retired as Caretaker on 31.08.1994. He is survived by his wife, two daughters and a son.



## Staff participation - Multidisciplinary national conference on Role of Cooperative for Sustainable Rural Development

A two-day multidisciplinary national conference on Role of Cooperative for Sustainable Rural Development was organised by the Centre for Studies in Rural Management, Faculty of Management and Technology of Gujarat Vidyapith Rural Campus, Randheja, Gandhi Nagar district, Gujarat during December 21-22, 2018 in collaboration with National Cooperative Union of India (NCUI), New Delhi.

Dr. Rajiv Patel, Director of Gujarat Vidyapith of Randheja Campus welcomed the gathering. This was followed by keynote addresses by the special invitees - Shri Mohit Dave, ICA- Asia Pacific Region, New Delhi, Dr. G.S. Azad, VC (I/C), RCU, Palamu, Jharkhand and Prof. (Dr) Ranjit Kumar Singh, Prof. V.C., K.U. Chibasa, Jharkhand. Dr. Rajendra Khimani, Registrar, G.V. Ahmedabad who was the Chief Guest addressed the gathering. Shri. N Satyanarayana, CE-NCUI, New Delhi also addressed during the conference. Dr. Lokesh Jain, Professor of CSR, G.V-R, Ahmedabad delivered vote of thanks for the session.

First technical session was on the theme of Gandhi and Cooperation. Dr. Kumar Prashant from GPF New Delhi was the Chairman for this session. Dr. A. R. Shrinath, Director- NCUI, New Delhi delivered the keynote speech for the first technical session. A total of eight papers were presented in this session. Second technical session was on the theme - Role of Cooperative Tribal and Village. Dr. P. Selvaraju, HoD of Cooperative Mgt. from Pondicherry was the Chairman and Dr. Prashant Agrawal from Agra delivered



*Smt. Anita Pandey, AD(OL), NIRDPR, Hyderabad addresses the participants of national conference on Role of Cooperative for Sustainable Rural Development held in Gujarat*

a keynote speech for this session. Ten papers were presented in this session. It was followed by a field visit to Dandi Kutir and Akshardham. An open discussion was made with delegates/ participants on the theme - Sustainable Development and Cooperative, under the Chairmanship of Dr. Azad VC (I/C). Also, the keynote speaker, Dr. Prashant Agrawal from Mumbai shared his practical experiences.

The second day started with third technical session on the theme - Cooperation and Entrepreneurship, Leadership and Women Empowerment. Prof. (Dr.) J. P. Mishra chaired the session and Dr. Swarnima Singh gave the keynote speech. More than 10 papers were presented by the authors in the session. In the fourth technical session, eight papers were presented on the theme 'Cooperative and Social Responsibility, ICT and Innovation' and same has been dealt on discussion under the chairmanship of Smt. Anita Pandey, NIRDPR, Hyderabad and Dr. Sunita Tanwar from Central

University of Haryana gave keynote speech for this session. Cooperative and SDG was the core theme for fifth technical session. Dr. G. S. Azad chaired this session. Eight papers were selected for presentation and discussion. Dr. Bidyut Baisya from Assam delivered his keynote speech to this technical session.

The outcome report of the programme was presented by Prof. Lokesh Jain, CSR of G. P. V. Randheja, who coordinated the conference. Prof. Anamik Shah, VC, G.V. Ahmedabad delivered valedictory address, Dr. G.S. Azad, VC (I/C), RCU, Palamu, Jharkhand was the guest speaker for the concluding ceremony. Following guests gave keynote speech in the concluding function - Dr. A. R. Shrinath, Director- NCUI, New Delhi, Smt. Anita Pandey, Asst. Director, NIRDPR, Hyderabad and Prof. J. P. Mishra, Dean, K. U. Chibasa, Jharkhand. Dr. Mayuri delivered vote of thanks. As part of this, certificates were distributed to all the participants.

## ODF - Story with a Gap

ODF is a catch abbreviation summarising the phrase Open Defecation Free (ODF) communities. By definition ODF means no visible faeces found in the environment / village; every household uses safe technology options for the disposal of faeces. And ODF sustainability means safe disposal of human excreta post the attainment of ODF status. The 'definitional ODF status' is yet to be realised in many villages. Taking cognizance of the fact that our ODF story is incomplete, States and districts are guiding Gram Panchayats to fill the gaps. 'Story with a Gap' is a simple participatory tool, but very much impactful to make communities think about ODF story in its entirety. This tool (used in a participatory exercise) helps identify the gap in ODF Story narrated by a Gram Panchayat. In other words, there might be missing elements in the 'ODF story', which the GP has ignored and self-declared as ODF. This/these 'missing element(s)' might be a vital indicator for a village to be called ODF in the real sense of the expression.

Identifying that gap and taking action in order to fill in that gap is the purpose of Story with a Gap exercise.

### Story with a Gap

To carry out this [Story with a Gap] exercise, a 'definitional ODF picture' is depicted in the table in next page. It has three columns. However, when we begin this exercise in a Gram Panchayat (Gram Sabha) we'd better open up a discussion asking the people a searching question in a humble way. Is our claim of 'ODF status' an honest reflection of what exists here, or have we hastened up a little declaring ourselves ODF, when we are yet to reach 'the complete ODF stage'? In other words, how honest are we, in calling ourselves an 'ODF village'? Do you think there are some gaps in our ODF Story, which we mute and leave unstated?

This will serve as the key question that opens up discussions on the gaps – bit by bit. The procedure to carry out this exercise goes like this.

1. The third column is pre-set with vital

ODF indicators. Please see the table.

2. The facilitator asks the community to fill in the first column that puts across the 'Existing State' of the village with regard to OD/ODF status. This is done for each indicator at every row of column-3, and the response recorded in column-1.

3. If the community members feel that the existing state is exactly in line with the ODF state, they give a tick mark under YES. Repeat it for every indicator in column-3 – one indicator at a time.

4. Where YES is ticked, that particular ODF-indicator has been fulfilled at the village in question. Where 'NO' is ticked, the community members have to discuss and fill in column-2, what action needs to be taken so as to fulfil the requisites of this particular indicator.

5. That means, in order to narrate the 'ODF Story' of that village as a completed story, what action is to be taken. This decision is made during the exercise. The (i) action to be taken, (ii) date by which action is to be taken, and (iii) the person in-charge of completing and reporting to the Gram Panchayat are resolved. Then pass a resolution to that effect.

6. Thus, at the end of this exercise, column-2 stands as a list of actions to be taken so as to become eligible to be able to truly declare ODF status.

This exercise unveils/ exposes the gap in the ODF story narrated by a Gram Panchayat. Then it provides action to be taken in order to tell the ODF story with a sense of completion and accomplishment. This also serves as a kind of ODF status verification exercise, or re-verification exercise. This exercise can be modified and used for a variety of purposes in rural development sector.

**Dr. R. Ramesh**  
Associate Professor, CRI

Story with a Gap: Working Sheet

Existing State		Fill in here the actions required to be taken to move from the existing State to ODF state	ODF State
(1)		(2)	(3)
Yes	No		Every household has IHHL toilet / or access to community toilet.
			100% of the toilets constructed are used (including community toilet)
			100% of the people use toilet. No one defecate in open
			Child feces are disposed into the toilet only.
			Fly-proofing of toilet. There is proper water seal in all the toilets
			All the toilets are twin pit toilets only with proper leach pits.
			Safe septage disposal is possible, by households that use septic tank
			Hand-washing before meals
			Hand-washing after using a toilet
			Availability of soap and water in or near the toilet
			No visible faeces found in the village / environment
			Functional school toilets with water (separate for boys & girls)
			Proper use of Anganwadi toilet
			Proper use and maintenance of

## NIRDPR pays tribute to Dr. B.R. Ambedkar on his death anniversary



*Dr. W. R. Reddy, IAS, Director General, NIRDPR delivering a talk on the occasion*

Members of NIRDPR paid tributes to Dr. B. R. Ambedkar on his 62nd death anniversary on 6th December, 2018. Speaking on the occasion, Dr. W. R. Reddy, IAS, Director General, NIRDPR, remembered the sacrifices of Ambedkar. He noted that Dr. B. R. Ambedkar did not lose his spirit and overcame the social, economic and psychological barriers that the society imposed on him. He also opined that, though caste is not a barrier now as it was earlier, it is still not completely eliminated in the society. "His spirit and struggle should ignite us looking at what he desired to achieve and accomplish", said the Director General.

Dr. B. R. Ambedkar was multi-faceted person - a philosopher, an economist and an exceptional orator. Most importantly, he was the champion of empowering the poorest of the poor. Dr. W. R. Reddy, put-forth that, this day shouldn't

be remembered or commemorated like always, but each one of us should contribute towards achieving his dream.

Posing a question to the audience, the Director General said, "are we contributing enough to achieve his dream? I believe that this institution like none provides an opportunity for the upliftment of the society. There are hardly any institutions which enable such favourable conditions." Director General reiterated that this institution gives a platform to address the issues of the disadvantaged people in the society. He also mentioned that, it is high time for us in whichever centre we are working to look at how we can mainstream the issues pertaining to the disadvantaged. Gram Panchayat Development Plan (GPD) is one such opportunity. Be it on the premises of NIRDPR, or the Gram

Panchayat's that the Institute has selected to work with, one should make sure that their contribution brings some positive change in the society.

Dr. W. R. Reddy pointed out that, though our society has evolved much economically and socially, there is lot of scope among the communities to grow spiritually and psychologically. "There is so much pursuance to bring some change, that's where our role comes into picture, to bring that change in the attitudes of the rural people, inclusive and different approaches should be adopted", said the Director General.

Dr. W. R. Reddy concluded it by hoping that we continue the work initiated by Dr. B. R. Ambedkar as it is everyone's responsibility. He also noted that we should accelerate our pace to achieve things in a specified time interval.

## Sehgal Foundation and NIRDPR organise a programme on Good Rural Governance and Citizen Participation



*The participants of Conference on Good Rural Governance and Citizen Participation, on 'Village-Level Water Management: Community Participation and Convergence of Village Institutions'*

The Conference on Good Rural Governance and Citizen Participation, on 'Village-Level Water Management: Community Participation and Convergence of Village Institutions' was organised jointly by S M Sehgal Foundation, Gurugram and National Institute of Rural Development and Panchayati Raj (NIRDPR), Hyderabad on December 7, 2018, at India International Centre, New Delhi. The conference was attended by 60 participants from eight States of India namely Haryana, Rajasthan, Andhra Pradesh, Telangana, Uttar Pradesh, Jharkhand, Maharashtra and Karnataka.

The conference theme is important as water management has long been moving away from a top-down to a bottom-up community participation approach. Efforts are being made to involve the community in the planning, execution, implementation, and sustainability of water projects at

all levels, from villages, cities, States, and nationally. But urgent community needs, such as extreme shortages of water for drinking and irrigation, have to be resolved immediately. Short timelines for completing projects push community participation to a backseat as project outcomes get more importance. Moreover, community participation in most policies and programmes vary as per social context and the extent of devolution in urban and rural local bodies.

### Conference objectives

- 1) Promote engagement among policymakers, practitioners, community leaders, Gram Panchayats, and corporates on community participation, funding water projects for conserving and distributing water equitably, and sustaining water saving structures over time.

- 2) Generate discussion on water sustainability plan in order to bring behavioural changes in the consumption of water in households and on farms.
- 3) Knowledge and experience-sharing on water management innovations for replication and scaling up in various parts of India.

### Highlights of conference

Mr. Manas Satpathy, Integrator, PRADAN, talked about methods of engaging community in integrated natural resource management with a focus on water management. He specifically highlighted involvement and capacity building of the community from the planning and implementation to utilisation and maintenance process in order to promote community ownership.

Dr. MVRL Murthy, Water Consultant, Tanager, focused on importance of agriculture rain water harvesting with



*A session of the conference in progress*

drip irrigation, irrigation scheduling and mulching. He pointed out that quantification of water use in agriculture should be worked out and farmers should be made aware of it, so that right amount of water is used in agriculture which will help in saving billions of litres of water.

Dr. K. Prabhakar from NIRDPR analysing Village Water and Sanitation Committee in Karnataka said that these committees exist on paper in 90 per cent of the villages across Karnataka. The committee is responsible for overall planning and implementation of watershed activities in the village and comes under Panchayati Raj Institution. But just 10% of the committee members are aware of their roles and responsibilities. This highlights the importance of effective community participation within the village governance system, lack of which might endanger the overall purpose of formation of such committees.

Experiences of Development Alternatives show that “Technologies for Climate Resilience in the water sector” like GIS, resource and village mapping are useful tools in accessing different aspects of water use. In addition to this,

check dams which represent a traditional technology like Bhungroo and RWH (Rainwater harvesting) system are proven and effective sustainable water security technologies. Promotion of portable drinking water kits, for example, Jal-Tara of Development Alternatives and Jal Kalp of Sehgal Foundation, can assure clean drinking water as it is cost-effective, portable, compact and easy to operate. Low-cost water filters can provide the solution to the problem of high level of arsenic, fluoride and multi-parameter purification (bacteria, iron, and arsenic) solutions depending on the water conditions of the area. Lalit M Sharma of Sehgal Foundation emphasised that these solutions, adapted to local context, can provide solution to Fluorosis and Arsenic in coming days.

Extensive use of roof water harvesting by BAIF Foundation in South India and Sehgal Foundation in Haryana and Rajasthan highlight that roof top rain water harvesting method is best way to provide pure and clean water to people.

Examples of convergence between government, Gram Panchayat, CSR and NGOs could be seen in Chite river

rejuvenation, Aurangabad, Maharashtra which rejuvenated 16.5 km of Chite river which directly affects 15,000 people. The community was involved in planning and funds were generated from government, CSR and community. Contribution of ₹ 2 crore 59 lakh from the community was truly remarkable.

Construction of check dam in Sato, a tribal Village of Bishunpur block of Gumla district, Jharkhand is another good example of convergence. The dam is built with the help of community participation with technical guidance from NGO, Vikas Bharti. Contribution toward the building of the dam in cash or kind is collected and the community is made responsible for its maintenance. Further, the convergence is also seen when villagers and the Forest Department have collaborated in building the dam.

Grand scheme of Bihar government, Har Ghar Jal Ka Nal aims to provide clean drinking water to every citizen of the State. Under this, clean drinking water is to be provided in approximately 2 crore households in the State through concerted co-operation of the people, Gram Panchayats and local bodies. As

a part of the scheme, it was mandated to provide piped water supply to every household with a view to ending their dependence on hand-pumps (chapakal) and other sources of drinking water. However, implementation of the programme is facing some critical challenges like dominant sections with influence getting the access quickly with families of scheduled caste and extremely backward classes still struggling for water supply. These cases highlight that convergence is much easier to achieve in small projects but for grand projects, several challenges become the bottleneck in implementation.

#### Key Takeaways

- 1) Scalability of the successful local projects needs to be focused on so that they can be part of national level policy-making.
- 2) Efficient management of water in agriculture sector is required to save water and its subsequent utilisation.
- 3) Water supply programmes have so far been driven by a top to bottom approach, which needs to change. Community participation and community-led water interventions ensure the sustainability of the resources.

- 4) Partial capital cost sharing either in cash or kind gives a sense of ownership of the resource and ensures sustainability.
- 5) Local contextual based solutions are available within the knowledge of the community and need to be explored.

Dr.K.Prabhakar, Assistant Professor, Centre for Good Governance & Policy Analysis (CGGPA) is the co-coordinator for this collaborative national seminar.

## Sixth meeting of Town Official Language Implementation Committee -2, Hyderabad at NIRDPR



*The members of the Town Official Language Implementation Committee-2 with Smt. Radhika Rastogi, IAS, Deputy Director General, NIRDPR (first row, fourth from left) during the sixth meeting held at NIRDPR*

The sixth meeting of the Town Official Language Implementation Committee-2, Hyderabad was held on December 10, 2018 at National Institute of Rural Development and Panchayati Raj, Auditorium.

Dr. Akanksha Shukla, Head (CDC) welcomed Smt. Radhika Rastogi, IAS, Deputy Director General, NIRDPR and the Chairperson of the committee. Mrs. Savita Patra and Syed Ashfaq Hussain

welcomed the other guests on the dias. While outlining the programme, Dr. Akanksha Shukla, gave details of Hindi fortnight celebrations in the Institute.

Smt. Anita Pandey, Assistant Director (Rajbhasha) presented the report of TOLIC activities, while giving information about workshops and competitions organised by various member offices.

Smt. Radhika Rastogi, DDG and

Chairperson-TOLIC in her speech said "we will have to do some new work to increase the propagation of Hindi."

In every meeting atleast one member Institute will have to present a PPT and the meeting of TOLIC will be organised by different member Institutes in their premises so that everyone will get the chance to know about the other offices. Also, she honoured three offices with Official Language Shield for excellent



*Smt. Radhika Rastogi, IAS, Deputy Director General, NIRDPR addressing participants during the sixth meeting of Town Official Language Implementation Committee-2 held at NIRDPR*

work in Hindi, such as Software Technology of India, Directorate of Indian Oil Research and Directorate of Poultry Research. Mr. C.V. R. Ramprasad of STPI, Director, IIOR, Director Dr.A. Vishnuvardhan Reddy and DOPR, Director Dr. R. N. Chatterjee, received the shields.

In addition, Chairman TOLIC gave cash prizes to the winners of various competitions organised on the occasion of Hindi Pakhwada.

Dr. Naresh Bala, Assistant Director, HTS Ministry of Home Affairs, Hyderabad gave information about training in Hindi

Prabodh, Pravin Pragya and Parangat. Shri E. Ramesh, Senior Hindi translator NIRDPR compered the programme and proposed vote of thanks. Sayed Isaque Hussain , S. K. Gausuddin and Ramkrishna Reddy coordinated the programme.

## Apt observance of Aadhaar Exception Handling Mechanism will ensure benefits to the right beneficiaries

Subsequent guidelines issued from time to time will benefit the right beneficiaries, stated a D.O letter Number D-26011/04/2017-DBT from Cabinet Secretariat, Government of India.

It is pointed that, Aadhaar-based Direct Benefit Transfer is a significant governance reform to ensure efficient, transparent and targeted delivery of government subsidies, benefits and

services to beneficiaries. The State governments were requested to implement proper exception handling mechanism in conformity with the Aadhaar Act, 2016 and subsequent regulations and guidelines issued from time to time and ensure that series, benefits or subsidies are not denied to a genuine beneficiary for want of Aadhaar or authentication failure thereto.

For extending benefits to beneficiaries who do not possess Aadhaar, mechanisms like provision of alternated identification document, provision of Aadhaar enrolment facilities at convenient centres, special arrangements for bedridden, differently-abled or senior citizens who are unable to visit the centre and a separate register, preferably electronic for recording transactions, were suggested to be adopted.



राष्ट्रीय ग्रामीण विकास एवं  
पंचायती राज संस्थान  
NATIONAL INSTITUTE OF RURAL  
DEVELOPMENT AND PANCHAYATI RAJ  
Rajendranagar, Hyderabad – 500 030

MINISTRY OF RURAL  
DEVELOPMENT,  
GOVERNMENT OF INDIA

**SEE YOUR FUTURE AS RURAL DEVELOPMENT PROFESSIONAL**  
**Admission Notification**

**AICTE APPROVED Post Graduate Diploma in Management -  
Rural Management (PGDM-RM) 2019-21: Batch-2**

**Two-year Residential Programme**

**Eligibility:** Bachelors Degree with at least 50% Marks (45% for SC/ST/PWD)

Valid score in any of the qualifying exams: CAT/XAT/MAT/ATMA/CMAT

**Post Graduate Diploma in Rural Development Management  
(PGDRDM) 2019-20: Batch-17**

**One-year Residential Programme**

**Eligibility:** Any Bachelors Degree and valid score in any of the qualifying exams: CAT/  
XAT/MAT/ATMA/CMAT or appear for All India Test conducted by NIRD&PR on **28<sup>th</sup> April, 2019**

**Important Dates:** Online Application began on **22<sup>nd</sup> October, 2018**, ends on **8<sup>th</sup> April, 2019**

Session Commences from **15<sup>th</sup> June, 2019**. For more details, visit: **www.nird.org.in**

**Coordinator (Admissions):**

**Centre for Post Graduate Studies & Distance Education (CPGS&DE)**

**Telephone: 91-040-24008460/442/556, Mobile: 9848780141**

**E-mail: pgdrdmadmission@gmail.com**



**Sd/-**  
**Associate Prof. (CPGS&DE)**

OIGS

**Book Post**  
(Contains Printed Matter)



राष्ट्रीय ग्रामीण विकास एवं  
पंचायती राज संस्थान  
NATIONAL INSTITUTE OF RURAL  
DEVELOPMENT AND PANCHAYATI RAJ  
Ministry of Rural Development, Government of India

Rajendranagar, Hyderabad - 500 030

Phone: (040) 24008473, Fax: (040) 24008473

E-mail: cdc.nird@gov.in, Website: www.nird.org.in

**Dr. W.R. Reddy**, IAS, Director General, NIRDPR

**Smt. Radhika Rastogi**, IAS, Deputy Director General, NIRDPR

Editor : Dr. K. Papamma

Asst. Editors: Krishna Raj K.S.

Victor Paul

Karra Sahitya Divya

Published By:

Dr. Akanksha Shukla, Associate Professor and Head, CDC  
on behalf of the NIRDPR,  
Rajendranagar, Hyderabad - 500 030.

Printed at:

Vaishnavi Laser Graphics

H.No.3-4-489/1, Barkathpura Main Road,  
Hyderabad. Ph : 040-27552178

