

**DEVELOPMENT OF TRAINING COURSE MODULE UNDER  
U.N.D.P. SUPPORTED PROJECT**

(Project Title : IND/99/542 - Strengthening of State Administrative Training  
Institute in India)

TRAINING PACKAGE :

**PARTICIPATORY ADMINISTRATION AND  
COLLECTIVE DECISION MAKING**

[ Non - DLM Format ]

(August, 2003)

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## **AT A GLANCE**

- 1. Training Package :** "Participatory Administration and Collective Decision Making"
- 2. Target Group:** Group A, B and C
- 3. Format :** Non - DLM
- 4. Anchor Institute:** R.C.V.P Noronha Academy of Administration, Madhya Pradesh, and Bhopal
- 5. Associated Institute:** M.G. State Institute of Public Administration Punjab, Chandigarh
- 6. Module objectives**  
Module I - Participatory Administration  
Module II - Collective Decision Making
- 7. Details of Modules**  
5 units for Module I  
2 units for Module II
- 8. Programme Schedule**  
**For 5 days only:** Module I First 3 days  
Module II Next 2 days
- 9. Contents of reading materials:**  
(i) for Module I -5 units.  
(ii) for Module II -2 units.

**10. Case Studies:**

1. An attempt to change
2. Participatory Irrigation Management (PIM)
3. Collective Forest Management - an experience of Harda Forest Division, Harda M.P.
4. Settlement of insurance claims.

### **AIM of the Package**

1. To use participatory administrative approaches within government departments and public in general.
2. To make effective decisions for enhancing the efficiency in public administration.

### **MAIN OBJECTIVES:**

At the end of the course the participants will be able to:-

1. Use participatory approaches in the Administration.
2. Use Participatory Approaches in implementation of Plan, programme and Projects.
3. Use team approaches in the Administration.
4. Make effective decisions collectively.

### **DESIGNED FOR**

Categories of officers to be covered for Group A, B and C

Group A : Heads of the Department/Directorates and all Group A officers (Except in Districts)

Group B : District and Sub-divisional level officers.

Group C : Block level officer

## Details of Training Package

### Module I : Participatory Administration

UNIT 1 : Participatory Administration

UNIT 2 : Involvement

UNIT 3 : Approaches to Participatory Administration

UNIT 4 : Team Building

UNIT 5 : Participatory Rural Appraisal (PRA) Technique

### Module II : Collective Decision Making

UNIT 6 : Effective Decision Making

UNIT 7 : Team Decision Making

**TRAINING PACKAGE ON  
PARTICIPATORY ADMINISTRATION AND COLLECTIVE DECISION MAKING  
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1 Subject (Module) **Participatory Administration and Collective Decision Making(non-DLM)**

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2. Duration : 5 days Training Programme  
 3. Departments : Participants of Government Departments  
 4. Level of participants : **Categories of officers to be covered for Group A, B and C**  
 Group A: Heads of the Department/Directorates for all Group

A Officers

Group B : District and Sub-Divisional level officers

Group C : Block level officers

DAY	SESSION	OBJECTIVES	CONTENTS	METHODOLOGY
		At the end of the course participants will be able to :-		
1st Day	1st Session	<ul style="list-style-type: none"> <li>Explain the concept of participation in administration.</li> </ul>	Registration, Program details, Expectations from participants	Input cum discussions
	2nd Session	<ul style="list-style-type: none"> <li>Explain the need of participation in administration.</li> <li>Describe the pre requisite conditions for participatory administration.</li> </ul>	Concept of participation, prerequisite conditions and benefits of participation	Question-Answer Assignments
	3rd Session	<ul style="list-style-type: none"> <li>List factors responsible for participatory administration.</li> <li>List the agencies and individuals to be involved in public administration and development projects.</li> <li>List the limitations of participatory administration.</li> </ul>	Factors responsible for Participatory Administration, its Limitations, Agencies to be involved and constitutional provisions in Administration.	Discussion
	4th Session	<ul style="list-style-type: none"> <li>Explain the concept and Necessity of participatory involvement, Describe about Active involvement of the community, Describe about factors "promoting involvement" and "hindering involvement".</li> </ul>	Concept of involvement and factors promoting involvement	Discussions
2nd Day	Ist & IInd Session	<ul style="list-style-type: none"> <li>List the various participatory approaches used in different organisations.</li> <li>Assess the strengths and limitations of each method.</li> <li>Select the participatory approaches which can be implemented in owns organization.</li> </ul>	Approaches to participatory Administration, Various methods, its limitations and strengths.	Group assignment Brain Storming
	3rd Session	<ul style="list-style-type: none"> <li>Understand why participation is essential for large population</li> <li>Explain why and how rural communities involve in pursuit of their well being.</li> </ul>	Concept of Participatory Rural Appraisal and Techniques of PRA	Syndicate work
	4th Session	<ul style="list-style-type: none"> <li>Define PRA (Participatory Rural Appraisal) methodology for interacting with villagers.</li> <li>Understanding them and learning from them.</li> </ul>	Analysis of PRA Technique and a case study on PIM (Participatory Irrigation Management)	case study analysis Field visit
3rd Day	1st Session	<ul style="list-style-type: none"> <li>Define a Team, explain about advantages of team work.</li> <li>Describe output optimization through team work.</li> <li>Describe about characteristics of an effective team.</li> </ul>	Team Building concept and a case study ; collective forest management.	Brain Storming Team building Exercises Discussion
	2nd Session	<ul style="list-style-type: none"> <li>Build team for specific purpose/task.</li> </ul>	Group Exercise on Team Work	Brain Storming Team building Exercises Discussion
	3rd & 4th Session	<ul style="list-style-type: none"> <li>Build team for specific purpose/task.</li> </ul>	Group Exercise on Team Work	Brain Storming Team building Exercises Discussion Feed back

4th Day	1st, 2nd & 3rd Session	<ul style="list-style-type: none"> <li>Define the concept of decision making.</li> <li>List the criteria for effective decision making.</li> <li>Identify the decision making situations.</li> <li>List the styles of leadership.</li> <li>Determine the extent of participation of employees and other significant stakeholders.</li> <li>Take effective decision in the given situation.</li> </ul>	Concept and Model of Effective Decision Making and Styles of Leadership	Question-Answer Brain Storming Module development in a group
	4th Session	<ul style="list-style-type: none"> <li>Apply the concept of Team Consensus.</li> <li>Discuss the benefits of Team Decision Making.</li> </ul>	Concept of Team Consensus, benefits, Team Decision Making	Group discussion
5th Day	1st Session	<ul style="list-style-type: none"> <li>Use of Brainstorming as a consensus building tool.</li> <li>Use Nominal Group Technique for idea generation.</li> </ul>	Creativity problem solving techniques	Demonstration
	2nd Session	<ul style="list-style-type: none"> <li>Apply the concept of Group problem solving.</li> </ul>	Nominal Group Technique	Case study
	3rd Session	<ul style="list-style-type: none"> <li>Prepare action plan.</li> </ul>	Action plan	Preparation of action plan individually
	4th Session	<ul style="list-style-type: none"> <li>Consolidate the learning.</li> </ul>	Preparation of action plan, evaluation and valediction.	Discussions.

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## UNIT- 1

### PARTICIPATORY ADMINISTRATION

#### Objectives

At the end of the course the participants will be able to:

- ◆ Explain the concept of participation in administration
- ◆ Explain the need of participation in administration
- ◆ Explain the levels and forms of the participation
- ◆ Describe the pre requisite conditions for participatory administration
- ◆ List the benefits of participatory administration
- ◆ List factors responsible for participatory administration
- ◆ List the limitations of participatory administration
- ◆ List the constitutional provision

#### Content

- ◆ Concept of participation
- ◆ Pre requisite conditions for participatory administration
- ◆ Factors responsible for participatory administration
- ◆ Benefits of participatory administration
- ◆ Agencies to be involved
- ◆ Limitations of participatory administration



## MEANING OF PARTICIPATION

Participation is not a unitary concept, but consists of interrelated elements, which may be manifested, in the decision-making processes of an organization in a wide variety of ways. Three elements central to the concept of participation are:

- (1) *influence*
  - (2) *interaction* and
  - (3) *information-sharing*,
- and these require consideration.

### **(1) The scope of "influence" relevant to participation**

Of primary importance to the concept of participation is the notion of influence. Participation may be said to increase to the extent that the influence of two (or more) parties in a decision-making process approaches an equal balance. In the context of this package the parties in question are employees and administrators. The highest level of participation occurs where they exert equal influence over decision-making. The lowest levels occur where either administrator retain most or all of the influence (the situation characteristic of most work organizations and which we call "administrator control") or where employees have most or all of the influence ('employee control').

As central as the notion of influence is to participation it remains insufficient by itself to capture the full meaning of the

concept. Influence is too broad a dimension to be definitive. There are many ways in which influence can be exerted over decision-making within organizations, either by employees or administrators. Now we move towards the second element of the concept. This concerns the essentially interactive, constructive and problem-solving orientation of those involved.

### **(2) The scope of interaction relevant to participation**

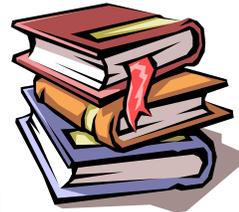
Interaction between employees and administrators in relation to decision making is hallmark participation. The emphasis is on two parties attempting to reach agreement by working together rather than through recourse to a balance of power based upon the exercise of sanctions. The nature of this interaction, be it formal or informal, cooperative or confrontational, direct or indirect, is of incidental importance to the concept.

### **(3) Information sharing :-**

The final feature of participation, information-sharing, is a necessary adjunct to the previous two. For two parties to be able to influence decisions they require information relevant to the issue in question. Similarly, interaction between the two parties, undertaken with the ultimate aim of reaching agreement over a decision, requires and results in an exchange of information and increased intercommunication. If such information is not shared participation cannot occur.

In summary, our use of the term 'participation' refers to influence in decision-making exerted through a process of interaction between employees, and administrators based upon information sharing. The degree to which influence is exerted determines the degree of participation, which occurs given that

such influence is exerted through a process of interaction and information sharing and is not solely dependent upon coercive power.



## DEFINITION OF EMPLOYEE PARTICIPATION

Participative administrators consult with their employees, bringing them in on problems and decisions so that they work together as a team. The administrators are not autocrats, but neither are they free-rein administrators who abandon their administrator responsibilities. Participative administrators still retain ultimate responsibility for the operation of their units, but they have learned to share operating responsibility with those who perform the work. The result is that employees feel a sense of involvement in-group goals. "The employee psychological result" of supportive administration is 'participation". It follows that participation is mental and emotional involvement of persons in-group situations that encourage them to contribute to group goals and share responsibility for them. There are three important ideas in this definition - involvement, contribution and responsibility. They are: -

- 1) Mental and emotional involvement.
- 2) Motivation to contribute
- 3) Acceptance of responsibility

**1) Mental and emotional involvement:** First, and probably foremost, participation means mental and emotional involvement rather than

mere muscular activity. A person's self is involved, rather than just one's skills. This involvement is psychological rather than physical.

**2) Motivation to Contribute:** A second important idea in participation is that it motivates people to contribute. They are given an opportunity to release their own resources of initiative and creativity towards the objectives of the organization. In this way participation differs from 'consent'. The practice of consent uses only the creativity of the administrator who brings ideas to the group for the member's consent. The consenters do not contribute; they merely approve. Participation is more than getting consent for something that has already been decided. It is a two-way social exchange among people, rather than a procedure for imposing ideas from above. Its great value is that it uses the creativity of all employees.

Participation especially improves motivation by helping employees understand and clarify their paths towards goals. According to the path goal model of leadership, the improved understanding of path-goal relationships produces a higher responsibility for goal attainment. The result is improved motivation.

**3) Acceptance of responsibility:** A third idea in participation is that it encourages people to accept responsibility in their group's activities. It is a social process by which people become self-involved in an organization and want to see it work successfully. When they talk about their organization, they begin to say "we," not "they". When they see a job problem, it is "ours", not "theirs". Participation helps them become responsible employee-citizens rather than non-responsible, machine like performers.

As individual begins to accept responsibility for group activities, they see in a way to do what they want to do, that is, to get a job done

for which they feel responsible. This idea of getting the group to want team work is a key step in developing it into a successful work unit. When people want to do something, they will find a way. Under these conditions employees see administrators as supportive contributors to the team. Employees are ready to work actively with administrators rather than reactively against them.

### **THE SCOPE OF DECISION-MAKING RELEVANT TO PARTICIPATION**

The above definition of participation has, in effect, placed a restriction upon the range of decision-making processes to which we can apply the concept. In focusing upon the interaction between employees and administrator it is made relevant only to those decisions, which fall within the powers of an organization to make for itself. Consequently decisions reached outside the organizations are excluded. The concept of participation, as we use it, emphasizes decision-making processes within an organization and does not extend to decision-making operating outside the organization. Such extra-organizational processes are considered only as constraints on internal decision-making. This does not mean that employee influence in external decision-making processes is unimportant.

### **COMMITMENT FOR EMPLOYEE PARTICIPATION**

Participation refers to active interaction among organizational members in relation to a task or a problem, which may lead to joint decision and consequently implementation of the decisions. Such joint decisions enhance commitment and involvement of the organizational members in the management processes. The involvement has got two aspects, one is related to involvement of organizational members in decision making process and contributing towards task accomplishment. The other aspect is related to

psychological involvement related to ego and self-esteem of the individuals and organisation. If they psychologically get involved in administration of the organisation it brings satisfaction to them. Participation is also related to power equalisation and empowering the people. Now-a-days more emphasis is being given in all the organisations and society for empowering people, sharing leadership, sharing vision, and sharing resources. This is because, now people understand that there is no other means to enhance the effectiveness and efficiency of the organisation than participation of the people.

The number of experiments have shown that participation results in improved quality of decisions, increased acceptability of decisions, enhanced commitment to the task and optimum utilisation of all types of resources specially human resources. Even unpleasant decisions can be made acceptable through participation.

### **LEVELS AND FORMS OF PARTICIPATION**

Having defined participation in terms of influence, interaction and information-sharing, it becomes evident that these may find expression at different *levels* of decision-making within organizations and in a variety of forms. It is necessary to consider these variables. The level of participation may be identified according to the point in the organizational hierarchy at which it operates. A three-fold classification of participation i.e. Local, Medium and Distant levels is described in subsequent paragraphs.

**Local participation: -**

Local participation involves decision-making at the lowest levels in an organizational hierarchy. This would concern decisions of immediate relevance to the employees job which are characteristically made by employees themselves, their superiors, or jointly. Included would be decisions about how the work is to be carried out, how tasks are to be scheduled, and how duties are allocated amongst available employees. Such participation would involve either single employee and their immediate administrator or, at most, small numbers of individuals. The emphasis is on day-to-day decision-making of restricted relevance within the organization as a whole.

**Medium Participation**

The broad range of decision-making activities which traditionally fall within the authority of middle-administrator form the focus of Medium Participation. The decisions for which such administrator are responsible, in contrast to those made at the Local level, tend to affect large numbers of employees.

**Distant participation**

Distant participation is relevant to decision-making at the highest reaches of an organizational hierarchy. This characteristically is the province dominated by top-level and senior administrators. Their concern is with decisions with wide implications which ultimately affect everyone within the organization. Decisions made at this level determine the growth and expansion of the organization and its overall policies, including major financial activities.

Local, Medium and Distant levels of participation should not be viewed as entirely separate and mutually exclusive categories. Decisions taken at one level will often have ramifications with respect to decisions taken at other levels. This is particularly so in a downward direction. Medium level decision-making takes place within the constraints of Distant level decisions and in turn provides the framework within which Local level decisions are made. Nevertheless the levels are sufficiently distinguishable to be of use and provide shorthand for indicating both the nature of the decisions involved and the level of administrator interacting with employees in the participative process.

## **FORMS OF PARTICIPATION**

The form of participation refers to the methods and systems by which employees participate in decision-making. The primary distinction is between direct and indirect (or representative) participation. The former includes any or all of the situations in which employees participate personally in decision-making. This they may do individually, or in the context of a group, but the defining characteristic is that they present their own views, they speak for themselves. Indirect participation is representative in nature. It includes any or all of the ways in which employees are represented by others in decision-making processes.

**Statutory Participation** can be in the form of various committee and teams. Committees can be constituted statutorily by the organisation looking to their needs and appropriateness. These committees comprise of representation of organisational members. These committees work as teams and implement the decision as well. They

- work in co-ordination with all other relevant committees. These committees are different from conventional committees in
- making decisions
  - implementing decisions
  - communicating with other committees
  - sharing responsibilities
  - enjoying autonomy

These committees are the assets for the organisation. To develop them in the form of asset proper culture need to be developed from beginning.

**Voluntary Participation** can be promoted through quality circle approach. Opportunities for volunteering services need to be enhanced in the organisation and quality circles can be formed in various areas of interest of organisational development. Quality circles will comprise of members of all levels of the organisation. Voluntary participation will enhance participation of all interested members who have concern for development of the organisation and development of the self.

Both the forms of participation are necessary in an organisation, which is marching towards excellence.

### **NEED OF PARTICIPATION IN ADMINISTRATION**

We have analyzed the concept of participation in previous pages. There are three basic ideas in participation, which we have discussed i.e. mental and emotional involvement, motivation to contribute and acceptance of responsibility. The need of participation can be justified on these important ideas. Participation of employees is also necessary in following situation.

- A situation where administrator does not have adequate information about the situation which is to be resolved and employees or other significant person possesses the information.
- ◆ A situation where employees have high level of security, social, esteem and self fulfillment needs
- ◆ Situations in which human values at work are important and need to be enhanced.
- ◆ A technical situation in which an administrator lacks knowledge, skills, experience and expertise to take decision.
- ◆ A situation in which the commitment level of employee is low. The employees can be provided an opportunity right from the beginning to contribute in the situation. This will enhance their commitment level. Cradle to grave approach is very powerful method in obtaining commitment of employees.
- ◆ A situation that requires to satisfy the 'power need' of employees.
- ◆ A situation in which the administrators have less time to perform and competent employees are there. The work can be delegated.
- ◆ A situation where sense of responsibility of employee is poor.
- ◆ A situation where people want to volunteer their services
- ◆ A situation where there is shortage of resources
- ◆ A situation in which information from various discipline is required.
- ◆ A decision-making situation where alternatives are not available. Creativity of the employee can be grabbed to generate alternatives.

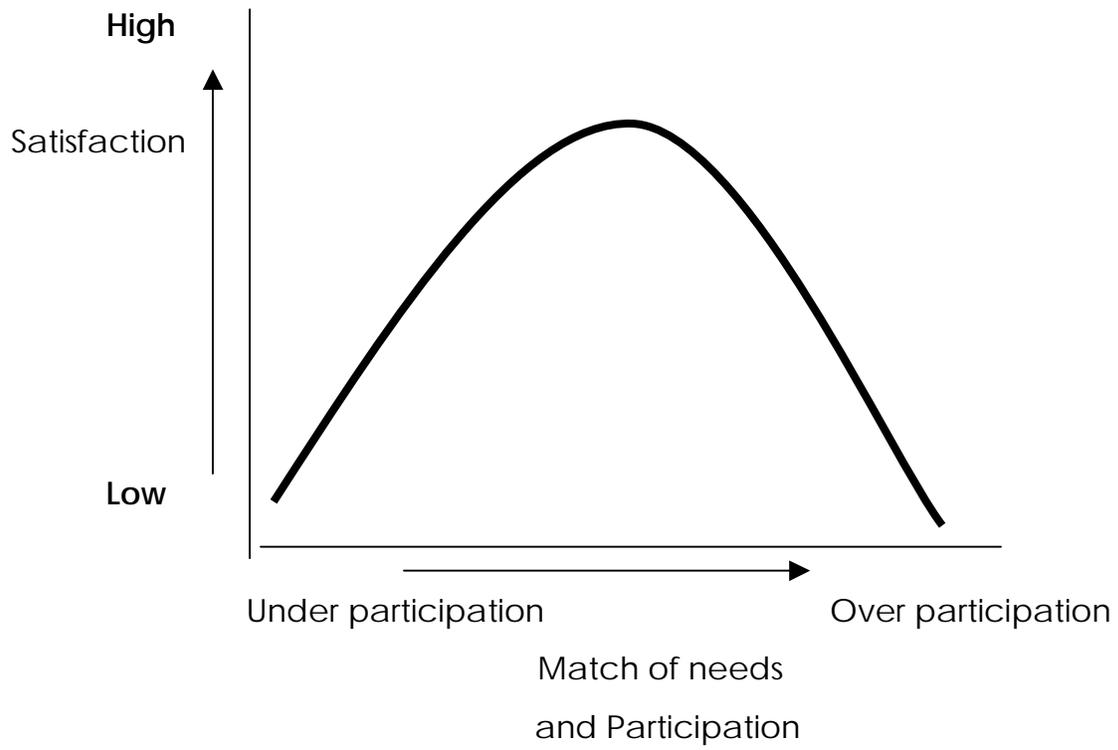
## **Different Needs for Participation**

It must be recognized that some employees desire more participation than others. Educated and higher-level employees typically seek more participation, because they feel more prepared to make useful contributions. When they lack participation, they tend to have lower performance, less satisfaction, lower self-esteem, more stress, and other symptoms of tension and dissatisfaction. However, some other people desire a minimum of participation and are not upset because they lack it.

The difference between one's desired and actual participation gives a measure of the match between a organization's practices and an individual's desires. When employees want more participation than they have, they are "participatively deprived" and there is under participation. In the opposite situation, when they have more participation than they want, they are "participatively saturated" and there is over participation.

There is evidence that where there is either under participation or over participation, people are less satisfied than those who participate in a degree that matches their needs. As participation comes closer to matching either high or low needs, satisfaction with the organization goes up. Conversely, as a mismatch increases, these positive feelings decline. Participation is not something that should be applied equally to everyone. Rather it should match their needs. The relationship of satisfaction to the match of needs and actual participation is shown in figure 1.

Fig. 1 - The relationship of satisfaction to the match of need and actual participation.



## **PRE REQUISITE CONDITIONS FOR PARTICIPATION**

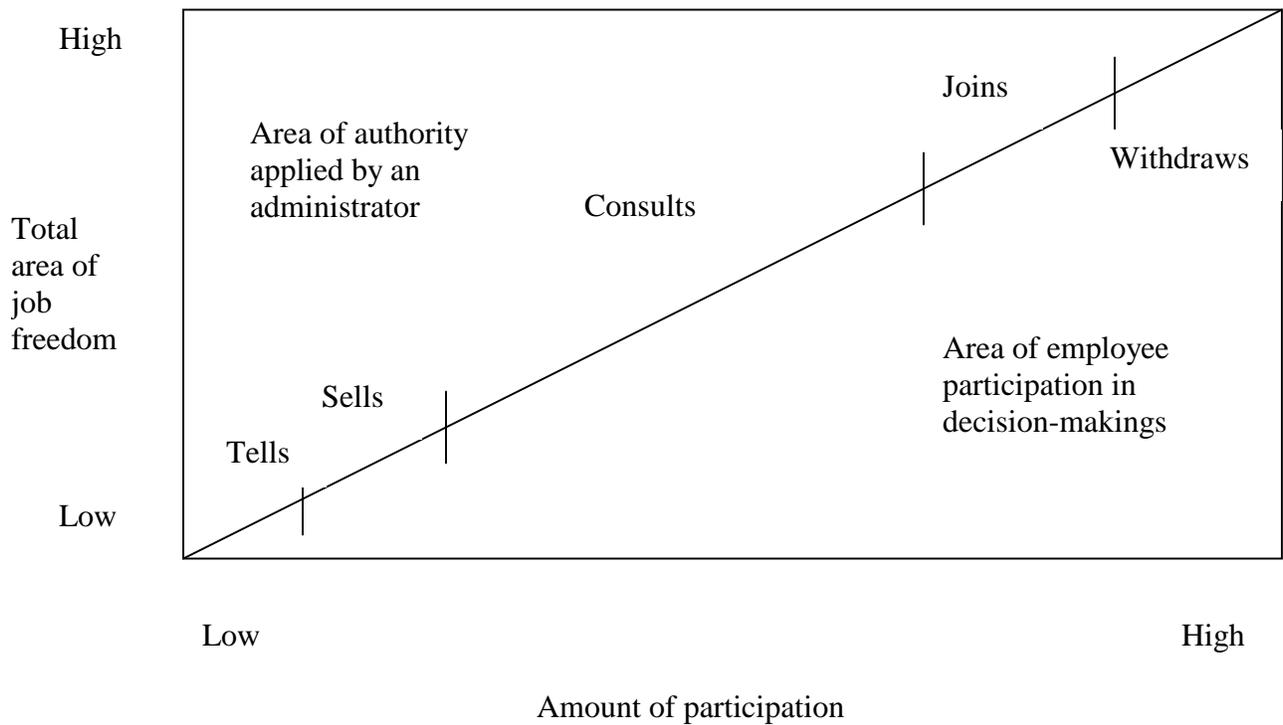
The success of participation is directly related to how well certain prerequisite conditions are met. Participation works better in some situation than in others - and in certain situations it works not at all.

- There must be time to participate before action is required. Participation is hardly appropriate in emergency situation.
- The potential benefits of participation should be greater than its costs. For example, employees cannot spend so much time participating that they ignore their work.
- The subject of participation must be relevant and interesting to the employees; otherwise employee will look upon it merely as busy work.
- The participants must have the ability, such as intelligence and technical knowledge, to participate.
- The participants must be able mutually to communicate - to talk each other's language-in order to be able to exchange ideas.
- Neither party should feel that its position is threatened by participation. If workers think that their status will be adversely affected, they will not participate. If administrators feel that their authority is threatened, they will refuse participation or will be defensive.
- Participation for deciding a course of action in an organization can take place only within the group's area of job freedom. Some degree of restriction on groups and individuals is required in order to maintain unity for the whole.

### **Extent of participation**

Within the area of job freedom, participation exists along a continuum, as shown in figure 2. Within a period of time an administrator will practice participation at many points along the continuum. An administrator may find it necessary to limit the participation used with one employee while consulting freely with another. Since a consistent approach provides employees with a predictable environment, each administrator gradually becomes identified with some general style of participation as a usual practice. The popular terms designated for amounts of participation along the continuum are representative of a broad area on the continuum instead of a certain point.

Figure -2 Participation exists along a continuum



	Amount of participation						
<b>Description of Typical action</b>	▲ Administrator makes and announces decision	▲ Administrator presents decision subject to change; seeks ideas; sells decision.	▲ Administrator seeks ideas before deciding.	▲ Administrator asks group for recommended action before deciding.	▲ Administrator decide with group; "one person one vote"	▲ Administrator or asks group to decide	
<b>Popular terms</b>	Autocratic Administration	Benevolent autocracy	Consultative Administration	Participative committees, such as quality circles	Democratic Administration ; Consensus	Free-rein Administration	

## SITUATIONAL INFLUENCE

As with the use of many behavioral ideas, there are situational factors that influence the success of participative programs. These may be found in the environment, the organization, its leadership, technology, or employees, as shown in fig. Task characteristics should also be examined before choosing a participative program; intrinsically satisfying tasks may diminish the need for greater participation, while routine tasks suggest that participation could produce fruitful results.

With regard to employees, their perceptions of the situation are important. The participation will be more successful where employees feel they have a valid contribution to make, it is valued by the organization, and they will be rewarded for it. Overall, it is clear that several contingency factors play a key role in determining the effectiveness of any participative program.

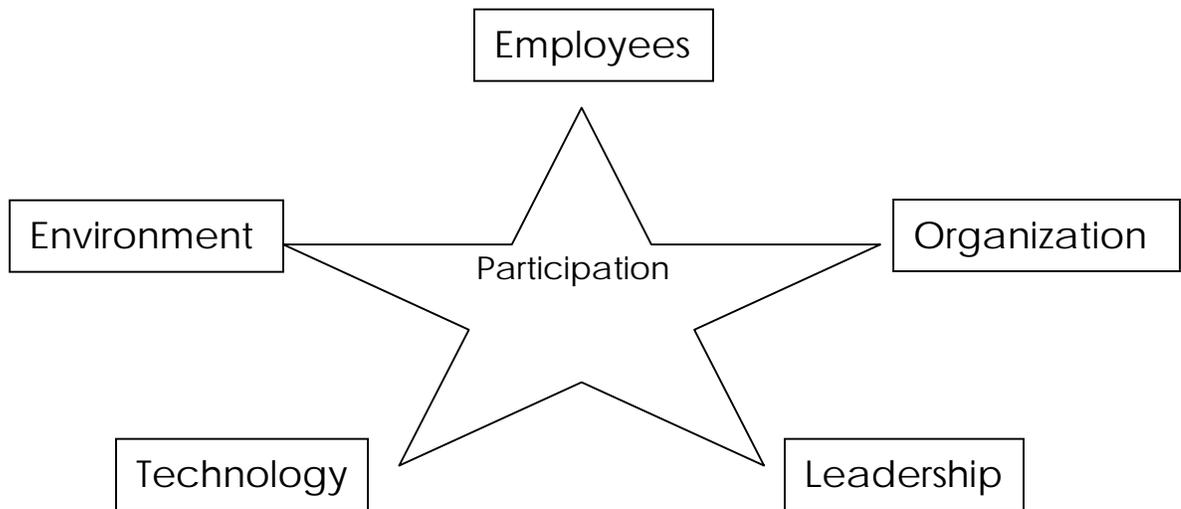


Figure 3 SITUATIONAL INFLUENCE

## FACTORS RESPONSIBLE FOR EXECUTION OF PARTICIPATIVE ADMINISTRATIVE PRACTICES

The successful execution of participatory administrative practices depends on factors listed below:

- Build, trust and confidence
- Tell the work is important
- Clarify task and objectives
- Clarity of roles
- Provide an opportunity to use skills and experiences
- Establish good relationship
- Create scope to learn new things
- Make people personally responsible
- Use supportive leadership style
- Promote effective communication
- Promote team work
- Recognize and appreciate the work
- Provide scope for enhancing power
- Involve people in important decisions
- Solve interpersonal problems
- Provide support and resources
- Provide scope for career development

## USE OF FACTORS IN STRATEGY DESIGN FOR PARTICIPATION

Some factors are described below which should be kept in mind for designing the strategy to enhance and sustain participation.

**Clarity of Benefits:** Benefits of the participation must be made clear to all those whose participation is sought. During initial stages they can be educated on importance of their participation, benefits they will receive through participation, authority they will enjoy, responsibility they will bear, resources they will get and benefits the organisation will receive from their participation.

**Trust and Confidence:** It is necessary to show confidence in people and they must be openly trusted.

**Maintaining Relationship:** Keeping personal touch and maintaining continuous relationship is necessary in participation. If it is not maintained people will not involve psychologically.

**Clarity of Task:** The task must be clarified in the beginning. Clarity of task also attracts people to participate.

**Importance of Work:** People must feel that the work is directly related to their interest and it will benefit the large number of people.

**Autonomy in Decision Making:** It has been proved through various researches in various fields that people want freedom in decision making and their way of working.

**Responsibility:** Make the people personally responsible when they are performing individually. When they are performing in a team the team is made responsible.

**Opportunity to Use Skill and Expertise:** Making work challenging in such a way that people can use talent, experiences and skills to meet the challenges.

**Recognition:** Giving open recognition to achievements, keeping motivation and commitment level high enhances participation of people.

**Power Gain:** People want to enhance their clout joining various types of groups, assuming leadership and networking with important persons. People participate in the work, which is unique on completion of which they may get fame and name.

**Opportunity for Gaining Experience:** People participate when they think that through assigned work they will get variety of experiences.

**Effective Communication:** Effective communication is the key in participation. There should be no scope for grape vine communication, communication gap and multiple interpretation of the message.

**Opportunity for career development:** Scope for career development needs to be promoted. It can be promoted through placing in equal positions as well as higher position.

**Human Resource Development:** Human resource development should be the regular feature of the organisation, which also attracts number of persons to participants.

**Adequate Resources:** Making resources available in time sustains the participation level and enhances participation.

**Supportive leadership:** Supportive leadership is a necessary condition for participation. People work and enjoy supportive leadership in work situation.

**Decision-making:** The quality and acceptability of decision requires lot of information, which may be available with different employees in the department.

**Teamwork:** Teamwork is an example of highest level of participation in which each member gets an opportunity to contribute.

**Reduce Clash of Interests:** A well-defined mechanism needs to be created for resolving conflicts, which will promote sustenance of participation.

**Follow Up:** Timely feed back on performance and follow up is necessary for sustaining the participation.

### **BENEFITS OF PARTICIPATORY ADMINISTRATION**

Participatory approaches have tremendous potential and bring variety of benefits when used whole-heartedly. The benefits of participative administrative approaches are given below:

1. Quick decisions
2. Enhanced quality of decisions
3. Increased responsibility and accountability
4. Enhanced commitment of members
5. Enhanced self confidence
6. Increased transparency in working
7. Enhanced co-ordination and co-operation among members
8. Improved quality of work
9. Time savings
10. Increased flexibility in working
11. Training and education of members
12. Improved performance
13. Healthy environment
14. Creative problem solving
15. Enhanced trust among members

16. Shared /collective responsibility
17. Distributed work
18. Risk factors lowered down
19. Ready to face the challenges
20. Sustained interest in work
21. Work does not suffer
22. Quick implementation of decisions
23. Less conflict
24. Effective utilization of resources
25. Effective communication at all levels
26. Good interpersonal relationship
27. Member's satisfactions
28. Good discipline
29. Amicable settlement of disputes
30. Reduced power inequality
31. Desired change in behaviour
32. Acceptance of change
33. Establishment of democratic values
34. Motivation to contribute for situation
35. Preparation of employees for higher job

#### **LIMITATIONS OF PARTICIPATORY ADMINISTRATION**

- Cost of training the participants may be initially high
- Sufficient time is required for participation
- Subject of participation must be relevant to the participants' ability and interest
- Top management must be committed to implement participatory approaches
- Needs open atmosphere of trust and confidence

- Needs multiple channels of communication
- Well-designed model of participation needs to be followed rather than adhoc arrangements.

**CONCLUSION:** Participation is a sharing process among administrators and employees. Administrators who encourage participation do not abandon their jobs and leave everything to employees. They merely share by getting others actively involved so that all may contribute.

When administrators first consider participation, they often asked, "If by means of participation I share authority with my employees, don't I lose some of it? I can't afford to lose authority because I am responsible, and if I am responsible, I must have the authority." This is a normal worry, but it is not a justifiable one because participative administrators still retain final authority. All they do is share the use of authority so that employees will become more involved in the affairs of the department.

## Constitutional Provisions in Administration



Our constitution has not only the scepter of governance in one hand but also a throbbing heart in the other hand , throbbing for the people's welfare, for their participation in social and political life of the country and in making a nation worthy of its golden past.

Preamble to the constitution provides the key for the objectives and conspectus of this fundamental document. The opening words 'WE THE PEOPLE OF INDIA' indicates that it was people's participation in the constitution making process that this document came into being. Of course participation was not direct nor through referendum but the elected leaders who really represented the will of the people and had done all the sacrifices for them were confided to do the job for them and they did it with that very spirit. Many times some provisions were discussed in public before they were imported in the constitution book.

The preamble further states that a democratic setup is conceived for the country. Democracy is by the people, for the people and of the people. This again indicates that Government through the process of people's participation is conceived in the State as well in the centre through the process of election to be held under an independent agency.

The socialistic pattern conceived in the preamble is not the USSR dictatorship pattern. It only means that social order has to be so evolved that the benefits of independence and the benefits of planning and programme for development filter down to the lowest

and people are resurrected from want and hunger. For this mere Government agency is not sufficient. This process will have to be taken up and is being taken up by the various social organizations of the country.

Public interest litigation has been evolved by the Supreme Court for involving the people with the justice system of the country.

Article 51, A of the constitution provides for the Fundamental Duties that are expected to be discharged by the citizens for the benefit of the people and for the benefit of the good government. People's participation is required for protecting sovereignty, unity and integrity of the country. Armed forces may protect the borders and may protect people from the invaders, but the real life blood going from one village to the other in the whole country does require people's participation for the upkeep of social orders free from fear and chaos. The vigilance of the people is necessary for maintaining the integrity of the country and social order. The duties further provide that every citizen shall defend the country and render a nation service when called upon to do so. In times of war such an emergency may arise. As said above, a duty to promote harmony and spirit of common brotherhood amongst all the people transcending a religious, linguistic and regional or sectional diversities. A special duty have been caste upon the people to renounce practices derogatory to the dignity of women. This will not only include crime against women but shall also include various matrimonial mal practices and exploitation of sex.

The constitution guarantees freedom of religion and freedom to propagate once ideas and thinking, associated with it is freedom of assembly and expression. This again provides field for the

participation of the people in religious and other affairs for the betterment of humanity at large. Cultural and educational rights have been guaranteed so that every sect may maintain and develop its own culture and enlighten the masses. Minorities have been given a free hand for the management of their educational institutions.

Article 40, of the constitution provides for the organization of village panchayats so that the democratic process may start at the root level and in due course of time it may provide for ideal and real leadership to the constitution. More over the panchayats can better keep a vigilant eye on the officers working in their jurisdiction and can better meet the problems, which are of very local nature. Though the chapter on the Directive Principles and State Policy provides certain aspects of the governmental action, yet each directive principle has on the other side of the picture the fullest cooperation and participation of the people in charge.

Thus the constitution very clearly envisages people's active participation in healthy growth of the nation.

## ASSIGNMENT - ONE

Please Answer the following questions

Q.1. What are the three elements which are focal points to the concept of participation and decision making?

Q.2. Describe the scope of 'influence', 'interaction' and 'information sharing' relevant to participation in context to your department?

Q.3. List levels of Participation in your organisation ?

Q.4. Describe about "forms of participation" in your organisation.

Note - \* Assignment to be completed individually .

\* Time to complete the assignment - 10 minutes.

\* Discussion on outcomes - 10 minutes.

## ASSIGNMENT - TWO

Please answer the following questions: -

Q.1. Describe the need of participation in your department.

Q.2. List the situations requiring participation in your department.

Note - \* Assignment to be completed individually .

\* Time to complete the assignment - 10 minutes.

\* Discussion on outcomes - 10 minutes.

## UNIT- TWO

### INVOLVEMENT

#### Objectives

At the end of the course the participants will be able to: -

- Explain the concept and Need of involvement.
- List the agencies and individuals to be involved in public administration.
- Describe about factors "promoting involvement" and "hindering involvement"

#### Content

- Concept and necessity of involvement
- Factors promoting involvement.
- Factors hindering involvement.
- Agencies and individuals to be involved

## INVOLVEMENT

### Concept and Necessity

Government departments are generally involved in deciding with public. In such situations involvement of public in general and stakeholders in particular is necessary. In this section the concept and necessity of involvement, need of public involvement, and factors promoting involvement, factors hindering involvement are listed.

Involvement means active participation of people in an activity. People can participate in a Project by contributing in terms of resources, efforts, information and time. In the context of any project, involvement would imply that the beneficiaries come forward to demand and derive benefits of all project services on their own.

In order to involve people in project services, they need to be informed about the aims, dimensions and benefits of these services. The adverse consequences of not availing these services should also be told to them. The beneficiaries should be educated fully about the services. The use of different strategies of communication is very crucial. They should be made to feel the need of these services. Thus providing information, encouragement and motivating them to take benefits from the services is a pre-requisite of people's involvement in the project.

### Need of involvement

If the benefits of the project services are to be taken on a long-term basis, active participation of the community is necessary as they are the

ultimate beneficiaries. Active involvement of the community is necessary because of the following reason:-

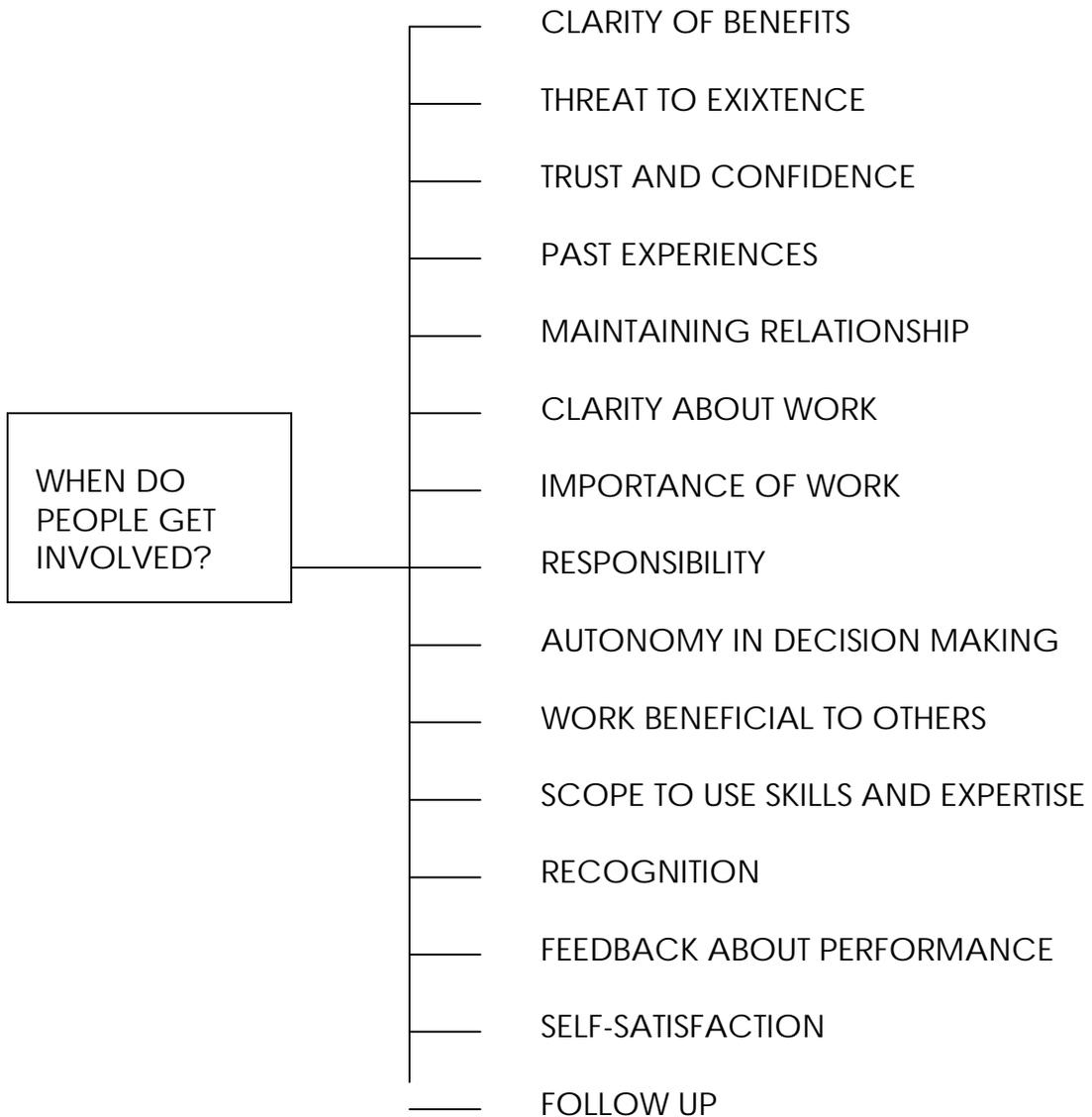
- Large population,
- Lack of resources,
- Lack of trained workers,
- difficulty of access to remote areas,
- Lack of publicity,
- Illiteracy or semi-illiteracy,
- Custom and tradition bound society,
- Values and beliefs.
- Lack of confidence
- Lack of owning the projects and
- Lack of sustenance in development

Adequate communication strategies need to be adopted so that willing and receptive groups in the community make collective efforts and sustain their willingness to benefit from the services.

The help of willing and influential people should be taken to counsel unwilling and resistant groups through personal contact and door -to-door visits. This brings us to consider the factors, which promote community involvement.

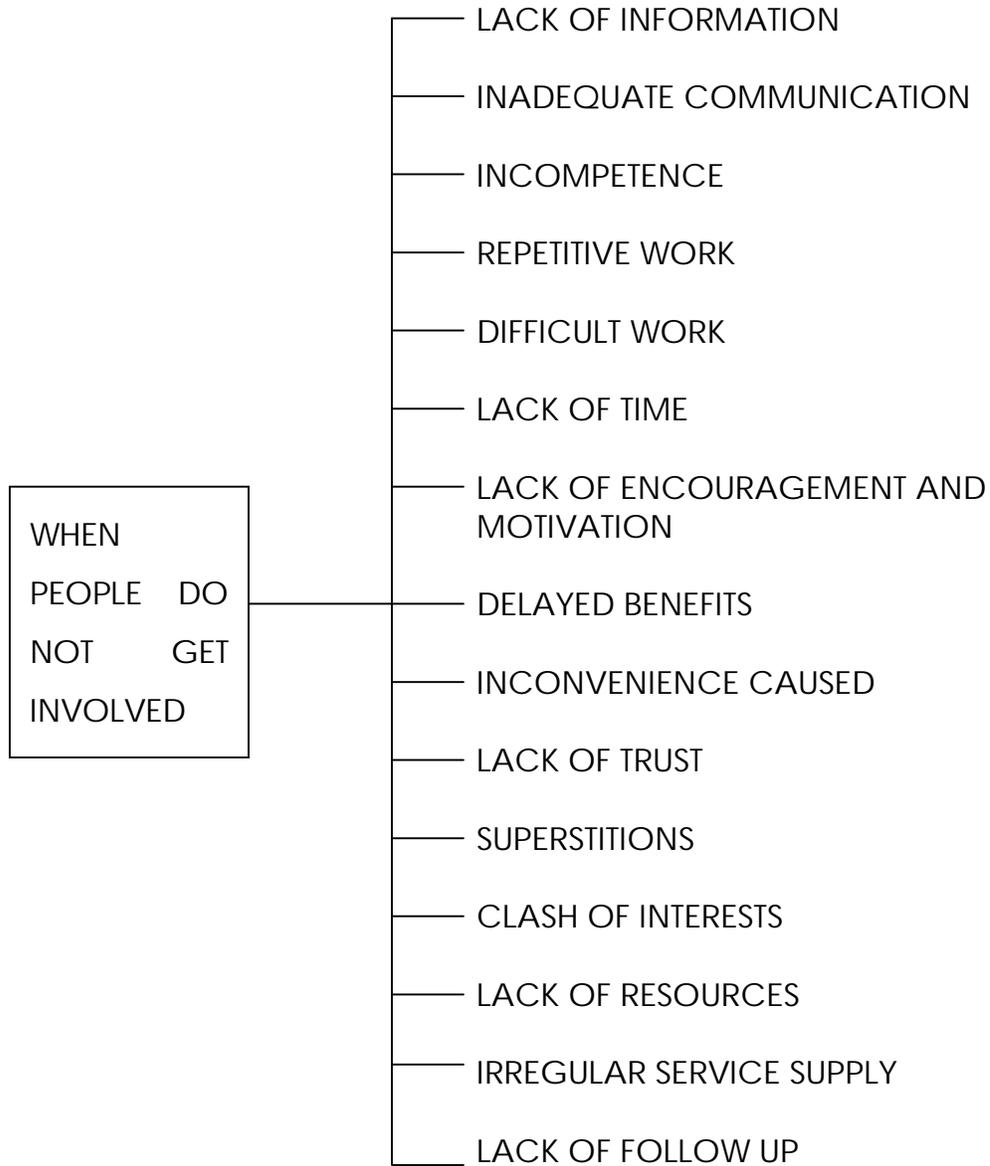
## FACTORS PROMOTING INVOLVEMENT

### BECAUSE OF



## FACTORS HINDERING INVOLVEMENT

### BECAUSE OF



## **AGENCIES AND INDIVIDUALS TO BE INVOLVED IN PUBLIC ADMINISTRATION AND DEVELOPMENT PROJECTS**

When government department deals with public it is necessary to involve public in general and stake holders in particular. Same is the case with development projects. Stakeholders are those individuals or groups who are dependent on the department for the implementation of their won personal needs, and upon whom the department is depended for its continued existence. These stakeholders are need to be identified and managed appropriately. Management of stakeholders is done to accomplish following objectives:

- ◆ To ensure the availability of timely, credit and comprehensive information.
- ◆ Capabilities and options open to each stakeholder
- ◆ To continue to identify the probable strategies of the stakeholders
- ◆ To identify how key stakeholders' strategies might affect current project interests
- ◆ To continuously monitor and provide comprehensive information about probable actions in the project stakeholder environment that might have an impact on the interests of the project
- ◆ To organize the collection, analysis and dissemination of stakeholder information for the project team

In simple words it can be expressed that development projects should be planned and implemented in collaboration with stakeholders. This will ensure greater acceptance and success of the projects. Even

when some changes are proposed public is involved in formulating the change strategy.

In Integrated women and child development project following significant stakeholders are involved:

- ◆ Elderly men and women
- ◆ Mahila Mandal representatives
- ◆ Dai
- ◆ Auxiliary nurse/mid wife
- ◆ Teachers
- ◆ Sarpanch and panches
- ◆ Vaidhya
- ◆ Willing people
- ◆ Volunteers
- ◆ Public representatives
- ◆ Other government department representatives

Now a days you must have observed that all government departments and voluntary organizations are forming teams in different sectors of life i.e. Joint forest management committee, Watershed management committee, Health committee, Education committee, Security committee, Self help groups, Sanitation committee and so on. All these type of committees are the nature of participation of various stakeholders in public administration. Depending upon the type of project stakeholders are identified and involved in the projects.

### ASSIGNMENT – THREE

We have discussed about groups and individuals to be involved in developmental projects. Your department is also involved in implementing various developmental projects, programmes, and schemes. Please prepare a list of significant groups and individuals to be involved in the project. Also indicate the purpose of involvement against each group or individual.

S.No.	Stake holders	Involved/To be involved	purpose
1.	Individual		
2.	Groups		
3.	Agencies		

Note - \* Assignment to be completed in group.

\* Time to complete the assignment - 20 minutes.

\* Discussion on outcomes - 15 minutes.

## UNIT- 3

### APPROACHES OF PARTICIPATORY ADMINISTRATION

#### Objectives

At the end of the course the participants will be able to:

- ◆ List the various participatory approaches used in different organizations
- ◆ Assess the strengths and limitations of each approach
- ◆ Select the participatory approaches which can be implemented in own's department
- ◆ Evolve a model of implementation of participatory approaches in own's department

#### Content

- ◆ Participatory approaches
- ◆ Model of implementation
- ◆ Role of an administrator in enhancing involvement

# APPROACHES OF PARTICIPATORY ADMINISTRATION

## 1. INTRODUCTION

In the present era role of the administrator is considerably changing due to change in environment. There has been continuous increase in work in wide variety of areas as observed in past and it will go on increasing in future. Now the Government is also emphasizing to have participation in administration. The self - dependence can be achieved when all organizational members are involved to excel their full potential. Administrators will have to be self sustained at the same time they will have to function in various areas in their work environment. To accomplish set objectives of the organization they will have to develop capabilities rapidly to reciprocate pressing demands set on the systems. Capabilities can be developed by these organizations if they are properly administered. Organizations need a clear sense of direction in times of turbulence, challenges, opportunities and change. To meet out such situation wisdom, vision, perspective and insight is necessary to integrate various factors into a logical framework for making the right decisions.

Participatory administration of organizations is the solution to many challenges ahead. Some of the participatory administration approaches used in Industrial, social and government sector are described briefly in subsequent paragraphs.

## 2. PARTICIPATORY APPROACHES

Various approaches of participatory administration used in different sectors like industry, society and government are described very briefly in subsequent sections.

## 2.1 Management by objectives

It is a management system that is based upon the philosophy of participative management and administration. It is based on mutual objective setting principle and measurement of performance along with certain degree of freedom.

A program that encompasses specific goals, participatively set, for an explicit time period, with feedback on goal progress.

In MBO emphasis is given on converting overall departmental objectives into specific objectives for departmental units and individual members. MBO operationalises the concepts of objectives by devising a process by which objectives translate down through the department. As shown in fig 4 given below:

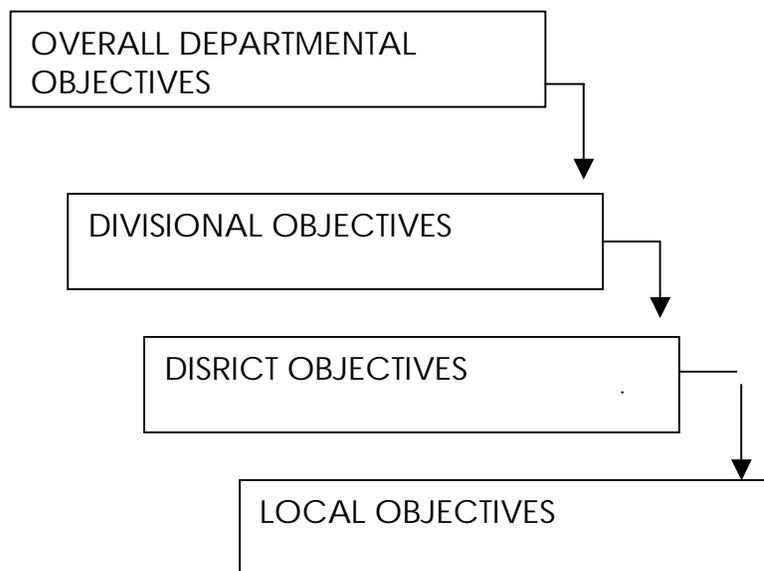


Figure 4 levels of objectives

Lower unit administrators jointly participate in setting their own goals. MBO works from the 'bottom up' as well as from the top down. The result is a hierarchy of objectives that links objectives at one level to those at the next level and for the individual employee. MBO provides specific personal performance objectives. Each person, therefore, has an identified specific contribution to make to his or her unit's performance. If all the individual achieve their goals then their units goals will be attained and the department's overall objectives become a reality.

According to Peter Drucker MBO is a philosophy of management that emphasis's the setting of agreed on objectives by superior and subordinate administrators and the use of these objectives as the primary bases of motivation, evaluation, and control efforts.

### **Advantages of MBO**

- ◆ MBO should provide a basis for more effective planning- system approach to planning i.e. integrating objectives and plans for every level within the department. The basic concept of planning should consist of making it happen as opposed to just letting things happen.
- ◆ MBO improves communication within the department by requiring that administrators and employee discuss and reach agreement on performance objectives.
- ◆ Implementing of an MBO system would encourage the acceptance of a behavioural or more participative approach to administration.

## The MBO process

The dynamics of MBO system are diagrammatically shown below. The MBO requires top administration support and commitment and involves five steps.

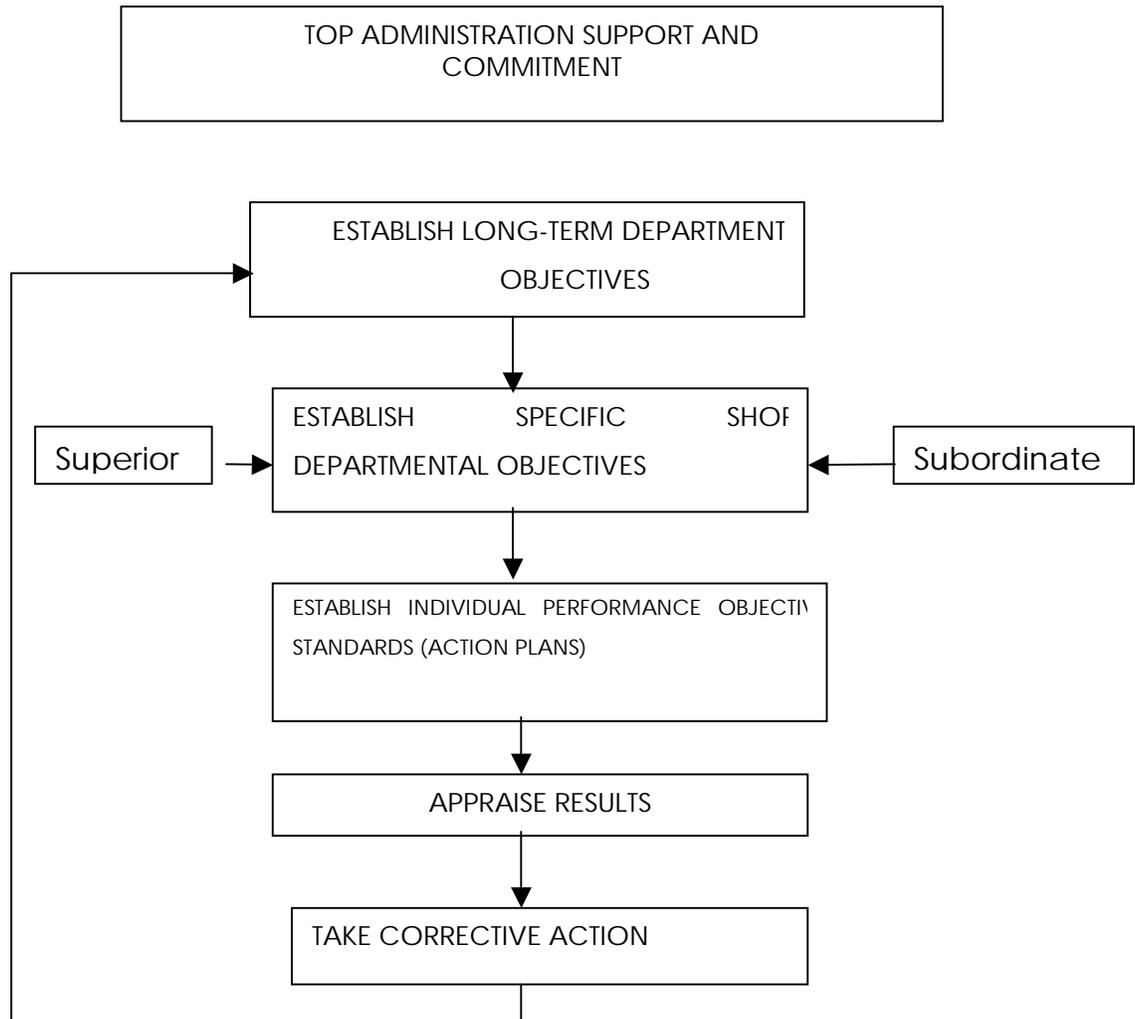


Figure 5 MBO process

## Benefits of MBO programmes

### MBO

1. Results in better overall administration and achievement of higher performance levels.
2. Provides an effective overall planning system.
3. Forces administrators to establish priorities and measurable targets or standards of performances.
4. Clarifies the specific role, responsibilities and authority of personnel.
5. Encourages the participation of individual employees and administrators in establishing objectives.
6. Provides a golden opportunity for career development for administrators and employees.
7. Other specific strengths of an MBO system might be that it:
  - ◆ Individuals know what is expected of them.
  - ◆ Provides a more objective and tangible basis for performance appraisal and salary decisions.
  - ◆ Improves communication within the department.
  - ◆ Helps identify promotable administrators and employees.
  - ◆ Facilitates the department's ability to change.
  - ◆ Increase motivation and commitment of employees.

### **Potential problems with MBO:**

Although there are many benefits attributed to MBO, certain problems may be encountered, such as the following:

- ◆ MBO programs often lack the support and commitment of top administrators.
- ◆ Objectives are often difficult to establish.
- ◆ The implementation of an MBO system can create excessive paper work if it is not closely monitored.
- ◆ There is a tendency to concentrate too much on the short run at the expense of long-range planning.
- ◆ Some administrators believe that MBO programs may be excessively time consuming
- ◆ There may be unrealistic expectations regarding results.
- ◆ An inability or unwillingness by administrators to allocate rewards based on goal accomplishment.

### **2.2 Attitude survey**

Attitude survey method is adopted to measure the attitude of subordinates using anonymous questionnaires. The result of the survey is presented to whole department and teams. Then, appropriate strategies are designed and implemented to improve the relationships among the employees.

### **2.3 Performance appraisal and development system**

Performance appraisal is the well designed continuous process used for assessment of individuals' strengths and weaknesses in specific area of his/her work, responsibilities and duties. Individual strengths are reinforced and weaknesses are corrected through step by step

learning. In these processes superiors, peers and sub-ordinates are involved. This method opens the opportunity for development of all levels in the hierarchy.

#### **2.4 Employee development programmes**

Employee development programmes are conducted to develop abilities and capabilities through training sessions, workshops, seminars and projects. These types of employee development programmes develop loyalty and commitment.

#### **2.5 Team work incentive programmes**

Teams of employees that want to make changes in service, delivery, reduce costs, or increase in revenue, increase in safety, pollution control etc. submit a plan for approval to the administrators. When their accomplishments are verified they receive incentives.

#### **2.6 Self managed work teams**

Work groups are given a high degree of self-determination in the administration of their day-to-day work. Typically, this includes collective control over the pace of work, determination of work assignment, organization of work breaks, and collective choice of inspection procedures. Fully autonomous work teams even select their own members and they evaluate each other's performance.

#### **2.7 Task forces**

Interdisciplinary teams are constituted as per requirements of the tasks. Team members bring variety of knowledge, skills and experiences to the task. They can be activated quickly and when the project or task is over team members join other projects or tasks. The strength of task force system is that it can cope up with changing environment.

## **2.8 Reward programmes**

Rewards are given to high achievers in the department in each area of functioning. It is also given to persons who promote participation of people in decision-making.

## **2.9 Employees administration committees**

Employees administration committees are constituted to keep the channels of communication open on critical issues between management and employees unions.

### **a. Multiple administration**

This approach is used to develop participation of those departmental members whose creativity has not been fully utilized. These persons are given a special task to complete to enrich their experience and skills. It is an excellent way to bring new blood into top management and to train people as they move upward. Through multiple management programmes junior persons may be developed rapidly to take responsibility. Through this programme people can be developed and made important rapidly.

### **b. Consultative supervision**

This technique can easily be practiced in the existing authority - responsibility relationship. Consultative supervision means a manager consults with subordinates in order to think about issues and contribute their own ideas before he/she makes the decision. This technique was first suggested by H.H. Carey. The manager can talk with the employee on any issues he/she considers appropriate and on which consultation may improve the quality of the decision. Consultative supervision resulted in improved quality of decision, improved communication, grievance settlement and ego satisfaction of employees.

### **c. Democratic supervision**

In democratic supervision considerable part of decision-making power is released to employees in areas of their competence. This process is generally used in-group in which each member has to cast one vote. This method is very popular in committee approach. This method is suitable in voluntary groups where there is no self-interest in any decision of individual members.

#### **2.13 Job enlargement**

Job enlargement refers to expanding job horizontally. Number of other related tasks are added to enhance job variety.

#### **2.14 Job enrichment**

Job enrichment refers to vertical expansion of the job. It increases the degree to which the employee controls the planning, execution and evaluation of his/her work. Five actions are taken to enrich the job. The suggested actions are: combining tasks, forming natural work units, establishing client relationships, vertical loading and opening feedback channels.

#### **2.15 Job rotation**

The periodic shifting of the employee from one task to another. This method breaks the routineness of performing the work.

#### **2.16 Delegation**

Delegation is the process by which the part of the work along with decision making power is entrusted to the subordinates.

#### **2.17 Decentralisation**

The decision making power is widely spread among more people within the organisation. It breaks the hierarchy of levels. Employees get trained and experienced in the decentralised system in wide variety of areas.

They also become active in decision making. Decentralization is actually an organizational technique and, like MBO, in order to be successful it should be treated as a managerial philosophy. The basic philosophy of decentralization is to spread the decision making among more people within the organization. In contrast to a centralized structure, the decentralized structure is wider and has fewer levels in the hierarchy. This implies a broader span of control than the tall, narrow structure of a centralized organization.

Basically the differences in the centralized and decentralized structure are the number of levels in the hierarchy and the number of positions in a given level. The centralized structure will usually have more levels than the decentralized. Thus, centralized organizations are referred to as being tall. Decentralized structures generally have fewer levels but more positions per level than the centralized. Hence the decentralized organization is wider and flatter.

As a managerial philosophy, decentralization is the process of moving decision-making authority and responsibility further down the hierarchy. Delegation of authority becomes the critical factor of a good decentralized system. For the individual this usually means being thrust into a "sink or swim" situation earlier in one's career than would be true in a centralized organization. The individual who thrives or more job independence would probably adapt very well to such a situation. Participation in the decision making process is a way of life for employees in decentralized organizations. A definite advantage for this type of managerial system is the broader range of experience and training (in a practical sense) of the employees. Because the workers become more actively involved in the decision making process, they are more likely to carry them to a successful conclusion. In addition,

the more individuals are exposed to decision-making situation, the better those people are prepared to handle them.

Among the disadvantages of decentralization are the expense of training managers (formal training and the expense of mistakes) and the absence of uniformity of action when uniformity is desirable. From a behavioral standpoint, there are individuals who would be uncomfortable in a decentralized system. Such individuals would probably not be all that interested in climbing the organization ladder and would really not care to be burdened with additional responsibility. However when top management is committed to the idea of more employee participation and when managers and employees are well trained, a decentralized structure can work extremely well.

### **2.18 Quality circles**

Quality circle is a group of 5-10 voluntary members, meets regularly to solve work-related problems or to bring innovations. It uses Deming's methods to improve work processes. The voluntary movement is supported by top management to implement the solution of the problems. Efforts of members are recognised openly by the top management.

### **2.19 Focus Team**

Focus teams are developed as to modified version of quality circle. In this approach significant problem is identified by the manager and then individuals are selected on the basis of their knowledge and skills to solve the problem. Managers continuously review the progress of the team. Number of focus teams work simultaneously on different significant

problems of the organisation. This approach resulted in value addition, development of members, and continuous improvement in processes.

### **2.20 Suggestion programmes**

It is practiced through putting suggestion box at common place in the organisation. The management periodically reviews the suggestions obtained and implements the suggestions, which are found innovative. Through this programme feeling of the people about the organisation can be understood. Good suggestions are rewarded remaining others are responded by the organisation.

### **2.21 Organising creativity sessions**

Number of creativity sessions is organised to generate innovative ideas using different techniques of creativity on various significant issues.

### **2.22 Management by committees**

Aside from formal structure committees have become formal part of administrative structure in all types of organisations. Generally two types of committees are found in organisations; permanent committees and ad-hoc committees. Permanent committees are also called standing committees. Ad-hoc committees are constituted for specific task on temporary basis. These committees are entrusted different types and levels of power and function in variety of areas of functions of the organisations. It is claimed that committees are better than conventional hierarchical structure in decision-making through deliberation, coordination of work, securing Co-operation in execution and training of participants.

### **2.23 Participation in degree**

Participation is also defined in degree ranging from minimum to maximum. The minimum level is informational participation and it

increases towards consultative participation, associative participation, administrative participation and decisive participation.

If we examine all the approaches of participatory management used in various names in different organisations with a particular purpose. It can be concluded that some approaches are related to job of individuals and others are related to well-being of the group and enhancement in effectiveness and efficiency of the organisation as a whole. Now a days more emphasis is being laid on empowerment of teams working in different areas. In section 6 a model of participatory management is suggested in which emphasis is given on constituting and empowering teams.

### **3 CONCLUSION**

Participative management practices have got many tangible and intangible benefits if implemented at organizational level. There are some preparatory steps, which should be completed before it is implemented. Initially whole hearted efforts are required at top level and other levels also. Self-empowered teams can excel better in changing environment of the organisation where more stress is being laid to self-dependency and autonomy. The Administrator will have to take a specific role in implementing participative practices.

## MODEL OF IMPLEMENTATION

The steps of implementing participatory management approaches in an organisation situation are listed in the Model shown in figure 6 .

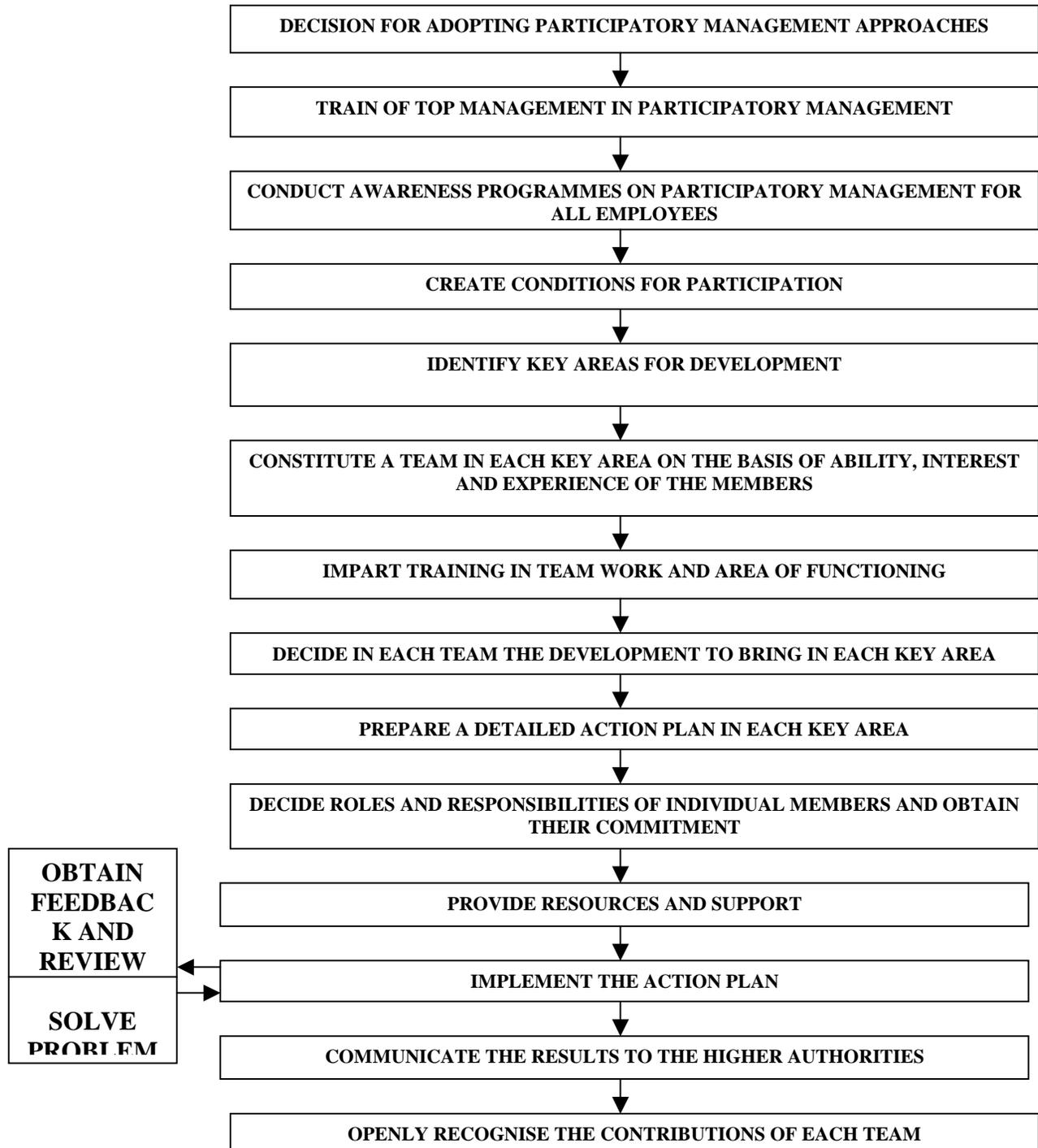


FIGURE 6 - MODEL OF IMPLEMENTATION

## ROLE OF THE ADMINISTRATOR IN ENHANCING PARTICIPATION OF DEPARTMENTAL MEMBERS

Role of an Administrator in enhancing participation of organisational members in administration of organisation is shown in Figure .



FIGURE 7 – ROLE OF AN ADMINISTRATOR TO ENHANCING THE PARTICIPATION OF ORGANISATIONAL MEMBERS

## ASSIGNMENT – FOUR

1. You have participated in the input cum discussion session on various approaches to participatory administration. Please recall the approaches, which are being used in your organization. Also assess their strengths and weaknesses. Are these approaches effectively working in your organization? If your answer is yes, please list the reasons thereof. If your answer is no, please list the reasons thereof.

S.No.	Approaches	Strengths	Weaknesses	Reasons for effectively working or not working
1.				
2.				
3.				
4.				

2. Please list the criteria to be used to select the appropriate approach of participatory administration.

3. You have seen the logical model to implement participatory approaches. Now evolve a suitable model, which can be used to implement/improve the participatory approaches in your organization.

Note - \* Assignment to be completed group.

\* Time to complete the assignment - 30 minutes.

\* Discussion on outcomes - 15 minutes.

## UNIT -FOUR

### Team Building

#### Objectives

At the end of the training, the participants will be able to: -

- Define a team
- Explain about advantages of working in a team
- Describe characteristics of an effective team
- Describe team building model

#### Content

- Definition of team work
- Benefits of team work
- Composition of a team
- Size of a team
- Characteristics of an effective team
- Team building model

## **UNIT – FOUR**

### **TEAM BUILDING**

There are several reasons why we need to have teams at work. Some tasks are performed better or can be done only by teams of people working together. With increasing complexity of the demands on departments no one person has all the information so teams are necessary to bring together all the required expertise to get things done. Belonging to a team can stimulate, each person to greater or better effort and tends to increase job satisfaction and morale. Also, people will support that which they have helped to create, so participation in-group decision-making can have useful consequences for the implementation of decisions. Working in teams provides the social satisfaction.

In all human interaction there are two elements; content and process. The first deals with the subject matter or task of the interaction. The second describes how the interaction is done, how things are communicated, by whom and when. An effective administrator involves team-members in planning and decision-making. He freely shares information down the line. The participative style of administration confers a sense of importance and contributes to high morale and productivity of the team.

Teamwork generates a creative problem-solving approach through cross-fertilization of ideas, stimulating discussion, pooling of knowledge and exposure to different viewpoints. Creativity is more predictable in a team effort than in an individualistic approach.

The team leader constantly faces the question of how his team could be more productive. The ability to handle diverse

personalities is critical. Conflicts may arise when there is a tremendous perceptual difference between the administrator and subordinates about the role and expectation of each other. The administrator has to adopt a flexible style of leadership to match different personalities. Before we look at other aspects of a team and team working let us look at various ideas given by experts on the topic.

- Team work' is key to modern management. Successful managers will work through the team and their success will depend upon the team succeeding. **Charles, 1996**
- Teams will become even more important in the future. In fact, most models of the organisations of the future that we have heard about 'networked', 'clustered', 'non hierarchical', 'horizontal', and so forth are premised on teams surpassing individuals as the primary performance unit in the company. **Katzenbach, 1993**
- Teams and work groups are considered to be the fundamental units of organisations and also key leverage points for improving the functioning of the organisation. **French, 1996**
- Team work needs to extend across all functions and should include both administrator and employees. **Sallis, 1993**
- Teams are a most powerful tool for solving problems and meeting continuous improvement objectives. **Joseph & Susan Berk, 1995**
- There will continue to be an emphasis on teamwork as opposed to individual contribution. Hierarchy and authoritarian structures don't involve as many people, so employees don't buy in. Therefore key trend to be less successful. **Anthony R. Montebellow, 1996**
- Participatory organisations find that they must eliminate layers and flatten their hierarchies. Wherever we have found participatory organisation, we have teamwork. **David & Tade, 1982**
- Small groups are, quite simply, the basic organisational building blocks of excellent companies. **David & Tade, 1982**

## Definition of teamwork

- A group of individuals becomes a team when, and only when, they commit to achieving high performance goals. A key characteristic of high performance team is discipline. Groups become team through disciplined action. They shape a common purpose, agree on performance goals, define a common working approach, develop high levels of complementary skills, and holds themselves mutually accountable for results. A team is a small number of people with complementary skills who are committed to a common purpose, performance goals and approach for which they hold themselves mutually accountable. **Katzenbach and Smith**

- A team is a group of people who understand each other, who know individual strengths and weaknesses, and who cooperates with one another. **Charles Margerison**

- It is a group, which shares, and says that it shares, a common purpose and recognizes that it needs the efforts of every one of its members to achieve this. A team is a team when it sees itself as a team, is going in the team direction, and has worked out its own team ways.

- A team as an organized group of professionals from different disciplines who have unique skills and a common goal of common cooperative problem solving. **Pfeiffer**

- A team is any work group that shares common agenda. **Green**

- Teams are made up of individuals with different personalities, ideas, strengths, weaknesses, levels of enthusiasm, and demand from their jobs.

**Sallis Edward**

We have examined the various views of experts on team and working in a team. If we analyse the above definitions we can observe some common points is a team which are stated below;

- There are more than one person in a team
- Team members share common goal or purpose
- Team members are dependant on each other
- Team members share information and experiences
- Team members feel responsibility to perform the task

#### **Benefits of team work**

- Team work enhances success
- Team work promotes creativity
- Team work builds synergy
- Team work promotes trade off and solves problems
- Team work is a fun
- Team work responds to the challenge to change
- Teams have capacity to innovate
- Teams bring different perspectives to the problem or opportunity
- Teams can see the whole problem
- Teams foster collaboration
- Teams build lasting networks
- Teams promote rapid flow of information and ideas
- Teams hold team members to high standards because of peer pressure

- Teams provide an opportunity for continuous learning of the members

### **Composition of a team**

A team simply not a group of people but group of people who posses complementary skills. They cover the weaknesses of each other through their strengths for a particular task or activity. It does not mean that a team should be formed by the people working in the same section. A team can also be formed of the people who belong to different sections. One thing should be made clear at this point that team is formed to accomplish specific objectives or goals. Keeping these objectives in mind team members are identified. There are other criteria that also decide the inclusion or exclusion of a person in a team. The following criteria can be considered while forming a team:

- Goal or purpose
- Requirements of the task
- Ability of the person
- Interest and willingness of the person
- Creativity of the person, attitude and overall behaviour of the person
- Leadership and followership requirements

### **Size of the team**

The number of members in any team is generally kept five to seven. If less than five members are kept in a team there would not be enough ideas generated to the task or problem. If more than seven members are kept in a team there would be repetition of ideas. This would waste the time of other members. As mentioned earlier, the size of the team also

depends on the purpose for which it is formed. If it is formed to perform the task, which is clear to the members, then it requires only technical and working in a team skills. On the other hand when a team has to solve complex problem more number of members having diverse background are required. Teams should not be formed for the sake of team formation. No member of a team should be a redundant member in any case otherwise the teamwork may result costly.

### **Characteristics of an effective team**

A team is effective when it adds more value than the value, which is the equivalent of adding up the contributions of all the individuals, if performing as individuals. The secrets that make teams effective are complex and varied. Teams bring together competence; experience, attitude and values in integrate way suitable for the purpose. Describing characteristics of an effective team is a difficult task and carries all the risks of conveying only a partial picture. A team of brilliant individuals can often be less effective than a brilliant team of individuals. A flavour of characteristics of an effective team are given below:

- The goal is crystal clear to team members and they are persistent in pursuit of it.
- Team members use creative and flexible strategies to achieve the goal
- Team members remove all the hurdles coming in the path of goal accomplishment
- Team members are committed to quality in performance and all aspect of team working

- Team members actively build formal and informal networks which includes people who matter to them and who can help them
- Team members make themselves visible and accessible to others. They welcome advice and comments from outside
- Team members are action oriented. They respond quickly and positively to problems and opportunities.
- Team members are committed to the success of the team and their department. They work in an open culture where responsibility and authority is delegated to them to produce agreed results.
- Team members work best with principles and guidelines as procedure rather than rules.
- Team members value leader who maintain the teams direction, energy and commitment. They expect the leader to be supportive not dominating
- Team members maintain effective communication among the team members. They need to build a common language.
- Team members are creative and innovative and are prepared to take risk in order to achieve significant gains.
- Team members continuously try to improve on every aspect of task and team working.
- Team members value people for their knowledge, competence and contributions rather than for position.
- Team members always try to work with others rather than working for or against others.
- Team members reach to decision by consensus.

- Team task is understood and accepted by team members. There is a proper balance between planning and action.
- Team is comfortable with disagreement and does not avoid conflict simply to keep every thing in agreement.
- The atmosphere in a team is mutually supportive, informal and relaxed but not too comfortable.
- Criticism is frequent, frank, and relatively comfortable. There are no personal attacks. Team members are free to express their feelings and ideas on the team's problems.
- Team members share experiences and create an opportunity for learning. They also provide constructive feedback to fellow members for improvement. They learn from mistakes and do not repeat the mistakes.
- Team members are sincere and honest. They don't have hidden agenda. They bring every thing including feelings on the table.
- Team members have well-accepted norms for working. These norms are strictly followed by all the members. Members are self-disciplined to follow the norms.
- Team members periodically assess the progress on work and celebrate on achievement of goals.
- Team members trust each other. It is the essential foundation for effective team work. Trust allows the team members to function as an integrated unit to achieve common goals.
- Team members manage their culture, processes, systems and relationship to become effective.

- Teams have standards of excellence. Some of the important points that a team leader should pursue to achieve excellent team results are given below:
- Try to create a working climate that is informal and relaxed.
- Before taking any decision consult your team members on the course of action to be taken.
- Do not allow one team member to assume an overriding role.
- Make sure that the objective are clearly defined and understood by members of your team.
- Trust begets trust. Have trust and faith in team members. Always be approachable and within reach of your team members whenever they seek guidance and support. Encourage open communication and create, an atmosphere that encourage for expression of criticism and disagreements.
- You must have personal rapport and interest in your team members. By helping them in their problems, you can have a satisfied and productive team.
- Learn to delegate responsibility. A leader, who does not delegate, not only cripples himself, but also cripples others.
- The secret of getting along with people successfully is to exercise self-control. Think rationally and then take action.
- Action communicates more than your speech. Set an example for others.

### **Team building model**

We have already emphasized the benefits and characteristics of an effective team. Teams to be effective they need to be build otherwise they will not produce expected results. Team building exercises can be

taken up for existing teams to improve their performance. As an administrator you are under external and internal pressure to improve the performance of the team. You are also concerned about the low morale of the team members. Situation in your department demands for team work and individuals are working independently. A new team is formed to meet out the challenges and competition needs to be developed. There are teams in place but lot of misunderstanding and sense of cooperation is missing. There may be many such reasons, which forces you to take up team building exercise. Team building means promoting the characteristics of effective team in existing or new team. Developing confidence in each other to agree mutually acceptable objectives and ensure the best possible use of team members.

Team building exercise can be taken up under the guidance of external expert or trained administrator within the department. It can be a routine activity or special event in the department. It is an art, a science and a skill.

The art of team building is to understand about people individually and in a group. The knowledge about the working of the department helps a lot to team developer. The art of team building is concerned with talking through needs, differences and individual contributions. In the team builder's art is the ability to see the team as a whole, and to release the energies of the members towards the solution of joints problems.

The science of team building is the collection of the facts about the behaviour of the people. It is the complete analysis of facts on the behaviour of the people. There are number of instruments which can measure personality, ability and performance. These instruments provide

both valuable diagnostic information and wealth of discussion material. Team builder can use these instruments during the process of team building.

The skill of a team builder is that of a juggler. The juggler knows what the act is, knows the price of failure and against that balances the excitement of the risk and the likelihood of success. Practice and confidence in assessing situations and making interventions are the real skills for juggling and team building.

The team builder's crucial skill is to open new doors, to unfreeze attitudes, and shape the attitudes as per need of the situation.

In organizations teams need to be formed and developed so that they possess characteristics to design processes, modify and redesign processes as per needs. The model given in figure is a model used for team building in many organizations.

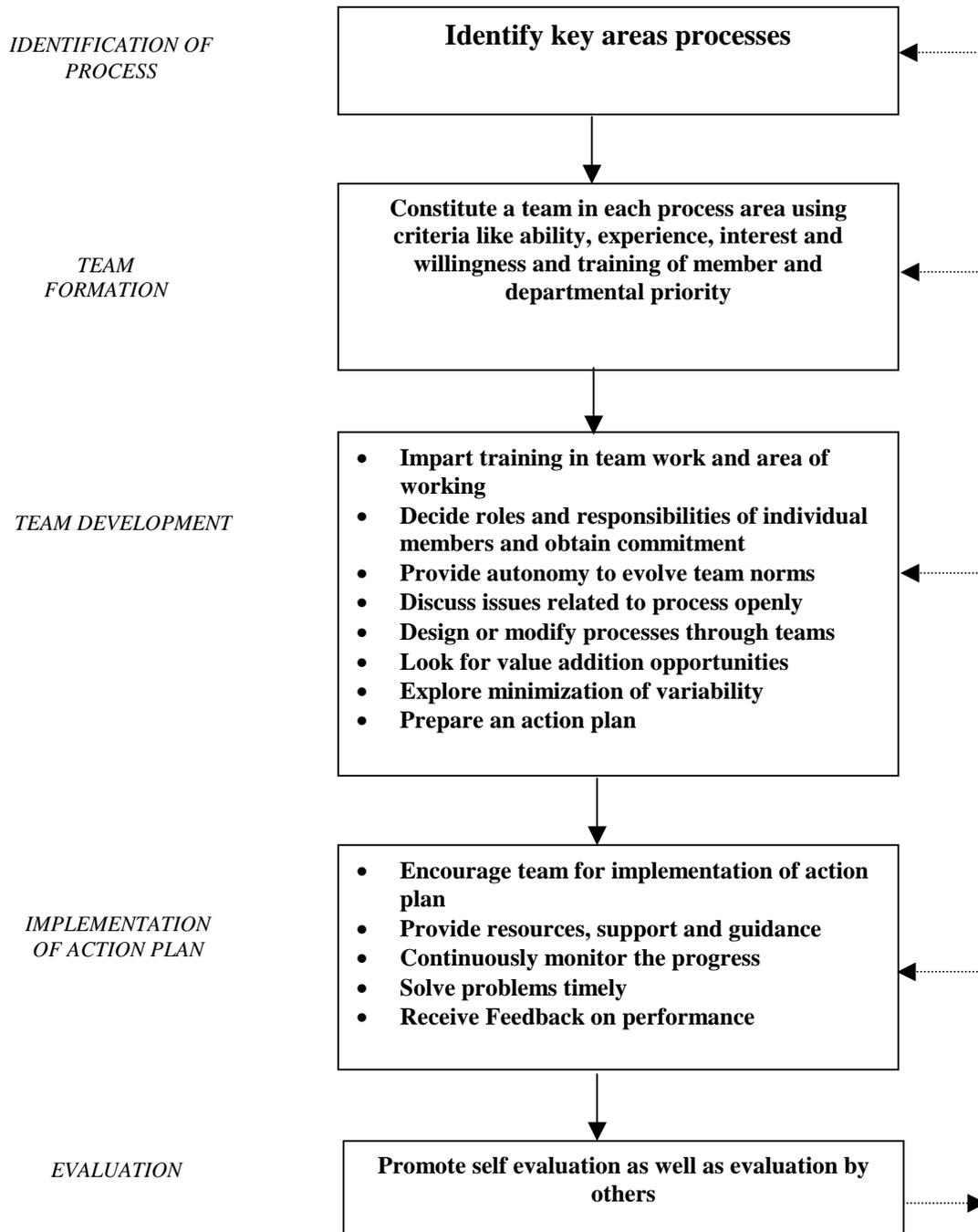


Fig. No. 8 TEAM BUILDING MODEL

## Conclusion

Working in a team is the need of the day. Through team work participation of the people can be obtained at highest level. It is very easy to form teams in the department. At the same time it is very difficult to develop the teams into well performing teams. It requires sincere efforts, trust and confidence in people. Initially it may be a time consuming process but once when it becomes the way of the life it can bring any type of miracle in the department. It requires continuous challenge in the work to use its potential for the growth and development of the department. If administrators are not able to harness the potential of the team they may produce negative synergy also.

## ASSIGNMENT - FIVE

### Notepad Production

#### **Group Work**

Given below a task in which you have to set-up and operate a production line to make a large number of paper note pads during a 5 minutes action run.

A sample of the note pad is provided which must be similar in terms of SIZE, QUALITY, NUMBER of SHEETS, METHOD of FASTENING and PAGE NUMBERING.

Following materials shall be provided for the production of Note Pad :-  
Scissors, Stapler, Staple pins, White pages, Scale, Pencil, Knife, and Gum.

After your five minutes action run, review how the production line worked and plan to improve in a second five minutes run.

Please take steps to minimize waste and unfinished work.

One representative of the group shall report to the co coordinator after 15 minutes interval say 14:15 hrs, 14:30 hrs, and 14:45 hrs to report your

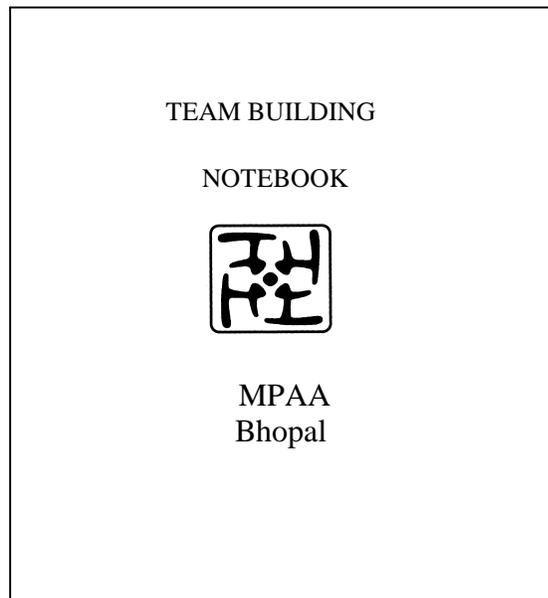
1. PURPOSE
2. PRODUCTION NUMBER
3. WASTAGE
4. QUALITY STANDARDS
5. TARGET FOR NEXT RUN

## ASSIGNMENT Notepad Production

### Group Work

Given Below a task in which you have to set-up and operate a production line to make a large number of paper note pads during a 5 minutes action run.

A sample of the note pad is provided which must be similar in terms of SIZE, QUALITY, NUMBER, of SHEETS, METHOD of FASTENING and PAGE NUMBERING.



- Note - \* Assignment to be completed in group.  
\* Time to complete the assignment - 30 minutes.  
\* Discussion on outcomes - 30 minutes.

## ASSIGNMENT - SIX

- From note pad production experience please list five reasons why you have enjoyed the group work.

- From your " Note Pad Production " experience think of the group you have worked.

Suggest five lines how your production increased?

Note - \* Assignment to be completed individually .

\* Time to complete the assignment - 10 minutes.

\* Discussion on outcomes - 10 minutes.

ASSIGNMENT - SEVEN  
TOWER BUILDING

**Group Work**

Using the wooden pieces provided, build a Tower profitably.

Your income is in proportion to the total height achieved at the rate of Rs. 20,000 per metre.

Your expenditure is proportional to the number of wooden pieces which you use, at a cost of RS.10,000 per 100 pieces.

In addition there is a productivity bonus of RS. 5,000 for each quarter minute by which the building time is under 3 minutes. Conversely, there is a penalty of Rs.10,000 for each quarter minute that the building time exceeds 5 minutes.

Other requirements are:

The tower must stand free long enough to be measured, without the aid of adhesive or other support.

The height is measured to the nearest centimetre, and to qualify it must exceed 40 cms.

Time is measured to the next complete quarter minute after the tower is finished, having started at a position where all the wooden pieces provided is in the box, broken down into separate pieces.

Please give your quotation to the coach 5 minutes before the end of the session in the following form:

HEIGHT:-----cms.

INCOME: Rs.-----

MATERIAL:-----Pieces.

COST: Rs.-----

TIME: -----Minutes.

(+) / (-) Rs. -----

PROFIT: Rs.-----

Note - \* Assignment to be completed in group.

\* Time to complete the assignment - 30 minutes.

\* Discussion on outcomes - 30 minutes.

## Observation

During each task all members should try to notice things that are said and done which help the group to make progress. At the same time, whatever causes delay will be noticed and examined. Plans can then be made for overcoming these difficulties in future tasks.

### Use of Observing Members

One member or sometimes two, should be nominated to sit aside in silence, simply observing. By watching, listening and making notes, observing members will be able to add details in the reviews which may have escaped those engaged in the task.

Each person should have the opportunity to take this observing role in order to

- develop personal skill in accurate and detailed observation
- provide the group with facts as a basis for improvement
- augment his or her idea on how to help the group to progress.

### **Notes for Observing Members**

Please remain detached from the task, and focus on the way the group is working: the teamwork rather than the technical aspects of the proceedings.

You are asked to provide facts, not to pass judgment or to say how you would have done, the task.

Translate your opinions into facts by asking: 'What causes me to have that view ? What actually happened?'

When something said or done appears important, note the consequences. Then you will be able to report objectively what happened and its effect, discarding points of little significance.

When distinct progress occurs, look for what causes it and the effect it has. If there is a difficulty, note how the group handles it.

At the end of your period as observer, prepare to rejoin the group as a working member.

What will you do to help avoid any of the difficulties you saw? What will you do to promote the use of practices you saw to be of value?

### **Feedback of Observations**

Feedback intended to help a person or a group to develop has to be acceptable and has to be useable. Otherwise, despite the best of intentions, it is wasted.

Given in the right manner, feedback will support and reinforce the desire to improve. Facts provide the basis for reasoned interpretations of events.

Straight factual reporting often makes the most acceptable feedback, leaving it to the recipient to form whatever judgments are to be made. When this is the intention, tone of voice and facial expression must be taken into account, since both can communicate the views of the speaker in a very powerful way.

Care and effort are required to analyze successes. But feedback of the details that emerge brings great rewards. It indicates positive and practical things to do in the future. It produces legitimate feelings of satisfaction and confidence.

As a basis for self-improvement, we can also, observe and give feedback to ourselves. We benefit from being sensitive not only to what we do, but also to how we do it and the effect our behavior has on others.

## UNIT – FIVE

### PARTICIPATORY RURAL APPRAISAL

#### Objectives

At the end of this unit participants will be able to:

- Explain the concept and purpose of participatory rural appraisal (PRA)
- Explain the purpose for which rural communities involve in projects
- List the principles of PRA
- List the methods of PRA
- Define methodology for interacting with villagers, understanding them and learning from them for your department projects

#### Content

- Concept of PRA
- Principles of PRA
- Kinds of PRA
- Sources of information for PRA
- Methods of PRA

## UNIT – FIVE

### PARTICIPATORY RURAL APPRAISAL

#### 1. INTRODUCTION:

A need to develop the villages of India was felt by the planners since independence. Planners tried to incorporate number of development schemes in the various five years plan. These plans have been implemented by Government and Non-Government organizations. The main focus of low rate of development found are; top down approach non involvement of beneficiaries and other stakeholders in the process of problem identification and prioritization, less focus on identification of local resources and their exploitation for the development of local areas, non involvement of beneficiaries and stakeholders in scheme formulation and implementation, communication gap, ignorance of local conditions like social, cultural, physical technical, economical, environmental, traditions, habits, incompetence of planners, lock of availability of scientific models of rural development.

Most of the projects were based on perception of planners, invalid and unreliable information and implemented on the whims of the implementers who did not have any stake in projects. Almost same models were tried in different situations.

Now it is felt by Bureaucrats, politicians, planners and implementers that the beneficiaries and stakeholders should be involved in all developmental projects, right from identification of problems, formulation of projects, implementation of projects and evaluation of

developments. Participation is required of each and every stage because:

- Large population
- Lack of resources
- Lack of trained workers
- Difficulty of access to remote areas
- Lack of publicity of developmental projects
- Illiteracy or semi literacy
- Custom and tradition bound society
- Values and beliefs and
- Complex interpersonal and relationship

## 2. THE PROCESS OF DEVELOPMENT

The process of development is a process of transformation of the quality of life of individuals. Development can be explained as betterment of quality of life. It focuses on the nature of life which people are able to live. The elements of well being are health welfare, freedom and choice education, equality, status in society etc. In the context of rural development and individual well being the issues is how rural perception can be revealed and understood so as to:

- Take account of the indigenous knowledge system
- Incorporate rural diversity
- Make rural communities involved in pursuit of their well being, and
- Make administrators task more worthwhile and rewarding in the process of collecting, analyzing and using rural information base for development.

Some of the methods emerged keeping above objectives in mind are farming system research (FSR) in which the main focus of a multi-disciplinary team was on repetitive field oriented and comprehensive approach with some degree of participation of local people, to yield quick and realistic results.

Rapid rural appraisal (RRA) developed as a methodology in the 1970s influenced by Farming system research and other methods. Some of the early path breakers of such methodology were Robert Chambers, Peter Hilderbrand, Robert Rhoades and Michael Collinson.

Rapid Rural Appraisal (RRA) is a way of organizing people for collecting and analyzing information within a short time of span; it can be defined as any systematic process of investigation to acquire new information. This information is used to draw and validate inferences, hypotheses, observations and conclusions in a limited flexibility to adjust to situations. These methods vary from situation to situation and are determined by local conditions, local problems and objectives of hand.

### 3. PARTICIPATORY RURAL APPRAISAL

Participatory rural appraisal refers to a systematic, semi-structured approach and method of assessing and understanding particular or all village situations with the participation of the people and through the eyes of the people.

**Robert Chamber**

Participatory rural appraisal is a methodology for interacting with villagers, understanding them and learning from them. It involves a set

of principles, a process of communication and a many of methods for seeking villagers participation in putting forward their points of view about any issue and enabling them do their own analysis with a view to make use of such learning. It initiates a participatory process and sustains it. Use of its principles and menu of methods help in obtaining participation.

Participatory rural appraisal is a means of collecting different kinds of data, identifying and mobilizing intended groups and seeking their participation. It also opens the ways in which intended groups can participate in decision making project design, execution and monitoring. It provides on alternative framework for data collection and analysis. Because of its participatory nature, it is a useful methodology to focus attention on people their livelihood and their interrelationships with socio-economic and ecological factors.

PRA can be conducted for a particular purpose or variety of purposes. Some of the purposes are given below:

- Better involvement of villagers
- Collecting reliable and valid information
- Trend analysis
- Assessing the impact of ongoing projects
- Validating the data collected by other methods and sources
- Training of planners, designers, implementers, researchers etc.
- To conduct research for further improvement'

#### 4. PRINCIPLES OF PRA

- Optional ignorance: in order to minimize the cost and time, knowing what is worth knowing and knowing enough to serve the purpose.
- Seeking diversity: It is looking for diverse rural events, different processes and forces explaining various relationships in rural communities.
- Triangulation – For any data generated it is essential to check the reliability and validity of the data by putting them to different tests.
- Listening and learning, learning rapidly and progressively and learning through participation.

Kinds of behaviour required for conducting PRA

- Active listener
- Respect
- Concern
- Intention to learn
- Recognition
- Trust
- Open communication
- Feedback on understanding
- Apathetic
- Friendly

#### 5. KINDS OF PRA

PRA can be different kinds, namely

- Exploratory,
- Topical,
- Deductive
- Research, training and statistics
- Planning and implementation, and
- Monitoring and evaluation.

## 6. SOURCES OF INFORMATION FOR A PARTICIPATORY RURAL APPRAISAL

It is unfortunate that the rural culture, practices, beliefs, values, traditions customs, religion, life style has not be documented properly., Most of the literature available is broad based and not specific to the situations and particular focus. One should know the sources of information before starting PRA exercises. Some of the sources of information are local histories, stories, profiles, case studies and portraits, folklore, folk tales, proverbs poverty, old persons and opinion leaders of the community's traditional systems, government officers, Panacayat schools, non-government organizations etc.

## 7 PRA METHODS

- Semi-structured interviews
- Do it yourself
- Maps and models
- Transact work
- Seasonal diagramming
- Ranking and scoring – Preference ranking, pair wise ranking, direct matrix ranking and wealth ranking
- Wealth ranking and grouping
- Venn diagrams
- Farm maps
- Case study
- Historical profile –Historical transact time line
- Futures possible
- Time trends
- Mobility map

- Daily routine diagram
- Pie diagram
- Livelihood analysis
- Systems diagram
- Sequencing

Conclusion: Participatory rural appraisal is unique approach, which can be used for assessing the current situation of the rural areas. It also helps the developers to understand the priorities of needs of rural people. It should be used holistically rather than focusing on one dimension of the development because development has to take place in existing social, political, religious, economic and other conditions and equations. It also helps to assess the availability of all types of resources, which can be used for development activities. During the process of planning these resources and indigenous technology can be kept in mind. So far application of PRA methods are concerned it is wide and it depends on the competence and creativity of the resource person. Appropriately applied PRA methods can generate valid and reliable data for further use. Resource person needs to be intensively trained in carrying out PRA for specific purpose.

## ASSIGNMENT – EIGHT

You have participated in a session on participatory rural appraisal. You have appreciated various principles, methods their strengths and limitation. Please list out the purposes and methods, which can be used for conducting PRA by your department.

S.No.	Methods of PRA	Purpose
1.		
2.		
3.		
4.		

Note - \* Assignment to be completed in group.

\* Time to complete the assignment - 10 minutes.

\* Discussion on outcomes - 10 minutes.

**UNIT-6**  
**EFFECTIVE DECISION MAKING**

**OBJECTIVES**

At the end of the course the participants will be:

- ◆ Define the concept of decision making
- ◆ List the criteria for effective decision making
- ◆ Identify the decision making situations
- ◆ List the styles of leadership in decision making
- ◆ Determine the extent of participation of employees and other significant stakeholders
- ◆ Take effective decision in the given situation

**CONTENT**

- ◆ Concept of decision making
- ◆ Criteria for decision making
- ◆ Styles of leadership
- ◆ Extent of involvement

**UNIT SIX**  
**EFFECTIVE DECISION MAKING**  
**(THE VROOM – YETTON MODEL)**

You are contributing to public administration in different capacities. You supervise groups of followers. You assign tasks to followers and you get these tasks completed by them. You make a number of decisions everyday.

Decision-making is an activity in which you engage yourself very frequently. You make decisions to resolve problems, activate tasks, accelerate progress and produce results.

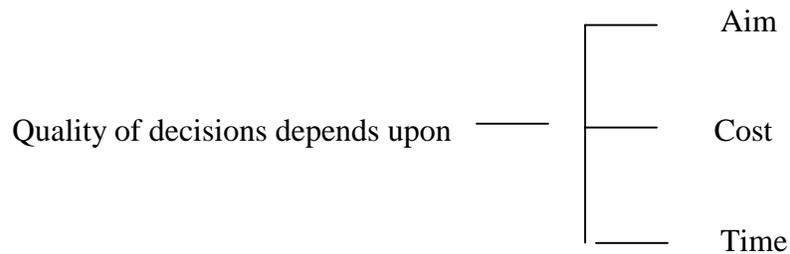
**EFFECTIVE DECISION**

An effective decision is expected to satisfy certain conditions. These conditions are listed below:

Condition one: The extent or degree to which the AIM of the decision is achieved.

Condition two: The cost of implementing the decision. Some administrators would prefer that costs be minimized while some others combine costs with gain from achieving results from decisions. The second approach is known as ' cost effectiveness'.

Condition three: The time required to implement the decision. Administrators could consider time to be of crucial importance because of the urgency associated with the need for decision. On the other hand, if urgency is not there, the importance of time is much less than other conditions. Considering the first three conditions, one can conclude that



The nature of decisions that are to be made will vary. For example, cost effectiveness may be important for any decision, which would have long-term effects. Sometimes, the accomplishment of the aim would supercede cost and time. If resources are in short supply, cost alone could be the primary criterion or condition. If urgency is emphasized then time takes a dominant position.

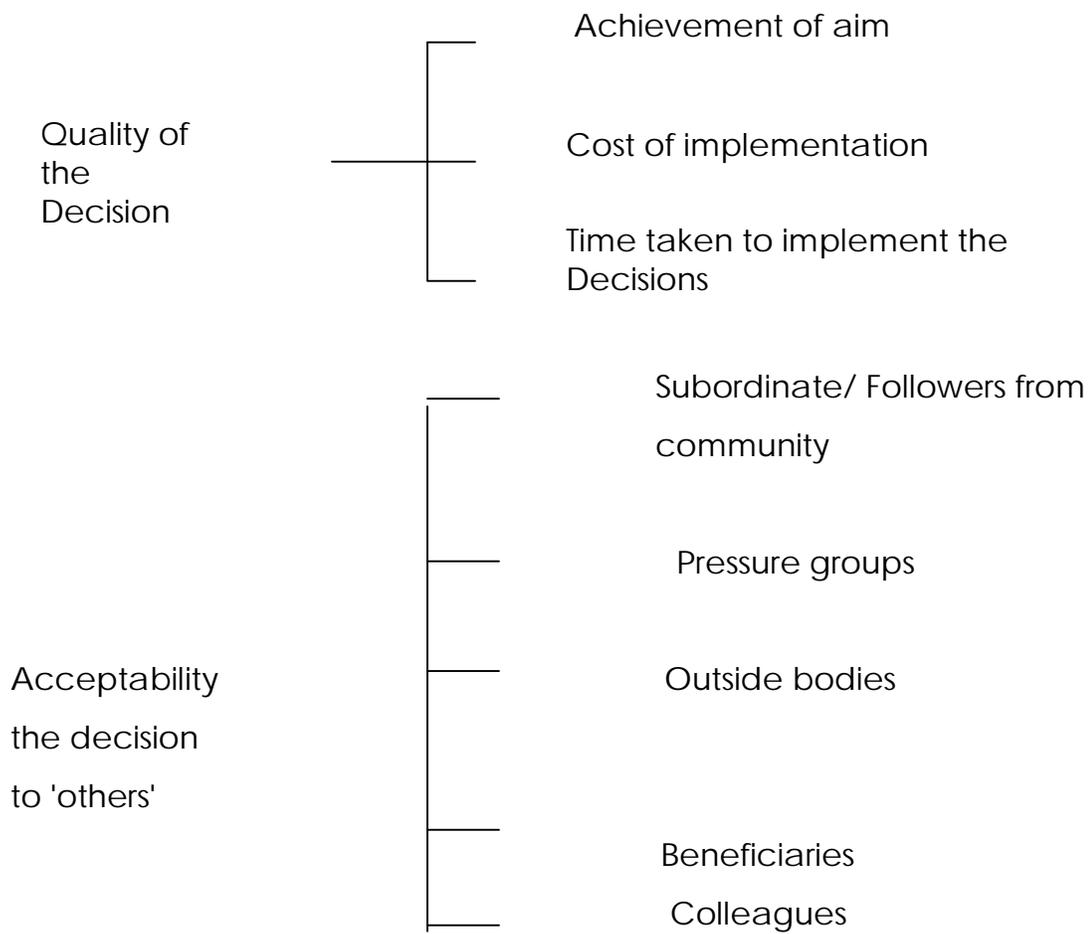
Hence the Quality of the Decision is often a balance between the relative importance of the three conditions.

Condition four: The acceptability of the decision to others.

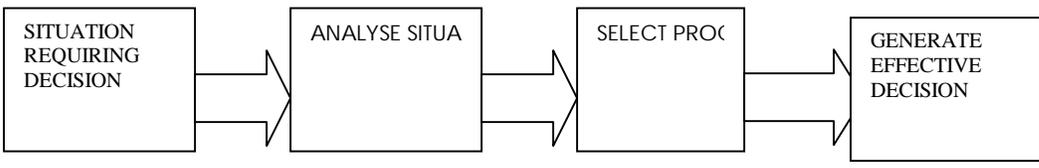
Those who are to implement the decision, or those whose work is likely to be affected by the decision can create circumstances, by which the effectiveness of the decision gets enhanced or eroded.

Cooperation in implementation is a crucial aspect in ensuring that a decision once made is implemented successfully. While certain conditions add to the Quality are unacceptable to those who implement it or who are likely to be affected by it.

Hence, an effective decision is influenced by:



**EFFECTIVE DECISION MAKING**



**Figure : 9 Broad steps in decision making**

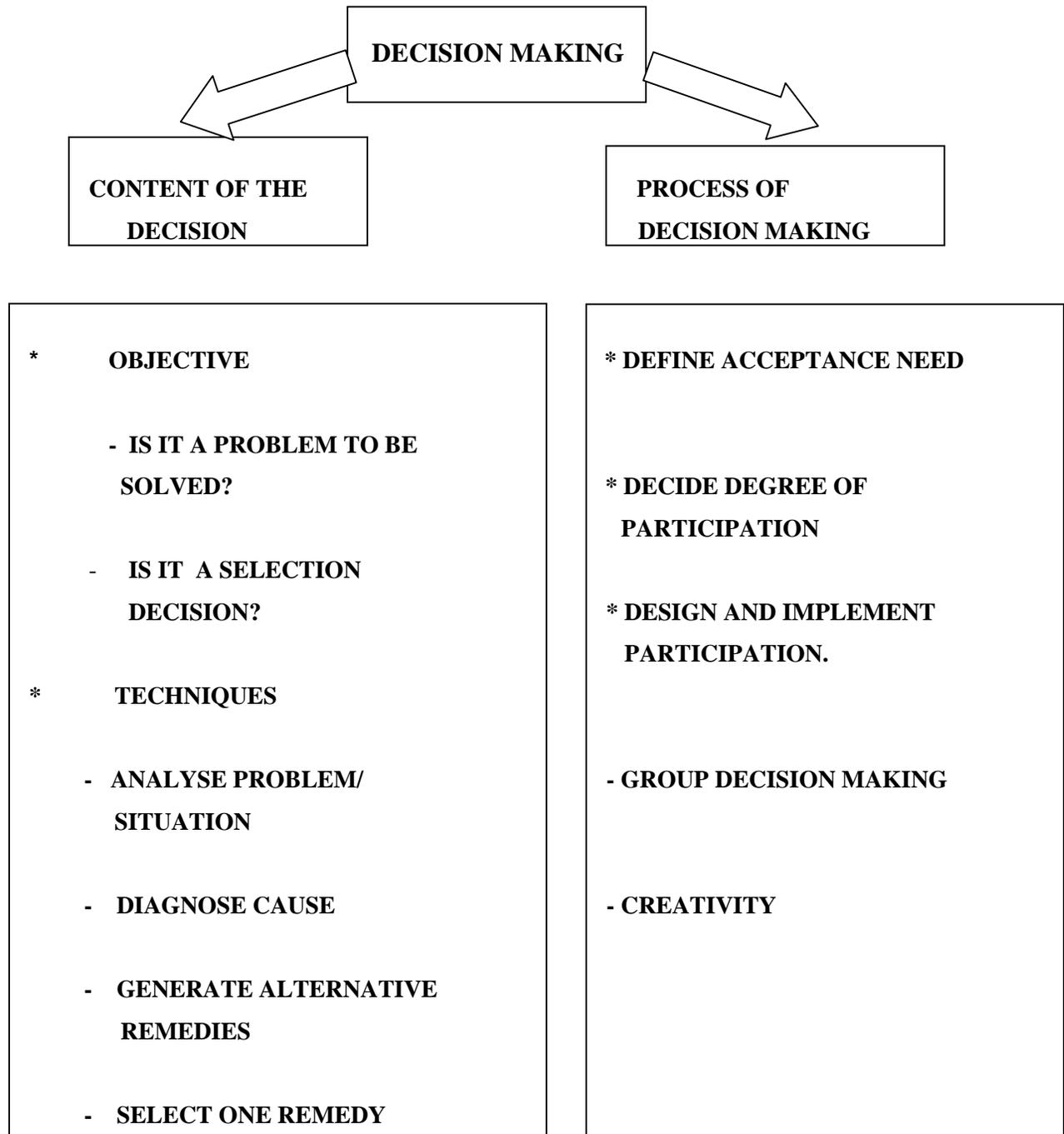


FIGURE : 10 COMPONENTS OF DECISION MAKING

## THE PROCESS OF DECISION MAKING

For the functionary of any department who has to make a decision, there are five process options available. Each option represents a certain degree of participation and the five stretch from zero participation to total delegation of decision making. These process options can also be referred to as leadership styles.

The nature of decision, its quality and acceptance requirements dictate the option to be selected. Each option (or process) is described below in terms of the leader and the follower group behavior, along with suggestions about its selection.

### **Autocratic (A)**

- ❖ The leader makes the decision (solves the problem) with the information he possesses. He does not seek information from other sources.
- ❖ He does not consult with anyone, particularly those in the follower group.
- ❖ This process is suitable when the leaders have sufficient information and skill.

### **Autocratic (information/ skill seeking) (I)**

- ❖ The leader obtains information or skill from others. This will enable him to generate high quality decisions.
- ❖ In doing this he may or may not tell others what the problem is. Usually he just asks for the information.

- ❖ On obtaining information he evaluates it and makes the decision.
- ❖ He may direct the skill- provider to use the skill in a particular manner to come to a decision or to resolve problems. The leader maintains control.
- ❖ The process here is very similar to Autocratic, in reality a variation of the Autocratic.
- ❖ Suited to situations where the leader's information and skills are inadequate.

### **Consultation (C)**

- ❖ The leader explains the decision- need or problem to the follower group or individuals drawn from the follower group. He may provide them with information he possesses or seeks and highlights information from other sources.
- ❖ If information is inadequate, he may ask the group to conduct an investigation or survey.
- ❖ He would use skills available in the group to generate solutions (alternatives).
- ❖ The leader would then evaluate alternatives and make a final decision (choice). The final choice may, sometimes, exclude the ideas of the group.

### **Negotiation (N)**

- ❖ The leader explains the situation or problem to the group and provides relevant information. The group would then consider all aspects, generate alternative solutions and arrive at a consensus solution, through negotiation amongst themselves.

- ❖ They then have to negotiate the solution with the leader or the leader may have his own solution, which he may negotiate with them at this stage. Accept and implement the group solution.

### Delegation (D)

- ❖ Responsibility and authority for making decisions are given to the group. The leader may provide all relevant information he possesses.
- ❖ He then joins the group, not necessarily as a leader (However, he may guide the group or even chair it, sometimes).
- ❖ The leader will not force his opinion on the group members. The group will come up with a solution.
- ❖ The leader will implement group solution.

### DEGREE OF PARTICIPATION

	LOW			HIGH	
PROCESS OPTIONS	A	I	C	N	D
PARTICIPANTS	LEADER	LEADER & OTHERS	LEADER & OTHERS	LEADER & OTHERS	LEADER & OTHERS
ROLE OF PARTICIPANTS	LEADER GENERATES & EVALUATES SOLUTION ALONE	OTHER PROVIDE LEADER WITH SKILL OR INFORMATION. THEN AS IN 'A'	OTHERS GENERATE SOLUTIONS OR MAKE RECOMMENDATIONS	OTHERS NEGOTIATE A SOLUTION WITH LEADER	GROUP GENERATE S, EVALUATES AND MAKES DECISIONS
WHO MAKES THE DECISION	LEADER	LEADER	LEADER	LEADER & GROUP TOGETHER	GROUP

A = Autocratic

I = Autocratic (Information/ Skill Seeking)

C = Consultation

N = Negotiation

D = Delegation

A list of questions to define these two factors- Quality and Acceptability – can then be formulated. These questions (or check list) can be designed to determine relative importance's of the quality and acceptability factors of the decisions and the influence of participation by 'others' on these factors.



The questions are as follows:

1. Are the alternatives or decisions made likely to differ significantly in their quality? (aim, cost, time)
2. Can I make a high quality decision without the aid others?
3. I know what is required (information, skill), and to obtain it?
4. Do I need acceptance of others to implement decision?
5. Are others likely to accept my decision in case they are not involved in making the decisions?
6. Do others share the same aims that I want to achieve in making the decision?
7. Are others, if consulted, likely to accept my decision?

For each of these seven questions it is possible to have a 'YES or NO' for an answer. 'may be' is not an acceptable response.

The 'yes' or 'no' answer to the seven questions are to be applied in sequence as shown in the Tree Diagram.

The procedure to be used is given in Figure 11.

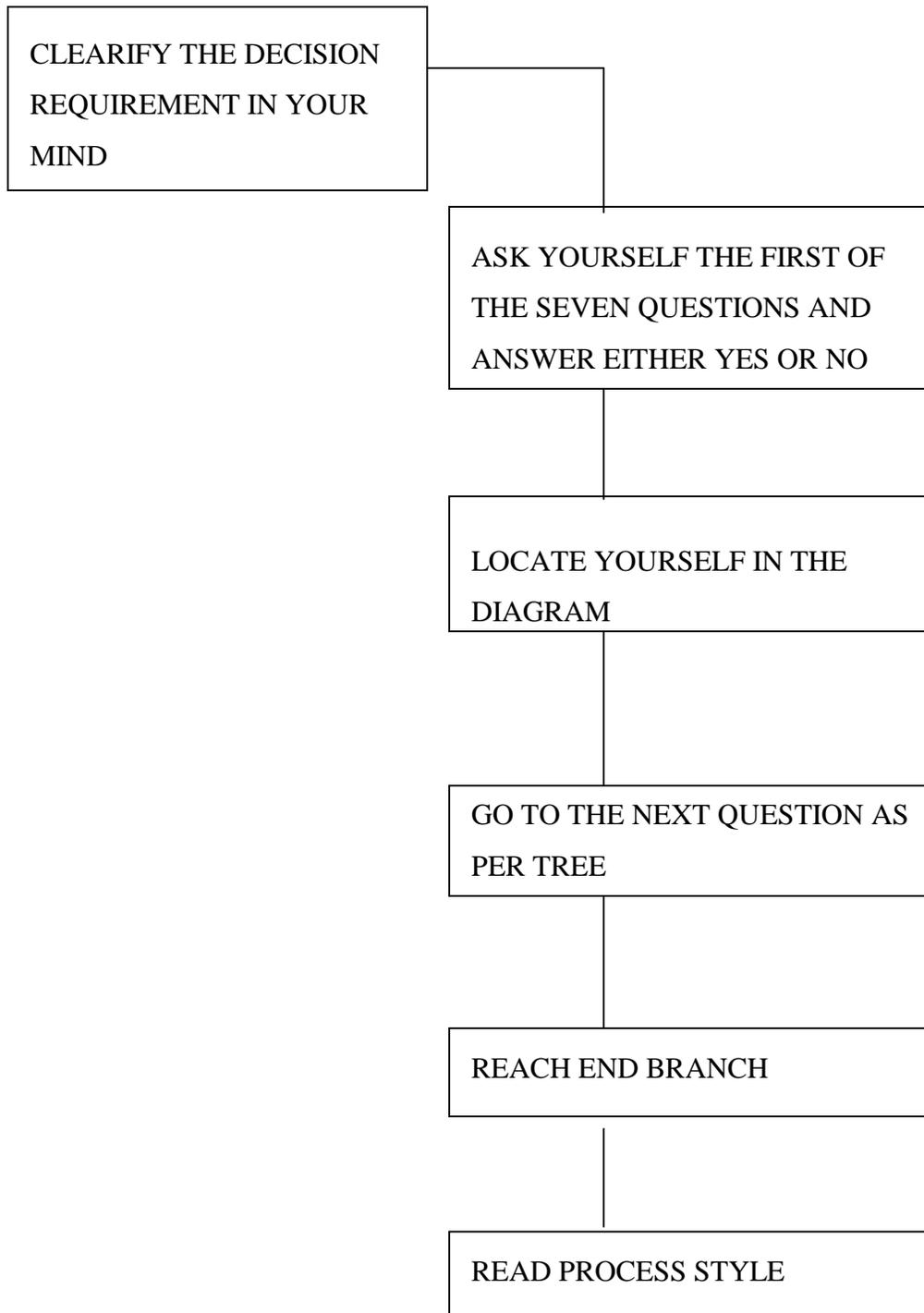
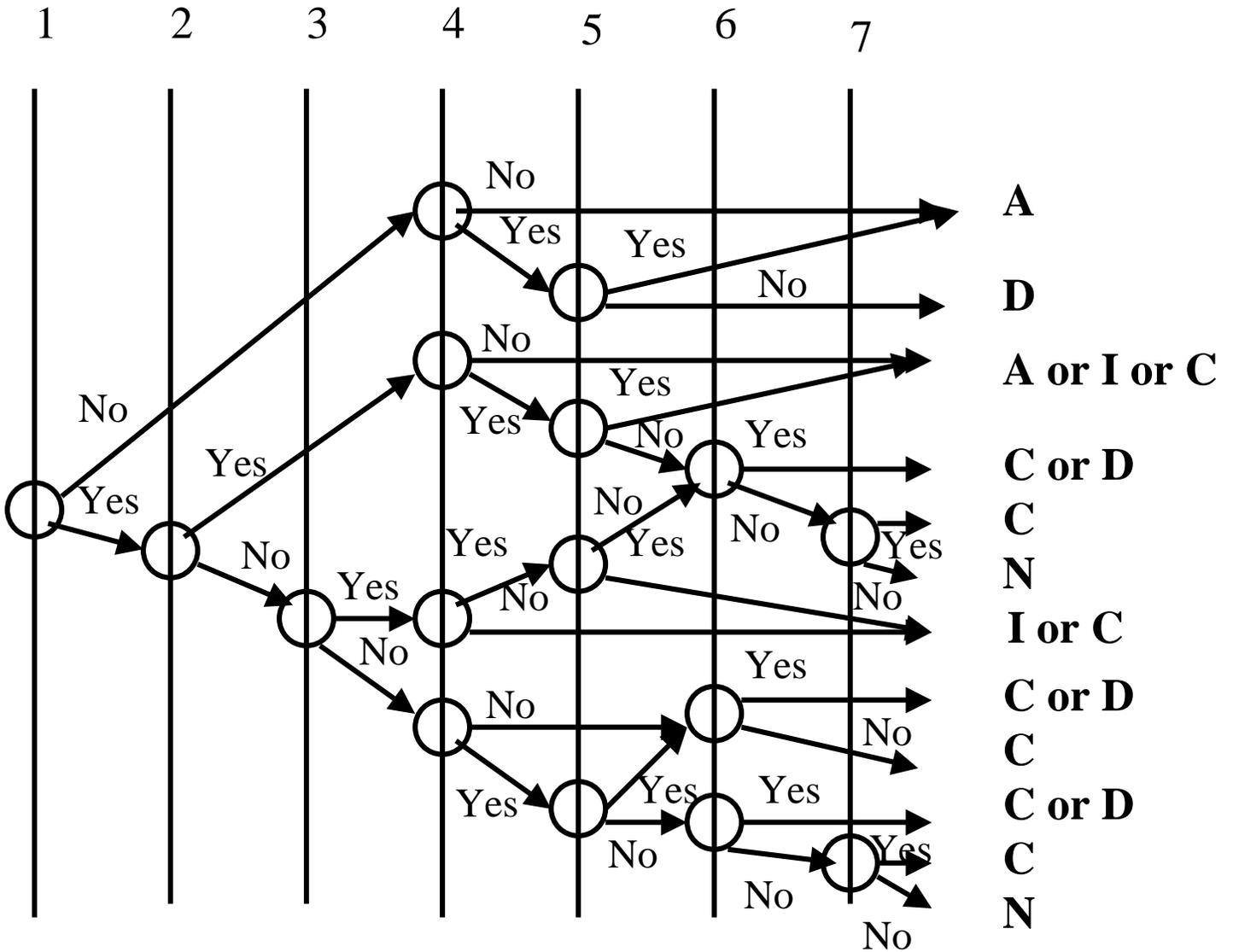


FIGURE 11: USING THE MODEL

### The Tree Diagram - Analysis of Seven Questions



12- DECISION TRE

The ends of the tree branches indicate the most appropriate process to be used in making the decision, given certain conditions of Quality and Acceptability. A relationship of the nature shown below forms the basis of the tree diagram.

<b>Decision Making Process</b>	<b>Effective Decision</b>
<b>A</b> (Autocratic)	Any decision
<b>I</b> (Autocratic- Information seeking)	Any decision
<b>C</b> (Consultation)	Q (max), Acc (max)
<b>N</b> (Negotiation)	Q (max), Acc (max)
<b>D</b> (Delegation)	Acc (max)
<b>A or I or C</b>	Q (max)
<b>C or D</b>	Q (max), Acc (max)
<b>C or D</b>	Q (max) or Q (max), Acc (max)
<b>I or C</b>	Q (max), Acc (max)

#### A SET OF CLARIFICATIONS

A set of issues have been raised and discussed in the next few pages. These issues are related to the seven questions presented earlier.

#### **ISSUE ONE: QUALITY DIFFERENCES IN SOLUTIONS OR DECISIONS**

When a set of alternative solutions or decisions for a situation are projected, would their qualities differ? This depends on the situation and the alternatives generated.

Quality is a function of three occurrences:

1. Achievement of the aim.

2. The cost of implementation.
3. Time taken to implement decision.

If alternatives differ in one or more of these factors then quality differences exist. If not, or if the differences are negligible, then no differences exist.

## **ISSUE TWO: THE NEED FOR PARTICIPATION IN MAKING A HIGH QUALITY DECISION**

A high quality decision is one with abnormally important outcomes - costs to be incurred are fairly high, the achievement is significant, a large number of people are affected by the decision.

If the decision is to lead to successful outcomes, and the leader does not possess information or skill to generate alternatives, it is preferable that he depends upon others. Unfortunately, some leaders think that they can manage by themselves.

Participation is also likely to facilitate implementation. If people contribute to decision - making, a certain degree of commitment in implementation is likely. The deeper the participation, the more the commitment.

It is only on rare occasions that a leader can make a high quality decision by himself. The leader should aim at protecting the quality of decision.

### **ISSUE THREE : GAINS FROM PARTICIPATION.**

The leader has to assess what aid is required from others and then consider strategies for obtaining this aid. This will clarify the degree to which others are to be involved in the decision making process. It would also ensure protection of the decision quality.

The assistance to the leader can take several forms:

- It could be the supply of information relevant to the decision situation.
- it could be a skill, knowledge of a technique, which the leader does not possess.

The problem requiring solution could be structured (familiar, with a clear procedure to solve it) or unstructured (unique, without any set solution/ approach). In the case of a structured problem, the nature of assistance from others can take any one of the two above mentioned forms. However, for an unstructured problem, it could mean consultation for understanding the problem itself, for analysing it and for converting it into a form in which it can be solved.

### **ISSUE FOUR : ACCEPTANCE BY OTHERS.**

The issue here is related to effective implementation, with or without the active cooperation, support and approval of others.

More often than not, an ' autocratic ' decision will meet 'implementation resistance' from others, particularly, if it is likely to demand change in work patterns.

Sometimes, if the decision is about 'inanimate objects' like purchase of stationery, having little effects on others then participation can be done 'away with'.

Hence if the leader needs assistance in judgment, in creative thinking, or in the general cooperation of others then it is preferable to seek their acceptability. Otherwise the issue would become one of 'compliance' rather than 'cooperation'

Even if the leader possesses adequate expertise and information to make an effective decision, he should consider whether acceptability by others is a crucial requirement.

#### **ISSUE FIVE : GOAL DIFFERENCE IN DECISIONS.**

The followers can always have self interests. The issue here relates to how coincidental are their personal interests with those of the leader, or the organization, or the beneficiary group. Conflicts of this nature do prevail in organizations.

In cases where the 'divergence' (of interests) is high, the first priority would be to reduce it. Decision made in such situations is likely to meet stiff resistance or implemented with little interest.

One point that must be kept in mind is that no leader can afford to attract his followers for long towards his personal interests or issues from which he would gain personally (as opposed to organizational gain). Personal gains for the leader is as harmful as a follower attempting to get some gain for himself. All interest must coincide in a central theme, organizational or beneficiary interest.

The other aspect of this issue could be the consensus, or lack of it among subordinates about the aims. A group of followers in conflict is problematic. Conflict management becomes a priority for the leader in such cases.

## ASSIGNMENT - NINE

Given that

- ED is Effective Decision
- Q represents Quality of the Decision
- Acc represents Acceptability of the Decision.

**A.** If quality of a decision is critical, acceptability is also critical, then

$$ED= Q (\max) \times \text{Acc} (\max)$$

NOTE: - Q (max) represents maximization of Quality;

Acc (max) represents maximization of Acceptability.

**B.** If quality of a decision is critical, and acceptability is not a grave problem, then  $ED= Q (\max)$

**C.** If quality of a decision is not important, but acceptability is critical, then  $ED= \text{Acc} (\max)$

**D.** If neither the quality nor acceptability is important, then  $ED= \text{any decision}$

Note - \* Assignment to be completed individually .

\* Time to complete the assignment - 15 minutes.

\* Discussion on outcomes - 15 minutes.

Given below are five anecdotes. You have to identify the category of Effective Decision to which they belong. Check with the tutor after completing the assignment

ANECDOTE (DECISION REQUIREMENT)	TICK AGAINST APPROPRIATE CATEGORY
<p>1. An officer has four subordinates working with him. He has received a request from his superior for recommending two name of subordinates for an exchange program of 6 months duration. All the four subordinates have been performing equally competently. The question is which two subordinates are to be recommended for the exchange program. All the four subordinates have expressed their desire to avail the exchange program</p>	<p><b>ED=Q (max) x</b> <input type="checkbox"/></p> <p><b>Acc (max)</b></p> <p><b>ED=Q(max)</b> <input type="checkbox"/></p> <p><b>ED= Acc (max)</b> <input type="checkbox"/></p> <p><b>ED= any decision</b> <input type="checkbox"/></p>

ANECDOTE (DECISION REQUIREMENT)	TICK AGAINST APPROPRIATE CATEGORY
<p>2. An officer has to visit three Villages located at three widely located areas in the next four days. He wants to visit them in such a manner that least time is wasted and travel costs are kept low</p>	<p><b>ED=Q (max) x</b> <input type="checkbox"/></p> <p><b>Acc (max)</b></p> <p><b>ED=Q(max)</b> <input type="checkbox"/></p> <p><b>ED= Acc (max)</b> <input type="checkbox"/></p> <p><b>ED= any decision</b> <input type="checkbox"/></p>

ANECDOTE (DECISION REQUIREMENT)	TICK AGAINST APPROPRIATE CATEGORY
<p>3. An officer has to decide between three tenders for catering for a 3 day Village camp, in which about 400 participants are expected to participate. All three caterers who have quoted similar rates, are reputed and reliable. They have all performed competently on similar occasions earlier. All have assured that they will provide catering services to the fullest satisfaction of the DFO. A choice is to made.</p>	<p><b>ED=Q (max) x</b> <input type="checkbox"/></p> <p><b>Acc (max)</b></p> <p><b>ED=Q(max)</b> <input type="checkbox"/></p> <p><b>ED= Acc (max)</b> <input type="checkbox"/></p> <p><b>ED= any decision</b> <input type="checkbox"/></p>

ANECDOTE (DECISION REQUIREMENT)	TICK AGAINST APPROPRIATE CATEGORY
<p>4. An officer has mounted an intensive 'environment protection campaign' in his area. To ensure its success, he has identified four possible ways of generating funds required for the campaign. He has to choose one of the four possible ways, which are described below.</p> <p>a) Collecting funds from the communities in his area .b) Approaching government for grants, through a proposal. c) Contacting non - governmental funding agencies. d) Obtaining a bank loan for the community.</p>	<p><b>ED=Q (max) x</b> <input type="checkbox"/></p> <p><b>Acc (max)</b></p> <p><b>ED=Q(max)</b> <input type="checkbox"/></p> <p><b>ED= Acc (max)</b> <input type="checkbox"/></p> <p><b>ED= any decision</b> <input type="checkbox"/></p>

ANECDOTE (DECISION REQUIREMENT)	TICK AGAINST APPROPRIATE CATEGORY
<p>5. An officer has indicated that the Forester is not taking interest in getting his tribal youth trained. One program on 'Leadership Development', which suits most of the 15 tribal in the Forester's area, is being planned next week in the district. One youth, who is willing, has to be selected and sent for the training next week. The Forester also desires that the tribal youth assists in introducing new projects and schemes on his return from training. A selection has to be made.</p>	<p><b>ED=Q (max) x Acc (max)</b> <input data-bbox="1248 394 1349 443" type="checkbox"/></p> <p><b>ED=Q(max)</b> <input data-bbox="1248 537 1349 585" type="checkbox"/></p> <p><b>ED= Acc (max)</b> <input data-bbox="1248 636 1349 684" type="checkbox"/></p> <p><b>ED= any decision</b> <input data-bbox="1248 745 1349 793" type="checkbox"/></p>

ASSIGNMENT - TEN

There are five anecdotes presented below. For each anecdote, select the decision making process (any one of A, I, C, N, D) which you consider as most likely to generate an effective decision, after considering Quality and Acceptability parameters (as described earlier).

- Note - \* Assignment to be completed in group.  
 \* Time to complete the assignment - 30 minutes.  
 \* Discussion on outcomes - 15 minutes.

ANECDOTE	(DECISION REQUIREMENT)	APPROPRIATE PROCESS (Please tick)
One	<p>Village Lalmati has a population of about 200 with 32 families. Also there is a cattle population of 300. The villagers belong to Gond tribe. The village is surrounded by a forest extending over 900 hectares. A Forest Guard is posted in the village. There has been several instances of forest fires in recent times, during collection of Mahua flowers by the villages.</p> <p>The Forest Guard wants to ensure that forest fires do not occur and if, by chance they do occur, they cause minimum damage.</p>	<p>* QUALITY</p> <p>Aim <input type="checkbox"/></p> <p>Cost <input type="checkbox"/></p> <p>Time <input type="checkbox"/></p> <p>* ACCEPTANCE</p> <p>NEED</p> <p>A <input type="checkbox"/></p> <p>I <input type="checkbox"/></p> <p>C <input type="checkbox"/></p> <p>N <input type="checkbox"/></p> <p>D <input type="checkbox"/></p>

ANECDO TE	(DECISION REQUIREMENT)	APPROPRIATE PROCESS (Please tick)
TWO	<p>A Divisional Forest Officer (DFO) has recently taken over charge of a division. He has a fine reputation as an honest and supportive officer. His new jurisdiction covers beats, some of which have not reacted to government norms and policies favorably in the past.</p> <p>The DFO has received urgent information that a truck load of illicit timber has been stored in a tribal village. You the DFO and have to take decision.</p>	<p>* QUALITY</p> <p>Aim <input type="checkbox"/></p> <p>Cost <input type="checkbox"/></p> <p>Time <input type="checkbox"/></p> <p>* ACCEPTANCE NEED</p> <p>A <input type="checkbox"/></p> <p>I <input type="checkbox"/></p> <p>C <input type="checkbox"/></p> <p>N <input type="checkbox"/></p> <p>D <input type="checkbox"/></p>

ANECDO OTE	(DECISION REQUIREMENT)	APPROPRIATE PROCESS (Please tick)
THREE	<p>A new forestry Development initiative has been started recently in the state. This has brought about significant changes in the role to be performed in a division. A DFO is keen to ensure that this role is performed well. He categorized the new functions to be performed into six sets and wants to allocate one set to each one of the Division. These functions are not specific to any particular range but valid for the division as a whole.</p> <p>The general practice he has adopted in the past is the allocation of such functions is to 'rotate' function periodically. In the</p>	<p>* QUALITY</p> <p>Aim <input type="checkbox"/></p> <p>Cost <input type="checkbox"/></p> <p>Time <input type="checkbox"/></p> <p>* ACCEPTANCE NEED</p> <p>A <input type="checkbox"/></p> <p>I <input type="checkbox"/></p> <p>C <input type="checkbox"/></p> <p>N <input type="checkbox"/></p> <p>D <input type="checkbox"/></p>

	<p>present instance, two sets of functions are generally considered unattractive because they entail correspondence, maintaining records and accounts, training, dealing with "hostile" groups etc. the DFO wants to alter his approach for reallocation of sets of functions.</p> <p>Any suggestions ?</p>	
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ANECDOTE	(DECISION REQUIREMENT)	APPROPRIATE PROCESS (Please tick)
<p><b>Four</b></p>	<p>A forest Guard is in charge of a group of villages which were provided diesel engine pump sets 2 years back.</p> <p>A few days back, he has been informed by a village farmer that his land needs be watered urgently by pumping water from tube well and the diesel engine is not working, requiring perhaps minor repairs/replacement of parts. If the pump is not available, he would undergo considerable loss. There is no budgetary provision in the forest division's budget for getting pumps repaired in the division.</p> <p>The cost of repairing the pump set through external sources is likely to be nominal, say Rs. 200=00. the procedures for effecting the repairs through Government funds will be lengthy. What decision process would you adopt if you are the Forest Guard ?</p>	<p>* <u>QUALITY</u></p> <p>Aim <input type="checkbox"/></p> <p>Cost <input type="checkbox"/></p> <p>Time <input type="checkbox"/></p> <p>* <u>ACCEPTANCE NEED</u></p> <p>A <input type="checkbox"/></p> <p>I <input type="checkbox"/></p> <p>C <input type="checkbox"/></p> <p>N <input type="checkbox"/></p> <p>D <input type="checkbox"/></p>

ANECDOTE	(DECISION REQUIREMENT)	APPROPRIATE PROCESS (Please tick)
<p><b>Five</b></p>	<p>You are a range officer and you are visiting a tribal village along with the forest Guard. Your general objective for the visit is to provide any possible assistance to the village Forest Committee. The President of the committee mentions to you, "We have been having some difficulties in making minor repairs to common facilities in the village. Nobody is personally coming forward to bear the expenditure. The committee has decided to collect Rs.10/- from each family per month to set up a fund which can be used for the benefit to all villagers. The villagers have agreed. But there are several problems. One, none of us want to keep money in our houses. Two, none of us are educated and so can maintain accounts". In this situation, hw can the problem be resolved? What decision approach would you recommend for the Forest Guard.</p>	<p>* <u>QUALITY</u></p> <p>Aim <input type="checkbox"/></p> <p>Cost <input type="checkbox"/></p> <p>Time <input type="checkbox"/></p> <p>* <u>ACCEPTANCE NEED</u></p> <p>A <input type="checkbox"/></p> <p>I <input type="checkbox"/></p> <p>C <input type="checkbox"/></p> <p>N <input type="checkbox"/></p> <p>D <input type="checkbox"/></p>

**UNIT - SEVEN**  
**Team Decision Making**

**Objectives:**

At the end of the course the participants will be able to: -

- Apply the concept of Team Consensus
- Discuss the benefits of Team Decision Making.
- Describe the use of Brainstorming as a consensus-building tool.
- Describe Filtering process used during brainstorming.
- Use NGT for idea generation

**CONTENTS:-**

- Team Decision Making.
- Tips for obtaining Team Consensus.
- Need for team decision making
- Benefits of Team Decision Making.
- Brainstorming and process of Filtering.
- NGT

## Team Decision Making.

In the past, the effective administrator was all too often seen as an all knowing, tough, single-minded individual who made decisions that his or her subordinate followed. The successful administrator of today and the future is a member of a team that pools its expertise and knowledge to find solutions to a wide range of problems.

Since the structure of the work unit itself is evolving, the team decision-making process is also changing. Although they take more time, group decisions tend to incorporate the maximum amount of data and experience (both good and bad), plus a diversity of opinions.

To make team decisions, both administrators and employees must develop new techniques to generate new ideas. The first idea all team members must understand is the team " consensus ". In team consensus means, " we all can live with 'X' as a solution to a problem and we all agree to go along with whatever 'X' requires us to do."

### Tips for Obtaining Consensus

When attempting to reach consensus in your team, try to:

**Be frank and honest when expressing your ideas and opinions:** Don't fall into the trap of adjusting your ideas to move with the drift of the discussion.

**Avoid judging ideas instantaneously:** Let team members state their case and ask questions. If you punish people for suggesting concepts that are unusual or untested, chances are they will stop participating. The team, as a whole, will lose out. After all, some of the best discoveries in the world were made when least expected.

**Be willing to compromise and be flexible:** Avoid personality conflicts, power plays, and backroom politicking. Such behavior destroys trust.

**Examine decisions and problems in a systematic manner:** Be sure that all team members understand the process you are using.

**Agree at the outset on the issue you are tackling and your goal.**

**Make sure that all members have the same information:** Nothing ruffles features more than finding out that other team members received more or different information.

**Allow enough time to reach consensus, but don't allow too much time:** People may get tired and lose interest in the issues at hand and its outcome(s).

### **Benefits of team decision-making**

Two heads are better than one. And more than two is even better. If the decision-making process is effective, it pulls together the skills, knowledge, experience, and opinion of your team and produces a solution that is greater than the sum of its parts.

A good decision has two basic components: quality and commitment. A good quality decision takes into account all of the facts and makes good use of that information. It's a logical choice with sound reasoning behind it.

The second element to a good decision is the commitment of the people who have to carry it out. A good decision may be effective and innovative, but if people don't have the commitment to carry it out- for whatever reason- then it is useless decision.

On the other hand, a poor decision that everyone gladly implements is just as wasteful and counterproductive.

On the following pages are just a few of the benefits of making decisions on a team basis.

**Fresh and unusual ideas:** Each person who contributes to a decision-making process has ideas. Some ideas may be fresh, unusual, and different from what you may have come up with on your own. They may spark other, even better, thoughts.

**A chance of minimize misunderstanding and biases:** Each member of a team brings certain biases and preferences to the table. Such biases can be shared, incorporated into the outcome, and any potential misunderstandings cleared up before the solution needs to be implemented.

**Increased learning and personal growth:** When you make decisions, you have to think. You also have to learn about the underlying issues and makeup your own mind about outcomes- you grow!

**Increased challenge and autonomy:** Employees who confront problems and create solutions tend to be more motivated to improve their work and the work of their team. They feel responsible for that work and take steps towards becoming more autonomous.

**Increased understanding of the big picture:** When you are involved in making decisions, you develop a better understanding of other decisions made throughout your department. You understand the difficulties and trade-offs of choosing between conflicting options.

**Better results:** Since most decisions require many people for implementation, a team decision is more likely to promote better results.

## **PROS AND CONS OF USING A GROUP TO MAKE DECISION AND SOLVING PROBLEMS**

**Larger pool of information:** If you do not have all the facts or the pertinent expertise, may be someone else in your group does.

**More perspectives and approaches:** A greater number of perspectives on the issues or different approaches to solve the problem are available. The problem may be new to you, but another manager has already faced a similar problem or you may be able to provide your functional perspective to the problem but also need to consider other view points to achieve an optional solution.

**Intellectual stimulation:** Group discussion provides an opportunity for intellectual stimulation. It can get people thinking and get their creative juices flowing in ways that might not occur to a decision maker thinking alone.

**People understand the decision:** People who participated in a group discussion are more likely to understand why the decision was made. They heard the relevant arguments both for the chosen alternative and against the rejected alternatives.

**People are committed to decision:** People will have a higher level of commitment to the decision. Buying into the proposed solution translated into a high motivation to see that it is implemented successfully.

## **PROBLEMS IN USING A GROUP**

One person dominates

Satisfying: Most people do not like meetings and will do what they can to end them. This may include criticising members who want to continue exploring new and better alternatives.

Group think: Pressure to avoid disagreement can lead to a phenomenon called group think. Here, people don't disagree, raise objections, or inform the group of negative developments because they don't want to break up a positive team spirit. Some group are over confident, self-satisfied and willing to take risks. Pressure to go along

groups preferred solution stifles creativity and the other behaviours characteristics of vigilant decision-making.

Goal displacement: Often occurs in groups. The goal of group members should be come up with the best possible solution to the problem. But when goal displacement occurs, other goals may emerge. It is common for two or more members to have different opinions and present their conflicting cases. Attempts at rational persuasion become heated disagreement. The new goal, to win the argument. Saving face and defeating the other person's idea become more important than solving the problem.

## **BRAINSTORMING AND FILTERING**

Brainstorming is a creativity technique. It helps team members to generate ideas, or possible alternatives, from which to make a team decision.

Teams use brainstorming as a consensus-building tool and when they need to generate a large number of ideas. Filtering reduces the list of brainstorm ideas to a manageable number or to the point of deciding on a course of action.

### **Situation in which Brainstorming and Filtering should be Used**

Teams and departments should use brainstorming when:

- ❖ Determining possible causes and/or solutions to problem.
- ❖ Planning the steps of a team project
- ❖ Deciding problems or improvement opportunities to work on
- ❖ Non-routine decisions must be made that require social creativity.
- ❖ The team wants to include all options.

### **The six steps of Brainstorming and Filtering**

- Step 1: Prepare for the Brainstorming session.
- Step 2: Determine the brainstorming method to use.
- Step 3: Generate ideas.
- Step 4: Create filters.
- Step 5: Apply filters.
- Step 6: Wrap up the brainstorming and filtering session.

### **Step 1: Prepare for the Brainstorming and Filtering session.**

~ Provide a time limit for the session (generally 30 minutes is sufficient) for the session.

~ Identify a Facilitator/ Recorder. The Recorder's job is to write on a flip chart or overhead transparency all ideas down where everyone can see them. The recorder also encourages participation and makes sure that the ground rules governing the session are followed. Establish the ground rules.

### **Step 2: Determine the brainstorming method to use.**

Choose either the " freewheeling "or" round robin " method of brainstorming.

Freewheeling means share idea simultaneously. And list all ideas as they are shouted out.

Round Robin means everyone takes a turn offering an idea. Anyone can pass on any turn. Continue until there are no more ideas. All ideas are listed as they are offered.

### **Step 3: Generate ideas.**

Generate as many ideas as possible. Certain clues will help you determine when to stop your Brainstorming/ filtering session. Stop brainstorming when:

- Everyone has had a chance to participate.
- No more ideas are offered
- You have made a last call for ideas
- You have thanked team members for their input and time.

#### **Step 4: Create filters.**

Filters are sets of criteria or constraints that help you evaluate alternatives. You can use filters to edit out or edit in choices. When creating filters, you should use whatever criteria and constraints are appropriate and applicable to the specific decision your team is making.

#### **Step 5: Apply filters.**

Apply filters one at a time to each idea on the list. Cross out any idea that do not pass through each filter (or check them off if you are using the filtering in approach). Every filter would select a different set of items. Continue applying filters until the desired number of choices emerge.

#### **Step 6: Wrap up the Brainstorming and Filtering session**

Review the ideas that survived the filtering process. Define each of them to make sure all team members agree on these ideas. The team should also delegate a representative to pass on the information to the appropriate parties inside and outside your department.

#### **In summary, use Brainstorming and Filtering to**

**Analyze problem:** Brainstorming helps the team generate a large quantity of ideas, and filtering helps to narrow down this long list of ideas to arrive at a team decision on a solution.

**Plan team projects:** Although not the primary use of this tool, brainstorming can be used to help identify different steps in implementing a project.

**Making decisions outside the normal range of team decision:** Brainstorming/ Filtering requires the active involvement of all team

members and can be used to signal to team members that the decision being made requires special treatment.

**Cover all options:** Brainstorming ensures that as many ideas as possible are brought into the decision-making process.

## **NOMINAL GROUP TECHNIQUE**

### **Introduction**

The nominal group technique (NGT) is a 'pseudo-group' problem solving process. It is combination of individual and group creativity technique.

In the NGT meeting –

- Five to eleven participants sit face to face around a table in view of one another.
- They either know each other or become acquainted to one another.
- There is a carefully controlled procedure to be followed for the meeting.
- Part of the procedure involves silently listing ideas on an individual basis and transferring them to a flip chart or OHP (either by participants or by leader). Then comes a discussion on the ideas to clarify and retain or reject some (if the ideas are many). Rank ordering follows which leads to the decision to be implemented.
- The NGT Approach tends to balance the disproportionate influence of some assertive or persuasive people.
- NGT Groups are very effective in the early phases of decision-making. They find - fact generate ideas and gather information. They also provide a necessary quantum of involvement in decisions. The process of an NGT Meeting is detailed out below.

### **Preparation for the Meeting**

Normal Groups have a leader. Group size can vary between five and ten.

A. Seat the participants on a circular or Rectangular Table on an Open 'U' with a flip chart or OHP arranged at the open end of the table.

B. The following resources are needed

- OHP with Roll or Transparencies or large chalkboard or flip chart.
- A pack of cards (card sheet pieces), about 35-50 for each table. Each card sheet would be of 10 cm 15 cm (4"6").
- Felt or OHP pens for each table.
- Pad and pencil for each participant.

### C. Welcoming Statement

When the individuals in the group come together to engage in group tasks, perceptions of why the group was formed will affect performance. For example, if members consider they were brought together on the basis of congeniality, they will act congenial, which is not very effective in problem solving. Similarly, if the members think they are gathered for their problem solving and analytical and analytical ability they would probably contribute better.

It is important hence to clarify the members' roles and the group objectives for meeting. This will also encourage free communication. The leaders welcoming statement should include –

- A cordial welcome
- A sense of importance concerning the groups takes.
- Clarifications of the importance of each member's contribution.
- An indication of the use of purpose of the meeting's output.

### The NGT Process

#### **Step one - silent generation of ideas in writing**

The first step in an NGT meeting is to have the group members write key ideas silently and independently. The benefits of this step are –

1. Adequate time for thinking and reflection
2. Avoidance of verbal interruptions
3. Avoidance of undue focusing on a particular idea
4. Sufficient time for search and recall
5. Avoidance of competition, status pressures and pressures for conformity.
6. The benefit of remaining problem centred
7. Avoidance of choosing between ideas prematurely.

In order to obtain these benefits the leader must instruct the group in the first step of the process by –

1. Presenting the nominal question to the group in a written form.
2. Verbally writing the question
3. Attracting the group to write ideas in a number of phrases or statements.
4. Asking the group to work silently and independently
5. Modelling good group behaviour.

The leader must resist providing non-process clarifications. For example, if the group asks whether the idea they have is an appropriate answer to the question the leader must not approve or clarify. His main job would be to offer process clarifications.

The leader himself may join as a member of the group for providing ideas or solutions on the question.

It would be better if the leader encourages people to think spontaneously on ideas on the question and note them down.

The leader himself also ensures that the group members do not talk or whisper to each other.

### Step two - round robin recording of ideas

The second step in an NGT meeting is to record the ideas of group members on the OHP or flip chart so that the ideas written are visible to the entire group.

Round-Robin Recording' means going round the table and asking for one idea from member at a time. The leader writes one idea of group member on the OHP or flip chart and then proceeds to ask for one idea from the next group member in turn. The leader should remember that each member should provide one idea.

The benefits of Round-Robin Recording are:

- Equal participation in presentation of ideas.
- Depersonalisation or the separation of ideas from personalities.
- Increase in the ability to deal with a larger number of ideas.
- Tolerance of conflicting ideas.
- Encouragement of hitch biking.
- Provision of a written record and guide.
- Increase in problem-mindedness.

Equal participation and the recognition of ideas by writing them down is likely to increase creativity of members. Each member is given an equal opportunity without any status differences. Aggressive and quiet personalities are all treated the same. A major concern among group is problem-minuends, since the natural pattern of human behaviour is to leap frog from solution to problem to solution. By listing The entire array of ideas before discussion or selection, the group ensures that significant ideas will not be lost or forgotten.

Writing the ideas also depersonalises it. Once the idea is written down it becomes a string of words, and is no more the idea of one person. Writing

would also reduce the effect of people forgetting ideas. One idea at a time reduces the threat of embarrassment due to lack of ideas. It suits self-disclosure. The writing is also a form of reward through recognition. To conduct the step the leader must make clear to all what he expects from them and what is giving to them. He will also summarise ideas if needed, and definitely encourage variations in idea themes. When the leader writes he can attach numbers to ideas.

If a person does not have an idea to offer the leader can go to the next person so that sufficient time is available to the first person who been passed to get an idea before his turn comes next.

The ideas should be recorded rapidly and in the words mentioned by the group member. Sometimes the leader may write a summary. The list of ideas should be feasible to all. Rapid writing is advocated. The leader must avoid interruption from others. At the end of step II a list of ideas in a number of areas and phrases recorded on an OHP or flip chart is available to the whole group. This list would be used for the next few steps. The objective of this step is:

- to map the group's thinking
- to ensure ideas are presented in brief words/phrases
- to take up and write down ideas serially and individually.

### Step three - serial discussion for clarification

The third step in NGT is to discuss each idea in turn. The benefits of this step are:

- Avoidance of focussing unduly on any particular idea or a small set of ideas.

- Opportunity for clarifications and elimination of misunderstandings.
- Recording of differences of opinion without long arguments.

Each idea listed on the flip chart or OHP is taken up in order for a brief discussion (2-min). The leader reads out the idea and ask the group if there are any questions or statements of agreement or disagreement which members would like to make. The leader allows the discussion and then moves on to the next idea.

Clarification helps members understand the number of words or phrases recorded for an idea. During clarification the logic of the idea can get exposed, like whether it could be a solution. Members may agree or disagree. Long arguments on idea are not worth the trouble. If arguments for or against an idea occur for a prolonged time, the leader needs to bring the argument to a close. He may allow the idea to remain on the basis of 'incomplete arguments'. He will then move to the next idea.

Balanced discussion on an idea is necessary. Before this step starts the leader must make clear what its objectives are. He will also control the pace of discussion. Normally for the early items, discussion will be longer. The leader must ensure that some discussion takes place on later items also. Some time for discussion is crucial. The leader should not over-control and intervene rapidly.

#### Step four - idea analysis

After clarification a reduction in ideas becomes necessary. Either the same group or another can do this. The reduction occurs through 'erasing' or cancelling ideas from the list which are not useful (cannot be implemented, routine and mundane, irrelevant, duplicates,

unreasonable, vague). Whatever remains (ideas) that can be implemented.

## ASSIGNMENT - ELEVEN

You have undergone variety of experiences on participatory administration and collective decision making in this training programme. You have also appreciated many new concepts, methods, models, principles and techniques related to participation of people. Many of these shall be useful to you in seeking participation of your subordinates, colleagues and stakeholders. Please prepare an active plan sharing different activities that you would like to pursue in your department to enhance participation of employees and public. You can prepare the action plan in the following format.

S.No.	Activity	Duration	Resources Required	Support Required	Remark
1.					
2.					
3.					

- Note - \* Assignment to be completed individually.  
\* Time to complete the assignment - 60 minutes.  
\* Discussion on outcomes - 30 minutes.

## **CASE STUDY**

### **Participatory Irrigation Management (PIM)**

PIM is the single most important step that Government can take to improve the productivity and sustainability of irrigation systems. Not only can PIM improve the productivity of irrigation but it requires very little monetary investments. In fact, participatory management can result in substantial cost savings Governments. It is good for farmers, it is good for Government Agencies, it is good for urban consumers and tax payers, PIM is truly 'win-win' situation.

Mr. Hastsurya Azumi  
World Bank  
seminar on PIM at Mexico  
8/2/95.

These words echo the true sentiments of most of the participants as also the significance of PIM in the context of present political and socioeconomic scenario of the world.

### **PIM IN MADHYA PRADESH**

- Due to inadequate maintenance over the years, canal system in the state have deteriorated, adversely affecting their capability to deliver services as per design.
- Since irrigation management and maintenance of canal system was being done by the Govt, the commitment and cooperation of the farmers in irrigation management became non-existent totally.
- To insure farmers participation in irrigation management to develop a sense of ownership and emotional attachment towards canal system,

a reform measure to vest the beneficiary water users with responsibility and authority for O & M of canal system in the state, Govt of MP has handed over the state irrigation management to enactment of irrigation act.

### **PIM IN MADHYA PRADESH**

- WUAs based on Hydraulic Basis.
- Farmers from head end, middle areas and tail ends find representation Territorial Constitution.
- Size of the WUA - Economic viability
- Election to WUAs - Secret Ballot.
- Dispute resolution mechanism internalized
- Compulsory periodic General Body meetings and audit.
- Irrigation Department made accountable as Competent Authority.
- Irrigation department reorganized to support WUAs as the competent Authority.
- Constant monitoring and evaluation

### **STAGES OF PIM IN M.P.**

- Generate political support at all levels.
- Creating an enabling environment.
- Develop a legal frame work.
- formation of farmers organization
- implementation of the program.
- Capacity building of farmers organization.
- Ensuring transparency accountability.
- Monitoring and evaluation.

## **KEY ENABLING FACTORS**

- Clarity of objectives.
- Committed core group.
- The will to delegate power.
- Participatory approaches.
- Flexibility and adoption.
- Capacity for implementation.

## **THE NEXT STEP**

- Training and extension for farmers organization.
- System rehabilitations
- Improve water management skills.
- Agricultural intensification.
- Federation for higher level participation.
- Financial self sufficiency.
- Transparency, accountability, monitoring and evaluation.

Samiti performance is evaluated on organizational management, maintenance and financial aspects.

Education

Family experience

Socio-economic status.

Holding size

Team work

leadership support.

## **CONSTRAINTS OF PIM**

Poor infrastructure of irrigation systems lack of O&M

Weaker Management & poor Administration factions among the farmers.

Communication gap between organization and Govt Agencies

Pre-requisite for strong Farmers Organization.

1. Strong government support and incentives.
2. Well defined water allocation and distribution system.
3. Proper maintenance and rehabilitation of irrigation system.
4. Placement of water control and measuring structure.
5. Water charges collection. PIM is a new concept for farmers and government agencies after independence and it is in the initial stage of growth. Proper monitoring and evaluation of existing WUA is essential to overcome the constraints in initial stage so that it can be replicated successfully.

### **A. History of Participatory Irrigation Management.**

National water policy of government of India(1987) states that " effort should be made to involve farmers progressively in variously aspects of management systems, particularly in water distribution and water rates. Assistance of voluntary agencies should be enlist in taking the farmers in efficient water users and water management.

#### **Efforts by Government of India.**

The Ministry of water Resources, Government of India has taken very keen interest and initiated many concrete steps in this regard in the past. These are :-

1. In 1985 State Govt's implementing Command Area Development program were requested to take up pilot project at least in one minor in a suitable CAD project.
2. Detailed guidelines on Farmers participation were framed and circulated to states in 1987.
3. Under Centrally sponsored Command Area Development program, Management subsidy of Rs. 275/h spread in initial three years Rs. 100, 100 & 75 is being given for the formation of water users Associations. The management subsidy has now been further enhanced to Rs. 450/ ha. as a one time grant with a contribution of Rs. 50/ha from the WUA to be kept as fixed deposit. Only interest would be used by WUS's for management of the system.
4. In June 1995. Minister of Water Resources and Parliamentary affairs, Government of India wrote to the Chief Minister of various states for formation of CAD council and CAD boards having at least 60 percent representatives of Farmers'.
5. Three National conferences on Participatory Irrigation Management has been held at Aurangabad (1994), New Delhi (1995), and (1997). Fourteen State/ Regional Level conferences were held during 1995-96.
6. Officers of Government of India and States have participated in International Conferences on PIM at Mexico (1995), Italy (1996), and Japan (1997).
7. Manuals on PIM for the states on Andhra Pradesh, Maharashtra and Tamilnadu have been prepared through consultants. A model bill for amendment of Irrigation act for facilitating PIM is also under preparation through consultants. Dissemination of information on development in PIM in different states and at international level is also being pursued.

It was for the first time that a working Group on PIM was constituted for the IX Five Year Plan. The group has submitted its report.

At international level a society named " International Network on Participatory Irrigation management" (INPIM) has been established under the aegis of Economic Development Institute (EDI), World Bank with India chapter working in Ministry of Water Resources. Anybody involved in the profession can become life member with a fee of \$30. The society is involved in dissemination of information and experience of PIM world over.

Last month Secretary Ministry of Water resources, Government of India wrote to Chief Secretaries of various states requesting them to appoint a broad based working group on PIM under his chairmanship to provide a forum for sharing ideas and experiences within and outside government.

#### PROGRESS ACHIEVED

The number of water user Associations (WUA's) formed to different states is:-

1. Andhra Pradesh - 10,110 2. Assam - 2 3. Bihar - 1 4. Gujrat - 71, 5. - Haryana - out level (67,500 ha), 6. - Karnataka - 193, 7. Kerala - 3,700, 8. Madhya Pradesh - 65, 9. Maharashtra - 118, 10. Manipur - 62, 11. Orissa - 777, 12. Rajasthan - 3843, 13. Tamil nadu - 328, 14. Uttar Pradesh - 2.

WUA's in the states of Assam and Bihar are at distributary level. In other states these are both at minor and outlet levels. With recent development in Andhra Pradesh the area covered under PIM has gone up to around 3 of the total irrigated area in the country against only 1% earlier. This still is much below the figures of 50 - 100 % in the other countries of Philippines, Turkey, Colombia, Mexico, and Argentina.

## OBJECTIVES OF PIM

The objectives as enunciated in the guidelines issued by Ministry of Water resources are :-

1. To initiate participation of farmers (who are the users of water supplied from the system) in water management, irrigation scheduling, distribution and maintenance of system at micro level so as to:
  - a) Improve irrigation as well as water use efficiently for optimal production per unit volume of water.
  - b) To make best use of natural precipitation and ground water in conjunction with the canal water for increasing irrigation and cropping intensifying the commands.
2. To develop sense of economy in water use amongst the users.
3. To facilitate the users to have a choice in selecting crops, cropping sequence, timing of water supply and period as well as frequency depending upon the soils, climate and other infrastructure facilities available in the commands such as roads, markets, cold storage etc, so as to maximize the income and profits.
4. To delineate responsibility in water distribution and maintenance of system between the users and the departments for attaining high serviceable standards of the system.
5. To promote incentives to the farmers by way of less water charges to those who use water efficiently.
6. To entrust collective and community responsibility on the farmers to collect water charges and payment to governments.

7. To improve and sophisticate deliveries precisely as per crop needs by the department at the supply point of the minor and thus reduce operation loses.
8. To create healthy atmosphere between the managers and users in the entire operation.

- Formation of Water User Association and structure of Water User Association.

1. There are guidelines from the government of India and based on these guidelines and after having deliberated the issue, the group has come to the conclusion that an area from 300 to 500 ha should be selected for forming the water users association/ societies. As far as possible, the Association should be formed on one minor only. The group was also of the view that depending upon the topography (like in Himachal Pradesh) where the topography is undulating, the area prescribed for society may be even lesser than 300 ha. From the forgoing progress elaborated above, in spite of the best effort of the government of India and the states. since the progress was not satisfactory, the group felt that there should be an act by legislation so that the water users association can be formed. Farmers shall be members of the society and there shall not be any option to the farmers.
2. Supply of water to water user association : Undoubtedly the water supply will have to be volumetric and will have to be assured. There has to be a memorandum of Understanding / Agreement between the Irrigation Department (ID) and Water Users Association (WUA) The group felt that there shall be freedom for the farmers for adopting there own cropping pattern. The group also felt that if

there is conjunctive use of water by way of say dug wells / bore wells etc., it would be an achievement for the society to become more and more sustainable.

3. Rehabilitation of the system : The group is of the view that since the progress towards formation of WUA's was unsatisfactory, the reason being that ID could not give assured water supply because of poor distribution system, initially water courses including field channels and the minors and structures of the minor shall be rehabilitated to the extent which was contemplated as per the project report. Entire cost shall be borne by the ID at one time only. this will be an extra expenditure on the ID but will help the organization in motivating the farmers for formation of water users societies. After having the system rehabilitated, this should be handed over for management by WUA's. the state will not completely in a position to incur the expenditure towards rehabilitation, hence GOI be suitably requested to give its liberal contribution to the states.

- FUNCTIONS OF WATER USER ASSOCIATION (WUA)

It is experienced that even though the WUA's have been formed in some states, and they have started functioning, the goals achieved are less that satisfactory, the reason probably being that WUAs are not financially sustainable. Hence the group felt that till the time the WUAs become stable/ financially sustainable (the period being from 2-3 years), there shall be a management grant from the state to the WUA. In no case there shall be such grants to the WUAs beyond three years.

The states may decide the amount of this subsidy / grant. Since such type of grant is not included in the initial project report administratively

approved cost of such management subsidy or the grant shall be hence forth treated as a part of new projects and the project reports here after be prepared on this basis so that while working out the benefit cost ratio, this term is included in the project report itself. A separate sub head will have to be provided in the original estimate only.

### **PIM IN MADHYA PRADESH**

In the present financial scenario, it is not possible to take up the construction of new irrigation project. Even sufficient resources are not available for completing the ongoing projects. It is therefore necessary to optimize production per unit of water. This means that the only option left before us, to improve the management of Irrigation.

Madhya Pradesh is the third largest state of india. It has got total irrigable area of 6.72 million hact and so far 1.97 million hact. Irrigation potential i.e. about 30% has been created up to the year 1998. But potential utilization is only 0.98 million hact., which is about 50% of the potential created.

Thus under the prevailing circumstances our point of focus is to bridge the gap of created potential and potential utilized. The studies were conducted and problems in management of irrigation are sorted out as below:-

- Supply of water is unreliable due to bad management
- Maintenance is poor and deferred.
- Water charges levied on the water users were low and there by not able to meet out O & M requirements.

Most of the allocations for repair and maintenance are consumed in over head charges, leaving very little for even minor repair works. Thus in view

of efficient operation and maintenance of canal system and for its systematic development it is felt that farmers participation more and more in the irrigation Management is the need of the hour. To ensure farmers participation in Irrigation Management and to develop a sense of ownership and emotional attachment towards canal system, a reform measure to vest the beneficiary water users with responsibility and authority for O & M of canal system in the state, the govt of M.P. decided to hand over the management of state irrigation canal network to its beneficiaries and thus introduced a bill which has been passed by the state legislative in july 1999.

### **Stages of PIM in Madhya Pradesh.**

1. Generate political Support at all levels.

Earlier during 1984-85, Irrigation Panchayat were constituted under M.P. Irrigation Act, 1931 but could not deliver the goods since the functions, duties, and power of panchayats were not well defined. Subsequently these Irrigation Panchayats became defunct.

Thus it was decided to generate political support at all levels regarding transfer of power to manage the state Irrigation System by the beneficiaries themselves. Accordingly interaction was done at various levels i.e. right from beneficiary farmers of the command area, public representatives etc. at large scale during 1997-98.

During these interactions, one principle was unanimously accepted that farmers participation in irrigation management is the only and sole alternative for efficient operation, maintenance and systematic development of the system. Thus political support in favor of PIM at all levels were generated.

## 2. Creating an enabling environment.

The enabling environment was created during 1998-99 by demonstrating the merits of PIM and success stories of Andra Pradesh PIM model. The examples of the various achievements of irrigation cooperative Societies in Maharashtra and Gujrat were also narrated.

## 3. Develop a legal frame work.

Now the stage was well set to launch the Participatory Irrigation Management program in the entire state for which legal framework was developed during 1999-2000 and subsequently "Madhya Pradesh Sinchai Prabhandhan Me Keishkon Ki Bhagidari Adhiniyam 1999" was brought in force in the entire state w.e.f. September 1999.

It is historic attempt towards the Farmers Participation in irrigation Management

Statement of objects and reasons of the Act:

1. Madhya Pradesh is an agricultural state and its prosperity and well being depends on optimal agricultural production.
2. An efficient and equitable supply and distribution of water ensuring optimum utilization of farmers for improvement of agricultural production.
3. Scientific and systematic development and maintenance of irrigation infrastructure are considered best possible through farmers organization.

4. The farmers organization has to be given an effective role on the management and maintenance of the irrigation system for effective and reliable supply and distribution of water.
5. The farmers organization will play coordinative role in recovery of irrigation water rates from the beneficiary farmers.
6. The protection of the environment and ecological balance by involving the farmers, including a sense of ownership to the irrigation system in accordance with the water budget and operational plan.

#### Salient Features of the Act :

The PIM Act of Madhya Pradesh is a revolutionary step promoting a total charge in the management of irrigation systems through Farmers Organization (FO). Farmers organization include Water user Association (WUA) at the primary level, the Distributory Committee (DCs) at the distributory level and the Project committee (PCs) at the project level. All minor irrigation schemes in the state will have only one tier for (WUA), while the medium irrigation schemes will have a two tier structure (WUA and PC) and the major irrigation projects will have a 3- tier structure (WUA,DC and PC). The process of formulating the Act involved farmers workshops and seminars.

The Act in itself has unique features as stated below :

- Transfer of powers to manage state assets.
- Creation of new autonomous institutions as legal entities.
- Areas defined on a hydraulic basis
- Equity achieved within the structure of a WUA by introducing the concept of territorial constituencies.
- All land holders in possession of land in an irrigation system- members with voting right.

- one member one vote.
- Elections by secret ballot.
- Functional and administrative autonomy.
- Freedom to raise resources.
- Resolution of disputes and compounding of offenses.
- Simplified procedures for taking up of works.
- Five year tenure.
- Right to recall an elected member after one year.
- Social audit annual accounts audits.

The Act also provides for guidelines on the procedures and accounting. Water budgeting, election procedures and other administrative matters, which are to be carried by WRD.

Some of the important provisions of the Act and Rules are as under:-

i) Delineation of area of operation:-

Every WUA is to have an area of operation notified, which formed its operational area. The area have been delineated on hydraulic basis after extensive consultation with the farmers. In identifying the areas care was taken to see that it is a viable area. In respect of a tank or lift irrigation scheme the entire command is delineated into one WUA. In case the size of the minor schemes is very less, more than one schemes have been included in one WUA. However , in respect of major and medium irrigation projects, a group of minors, and direct pipe outlets constitutes the WUAS area. In all 2416 WUAs have been delineated in the state. This work of delineation and its notification was completed in November, 1999.

ii) Election to the WUA's:-

The Act provides with voting rights, to those members who have been registered as owners or tenants in the record of rights. Where both the owner and the tenant are landholders of the same land, the rights are given to the tenant.

The WUA has a managing committee. The body has a president and managing committee members ranging from 4 to 10, who are elected by the members. The president and the members of the executive committee is elected directly by all landholders through secret ballot.

An election manual has been prepared to have uniformity in the election process. a chairman or the member of the managing committee can be recalled by the members after a period of one year by giving written notice signed by not less than one third of the members. Otherwise every farmer organization is elected for five years tenure. While their is direct election for WUA's election to the Distributory Committee are indirect and held from out of the president of WUA's.

iii) Coordination with WRD:-

With a view to bring about a close interaction and greater accountability of the WRD of the state with WUA's sub engineer of the WRD is nominated to work with WUA. He coordinates with WUA and gives technical guidance in preparation of estimates and maintenance of canal system.

iv) Resolving disputes:-

The disputes between the farmers within the association are to be taken care of the WUA itself. The Managing Committee of the Distributory Committee shall determine a disputes arising between a member and the Managing Committee of the water users association or between two or more water users associations. The Managing Committee of the project Committee shall determine a dispute or difference arising between two Distributory Committees. The Apex Committee whose decision shall be final shall determine a dispute between a member and the Managing Committee of a Project Committee.

4) Formation of Farmers Organization:-

As per Act Farmers Organization in the state is having 3-tier system. The primary unit (1<sup>st</sup> tier) is Water Users association (WUA) The election of the managing committee of 2416 WUAs was conducted in the month of April 2000 comprising of 25 lakhs beneficiary farmers of 26.30 lakhs hacts of command area spreading over 18383 village in the undivided M.P. out of which 11.75 lakhs beneficiary farmers pd 14. 95 lakhs hacts. Command area in 11068 villages are pertaining to divided M.P. who elected 1470 presidents and 10283 TC Members of WUAs.

Election of the president and Members of distributory committee were conducted on 17<sup>th</sup> Feb. 2001 for 16 Major irrigation project having 90 Distributory Committees for 90 Presidents and 212 Members among 466 WUAs Presidents.

The election of chair person and members of project committee of major and medium Irrigation project are planned to be organized in the month of April 2002.

5) Implementation of Programme:-

After election of April 2000, the Irrigation Management was transferred to the WUAs in the month of June 2000.

To activate the WUAs, the O & M grant @ Rs. 50/- per hact has been provided to these WUAs so that they may take up annual maintenance job. Similarly daily wages staff @ 1 person per 200 hact has also been provided to the WUAs to assist them for minor maintenance and canal regulation, as the case may be.

In addition to this a sum of Rs. 5000/- was released to each WUA so as to meet out their administrative requirements i.e. TA/DA of WUA President, stationary etc.

It is also decided that water irrigation revenue recovered, the share will be placed at the disposal of the WUAs proportionately, to meet out Q & M requirements they have been provided the technical supports and back up by WRD. The elected representatives are deciding the priorities of repairs and up keep of system. The WUA re deciding the extent of command area to be irrigated along with the delivery schedule. They are also resolving the disputes among themselves and need not to move around the government officials for help every now and then. In spite of drought situation this year, the WUAs has regulated the available water in such a manner that the canal water reached up to tail which never happened since last 20 years as admitted by the farmers themselves. Thus take of implementation of Participatory Irrigation Management programme in M.P. is quite satisfactory. But minimum rehabilitation works are needed for which proposals has already been prepared and proposed before the various financial institutions.

#### 6) Capacity building of Farmers Organization:-

To provide complete know how regarding the aims and objectives of M.P. PIM Act and its provisions the first phase training of trainers are conducted by WALMI for 120 selected and competent A.E.'s of WRD in the month of March 2000. Then first phase capacity building programme for President/ Members of WUA's and lower functionaries of field level officers has been taken up during May 2000.

Then in 2<sup>nd</sup> phase of training special attention was paid towards implementation part of PIM programme. accordingly master trainers were trained in WALMI in the month of Oct 2000 and WUAs / field functionaries were trained at district head quarters during Jan - Feb 2001 by master trainers resource persons from WALMI and senior officers of WRD.

The regular workshop were being organized at district head quarters in which there district dialogues and interactions which WUAs President /members competent authorities i.e. Sub Engineers concerned of WUAs etc. The problems arising in implementation of PIM programme were being discussed and every effort are made to solve on spots.

In addition to above, a regional conference of Presidents, T.C. members and competent authorities was convened at Balaghat during November 2000 which was chaired by Hon'ble C.M. of madhya Pradesh and attended by hon' ble ministers, M.P.'s M.L.A's District/ Janpad panchayat Presidents etc. of Seoni Balaghat and Chindwara reigion.

7) Ensuring transparency and accountability.

To achieve this there is provision of taking a general body of WUA into confidence in each and every act and deed of the association by of compulsory periodic general body meeting and social audit.

Water resource department is made accountable as competent authority Engineers of WRD have been made the competent authority of farmers organization (FO) and their duties are well defined i.e, Sub Engineer WUA, A.E-D.C. & E.E-P.C.

8) Monitoring & Evaluation.

At the heighest level, the P.S. WRD is interacting daily with Director M.P. PIM regarding progress of PIM programe and helping over coming the bottle ness if any very promptly.

In the office of the Chief Engineer, one superintending Engineer has been nominated as S.E.PIM who is monitoring implementation PIM program. Similarly in the office of Executive Engineer one A.E has been nominated as A.E.PIM who is collecting the information regarding various activities of WUAs at field and compiling the progress report.

The District Collector has also been directed to review the monthly progress of each WUA Vis-a-vis works taken by WUA's Expenditure incurred by than and solving the problems. One E.E. has been made noble officer for the district who is assisting district collector for review meeting's. The District Collectors are submitting the monthly progress report to Director M.P.P.I.M. Bhopal.

The Executive Engineers are holding monthly meeting of the Presidents of the WUA'S and reviewing the implementation Programme and also solving the problems of WUA's very promptly and giving feed back to Director M.P.P.I.M.

**Conclusion :**

Madhya Pradesh has been second state in the country after Andhra Pradesh to take up irrigation management transfer in irrigation projects in the state. A strong political will and committed bureaucracy has made it possible to launch PIM in the state. A comprehensive reform agenda was considered necessary, with - at its heart the involvement of the people in irrigation management. The state has enacted one of the most revolutionary and bold legislation's that enable farmers to form into organizations and helps them to manage the system. The Act discussed very broadly on the creation, constitution and function of farmers organizations and provides a framework as unique entity.

While the newly elected WUA's and Distributory Committee presidents are quite enthusiastic, government will have to sustain the enthusiasm and channelise their energy and initiative into building up robust irrigation schemes which would give them reliable and supply. The Water Resource Department will have to recognize local initiatives of farmers organizations and also play a supporting role on participatory administration.

## Assignment 1

In a group of five participants identify the strengths and weaknesses you have observed in the case study of PIM in Madhya Pradesh.

## Assignment 2

State Government wants to design and implement sanitation campaign with following objectives

- to create awareness in community for sanitation
- to promote construction of personal toilets and use of it in the community.
- to manage waste water and solid waste management in the village.
- to promote health and hygiene practices in the community.

Design a suitable strategy for implementing the sanitation campaign. What success criteria do you suggest to measure the success of the sanitation campaign.

## **COLLECTIVE FOREST MANAGEMENT**

(An experience in HARDA Forest Division)  
HARDA, MADHYA PRADESH

### **Peoples involvement in Forest management**

The desire to protect and enhance forest resources and to ensure improvements in the socio-economic conditions of the rural people, modifications in the concepts of forest management are being debated. The history of forest degradation has proved that the scientific management of forests can not always be carried out in isolation of people's aspirations and willing cooperation.

The only solution to the present day crisis of depletion of forest resources and the circumstantial alienation of people, is to opt for people's forestry by involving local people in forest protection and development. The Arabari experience started by a forester a few years ago had successfully demonstrated that the local communities, if approached positively, are as much concerned by the degradation of forest resources near their villages as are the foresters. The people in rural areas, specially women, have suffered in silence the loss of sources of fuel, fodder, small timber, non-wood products and sources of indigenous medicines. The villages of Hill Area Resource Management (HARM) in Sukhomajri, Haryana have demonstrated that big changes in rural people's life can be made by committed and well thought-out planned actions for land and water improvement. In Gujarat, West Bengal and Orissa, pioneering attempts were made by a few people to organise people's programme for forest protection and conservation. The institutionalization of these experiments was started by Government of Orissa in 1988.

### **Government of India Resolution**

The Government of India provided impetus to people's involvement in forest management by issuing a circular on 1<sup>st</sup> June 1990(N.6.21/89-FP) in pursuance to the National Forest Policy, 1988, which envisages in its objectives the active

involvement of local people in the protection and development of forest resources. Various state governments have taken follow-up action to constitute village forest protection/development committees in states to involve the people in managing the forest resources and sharing of benefits from such forests. So far, forest departments of Andhra Pradesh, Bihar, Gujarat, Haryana, Jammu and Kashmir, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Tripura and West Bengal have set up village forest protection committees. It is necessary that the experience of success as well as problems associated with the functioning of this new concept are evaluated and made available for dissemination and replication in other areas with suitable modifications. It was in this perspective that the present case was picked up for study.

### **Harda Forest Division**

Harda Forest Division comes under Hoshangabad district of Madhya Pradesh. It lies between parallel of latitudes 21°54'18" and 22°38'50" North and meridians of longitudes 77°046" and 77°043"44" east. The total forest area is 1417.44 Sq. Km. of which 983.94 Sq.Km. is reserve forests and 433.50 Sq. Km. is protected forests. There are six ranges in Harda division viz. **Rahatgaon, Magardha, Makrai, Temagaon, Handia** and **Seoni**. The forests of Harda have been divided into three major types by Champion and Seth (1968).

1. Type 3B/C-1C      South Indian moist deciduous slightly moist teak forest.  
(5% of the total forest)
2. Type 5A/C-1b      Southern tropical dry deciduous teak forest  
(85% of the total forest area.)
3. Type 5A/C-3      Southern tropical dry deciduous mixed forest.  
(10% of the total forest area)

Teak is the dominant species, the other associates of teak are **Anogeissus latifolia, Dalbergia sissoo, Madhuca indica, Diospyros melanoxylon** etc. There are tracts of miscellaneous forests also. The forests are under various stages of

degradation. The regeneration of teak and bamboo is scanty and deficient over most of the forest areas. These forests are subjected to intense biotic pressures on account of over-grazing and uncontrolled removal of timber and fuelwood for local use. The protected forests of Handia, part of Seoni and Makrai ranges for a long period of time have been subjected to organised illicit fellings and uncontrolled grazing. All such areas though degraded have sufficient root stock available. The condition of forests in Rahatgaon, Magardha and Temagaon is not different but the regeneration is still better compared to other ranges.

The problem of illicit fellings is very high in Handia, part of Seoni and Makrai ranges. In Rahatgaon, Temagaon and Magardha ranges, regeneration of forests was big problem due to incendiary fires and uncontrolled grazing. The collection of Mahuwa flowers and seeds by the local tribals is the main cause of fires in forest areas in this region.

#### **CONSTITUTION OF VILLAGE FOREST PROTECTION COMMITTEES (VFPCs) IN HARDA FOREST DIVISION**

Taking clue from the fact that forest can be managed and protected in a much better manner if the cooperation of local people is sought, the divisional forest officer (DFO), Harda, Shri B.M.S. Rathore, who had won laurels for doing similar works in Ratlam district set out on an objective to involve the people not only in forest protection but also to involve them in other constructive activities aiming towards over all eco-development. The efforts to establish Village Forest Protection Committees in Harda division were intensified with the promulgation of Government of Madhya Pradesh Resolution No. 1614110/1091 of 10.12.1991. It would be interesting to examine how the changes were started and how the village level organization created are functioning.

Realising the futility of policing the forests, the officers and staff, before formation of the Village Forest Protection Committees, convinced themselves of the need to change their approach to forest protection and management. The initial scepticism in the minds of staff was converted into pragmatic enthusiasm by

personal examples, a convincing leadership, and finally team work. The forest staff changed their attitude under the belief that under present socio-political framework, the forest of the country can be protected if the people are willing to protect them and take active interest and part in the forest development. In return the staff would not have to bother much for tensionful protection duties. During 1991-1992 a total 513 forest staff attended the orientation camps in eco-development centre, Rahatgaon.

The next step was to convince the people. Several meetings were held with the people in rural setting by taking up intensive touring. The people were convinced and initially people from fifteen (15) villages came forward and village forest protection committees started functioning in January 1991. After that it was no going back and village forest protection committees, were formed in all the ranges of the division bringing more than 75% forest area of the division under the purview of Collective Forest Management. The process of bringing more area under the purview of these committees is still going on. The map of Harda Division shows the area covered by these committees.

### **Organization**

The Village Forest Protection Committees or the Van Suraksha Samities as they are called have one representative from each family as member. There is one executive body consisting of 7 to 11 members, depending upon the size of the village to take important decisions. The local forest guard acts as a member secretary of the committee. In tribal villages the head man exercises immense influence on these committees.

The general body meetings of the committees are held every month on a pre-decided date and the meetings are arranged at the office of the committee, which is generally located in public place. The officers of forest department (Ranger, Foresters, Sub-DFO) and DFO attend these meetings. The DFO has organised the functioning of these committees in such a way that maximum

meetings are attended by the officials of forest department. For example, dates of committee meetings of adjoining villages are fixed at different times but on the same day, so that forest officers on tour can attend maximum meetings.

### Functions

The December 1991 order of the Madhya Pradesh government outlines the constitution and duties of these committees as well as the responsibilities of the forest department. The Village Forest Protection Committees working in Harda have been organised with larger objectives of eco-development and are functioning with the following objectives.

**TABLE**

<p>TABLE SHOWING RANGE-WISE COMPOSITION OF FOREST PROTECTION COMMITTEES AND FOREST AREA UNDER COLLECTIVE FOREST</p>
---

Sl. No.	Range	No. of Village Forest Area Covered	
		Level Committees	(In ha.)
01.	Rahatgaon	20	21652.50
02.	Maghardha	9	12010.13
03.	Makrai	19	11400.10
04.	Temagaon	28	26101.96
05.	Handia	26	7800.13
06.	Seoni	53*	25367.81
Total		155	104332.63

\* Out of 53, only 28 committees are functioning properly

(A)

**Forest Protection**

- From illicit felling
- Grazing
- Fire
- Girdling
- Encroachment

(C)

**Social Banking/Common Fund (Sources)**

- Saving from wages
- Recovery from petty offences
- Fire protection
- Bank interest
- Social fines

(B)

**Forest Management**

- Rehabilitation of degraded forests for regeneration
- Nursery Management

(D)

**Village Development**

- Irrigation
- Drinking water
- Land development
- Alternative lands use
- Seed/Fertilizer
- Culverts
- Adult education
- Primary health
- Alternative energy sources

**Forest Protection**

Forest protection from illicit fellers is ensured by rational patrolling by the villagers. Each family depute one or two members as the case may be every day to forest areas for patrolling. Special efforts for fire protection and grazing control plans have proved to be quite successful. There are variations in approaches and procedures but the net result is control in illicit removal and grazing, which is a matter of great satisfaction. The table-III gives the details of rotational grazing adopted during 1991-1992 after formation of the village forest protection committees. The areas with less tree cover, kept closed to grazing, later on developed a good grass cover, which under the 'cut and carry' system sustained the stall feeding of the domestic animals. Seeing the benefits of controlled grazing the villagers have now settled for rotational grazing and stall feeding.

Grazing control has always been a mirage for the foresters, and one of the main factor for poor regeneration. Considering this background, this is a great achievement of forest protection and is a first step for creating congenial conditions for natural regeneration of the degraded forests. It would also go a long way in formulating a grazing policy. The number of new seedling recruits of major species have shown an increase over the protected areas. However, for definite conclusion close monitoring is required for a minimum 3 to 4 years. The villagers have shown courage in apprehending the culprits of illicit fellings.

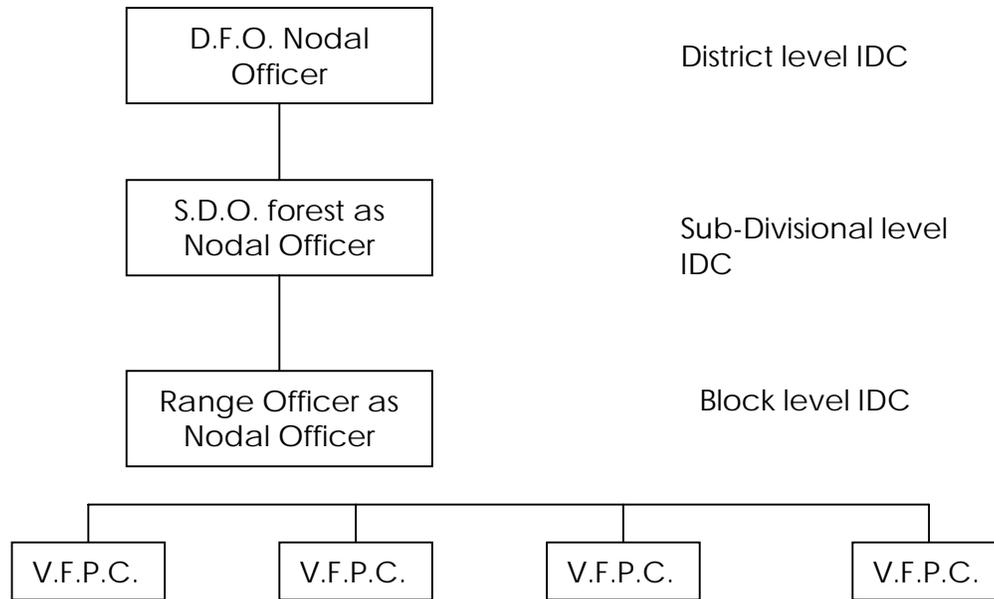
### **Development of Villages**

There is an urgent need of village level organizations free from party politics in rural areas to unitedly act for the upliftment of socio-economic conditions of the people and at the same time prepare proposals for natural resource management. The village forest protection committees in Harda are moving towards that direction. The village forest protection committees in their meetings finalise proposals for developmental activities like creation of check/stop dams, tubewells, installations, construction of wells, lift irrigation and pump sets, fertilizer and better seed supply for increased agricultural productivity, milk animals, school facility, drinking water, horticulture, health centre, employment generation etc. Not only this many village committees have taken up preparations of microplans under the supervision of local forest officials and non-government organisations (NGOs).

All the proposals after they are adopted in the general body/executive committee meetings are forwarded to the Range Officer, who discusses the proposals in the block level inter-departmental development committees. The proposals are finalised in consultation with other departments and works on the projects begins. Some proposals requiring decisions at higher levels are sent to the senior officers for consideration of the sub-divisional, divisional and district level committees. The block level inter-departmental committees meet once in a month, the sub-divisional and district level inter-departmental committees meet

once in two months. To expedite the execution of the proposals, the format of functioning of inter-departmental coordination is shown in Fig-1. The district administration, Hoshangabad has helped in desirable coordination of multifarious rural development activities. It has helped the Inter-departmental committee to function effectively.

**AN OVERVIEW OF INTER-DEPARTMENTAL CO-ORDINATION :Fig-1**



The development grants are thus channeled for peoples programme through integrated planning and implementation of development activities. This ensures peoples participation in developmental activities also.

**Women's Committees :**

Though several committees have a few women representatives the composition is largely male oriented. The need of involvement of women was considered and gradually "Mahila Van Samities" (Women's Forest Committees) have also been constituted on similar lines. The Member Secretary's role is assigned either to the educated wife of the local forest guards or to the lady school teacher. The village samities apart from concentrating on forestry protection, identify the

economic activities which require attention. These are linked with the activities and programmes of development of women and children in rural areas (DWACRA). The village women are trained in sewing, balwadi, adult education, installation of smokeless chullahs etc.

The composition of male dominated village forest protection committees should be changed and gradually more and more women should be made members.

### **Eco-development Centre :**

In order to reorient the forest field staff, and to spread awareness among the people about the environment and to harness their skills for more productive use an Eco-development Centre has been opened at Rahatgaon. this Centre is acting as an extension and training-cum-production centre. The centre is organising camps for the villagers situated in and around forest areas, serving as a demonstration Centre for developing skills for employment generation and trading Centre for learning about bee-keeping, handlooms, decentralised nursery, local medicine extraction, biogas etc. The centre was established initially from the funds of world food programme. The Centre has been adopted for funding by the **Regional Centre for Wastelands Development (RCWD)**, IIFM, Bhopal from the year 1992-93. Initially rupees thirtynine thousand have been approved for the year 1992-93 for conducting training programmes.

The training packages will be taken up on the following issues with the financial support for RCWD.

### **(A) Forest Management :**

- (i) All aspects of decentralised nurseries
- (ii) Techniques of rehabilitation of degraded forest area
- (iii) Bamboo working
- (iv) Fire protection

- (v) Making and felling of trees to avoid wastage
- (vi) Processing and marketing of non-wood forest produce.
- (vii) Issues in participatory forest management and problem solving.
- (viii) Orientation of forest staff and to develop their communication skills.

**(B) Rural Welfare :**

- (i) Alternate energy sources.
- (ii) Integrated development of village eco-system.
- (iii) Techniques of participatory rural appraisal.
- (iv) Village level micro planning.
- (v) Soil conservation and water harvesting.
- (vi) Additional sources of employment : e.g. sericulture, silviculture, bee-keeping, handloom, poultry, Cottage Industries etc.

The resource persons are proposed to be drawn from NGOs, educational institutes, research and training institutes and state government organisations.

**TABLE**

GRAZING CONTROL UNDER PARTICIPATORY FOREST MANAGEMENT I HARDA  
FOREST DIVISION-YEAR 1991-1992

Sl. No.	Range	Total Area (In Ha.)	No. of cattle units	Area open grazing (In Ha.)	Area closed to grazing (In Ha.)
01.	Rahatgaon	27,844	11,302	13,080.542	9,572.844
02.	Temagaon	30,893	13,720	17,556.333	10,774.851
03.	Magardha	26,950	5,425	16,063.988	9,040.345
04.	Makrai	18,115	9,898	11,401.665	4,192.455
05.	Seoni	27,777	15,559	16,600.535	9,104.496
		131,579	55,904	74,703.063	43,684.991

## **Collective Forest Management :**

The people have been preparing themselves for the collective management of forests also by sending proposals for rehabilitation of degraded forests. For example, the people of 'Chikalpet' village submitted a proposal to the forest authorities to work for rehabilitation of degraded forests for which they had already started cultural operations like stump cutting, pruning and cleaning, under the supervision of local foresters. These operations were being done by the people previously also but this time with a difference - with more enthusiasm, care and responsibility as they regard themselves, as partners in the management of a resource in which they have a stake (as experienced by the author during field visit). The other things being done by the people are raising of seedlings under decentralised nurseries. Twenty villages in the six ranges of the division have raised 1.86 lakh seedlings of Bamboo, Eucalyptus and Subabool under this programme. The concept of 'Collective Management' thus is an expression of 'Collective Consciousness' in the management of natural resources through democratic, lawful and acceptable means. It is thus 'reflection of responsibility and united action'. The peoples participation should therefore, be viewed in this context, and not only in the limited context of sharing the benefits alone. There is nothing to be shared by the people in degraded areas. First, the resource is required to be generated through protection and development.

The villagers of range, Temagaon, Rahatgaon, Makrai, Magardha and part of Handia have formed "Tendu Patta Inspection Committees" to oversee the supervision of Tendu Patta Collection for quality collection and to boost their income by avoiding rejection.

## **GENERAL DISCUSSIONS**

It is evident from this case study that collective management of natural resources can prove to be a success and the rehabilitation of village ecosystem also provides a much needed fillip to the peoples aspiration for welfare activities.

### **New Frontiers and Breakthroughs :**

- The success in controlling the illicit or uncontrolled removal of forest produce specially, from the organised gangs of criminals can definitely be checked and prevented.
- The success in controlling uncontrolled grazing by opting for rotational grazing and stall feeding is no mean achievement in itself.
- Fire control is another aspect of forest management where success has been achieved.
- The poaching of elephants and other animals would be reduced if people are involved in the management of wildlife.
- The people in Harda Division have shown that if, organised and motivated positively, certain forestry operations, if proper guidance is provided, can be got done through the members of village committees.
- There was tremendous improvement in the conditions of people by undertaking developmental activities, that the people got motivated for forest protection with increased enthusiasm and zeal. The consensus that was seen in Harda division's Village Forest Protection Committee(s) is an indication that environmental stability with development is possible with people's help and cooperation.

### **Inconsistencies in Functioning**

There are however certain aspects coming in way of smooth functioning of these committees, which require urgent attention.

- The biggest problem elsewhere is social division both class and caste that unfortunately rules India villages.
- Another aspect relate to outside influence on individuals.
- The posting of staff at grass root level who are dedicated and motivated will determine the success of these committees.

- On many occasions there may be conflicts between of nearby villagers over protection and sharing of benefits. Social tension was created by such conflicts.
- The people who are not members, but powerful otherwise, can subvert the functioning of these committees.

## CONCLUSION :

The experience of Harda Forest Division has highlighted a few positive trends of participatory forest management. These trends are reflected in creation of favourable conditions for regeneration of forests through control of illicit removals of forests products and check in uncontrolled grazing. this has made the task of forest protection easier and the relationship between forest staff and the people has also been transformed from that of confrontation to that of a mutually productive harmonious relationship. Secondly, the committees have been able to function as a grass root level organisation for the successful execution of rural development activities.

As stated, if the roles and responsibilities of these committees are properly defined with regards to forest protection and development a sound foundation can be laid down for the "**collective management**". **This implies that people have to manage the resource not as a "common property" but also as "common responsibility" for deriving "common benefits"**.

Continuous monitoring and innovative approaches in this process will continue to play a key role for evolving models of "Collective Forest Management".

## AN ATTEMPT TO BRING CHANGE

Botha is a village of 70 families situated in Khamgaon block, Buldhana district of Maharashtra State. This village is situated 30 Kms away from Khamgaon on Khamgaon – Buldhana road. Most of the families of this village are near poverty line. The background of village is as follows:

**Education:** There is one primary school in which two teachers are posted. School opens 3-5 days in a week. Most of the women and men are literate and aware. Approximately 50% students go for middle school and High school education in nearby villages and Khamgaon. Generally girls do not go for middle or higher secondary education.

**Sanitation:** Personal cleanliness and house sanitation is not satisfactory but comparatively better. Sanitation of the village is poor. Accumulation of water can be seen near handpump. Cow dung can be seen at different places in the village. Ten families have toilet in their houses remaining families use open defecation practices.

**Resources:** Village is surrounded by dense forests. There is a hill on three sides of the village. Forest produce is the main resource of the village. Each family has 1-5 cattle. Keeping goat is also practiced here. Hen keeping is also seen in some families. One nursery has been developed by forest department in the village. There is a bowl shape of land at the bottom of hills.

**Offense:** Most of the families are involved in forest offence. This has become their life style. All the families are dependable on forest and forest department. Their main business is to steal balli from forest and sell it out in nearby villages and at Khamgaon. When a pressure is built up by higher officials they do not steal the balli from the forest. Forester and forest guard live with them so they do not built up pressure on their own to control them.

**Traditions:** All the male take liquor and waste money. They quarrel with family members after consuming liquor. Smoking and chewing Gutka has also become life style of the people.

**Business:** Three families are involved in carpentry work. There is no full time job for people but cattle keeping, some agriculture, growing vegetable etc. are the means for supporting livelihood.

## CHANGE STRATEGY

Dr.. Mohan Jha (IFS) has recently taken over the post of DFO. During this time Govt. of Maharashtra has started Joint Forestry Project in the state. DFO sponsored Mr. Ingle to receive training on JFM which focused on totally new approach to forest management. Competencies covered during training were; to work as a member of a team, to gain commitment of the community for the project, to solve problems using innovative methods and design projects to meet local needs. Shri Ingle got influenced with the training and decided to change the traditional thinking of forest management. Back home he reported the details of the training to Mr. Jha and requested him to invite TTTI faculty to organize a workshop for forest officials/employees on JFM before implementing JFM. Dr. Jha telephoned faculty members and explained the objectives to be accomplished. Faculty members suggested Dr. Jha to depute a officer for this purpose who can come to Bhopal for detailed discussion. Dr. Jha instructed Mr. Ingle to contact faculty members and have detailed discussion on organizing a training programme..

Mr. Ingle explained about existing practices about background of the village to Prof. R.B. Shivagunde and Prof. B.L. Gupta. It was decided through discussion that a workshop of villagers. Forest department officials and other government department officers should be organized. They decided following strategy for conducting the workshop.

- ◆ All the villagers should be called in Nursery from 9 a.m. to 9 p.m., for two days
- ◆ They shall be served breakfast, lunch and dinner in the nursery. Cultural programmes shall be organized in the night.
- ◆ No chair will be used in the workshop
- ◆ An opportunity to express ideas should be given to all male and female members
- ◆ They shall not be threatened by any law or rules and regulations
- ◆ Personal blaming should be avoided.
- ◆ The discussion will be led by professors
- ◆ An opportunity shall be given to officials and employees to express their views
- ◆ The concerns, worries and problems of the villagers should be appropriately acknowledged.
- ◆ No discussion should be done related to forest offense.
- ◆ Outcome of the discussion should be noted on OHP

As per pre-planned strategy two days workshop started. The brief of proceeding is given below:

**Invitation to participate:** in the workshop: The forest guard along with opinion leaders visited houses of all the villagers and invited them for the workshop. This invitation was served 10 days advance. DFO and range officers have also invited the villagers two days advance. The workshop details were not disclosed to the villagers because of that they were eager to know more about it.

**Workshop arrangements:** All were invited in the nursery. Sitting arrangements were made in the nursery. OHP was arranged. Posters of different government schemes were posted on all walls of the workshop place. Good arrangements were made for food.

**Workshop inauguration:** The programme was inaugurated by C.F. Akola Dr. Anil Kumar Jha. The programme was attended by DFOs of other divisions and National Park. Dr. Anil Kumar disclosed the objective of the workshop and announced that this workshop is being organized to develop better understanding between villagers and government departments.

Starting of workshop: Professors started the workshop with citing their experiences related to living in villages. They have shared that they have become habituated for busy day, tension and saphocation leaving the village. With this villager started telling about them. They have informed about benefits and difficulties of living in a village. Till lunch, very few youth have expressed their views. Most of their thoughts were focussed on politics and efforts made by them. After lunch some officials/employees have expressed their views. After tea, Professors invited selected people to express their views. These people have pointed out their problems and suggested what government should do something to solve the problems. A break was declared between 5.30 PM to 7.30 PM so that villagers can do their domestic work and then participate in cultural programme. A villager managed the cultural programme. People participated in the programme some played instrument, some sang Bhajan; some sang local Geet. Every participant of the workshop was enjoying the cultural programmes as a villager. People dispersed after dinner. The officials and professors were not satisfied with the discussion and outcome of the first day because no direction could be set. It was observed that villagers were discussing the thing in-groups.

On second day programme started at 9.30 AM Professors requested women to express their views. An old lady started speaking and a sort of competition created to speak out. While women spoke male commented and listened their views. Following points were made during discussion:

- ◆ Women are not educated so they lack information. They want information in different fields.
- ◆ Women devote maximum time for cooking, animal care, domestic work and collecting wood from forest.
- ◆ Males work less in comparison to women.
- ◆ There is no Government Hospital in the village so medical expenditure is more.
- ◆ Stealing wood from forest and selling it is the main business of the villagers.
- ◆ There is no other department working in the village except forest department so the condition of the village is poor.
- ◆ Male takes liquor and smoke. These activities consume significant earning. They do not pay attention for welfare of the family.
- ◆ No employment opportunities are available in the village or nearby places.

After the lunch male were invited to offer comments on points raised by female members. They were also requested to give solutions to problems. After a debate male members accepted the points raised by the female members. They have also criticized government departments for not doing developmental activities. They have also pointed out that the assembly representative of their area is forest minister. He has not made any effort for the development of the village but he earned lot of money.

To change the environment professors requested to search the solution of problem instead of blaming each other. Villagers gave many suggestions, which are recorded briefly:

Adjoining to Botha village there are many trees of Anjan Pala. If villagers are permitted to collect leaf from these trees for selling in nearby villages and Khamgaon they will get individual and collective benefit. It will not harm the forest area. Here DFO suggested that JFM committee could do this work. Range officer will inform the villagers about details of constituting a committee and its benefits.

If the bowl shape bottom of the Hill is constructed from one side it can become a big pond. This pond will provide water through the year for domestic use and fishing can also be done in the pond. This will raise the water level in nearby area. DFO committed for material and he requested villagers to contribute and construct the one side. DFO also committed for fish seed and technique.

Women suggested that if they are imparted training to start cottage industry they could utilize their time effectively. One villager informed that Khamgaon supplies under garments in whole of Maharashtra. There is big opportunity for stitching. DFO suggested that this work can be taken up by JFM committee. He also suggested to make available one sewing machine to each family on loan. He promised to arrange for training.

DFO instructed range officer to explore the possibilities for starting cottage industries.

Professors summarized the outcome of the two-day workshop and thanked them for their contribution. The workshop concluded with cultural programme followed by dinner.

Professors informed the DFO that they can organize three-day workshop on JFM for forest officials after fifteen days. DFO approved this proposal. The training programme was organized at forest rest house. Following topics included in the programme.

- Concept of JFM and its benefits.
- Formation of committee and its role
- Ensuring the commitment of members
- Project formulation and implementation
- Solve problems through innovative ways
- Provide leadership
- Distribution of benefits
- Revolve conflicts
- PRA

During the training trainees have informed that they have rendered 15-20 years of service but they have not received any opportunity for training. Now they have received under JFM project under the leadership of Dr Jha.

#### PROJECT INTERVENTATION

- ◆ Forest department constituted joint forest protection committee and informed them about benefits, role, work, responsibilities ways of working etc.
- ◆ Regular meeting of the JFM committee and discussion on a particular issue
- ◆ Inviting officers of other departments and obtaining information from them
- ◆ Designing the forest protection strategy and implement it. Depositing the grant of forest protection in the JFM committee account
- ◆ Selling Anjan Pala through committee

- ◆ Providing a Sewing machine to each family through Industries and Panchayat department. Arranging for training. After receiving training the management of stitching through a committee.
- ◆ Providing employment to some people in the nursery through forest Department
- ◆ Arrange money and material from Panchayat Department and requesting villagers for labour contribution for constructing a side of the Pond
- ◆ Making services of Anganwadi effective
- ◆ Organizing training and discussion on health and hygiene. Motivating villagers to construct Soakpit and Compost Pit
- ◆ Starting fish rearing in the pond
- ◆ Growing flowers and vegetables in the courtyard
- ◆ Starting the Milk business by some families
- ◆ Repairing the School building and ensuring the regular opening of the school
- ◆ Repairing the village approach road
- ◆ Building pressure by women for banning liquor consumption
- ◆ Organise health camps on monthly basis
- ◆ Stopping the grazing in forest area. Stopping the grazing of ministers' cattle.
- ◆ Sharing the experiences with people of other villagers. Feeling proud to share experiences.
- ◆ Starting cottage industries of chilly powder making and Pickle making
- ◆ Giving loan for important works to community members
- ◆ Professors meet the villagers and forest department officials every six monthly bases.

#### **IMPACT OF PROJECT IN THREE YEARS**

- ◆ Reduction of forest theft by 70 % and good relationship built-up with forest department
- ◆ Increase in income of all the families by 20-50%
- ◆ Better health and education
- ◆ Awareness about rights
- ◆ Reduction in the cases of liquor taking
- ◆ Healthy environment to live in the village
- ◆ Self confidence and increase in self dependence
- ◆ Eye opening experiences to forest department officials
- ◆ Source of motivation for adjoining villages
- ◆ Strong relationship among Government departments

Living condition improved in the village due to efforts made by forest department at the same time the strategy guided to implement JFM in other forest divisions. Dr Mohan Jha has been awarded **Indira Priyadarshani Award** and efforts of his team are appreciated at National level.

#### ISSUES FOR DISCUSSION

1. FIND OUT THE STRENGTHS AND WEAKNESSES OF CHANGE STRATEGY USED
2. PROVIDE SUGGESTIONS TO REMOVE WEAKNESSES

## SETTLEMENT OF INSURANCE CLAIMS

- A Case Study

### INTRODUCTION

This case study pertains to settlement of Insurance claims in Rupnagar district. Rupnagar district lies between North latitude 30 - 32 and 31 - 24 and East longitude 76 - 18 and 76 - 55. It is surrounded by Una district of Himachal Pradesh in the North, by Hoshiarpur district in the North West and by Ludhiana and Patiala districts in South West. A sizeable area of the district is covered by forests and hillocks. The Northern portion of the district which comprises of Anandpur Sahib and Rupnagar tehsils falls in the sub-mountainous belt while the whole of the Kharar and lower parts of Rupnagar and Anandpur Sahib tehsils fall in alluvial plains.

Rupnagar is one of the backward district of Punjab. 78.11% of its population lives in villages. Density of population is 342 slightly higher than that of Punjab i.e. 331. Percentage of working population to total population is 27.55% as against 29.03% at State level.

### **Sant Singh and his dreams**

This particular case is of Sant Singh son of Shiv Ram of village XYZ, Block Kharar and district Rupnagar. Sant Singh is at present a labourer and was sitting in the lush green paddy fields of his land lord when contacted for discussions on the subject. The discussion was particularly focussed on his present and past drives. Sant Singh started his career as a marginal farmer but was now a agricultural labourer. Sant Singh's father was a small farmer having 3 acres of irrigated land in

children). Sant Singh and his own plans and he worked for it. He had entrepreneurial abilities. He used to think of many things but money was constraint. He approached money-lenders many a times but in vain. No one preferred to lend him money on usual rate of interest as he was not perspective loanee. They had the illusions that Sant Singh cannot even pay monthly rate of interest what to talk of principal amount. But Sant Singh had the ambition to rise.

### **Sant Singh's First Venture**

Sant Singh was identified as an IRDR beneficiary and a yellow card was issued to him 1981-82 on the basis of his annual family income being less than Rs.3,600.00. For first two years after his identification, he could not get any assistance under poverty alleviation schemes and he treated yellow card of no use. Sant Singh continued his efforts and was able to get loan on yellow card for the purchase of buffaloes. He completed all the formalities of BDPO's office, DRDA's office and of the Bank. This helped him getting two buffaloes sanctioned from DRDA. The unit had to be purchased from the cattle-fair. As per guidelines he was to be given one buffalo in the first instance. He got a milk cattle against a loan of Rs.2,000.00 and subsidy of Rs.1,000.00. Sant Singh did not pay back any installment for the first 4 months as he had to clear some old debts and simultaneously had to feed his family and buffalo. The buffalo generated him a net income of Rs.150.00 per month after deducting all expenditures. Sant Singh sold the buffalo to his friend for Rs.2,700.00 after one and half year and bought another buffalo. Sant Singh started slightly withdrawing himself from labouring and started devoting much of his time in looking after buffalo and half acre piece of land. He cleared the bank loans within the stipulated time period. Bank felt that he is perspective loanee and may be given the second dose but second dose was not sanctioned to him by DRDA. He was forced to think some alternative arrangements. He discussed his problem with many persons and ultimately he came to know the scheme floated by the Land Mortgage Bank. He gathered all the preliminary informations and prepared himself to avail the facilities offered by Land Mortgage Bank.

## Second Venture

Sant Singh approached the Sarpanch and other members of the Panchayat to help him in getting loan from the Land Mortgage Bank for the purchase of dairy unit. Director of the Land Mortgage Bank Kharar helped him in getting the loan sanctioned from LMB against mortgage of one acre land for a unit of four buffaloes. He requested his brother and got all the papers transferred in his name of another half acre which was in the name of his brother. He completed all the formalities. Land Mortgage Bank Kharar sanctioned him the loan of Rs.15,000/- against the security of one acre of land. However, he did not go for a full unit of 4 buffaloes sanctioned to him. He purchased only two buffaloes and utilized only Rs.9,000.00. The buffaloes were purchased from the cattle fair organised in Ludhiana district. Sant Singh purchase two buffaloes of his own choice. Sant Singh had to bear the transportation charges from cattle fair to his house. He got the buffaloes insured with the National Insurance Company. His buffaloes description was (i) Lohi-billi with straight short horns and long tail, (ii) Kali with round short horns.

Inspector of National Insurance Company did his job and completed the official record. Sant Singh paid the insurance fee.

His tale of woe started when after seven months one of the buffalo died. He was not so much shocked as he knew that his buffalo was insured. He immediately contacted the Inspector of National Insurance Company, Veterinary Doctor, Sarpanch and two witnesses. He completed all the formalities and submitted his claim forms along with requisite papers to the National Insurance Company through Land Mortgage Bank Kharar. He kept waiting 5 months to listen from the National Insurance regarding the settlement of his claim forms. During this period he met many times to Bank authorities, National Insurance Company authorities and other agencies involved in the settlement claim and spent Rs.300 - 400/-. Insurance Company rejected his claim forms on the ground that the description

of the dead animal does not tally with the official records. Sant Singh was shocked. He again tried his fortune and filed a representation with the National Insurance Company through LMB-Kharar but his representation was rejected for the second time also.

Sant Singh lost the second buffalo too which was also insured. The buffalo died after a long illness. He did his best to save the buffalo but it was his misfortune. Once again Sant Singh had to go through the same process before submitting his claims to the Insurance Company. Insurance Company on the basis of its official records and procedures rejected the second claim also. After a time gap Sant Singh had to sell some of his household belongings to repay the bank loan. He started working as agricultural labourer in his village. His dreams dashed to ground.

### Points for Discussion

1. Why Sant Singh could not get claims for the animals insured ?
  - (a) Were there procedural inadequacy at the time of Insurance ?
  - (b) Did the Inspector misled Sant Singh and did not take adequate measure to safeguard his interests.
  - (c) Was the Inspector not properly trained to manage his job ?
2. Who was at fault - the farmer, the Insurance Inspector or the Insurance Company ?
3. What should be the possible solution in such situation ?
4. What role Insurance Company could play the second time ?

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