
UNIT 14 HRD IN OTHER SECTORS (DEFENCE, POLICE, VOLUNTARY ORGANISATIONS AND PANCHAYATI RAJ INSTITUTIONS)

Objectives

After going through the unit, you should be able to understand:

- 1 the contexts in which some major public systems operate; and
- 1 what kinds of HRD activities and interventions would be relevant in such systems.

Structure

- 14.1 Introduction
- 14.2 Contextual Background
- 14.3 HRD in the Defence Services
- 14.4 HRD in Police Administration
- 14.5 HRD in Panchayati Raj Institutions and Rural Development
- 14.6 HRD in Voluntary Organisations
- 14.7 Summary
- 14.8 Self Assessment Questions
- 14.9 Further Readings
Appendix 1. Case Study

14.1 INTRODUCTION

In Unit 12, we took an overview of HRD in government and public systems, highlighting the special contextual factors which operate in these systems. In this unit, we narrow down our focus to some special public systems to examine what HRD practices and policies are in vogue and the priorities which face HRD as a function in these systems in future. While there are many and varied government and public systems which can be discussed, we take up for discussion the specific cases of the defence sector, police administration, panchayat raj institutions and local civil administration, and organizations in the voluntary sector.

14.2 CONTEXTUAL BACKGROUND

HRD in the systems discussed in this section needs to be viewed in the context of the role which the systems play in India. The comprehensive planned approach to national development adopted after Independence, relies much on this role. Unlike in many Western laissez faire societies, government and public systems in India have a prime role to play in piloting socio-economic development. This is because our socio-economic, political and historical context necessitates a proactive, positive role of the State in order that India can catch up with the progress which the developed nations have attained. Accelerated development is necessary for us to achieve in a few decades what the West has taken centuries to achieve.¹

A serious defect of the development strategies of many developing countries has been the insufficient attention paid to administration and management of human resources. Consequently, while development increases the importance of human competence, the low level of administrative and managerial capability due to neglect of HRD creates serious disequilibrium in planned development because the magnitude and complexity of development tasks continuously outpace administrative and management capability.²

Public systems such as the police and local administration have been especially effected by the high degree of social changes which have swept the country during the last decade. Industrial growth, population increases, higher standards of living combined with increasing social and political strife have important implications for public administration systems. They need to be flexible and respond quickly and effectively to changing environment, develop personnel and organizational capabilities, devise methods to anticipate and cope with change. In effect, public systems are called upon to play a more proactive and risk-taking role.³

14.3 HRD IN THE DEFENCE SERVICES⁴

The concept of HRD emphasises the need to create a positive and healthy climate in an organization to enable its employees to increase their work motivation, initiative and commitment to the organization. It aims to create among employees a sense of pride in their work and derive achievement from goal fulfilment. Such a concept of HRD is especially relevant in the defence services.

Organizationally, the defence sector represents one of the largest, most differentiated and geographically dispersed systems of the country. Efficient coordination of defence activities for the common purpose of maintaining the security and integrity of the country can, therefore, only be brought about when appropriate skills, attitudes and behaviours are inculcated among people. Since there is a high degree of unpredictability in the events which may call for action on the part of the defence services, people have to be kept physically, mentally and morally prepared at all times. Preparing people involves developing strategies and tactics, training officers and men in the latest techniques of warfare and devising more and better methods of motivating them to ensure their commitment to the objectives of the organization. Another factor which increases the importance of human resource development activities is the absence of lateral induction of personnel at any level of the hierarchy of the defence services. Unlike other organizations, the defence services cannot fill vacancies by inducting persons from outside. So there is need for continual assessment and planning of manpower requirements and for grooming people from the lower levels for positions at higher levels.

The Institute of Defence Management (IDM), which was started in Secunderabad in December 1970 has augmented the process of development of the officers of the defence services. It's main aim is to prepare the officers to meet emerging personnel and technological needs of the defence services and thereby enhance the operational preparedness of the Services. IDM is an inter-service organization where senior officers (Lt. Cols. and above) of the Army, Navy and Air Force, and also civilians of equivalent ranks, come for management training. The Institute has a department of HRD as a part of the faculty of Organisational Behaviour. During the last 14 years, this department has developed to a great extent structurally as well as functionally. It's terminal objectives are:

- 1) Create self-awareness in participants through introspection, retrospection and self-study.

- 2) Improve their knowledge of individual differences relating to the affective side of personality like values, attitudes and motives, as well as cognitive side of personality like reasoning ability, judgement, conceptualisation, and problem solving.
- 3) Improve their understanding of the process of communication especially its transactional nature involved in personal and organizational communication.
- 4) Improve their decision making ability by developing emotional maturity, tolerance for ambiguity and empathy.
- 5) Improve their skill of making better use of human resource for increasing organizational effectiveness.

In addition to covering a wide range of topics pertaining to HRD, the department uses almost all the modern methods of imparting training including role playing exercises, case studies, films, diagnostic instruments, syndicate and panel discussions, brain storming, visits to service and industrial organizations; and conduct projects, etc. It lays special emphasis on experiential learning which has proved very effective with the service officers.

The department of HRD has conducted certain very important and useful projects in the services. The recommendations of some of these have already been accepted and implemented by the respective service organizations. For example, Progressive Leadership Training in the Army is now an integral part of the training curriculum of Army Cadet Corps, Officers Training School, Indian Military Academy, Young School, Young Officers' Course, Junior Commanders' Course, and so on. Similarly, the HRD department has contributed substantially in revising the appraisal system of the officers in the Navy as well as in the Army. It has also helped the Army and the Air Force in looking into certain aspects of motivation of their officers and men.

With a view to popularising the discipline of management sciences, IDM has brought out ten handbooks on different topics of management.

A few years back the Indian Military Academy had introduced an Honour Code for the benefit of its cadets. IDM was called upon to have a re-look at it for facilitating its implementation. That job was done by the HRD department of the IDM.

IDM is the premier Institute of Management in the defence services. It has spread the message of management sciences in general and human resource development, in particular in all the three Services, that is Army, Navy and Air Force. As a result, all the three services have made HRD a part of their existing training programmes, in one manner or another.

The activities of the HRD department of IDM is probably a good example of a training institution extending its role beyond training to HRD.

14.4 HRD IN POLICE ADMINISTRATION

Like the defence services, police services are of strategic importance to the country. They are necessary to protect the country from internal threats and to maintain the condition of law and order without which no other organizations or individuals would be able to function. Unlike the defence services however, the police system in the country has suffered considerable neglect, and this is especially with regard to human resource development.

The Indian police system was conceived as early as in 1861. It was remodelled in 1902. Over the years, social commissions were instituted to examine the problems effecting the police services. A study of police administration recently revealed that

while there were some strengths like loyalty, dedication, job security and esprit de corps in the police service, it also suffered from severe weaknesses due to excessive political interference, corruption, and lack of open interaction among members.⁵ Among the recommendations made for improving police administration were the restructuring of salaries and benefits, proper recruitment and training procedures, improved performance appraisal system, better control and communication within the administration, and measures to improve police community relations.⁶

The absence of proper and integrated human resource systems, particularly training and personnel administration are seen to be major impediments in the way of the proper functioning of the police services. Although training centres for many of the state police forces do exist, these are often treated as “dumping grounds for unwanted staff”.⁷ A working paper at a national seminar in 1986 at the Sardar Vallabhbhai Patel National Police Academy in Hyderabad pointed out to many problems with respect to recruitment, training, placement, promotion and other human resources related functions. The paper suggested the need for developing a systems approach to these problems to ensure the planned growth; development and better utilisation of police personnel.⁸

To implement these suggestions, the paper recommended the setting up of a Department of Personnel for Police Forces of the Central and State Governments. In order to ensure “maximum utilisation of human resources to help attain organizational objectives,” an integrated system was recommended to provide and develop:

- 1 objective recruitment methods based on manpower planning and forecasts,
- 1 induction and training systems to better orient policemen to the demands and changing needs of society and technology,
- 1 career management,
- 1 a uniform promotion policy based on more objective appraisal systems,
- 1 policies and systems for individual and collective grievance handling, and
- 1 comprehensive welfare policies.⁹

For many years the police administration was neglected and taken for granted. It is clear now that given the current circumstances operating in the country much greater attention requires to be paid to this vital sector of the country’s administration.

14.5 HRD IN PANCHAYATI RAJ INSTITUTIONS AND RURAL DEVELOPMENT

India is a predominantly rural and village based society. Despite rapid urbanisation, about three-fourth of our population continue to live in the villages. This is why the concept of rural development and the strengthening of rural based administrative institutions has continued to enjoy a high priority in the development policies and strategies of the country. As some scholars maintain, the relevance of what happens in national development is measured by what it does or fails to do for or with the rural people.¹⁰

The rural situation in the country is still plagued with social and economic problems. Several years of development efforts have not succeeded in eliminating age-old problems. Large sections of our small population still suffer from non-satisfaction of minimum needs in terms of health, nutrition, education and other subsistence facilities. They are vulnerable both to natural calamities like floods and droughts as well as to the exploitation of vested interests and money-lenders. Their level of economic productivity is low and they lack adequate delivery systems for employment and industrialisation.¹¹

Very early in the stage of India's development as an independent country, it was recognised by visionary leaders like Mahatma Gandhi and Jawaharlal Nehru, that the development of the rural areas needs to be vested largely in the hands of the people by the setting up of appropriate socio-political institutional mechanisms. The main such institution is the village panchayat. According to the Directive Principles of the Constitution, "The state shall take steps to organize village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self government." The Balvantarai Mehta Committee of 1958 had attempted to translate these principles into action by recommending the introduction of the panchayati raj system which was expected to establish a linkage between local leadership enjoying the confidence of local people and the government, and translate the policies of the government into action. The structure of panchayati raj was envisioned in three tiers from the bottom of rural society upwards: directly selected village panchayats at the village level, indirectly elected panchayat samitis at the block level, and zila parishads composed of ex-offices's members at the district level. Unfortunately, although boldly conceived, panchayati raj went into stagnation and decline.¹²

The role which panchayat raj was expected to fulfill was:

- 1) To encourage participative decision-making at the micro social level by involving people in decision-making relating to various activities affecting them.
- 2) Look after day-to-day administration of local areas by mobilising resources and administering day-to-day facilities.
- 3) Formulating micro-level plans on the basis of the constraints of development.
- 4) Taking care of local physical infrastructure.
- 5) Working for the awakening of the people and making them aware of their plight and rights.¹³

The by-and-large failure of the panchayati raj system is due to a number of social and political factors at the local implementing as well as the state and national policy levels. However, there are at least some critical reasons which are attributable to the absence of adequate attention to human resource development.

- 1) For a long time, the leadership of the local panchayati raj institutions was in the hands of the vested interests in the rural areas—the upper castes and landowning classes. Their continued domination over the panchayati raj institutions effectively blocked the benefits of development from reaching those for whom they were meant. Recent indications, however, are that while the upper castes and privileged groups continue to hold power in the panchayati raj institutions, the middle-class group of educated farmers and local businessmen are beginning to emerge in positions of power, and the lower castes are beginning to contest.¹⁴
- 2) A second reason has been the absence of trained competent people to carry out the tasks of administration in the panchayati raj bodies. Such tasks require not only functional skills such as financial management and technical skills for basic management and organization, but also appropriate attitudes and values.¹⁵
- 3) The absence of proper and adequate organizational structures and institutional mechanisms to lend stability and continuity to the panchayati raj institutions, is another reason for the poor performance of these bodies.

The proposed Sixty-fourth Constitution Amendment Bill introduced in the Parliament in 1989 was an attempt to resolve some of the macro-level problems facing panchayati raj institutions. However, apart from macro-level policy changes, changes in the structure and functioning of local bodies and in their managerial and human resource capabilities are also required. From the HRD point of view, the major priorities for the success of panchayati raj and rural development institutions are¹⁶:

- 1) Clarifying purposes and ensuring that these are reflected in pertinent strategies, policies and programmes.
- 2) Developing people as change agents and as culture builders to bring about necessary transformation in dysfunctional cultures existing in the rural areas.
- 3) Training and development in order to enable people develop their capacities and potential for productive employment.
- 4) Strengthening panchayati raj and other organizations engaged in development.
- 5) Increasing administrative accountability through task clarity and appropriate monitoring and appraisal mechanisms.
- 6) Developing role clarity and task or results orientation on the part of functionaries.
- 7) Motivation of functionaries through attitude change and motivation development programmes,
- 8) Developing and implementing appropriate reward systems for those involved in the routine administration and implementation of tasks.

14.6 HRD IN VOLUNTARY ORGANISATIONS

One well recognized reality in India has been that the efforts of the government and government sponsored organizations and agencies alone are inadequate to achieve the enormous task of socio-economic transformation of the country. Over the years the role of non-profit voluntary organizations has increased to a very great extent in a variety of fields such as rural development, community development, health and rehabilitation, vocational training, consumer organization, etc. Acknowledgement of the need for voluntary organisations is reflected in the Seventh Five-Year Plan document which stated that, “The Seventh Plan can be implemented successfully only with the involvement of the people. The Plan proposes to do this by increasing the involvement of voluntary agencies in the implementation of plan programmes.....”¹⁷

Voluntary organizations in India range in size from small groups of five or six individuals to large organizations employing hundreds of people and engaged in diverse operations spread across the country. The number of voluntary organizations in India is believed to be more than 8000.¹⁸ Voluntary organizations enjoy a number of advantages which make them potentially effective change agents. Being usually small in size, they are flexible and, therefore, organizationally more adaptive. They tend to have a strong ideological commitment to social justice and economic opportunity for all, and an empathy for the underprivileged sections of society. Since they are by and large autonomous in functioning, independent and dynamic, they are able to take on risks and undertake controversial activities which government and corporate bodies would find difficult.¹⁹

Two illustrations of voluntary organization activities would serve to highlight the special nature of their activities and HRD requirements.²⁰

One illustration is that of the Maliwada rural development project in Maharashtra. This project was carried out by a group of young men working for the Institute of Cultural Affairs, a non-profit international group involved in research, training and demonstration relating to the human factor in world development. Maliwada was taken up as a demonstration village. Unusual methods and approaches were used in achieving the remarkable results, for which the project is fast becoming known. These young men settled down in the village, lived and worked with the rural folk, and in 10 to 12 months they helped the villagers to remove many of the long-standing obstacles in social and economic development of the village, and gave them a measure of self-confidence the quiet rural community had not known.

A second illustration is of the well known Thilonia experiment in Rajasthan. A group of youngsters got together under the dynamic leadership of an exceptionally talented and committed young man and formed a voluntary organization named Social Work and Research Centre (SWRC). The group consisted of about 40 specialists—geologists, social workers, teachers and others—who have shunned lucrative city jobs to work for modest salaries and to serve the thousands of village artisans, labourers and marginal farmers. The emphasis on the SWRC was to work with the villagers and not for them. The SWRC established its centre right in the village and started its work from the level in which the rural poor were, recognising the skills and resources that were available in the villages. Together with the villagers, they worked on health schemes, water-supply projects, improvement of agriculture, flexi-school system, village industries, and other activities. In six years' time, this dedicated band of youngsters had changed Thilonia Block of 80,000 people into a prosperous and happy community. SWRC is now spreading its activities to near-by States.

Given the nature of their activities and their organizational characteristics, some generalisations can be made regarding the kind of HRD interventions which may be useful in voluntary organizations.²¹

- 1) Studies of voluntary organizations have indicated that they are more likely to be effective when they are characterised by a flexible and participative management culture. While many voluntary organizations begin with such cultures, as they grow in age and size, they tend to become less flexible and allow less scope for participation. Diagnostic HRD activities, climate surveys and culture-building or culture changing interventions and team development, may therefore have particular relevance to voluntary organizations.
- 2) An aspect widely neglected in voluntary organizations is the design and development of appropriate HRD systems and procedures. While many, voluntary organizations are engaged in educational training and consciousness generation activities with various client groups, they often suffer from the neglect of these aspects within themselves. Especially in large voluntary organizations, there is need for systematic mechanisms of performance and potential appraisal, and training and development. .
- 3) Voluntary organizations are also found to be more effective when their organizational climates are characterised by a high degree of achievement orientation, warm interpersonal relations and mutuality. HRD practitioners, therefore, need to address themselves to what kind of systems and interventions are required to build and foster such climates.
- 4) People in most voluntary organizations function under conditions which are usually less attractive and materially rewarding than those under which people in business and governmental organizations function. Often, working conditions and facilities are difficult and material rewards are poor. Motivation of members under such conditions is sustained largely by intrinsic, work-related rewards and the satisfaction of being able to contribute to superordinate goals. HRD activities such as target-based performance appraisal systems, activity analysis and task design, and organization development activities would be useful in these circumstances.
- 5) Finally, perhaps the most important contribution which HRD can make to voluntary organizations is to develop human resources who are motivated and capable of working in them. It is clear that voluntary organizations require people with skills and competences which may be common to those of people in other organizations, but their attitudes, values and motivations need to be distinctly different. HRD may need to reorient many of its conventional tools to the specific human resource needs of voluntary organizations.

14.7 SUMMARY

A major contributing factor to national development is the development of human resources in sectors responsible for strategic functions. This unit examined the contexts in which some of the strategic sectors function and the kind of HRD processes and interventions which are relevant. HRD in four sectors was examined: defence, police, panchayati raj institutions, and the voluntary sector. In all these sectors, the emphasis of HRD needs to be on developing commitment, motivation and morale among people to enable them function under difficult circumstances, developing appropriate work cultures, and providing for the augmentation of necessary attitudes and competences through training. The training and other HRD mechanisms applicable may differ in extent and type depending on the specific characteristics of each sector.

14.8 SELF ASSESSMENT QUESTIONS

- 1) Write short notes on:
 - a) HRD in defence services
 - b) HRD in police
 - c) HRD in voluntary organisations
- 2) Make a comparison between the HRD practices in all the sectors discussed in this unit.

14.9 FURTHER READINGS

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Introduction

The present society is characterised by high social complexity, increased dependence on technology and 'skill' specialisation. Organizations, institutions and groups working with or concerned about people are increasingly orienting their energies and actions in the direction of human resource development to help achieve their objectives.

This case makes an attempt to describe the process of application of HRD in human service organizations and its resultant effect on work, personnel and the organizations involved. Based on the experience of two voluntary development agencies, certain theoretical models of HRD applications to rural development are outlined for consideration in similar appropriate social contexts elsewhere.

Background

All work associated with rural development implies working with the poor, the oppressed and other community imbalances. The Indian social milieu in rural settings happens to contain dalits, tribals, landless labourers and related social and economic classes. The process of development work, therefore, means organizing the so called marginalised society through a conscious programme process to assume control over their own socio-economic conditions to enable further their development economically, socially and politically. Two religious organizations which undertook social work in these rural settings near Bangalore discovered during their struggle the part played by HRD systems in development.

Anekal and Thirty Villages

Anekal is a revenue block and a principal town south-east of Bangalore City and part of the Bangalore district. Anekal town is 35 km. from the city and borders on Tamil Nadu in the south. There is a higher than average concentration of scheduled caste people here and in spite of its proximity to the state capital industry, health care services, education and public facilities are only now receiving attention.

The main occupation of people here is agriculture. It is dryland cultivation of 'ragi' (a maize variety). A legacy of the Maharaja's rule in Mysore villages, tanks abound and are maintained in fairly good condition, ensuring water supply for the fields perennially.

The HRD Process

The HRD process initiated and tried out, and the development experiences of the HRD facilitators, can be seen as a two-stage process involving:

- 1) Structural changes (intervention) to meet community development requirements necessitated by the social context.
- 2) Resource initiation to achieve task relevant maturity in human processes.

The Approach

The group of executives belonging to two voluntary organizations with religious affiliation [henceforth referred in this paper as process designers (PD's)], in their casual visits to the villages, discovered proper health care and primary education were a crying need.

Initially they opted to run two clinics while simultaneously holding camps in every village on aspects of preventive and promotive health care, nutrition and sanitary habits. These camps were mainly for women.

Primary education is/was a State subject. The villagers opted for a pre-school education programme, called the Balwadi programme. Very soon, adult education came up as a need felt by the people. The Janata government was also administering its National Adult Education Programme (NAEP) through its machinery. The programme envisaged 30 to 40 villages which is the ideal unit a voluntary agency could handle. The PD's opted for one such unit of adult education. From then on about 36 villages became the territory of activity for the Process Designers.

Some of the later schemes introduced in these villages were small savings, propagation of fuel efficient smokeless choolha-stove developed by the Indian Institute of Science, Bangalore.

Process of HRD Implementation

- 1) **Structural Intervention:** The classical model of hierarchical control adopted initially to carry out development work in Anekal, did not facilitate sensitivity to the community. Working with oppressed village communities called for greater undertaking and slower reaction time to emerging issues attitudes and cultural mores. It was found that a hierarchical model created more conflicts among functionaries (the PD's) resulting in slower decision-making, lack of role clarity, lack of functional direction; and improper deployment of skill/expertise.

Through dialogue and consultative processes between members of the two voluntary organizations (PD's) the hierarchical model gave way to a 'team' model. The team assumed all responsibilities for the behaviour of the community happenings and for progress and failures in these 36 villages.

- 2) **Resource Initiation:** Social scientists have generally preferred to use "inner resource approach" for human resource development. Inner resource basically refers to providing socio-psychological climate for the individual members of the social groups to grow to their fullest potential. Providing a working climate included conscientisation, educational process, confidence building, perspective planning for the community and a realistic understanding of the rural phenomenon. Working with people carries no formal authority and one does not have a mandate to accomplish results. Both the voluntary agency and the people were free to and of each other-either to work, or to participate in the benefits or to just remain the way they are. This lack of commitment to definite developmental objectives however disturbed the PD's.

Through a consultative process the PD's obtained the endorsement of the community to work with them. This then became the primary task. Very soon, task relevant relationships and the maturity to work assumed greater significance. Twenty Balwadi teachers became the key functionaries in the village. A psychologically supportive atmosphere was created for their functioning for the start. The village community in a gathering endorsed a particular woman having their trust and support; as being suitable to be a teacher.

One of the PD's accompanied this newly chosen candidate to a neighbouring village to learn from an existing Balwadi the functioning of the programme. After one week of such learning from a senior teacher the new teacher began functioning on her own. But one of the PD's continued with her for one more week till she also performed alone. At the end of each week, meeting-cum-training sessions were organized for all balwadi teachers to meet and share experiences. Over time, this balwadi teachers assumed more and newer responsibilities. In many cases, she also became the village health worker. In addition to dispensing first-aid and simple remedies for ailments she

also educated the people against leprosy and TB, detected cases of mental disease at its onset. She often conducted adult education classes in the evenings. In isolated cases, the villagers deposited small savings in her custody.

Several changes were observed in the rural community due to the interventions’.

- 1 every child that attended a balwadi continued in the primary school without dropping out, and most of the village children attended balwadis.
- 1 women who started small savings became less and less dependent on money lenders and more credit-worthy in the eyes of the local banks.
- 1 people became aware of investment opportunities like the Indira Vikas Patra.
- 1 every child in the 36 villages was completely immunised against certain diseases.
- 1 overall literacy increased every year to the tune of 300 more literates added.
- 1 housewives began using a new, fuel-efficient, smokeless, quick cooking stove. They also formed cooperatives for employment.

Lessons

Four years of field experiences and sharing of experiences with the Indian Society for applied Behavioural Science and the National HRD Network, convinced the PD’s that unless proper HRD efforts are understood and directed with a professional ethos, socio-cultural problems of community will continue to inhabit community development processes. The roles of rural change agents became clearer once a holistic approach to HRD was adopted. HRD was seen as a means:

- 1 to help them acquire a social perspective relevant to community development and an awareness to commit themselves to the process.
- 1 to help members of the rural community to build trust in themselves and others; encourage consultation and listening; and develop confidence in its own resources.
- 1 to help the dalits and oppressed women organise themselves into autonomous bodies and for a federation to establish their rights having linkages with affiliated institutions in the State.
- 1 to help rural animators take a role of a facilitating agent for change, unlike the catalytic stance taken up by change agents in the corporate sector.
- 1 to help rural people develop an ideology of ‘inner search’ emphasising the need to share and exchange resources and strengths and involve themselves as the architects of their own development.