

**EMPOWERMENT OF WOMEN THROUGH PARTICIPATION IN
PANCHAYAT RAJ INSTITUTIONS: THE CASE OF KERALA**

*Thesis submitted to the University of Calicut
For the award of the degree of*

Doctor of Philosophy in Economics

By

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DECLARATION

I, **Vidya S**, do hereby affirm that this written account titled **“EMPOWERMENT OF WOMEN THROUGH PARTICIPATION IN PANCHAYAT RAJ INSTITUTIONS: THE CASE OF KERALA”** is a bonafide record of research done by me under the Guidance of Dr. C Krishnan, Associate professor in Economics, Govt. College, Kodanchery and under the co-Guidance of Dr. Shyjan D. Assistant Professor, Department of Economics, Dr. John Matthai Centre, Aranattukara. I also declare that this thesis has not been submitted by me earlier for the award of any degree, diploma, fellowship or any other similar title.

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ABBREVIATIONS

WID	-Women in Development
WAD	- Women and Development
GAD	-Gender and Development
WCP	- Women Component Plan
LSGs	-Local Self Governments
PRIs	-Panchayat Raj Institutions
PPC	- People's Plan Campaign
GP	-Grama Panchayat
DP	-District Panchayat
BP	-Block Panchayat
MN	- Municipality
CN	-Corporation
UNDP	-United Nations Development Programme
UN	-United Nation
SHG	- Self Help Group
NGO	- Non- Government Organization
PEI	- Political Empowerment Index
SEI	- Social Empowerment Index
E EI	- Economic Empowerment Index

ABSTRACT

The question behind us was the empowerment of women through participation in Panchayat Raj institutions. Decentralisation and Empowerment of women is widely discussed area even now also. Hence, to study decentralisation process in gender perspective is the need of the day. Devolution of funds and empowerment are the two major concept focused for this study. Empowerment is multidimensional concept hence, it is practically impossible to include all the dimensions in a single study. So the study is focused political empowerment of elected women of selected Grama Panchayats in Kerala and how political empowerment correlated with Social and Economic empowerment. The specific objectives set for the study are: to examine the allocation and utilization of Women Component Plan fund among the Local Governments in Kerala; to analyse the degree of participation of women in selected Grama Panchayat; to assess the role of social and institutional factors influencing women's participation in selected Grama Panchayat; to evaluate the social, economic and political empowerment of women through their participation in Panchayat Raj Institutions.

The study is mainly based on primary data. For the field survey, 305 samples were selected from 34 Grama Panchayats in Wayanad, Palakkad and Malappuram Districts. Proportionate sampling method was used for this study. To examine the allocation and utilization of Women Component Plan fund among the Local Governments in Kerala, we used various methods and concluded that women component plans utilisation and allocation is questionable in Kerala and Grama Panchayats gave more importance to housing related activities rather than income and employment generation programmes. Considered the empowerment of elected women members in Grama Panchayat after enter in to Grama Panchayat they attain social, economic and political empowerment.

The study concluded that generated social economic and political empowerment of elected women members from Grama Panchayats can leads to gender balanced development (Economic, social and political) of the society.

CHAPTER I
INTRODUCTION

1.1 Introduction

The world over women is struggling to break the shackles that bind them and challenging the unequal distribution of power in society. Though women constitute almost half of the population in most of the countries, their representation in decision making bodies are far from satisfactory. The national and local decision making follows serious aftermath due to the limited participation and representation of women. Representation is not limited to the official duties or positions but their duty as elected members to reflect their aspirations, aims and intentions to the society. According to Sen (2000), ‘growth of GNP or of individual income can be very important means to expand the freedoms enjoyed by the members of the society. But freedom also depends on social and economic arrangements as well as political and civil rights’. Women face many ‘unfreedoms’ related to personal, social, economic and political fields compared to men. Hence, the removal of these ‘unfreedoms’ and the empowerment of women are considered as necessary for promoting gender balanced development. Transforming the existing unequal pattern of gender relationships necessitates women’s active role in the state, markets and civil society—the key centres of power in the present globalized economy. It is, therefore, imperative for women to be in the corridors of power and have the power to negotiate a better deal for themselves, if they are to influence policy decisions which have an impact upon them. As it’s rightly noted by the Jakarta Declaration, “Involvement of women in the political arena and in decision-making roles is an important tool for empowerment as well as monitoring standards of political performance”. In empowerment, the key indeed is ‘power’; it is power to ‘access’, ‘control’ and make ‘informed choices’.

Empowerment should be a process aimed at changing the nature and direction of systemic forces which marginalize women in a given context. It refers to a range of activities- individual self-assertion to collective resistance, protest and mobilization that challenge basic power relations. United Nations Development Programme (UNDP) described empowerment from the outlook of participation. Subsequently it states that development must be by people, not only for them but, people must

participate fully in the decision making processes that shape their lives, but at the same time endorse a rather instrumentalist view of empowerment. For Baltliwala (1993) empowerment is seen as gaining control over self, over ideology and the resources that control power. Thus acquiring control over formal power can be seen as an effective way to control resources.

Thus, empowerment is seen as getting access to formal structures of power through political representation, firstly and then challenges and restructuring the power structure which marginalize and oppress women. Political presence can be directly linked to empowerment. Bringing women into decision making bodies will enable them to have 'power over' the decisions which influence them. Empowerment, thus, connotes not only the occupation of the position of power but also should challenge the structures of oppression. It should include not only an exercise in enhancing representation but also lead to an awareness which helps in challenging the power structure.

Attempts to integrate women into development were seen by the middle of the twentieth century in various countries. Women's efforts to gain a voice in governance are, perhaps, as old as humanity. However, till 1970s development theory and practice virtually overlooked women and her perspectives. The role of women in development was all but invisible and women and gender relations were ignored within these frames (Brohman 1996: Nussbaum 2003). Such efforts got legitimized and were promoted only after the U.N Decade for Women (1975-85) and the events accompanied it (Hahner 1985). In fact, the theory and practice of development hardly distinguished men and women assuming that development policies and programmes benefit all more often than not. While gearing all efforts to the welfare of 'women as child bearer and the worst hits of poverty and malnutrition', women's role in agriculture and other productive sectors was left unperceived and women were systematically excluded from various aspects of development, identifying women as impediments to development (Parpart 1993). Women, who were placed at the margins of development framework, considering them either as obstacles to development or

passive beneficiaries of it, were seen slowly moving towards the mainstream during the recent decades.

The policy approaches to women since 1950s, which reflected the recognition of their important role in development, coinciding with the concern for their needs, a necessary confluence of changes in the macro level social and economic policy approaches to development, have been shifting its focus first from 'Welfare' to 'Equity', then to "Anti-poverty' and 'Efficiency' and finally to 'Empowerment". One has to see the 73rd and 74th amendment of the Indian Constitution in this backdrop. These amendments institutionalize a pivotal position to women in power structures. During the last 25 years of its implementation has brought in several changes in the status and role of women in governance.

The 73rd and 74th Amendment Acts (1993) of the Constitution seek to institutionalize village's participation in rural local governance and 33 per cent quota for women in Panchayat Raj Institutions. It has opened up immense opportunities for the development and progress of the rural women. Women's entry into governance through reservations is expected to be a part of a long term process of fostering gender equality (Kodoth and Mishra, 2011). Hence the overall growth and sustainable development of the society depends upon the active participation of women in the society.

It is an undisputed fact that the decentralization process has provided a golden opportunity to rural women through financial assistance and political participation in Panchayat Raj Institutions (PRIs). Financial assistance in the form of Women Component Plan (WCP), its effective allocation and utilisation lead to improve their basic amenities, income and employment generation and helps to achieve empowerment. As far as the political participation is considered, it helps to attain personal, economic, social and political empowerment of women. These are the ultimate goal of the decentralization process in the lance of women empowerment. Two decades have passed since the implementation of 73rd and 74th Amendment and hence it is the right time to evaluate the contribution of this revolutionary enactment on women empowerment and how it improves the overall capability of women.

1.2 Literature Review

Women participation in politics and political empowerment of women is questionable in Kerala like in India because, the percentage of women participation in Parliament, State Legislative Assemblies and political parties has been lesser than men across our nation. “Political participation includes not only the right to vote and actual voting behaviour, but also the candidacy, election and appointment of women at all levels of government and within party structures” Shaul (1982). The method of providing political empowerment of women, the Government has been amended the Constitution (73rd and 74th Amendment Act) and timely revised reservation policies. This section attempts to give an overview of important studies related to political empowerment of women through participation in Panchayat Raj Institutions under broad heads.

- a) Conceptual and theoretical background of the study
- b) Studies on Decentralisation in gender perspective
- c) Studies on Women Empowerment and Women Participation in Local Self Government.

a) Theoretical and Conceptual Background of the study

In this section, we present the conceptual and theoretical background of the women empowerment, which is more relevant in the present study. The concept of women empowerment is multidimensional in nature and many academicians and scholars widely discussed by the concept and defined in their outlook. In this study we have been try to discuss the women empowerment through participation in Panchayat Raj Institution. The participation is mainly as a representative in PRI and as part of involvement in the programmes implemented by the PRI's. Hence the present study focuses on women participation and how its leads to the overall improvement of capabilities of women. Therefore, we reviewed various concept and definitions given by the existing studies and try to arrive at a working definition for the present study.

1.2.2 Concept of Women Empowerment

The concept of women empowerment, its definition, dimensions, elements and measurement is widely discussed by academicians' and scholars. Empowerment as an approach was first delivered at International Women's Conference in 1985, at Nairobi. The conference wrapped up that empowerment is a redistribution of power and control of resources in support of women through positive inference. Widely empowerment means human beings obtaining the power to exercise choice, think and act freely, and to fulfil their ability as equal members of society. The term gender literature mentions that women empowerment has two phases. In general, it refers to empowering women to be independent by contributing access to all these freedoms and opportunities, which were rejected in the past only because of their being women. In specific sense, women empowerment refers to reinforcing their position in the power structure of the society. The word empowerment mainly means that the women have the power to manage their daily lives in political, economic and social terms, an ability which helps them to move from the outer edge to the centre stage. Empowerment is a concept, by which women obtain greater control over intellectual resources and material which will aid them to increase their capability, and improve them to maintain their independent rights and challenge the outlooks of patriarchy and the gender bias against women. This will also facilitate them to organize themselves to insist their autonomy to make decision and choices, and ultimately remove their own servitude in all the institutions and structure of society (Batliwala 1995; Malhotra 2002).

The term Empowerment has its origin from the term empower which means "to give power or authority" and to "enable or permit". United Nations Development Programme (UNDP) described empowerment from the outlook of participation. Subsequently it states that development must be by people, not only for them but, people must participate fully in the decision making processes that shape their lives, but at the same time endorse a rather instrumentalist view of empowerment. Empowering women to exercise their choice and investing in their capabilities is not only valuable in it but is also the surest way to contribute to economic growth and overall development (UN, 1995). United Nation defines; "participation is the creation

of opportunities to enable all members of a community to actively contribute to an influence the development process and to share equitably the fruit of development. Women contribute to development not only through remunerated work but also through a great deal of unremunerated work” (UN, 2006). Moser also connected empowerment to the contradicting definition of participation. One of the most broadly approved measurements of empowerment is through the distinction between participation as a means and ends. He believes that it is important to look how projects move from focus on participation as a means to increase efficiency, effectiveness or cost sharing towards participation as an end for empowering and building capabilities (Moser, 1989). Oxfam (1995:14) defines; empowerment is demonstrated by the quality of people participation in the decisions and processes affecting their lives. In theory, empowerment and participation should be two different sides of same coin. In practice, much of what passes for popular participation in development and relief work is not in any way empowering to the poorest and most disadvantaged people in society and in the same year they defined empowerment is about challenging oppression and inequality. It involves challenging the forms of oppression which force millions of people to play a part in their society on terms which are inequitable, or in ways which deny their human rights. Moser (1983) interprets participation as a means where it generally becomes a form of mobilisation to get things done. Holcombe (1995) has viewed empowerment as participation, sharing control, entitlement and influencing decision making by women.

According to Sen (1998) empowerment is a procedure of acquiring power to control external resources or increase internal capabilities and self-esteem. External change agents can provide a supportive environment or catalyse the process, and group processes are commonly decisive, but individuals in the final investigation empower themselves. Empowerment simply, means the potential to execute choice, in other words, freedom in decision making. The scope of this decision making could extend from individual life choice to decision at the family and community levels. The choices mentioned here are those related to matters that carry a major influence on the life of an individual, and that determines the quality of her relationship with rest of the society. Empowerment refers to a range of different activities from individual self-

insistence to collective defiance, protest and mobilisation that challenge basic power relation. Kabeer (2000) interpreted empowerment in three dimensions

1. Resources: which forms the condition under which choices are made
2. Agency: which is the heart of all the process by which choices are made
3. Achievements: which are the outcomes of choice.

Sen and Batliwala (1997) define empowerment as greater self-confidence, and an inner transformation of one's consciousness that enables one to overcome external barriers to access resources over changing traditional ideology (Batliwala, 1995; Malhotra, 2002). Chandra (1997) who defines empowerment as both a process as well as result of a process, is seen as being manifested in redistribution of power that challenges patriarchal ideology through gain and control over informational resources. Mohanty (1995) define "the term empowerment as, giving power to a certain unprivileged section of society". Empowerment enables them to participate in development as a democratic process. It is a process that emancipates women from their subordination and 'unfreedoms' and it enables them to gain the vital capabilities for decision making and participation in democratic process. UNICEF (1993) has defined empowerment in the context of equality in welfare, access, participation and control.

World Summit for Social Development (1995) defined that Empowerment requires the complete participation of people in the implementation, formulation and evaluation of choices which determines the function and the wellbeing of our society. Empowerment involves organising them into formal groups and associations, trade union and cooperatives etc. for applying collective pressure, enunciating demand and effectively participating the decision making process with the utmost objective of building foundation of individual collective self-reliance. Oxaal and Baden (1997) described empowerment as a situation where people fully participate in the decision processes which shape their lives. He concluded that empowerment is a valuable concept as it highlights the idea of considering women as active agents, than passive recipients of development strategies and women's organisation plays an important part in the empowerment of women individually and collectively. Muraleedharan (2001) defines the individual empowerment of women at the household and community level

enabling her to take her own decisions, possessing her own income and resources, enabling her to have an enhanced role in family and community, participating at the decision making levels and influencing the crucial decisions in the family and community and enjoying a free peaceful life. Mehra (1997) defined empowerment in the context of women and development. Empowerment should include the expansion of choices for women and an increase in women's ability to exercise choice. Actions that attempt to strengthen women's capacity to choose can amplify their choice.

Friedman (1992) defines empowerment linked with political empowerment and social empowerment, so that political empowerment requires a process of social empowerment through which effective participation in politics becomes possible. Bargava and Subha also discussed the political empowerment of women. They defined political Empowerment as the ability to influence decision making process, planning, implementation and evaluation by merging them into the political system. It indicates political participation which contains right to vote, campaign, contest, representation in political office and party membership at all levels and effectively influences their political empowerment. According to Siwal (2002) 'political empowerment is a process of alertness and ability building which leads to greater decision-making power, greater participation and control to transformative action'. Hence 'political empowerment refers to the process by which women get due recognition on par with men, to participate in the development process of the society through the political institution as a partner with human dignity' (Pandey, 2013). Shaul (1982) defined that political participation includes not only the right to vote and actual voting behaviour, but also the candidacy, election and appointment of women at all levels of government and within party structure. It may also include women's participation in grassroots organisations such as neighbourhood groups. Bapat and Patel (1993) define politics as collective venture for social transformation that empowers women to fight any form of exploitation, oppression, degradation and injustice. A network will help the process of strengthening women's influence on development policy, enhancing political participation of women and highlighting women's concerns in the decision making bodies. Stromquit (1988) advocates that political empowerment would encompass the ability to organise and mobilize for

change. Empowerment process must involve not only individual awareness but collective awareness and collective action. The notion of collective action is fundamental to the aim of attaining social transformation. The Human Development Report (1995) defines empowerment as people fully participating in the decision making process that shapes their lives.

The Oxford English Dictionary defines the verb empowerment as “to enable”. The Merriam Webster’s Dictionary similarly describes the verb empowerment as “to authorise or delegate or give legal power to someone”. In management studies this idea of delegation and the decentralisation of decision making power are central to the empowerment notion. Narayan (2002) defines that Empowerment approaches can strengthen good governance, which in turn enhance growth prospects. Empowerment refers widely to the extension of freedom of choice and action to shape one’s life and it is the expansion of assets and abilities of ordinary people to participate in, influence, negotiate with, control and hold accountable institutions that affect their lives. She also said that empowerment of poor, eliminated or subordinate groups are a product of the interaction between the agency of these individuals and groups and the opportunity structure in which this agency is potentially exercised. Agency is defined by the capacity of actors to take purposeful action, a function of both individual and collective assets and capacity. She argued that empowering approach is not most appropriate for achieving every development outcome. An empowering approach is often useful in the following five areas.

1. Provision of basic services
2. Pro-poor market development
3. Improved local governance
4. Improved national governance
5. Access to justice and legal aid

Mason illustrated Empowerment as power and it involve not only gaining new individual capacity but also the evolution of new believes about their right to exercise these abilities and take advantage of opportunities in their communities. Banu et.al (2001) have conceptualised empowerment as the capacity of women to curtail their

socio economic vulnerability and reliance on their husband's or other male counterparts, in terms of their ability to participate in income generating activities and freely spend the income thus generated to accumulated assets over which they can have the right of sale and profit, increase their contribution to household expenditure and thereby achieve a greater role in household decision making and finally boost their self-confidence and self-esteem. Sen (1998) expresses a related view i.e. empowerment is the procedure of gaining power to control external resources as well as to raise internal capacities and self-esteem. Empowerment is not synonymous with decentralisation or participation. Women, racial or ethnic minorities, and other groups often suffer discrimination in more than one dimension.

Schuler (1986) in his study argues that empowerment is a more extensive concept constituting individual consciousness increasing, collective conscious development, and mobilisation of resources for political and legal action. Malhotra and Schuler (2005) and Hashemi (1993) have identified the most notable element of empowerment such as mobility and visibility, sense of economic security, self and vision of future, status of decision making power within the household, ability to interact effectively in the public sphere and participation in non-farm group. Bisht (2015) defined empowerment as the ability to bring over control and this can vary from person to person and from situations to situation. It is seen as an individual attribute; the conclusion is that there are certain attributes that are associated with an empowered person. Empowerment is a process of expanding the insight of self-adequacy among organisational groups by recognizing the requirements that promote helplessness and through their exclusion by both formal and informal organisational practice techniques of providing sufficient information (Conger and Kanungo, 1988). Rao (1996) elaborated the important components of empowerment such as control over resources and sustaining the gains, equal participation in decision making process, improvement in physical and social conditions and emphasizing on the social transformation element of empowerment.

Hazel and Baden (2002) explains empowerment as an up-sides process including the transformation of gender power relations through groups or individually and by

developing awareness of women's subordination and constructing their ability to challenge it. Empowerment is a process which is too tangled, rather than something that can be specified systematically as a top down strategy. It is quite absurd to demand to empower women, it is also unfair to express empowerment in terms of particular actions or end result, as empowerment is actually a process whereby women, individually or collectively and freely develop and voice their wants and interests without them being limited or constrained from above. Bagchi (1999) cited the meaning of women's empowerment for carrying out the programme of action the NPP said "women become empowered through collective reflection and decision making". The important parameters for women empowerment are; developing ability to think critically, building up group cohesion, building a positive self-image and self-confidence, and fostering decision making and action, establishing equal participation in the process and bringing about change in society and providing the resources for economic independence.

Sahay(1998) advocated empowerment as a process of awareness and capacity building which leads to greater participation and further to a greater decision making power and control and to transformative action. National Policy on Empowerment of women (2001) envisages a series of goals toward women's empowerment.

1. Creating an environment through positive economic and social policies for development of women to enable them realise their full potential.
2. The de-jure and de-facto enjoyment of human rights and fundamental freedom by women on equal basis with men in all spheres political, social, economic, cultural and civil.
3. Equal access to participation and decision making of women in social, political and economic life of the nation.

Empowerment is a word widely used, but seldom defined. Long before the popularity of the word; women were speaking about gaining control over their lives, and participating in the decisions that affect them in the home and community in government and international development policies. Empowerment is a process and is not, therefore, something that can be given to people. The process of empowerment is

both individual and collective, since it is through involvement in groups that people often begin to develop their awareness and the ability to organise to take action and bring about change.

World Social Summit Copenhagen (UN: 1995) has emphasised on the strategy of empowerment as mainstreaming endeavour of the marginalised groups. The Summit specifically focused on the relevance and need for 'people's initiatives', people's empowerment and strengthening capabilities of the people. Regarding the objective of development, the summit specifically observed that 'empowering people particularly women, to strengthen their capabilities is the main aim of development. Empowerment requires the full participation of people formulation, implementation and evaluation of decisions determining the functioning and well-being of the societies'. The Social Works Dictionary (Barker, 1991) defines empowerment as the process of helping a group or community to achieve political influence or relevant legal authority. Empowerment also refers to the state of possessing or controlling. Empowerment refers to on-going capacity of individuals or groups to act on their own behalf to achieve greater measure of control over their lives and destinies. Baltiwala, (1995) described empowerment as a method for developing personal and interpersonal power through a process of self-awareness .World Bank (1998) definition of empowerment stands for "the expansion of assets and capabilities of poor people to participate in, negotiate with, influence, control and hold accountable institutions that affects their lives". Karl (1995) observes that empowerment involves collective awareness building, capacity building and skill development, participation and greater control and decision making power and action to bring about gender equality. Sethi (2007) defined People participation focuses on the participation of people in the grassroots level development decision making process particularly in the formulation and implementation of local development programmes, sharing resources, monitoring and evaluation. Participation is a self-generating and learning process that stimulates people to become capable of identifying and dealing with their problems actively and take up challengers in the other spheres of life as well.

1.2.3 Theoretical Background

This section focuses on the theoretical background of the concept of women empowerment. As mentioned above the concept like women empowerment has widely accepted after the implementation of various development programmes and declarations. Therefore, to discuss such development approaches and declaration may provide theoretical support to this concept. This study mainly focuses on the women participation in PRI's and how its leads to improve the overall capability of ordinary women. Therefore we mainly concentrated on capability theories in economic sphere.

In the early Vedic Age women enjoyed a position of esteem and they were treated as equal to men. But in the later Vedic Age onwards the position of women in the society had considerably deteriorated Nandal and Rajnish (2014). This led to inequality between women and men in social, economic and political fields of the society. These inequalities lead to the gender related issues in our society and it inversely affected the development. To reduce the inequalities between men and women, policy makers have introduced several development programmes but over the years development programs have been ignoring gender roles. But during the 90's we can see that there is a shift to integrate women into development programs in hope of eradicating poverty and low social economic status (Collins, 2013). There are theories existing related to women issues in development, a few are discussed below.

Women's needs have been divided into two categories: practical and strategic needs. Practical approaches are adopted to secure women's development. As the term suggests, practical needs are those dealing with matters of a practical nature such as health, water and education. Strategic needs, on the other hand, are those that deal with changing the status of women and include policy and legal measures to deal with issues such as the gender division of labour, domestic violence, and increased women's participation in decision- making.

The welfare approach or Social assistance was introduced back in 1950s to the 1970s during the era of decolonization and political transitioning in most African and Asian countries. Until the early 1970s, the needs of women were addressed by the

development programmes almost entirely within the context of their reproductive roles. The main focus was on mother and child health, child-care and nutrition. The focus was clearly on meeting practical needs. The broad economic strategies oriented towards modernisation, this growth would trickle down to the lower sections of the society which would further improve the condition of the ordinary women as they benefit when the general economic situation improved. But the assumptions that women's position would improve altogether with general improvements in the economy, or with the economic status of their husbands, began to be challenged as it became clear that women were in fact losing out. Women are considered backward and traditional, while men were increasingly identified with the modern and progressive. Men were supported in this with economic development projects, such as the introduction of cash crops, and new agricultural technologies that excluded women. It emphasised the re-valuing of women's contribution and share of benefits from development which meant that the approach dealt with issues of policy and legal measures as a means of bringing about equity. The equity approach, in contrast to the welfare approach, saw women as active participants organising to bring about necessary changes. The Anti-Poverty Approach focuses on both the productive and reproductive role of women with a priority on satisfaction of basic needs and the productivity of women. A key operational strategy required access to income generation and waged employment. The tendency with this approach was to reinforce the basic needs and ignore the strategic needs of women.

The efficiency approach a product of the economic reforms known as the Structural Adjustment Programmes of the International Monetary fund and the World Bank was found in 1980s and they targeted women as workers. Its aim increased production and economic growth with an emphasis on full utilization of human resources. Education and training are therefore key strategies. Advocates of this approach argue that gender analysis makes good economic sense. This is because understanding the roles and responsibilities of men and women as part of the planning of development activities helps to improve effectiveness and ensures that they can play their part in national development. The efficiency approach successfully brought the concerns about women into the mainstream of development. However, this was done with an attention on

what women could do for development, rather than on what development could do for women. However, efficiency approach sort to not just include women into development projects but also emphasis their level of productivity and effectiveness in the labour market. So this required the development of infrastructure and equipment that aided to increase women's earning and productivity, especially women in the rural areas (Collins, 2013). The goal of the empowerment approach is to increase the self-reliance of women and to influence change at the policy, societal, economic, and legislative and other levels to their advantage. Its main point of reference is the "triple roles" of women and it intensifies women's access to decision-making. Its main strategy is increasing awareness and situates women firmly as active participants. Building organisational skills and self-esteem is an important aspect of the empowerment approach. The empowerment approach has been helping in ensuring that opportunities are opened for women to determine their own needs. However, empowerment has often been misunderstood to be an end rather than a means.

By the 1970s women were abandoned from development and they were not benefiting from the development programmes. They ignore gender role in development programmes and therefore their position and status in society was impoverished (Muyoyeta, 2007). The Women in Development (WID) was established as a result of three major gender related movements. The first step also known as women's suffrage movement, originated in North America in the late 19th century, when women fought for gender equity to vote and participate in politics. The second wave deals with the social and cultural inequalities women faced within every day affairs. The third was influenced by Boserup (1970) in her publication on "Women Role in Economic Development", explains why women were being dispossessed and equal share among men in social benefits and economic gains (Collins, 2013). These movements helped in addressing the social, economic and political inequalities that existed in the society and persuaded to include gender perspectives in development programmes. The WID approach saw the issue as the removal of women from development programmes and approaches. The solution to this problem was to integrate women into such programmes. WID saw women as a group who were being treated as lacking opportunity to participate in development. The main task, therefore, was to upgrade

women's access to resources and their involvement in development. This approach argued for the assimilation of women into development programmes and planning. It helps to improve the status of the women in society and a major prominence on income generating for women as a means of integration. It had been placed a prominent role in United Nations and they declared 1975 to 1985 as the decade for women. WID approach made claims for women's involvement in development; it did not call for modifications in the overall social structure or economic system in which women were to be included. Women in Development approach aimed to focus on women almost particularly and assumed that women were outside the mainstream of development (Muyoyeta, 2007).

In the latter 1970s as a result of the drawbacks of the WID approach, the Women and Development (WAD) approach emerged. It adopted a Marxist feminist approach and the main argument of WAD was that women had always been part of the development process. WAD argued that women have always been crucial economic actors. The work they do both inside and outside the household is critical to the maintenance of society. However, this integration has only served to sustain global inequalities. Therefore the WID approach that placed importance on coordinating women into development was incorrect. The main target of WAD is on the interaction between women and development processes rather than solely on strategies to harmonise women into development. WAD noticed that due to the disadvantages in class and the way wealth is allocated both men and women did not benefit from the global economic structures. WAD therefore argued that the integration of women into development was to their disadvantage and only made the situation of inequality worse. It has been argued that, although at a theoretical level WAD noticed and focused strongly on class, in practical level, it focused on project design and implementation, it looks like WID is grouping women together irrespective of other considerations such as class divisions.

In 1980s further movements on the development experiences of women gave rise to Gender and Development (GAD). It bought together the lessons learned and the limitations of, the WID and WAD approaches. GAD looks at the impact of

development on both women and men. It dealt as an exhaustive overview of the social, economic and political realities of development. Its origin relates back to the Development Alternative with Women for a New Era (DAWN) network, when it was first initiated in India (Collins, 2013). It seeks to assure that both women and men participate in and benefit equally from development and so emphasises equality of benefit and control. It recognises that women may be involved in development, but not necessarily benefit from it. GAD is not concerned with women entirely but with the way in which gender relations assign specific roles, responsibilities and expectations between men and women, often to the detriment of women. Development, therefore, is about deep and important changes to relations dealing with gender inequality within society. This approach also pays particular attention to the persecution of women in the family or the 'private sphere' of women's lives. As a result, we have seen projects developed which addresses issues such as violence against women. The GAD analysis is needed for women to organise themselves into a more actual political voice in order to strengthen their rights legally and increase the total number of women in decision-making.

After GAD Approach, the documents related to the World Summit for Social Development held in Copenhagen on March 6-12, 1995 where 'empowerment' figures prominently as an objective. The Declaration signed by the heads of the states and governments says the following: We affirm that in both economic and social terms, the most productive policies and investments are those which empower people to maximise their capacities, resources and opportunities. The Declaration and the Programme of Action have many such statements which clearly link up empowerment with economic globalisation. This statement also implies that empowerment as such - even in the sense it is used here - is not the goal, but something to be understood in the context of production and investment. At another place there is a little more focus on empowerment: Recognise that empowering people particularly women, to strengthen their capacities is a main objective of development and its principal resource. Empowerment requires the full participation of people in the formulation implementation and evaluation of decisions determining the functioning and the well-being of our societies (Mohanty 1995).

As mentioned above approaches gave more importance to women's social, economic and cultural aspects in development. The political rights or the participation of women in development structure were ignored. This study focussed on the political participation or freedom of the women and through political freedom how the society leads to gender balanced development. Therefore, this study has been focused on capability approach and how it helps to attain political freedom of women.

The concept capabilities were first expressed by Amartya Sen in the early 1980's (Sen 1980, 1984, 1985, 1987, 1992, 1999) as an alternative to neoclassical welfare economics (Staveren, 2008). Capability can be identified in Sen's critiques of traditional welfare economics, which generally converge wellbeing with either opulence (income, commodity, command) or utility (happiness, desire, fulfilment)(Crocker 1992 and Clark 2002,2006, pp. 29-34). The capability approach as a philosophical theory has been much discussed as Rawls' Theory of Social Justice. Rawls' theory provides a framework that discusses the magnitude, in a society presumed to consist of free and equal persons, of political and personal liberties, of equal opportunity, and cooperative arrangements that improve the more and less advantaged members of society (Garrett, 2005). In the capability approach, it is people's capabilities to function and what people are able to do, rather than what they have in terms of income or communities. The capability replaces utility with capabilities as the significant informational space for analysis, and it replaces a conception of coherence as utility maximisation with the assumption that people choose 'what they have reason to value' in order to lead a prospering life. But the shift of goods into capabilities does not occur in a social vacuum. Sen accepts how personal and social differences between agents may alter the transformation of commodities into capabilities. Here, his attention with inequality comes into the analysis of capabilities (Staveren, 2008).

The capability approach observes development "as a process of expanding the real freedoms that people enjoy (Sen, 2000:36). Sen's notion of freedom (as the capability to achieve valued ends) has many interests and contributes important juncture to analyse gender inequalities. Sen's *Development as Freedom* (1999) presents freedom

as the fundamental value in development. “The Expansion of freedom is viewed, in this approach, both as the primary end and as the principle means of development” (Gasper and Staveren, 2003). Sen (1999) describes that “Development requires the removal of major sources of unfreedoms. The violation of freedom results directly from a denial of political and civil liberties by authoritarian regimes and from imposed restrictions on the freedom to participate in the social, political and economic life of the community. We already mentioned that development depends on freedom of individuals”. Sen argued that freedom is central to the process of development for two distinct reasons;

1. The evaluative reason: estimation of progress has to be done mainly in terms of whether the freedoms that people have are intensified.
2. The effectiveness reason: realization of development is thoroughly liable to the free agency of people.

What people certainly achieve is determined by economic opportunities, political liberties, social power and the permissive conditions of good health, basic education and the inspirations and actions. The institutional preparations for these opportunities are also influenced by the performance of people’s freedoms, through the liberty to participate in social choice and in the making of public decisions that induce the progress of these opportunities. Hence, people’s freedom is necessary for development and capability approach stress upon the freedom.

Many researchers, academicians, policy makers used Sen’s capability approach in their studies. Bisiaux (2013) discussed about freedom and agency in capability approach the definition of freedom in the capability approach has been outlined by the epistemological approach taken by Sen and its supporters. As well-being means in simple terms to living a life of actual choice, the approach to freedom has been one of self- direction, including the capacity to shape one’s path as an individual with particular attributes and circumstances. Freedom therefore does not relate to rights or similar accounts of de jure freedom- freedom in the capability Approach is understood as effective freedom, the use of which gives access to actual opportunities. Agency has a somehow identical definition and understands out as one of the prominent

supporting approach to the well-being in the capability space. Agency encloses an additional dimension compared to freedom, expressing that “what a person is free to do and achieve in pursuit of whatever goals or values he or she regards as important” aligns with the concept of capability (Sen 1985). Sen also adds that agency is entrenched in the actions of “someone who acts and brings about change, and whose achievement can be judged in terms of her own values and objectives, whether or not we assess them in terms of some external criteria as well” (Sen, 1999). Sen and Dreze (2002) argued that “the capability approach is essentially a ‘people centred’ approach, which puts human agency at the centre of the stage. The decisive role of social opportunities is to expand the domain of human agency and freedom, both as an end in itself and as a means of further expansion of freedom”.

Many academicians, and researchers used capability approach in their works and they define capability approach in their amplitudes. In this most eminent was Martha Nussbaum, she had made some important contributions to this approach, some together with Sen (Nusbaum, 2000 and 2003; Nusbaum and Glover, 1995, Staveren). “Majority women of the world lack support for essential functions of a human life. They are less nourished than men, less healthy, and more vulnerable to physical violence and sexual abuse. Similar obstacles often deter their effective participation in social life. All these factors are responsible for their emotional wellbeing: women have fewer opportunities than men to live free from fear. In all these ways, unequal social and political circumstances give women unequal human capabilities”. Therefore, Nussbaum’s capability approach is philosophical, and she tries to express why we need philosophical theories in order to approach these issues well. Her capability approach while attractive for many reasons has special benefit when we are advancing the special problems faced by women: both intellectually and practically there is a strong link between an interest for gender justice and reasons we might have to focus to the capabilities approach. She argued that the best approach to this idea of a basic social minimum is contributed by an approach that focuses on human capabilities that is what people are actually able to do and to be in a way, informed by an inherent idea of a life that is valuable of the dignity of the human being. Nussbaum identifies a list of central human capabilities setting them in the context of a type of

political liberalism that make them accurately political goals and show them in a manner free of any particular metaphysical grounding (Nussbaum 2000).

We already mentioned that many academicians has used and defined capability approach in their respective works. In that studies most prominent was the Swedish Approach, studies on Nussbaum, Alkire and Black, Robeyns etc. they defined capability approach in various dimensions.

Table 1.1
List of Capabilities Dimensions

Author's	Swedish Approach	Sabina Alkire and Rufus Black(1997)	Martha Nussbaum (1995;2000;2003)	Robeyns (2006)
Dimensions	1. Morality 2. Physical and mental health and health care 3. Employment and working hours 4. Working conditions 5. Economic resources 6. Educational resources 7. Housing conditions 8. Political resources 9. Family and social integration 10. Leisure and recreation	1. Life 2. Knowledge and appreciation of beauty 3. Work and play 4. Friendship 5. Self –integration 6. coherent self determination 7. Transcendence 8. Other species	1. Life 2. Bodily Health 3. Bodily integrity 4. Senses, imagination and thought 5. Emotions 6. Practical reasons 7. Affiliation 8. Other species 9. Play 10. control over one's environment	1. Life and Physical Health 2. Mental well-being 3. Bodily integrity and safety 4. Social relations 5. Political empowerment 6. Education and knowledge 7. Domestic work and nonmarket care 8. Paid work and other projects 9. Shelter and Environment 10. Mobility 11. Leisure Activity 12. Time Autonomy 13. Respect 14. religion

Source: Ingrid Robeyns (2006)

The Swedish approach to welfare, developed since 1965, has generated the above mentioned list. This approach specifies that a person's standard of living is her command over resources in the form of money, knowledge, social relations,

possessions, security, mental and physical energy and so on (Erikson 1993: 72-73). This approach diverges from the capability approach in that it concentrates on material and non-material resources, and achieved functioning. Alkire and Black (1997) argue that the elements on a list should be the main reasons that people have for enacting, that is, reasons for doing or not doing certain things. They explain that one should compare the list to see whether some of the dimensions overlap. They also argued that applying the yardstick in this context makes it immediately clear that this list will not be very favourable in an academic or political discussion on gender inequality at the individual level and many items on this list are too hypothetical and vague for our purpose.

A widely published list of capabilities is the one which was proposed by Nussbaum (1995: 83-5; 2000:78-86; 2003). Her list has ten dimensions and Robeyns list overlaps considerably with Nussbaum's at the same time, there are several differences. For policy related issues and debates in the social science is that, should we use Sen's conceptualisation of capabilities or Nussbaum's? Nussbaum's interpretation of functioning and capabilities is different from Sen's, and Robeyns follows Sen's conceptualisation. Sen considered capabilities as real opportunities, but Nussbaum viewed that they also included internal powers, talents, and abilities. Nussbaum (1988:176; 2003) has argued that Sen should recommend one certain list of valuable capabilities; if he wants to apply the capability approach to gender equality and social justice. She claims that Sen should endorse one definite list of capabilities. It is crucial to note that Nussbaum's and Sen's versions of the capability approach have different theoretical assertions, and their approaches entails different conception of what the list should be doing. Her list is a list of normative things to do, it has a highly prescriptive character and she makes strong universalistic claims regarding its scope. Nussbaum has also used the capability approach to develop a universal theory of the good. It applies to all social justice issues, and to the world as a whole. Her list is intensive to culture and context. It is formulated at a highly abstract level, and for each country or community it can then be made more specific.

Application of Sen's capability approach can be very diverse. They can concern social, political, economic, legal, psychological or other dimensions of advantage, taken together or individually or in any combinations (Robeyns 2006). Therefore, through political participation women can improve their capabilities and its leads to social, economic and political empowerment of women.

This study focuses on capability approach in gender perspective especially the political freedom of women. Globally, there has been 'substantial progress in developing women's capabilities, but their representation in economic and political decision-making remains very dismal' (UNDP, 1995:4). Hence, economic or political freedom is also essential for the wellbeing and over all empowerment of women. In Sen's capability approach, the expansion of freedom is viewed both as; Primary end and Principal means of development. They can be called respectively the constitutive role and instrumental role of freedom in development (Sen, 2000:36). From an instrumental aspect, Sen identifies political freedom as one of the instrumental freedom that contribute directly or indirectly, to the overall freedom. Political freedoms refer to 'the opportunities that people have to ascertain who should govern and on what principles, and Including the political entitlements combined with democracies in the broadest sense' (Sen, 2000: 38, Jafar, 2013). In the constitutive role of political freedom that helps us to envisage what constitutes the degree of political freedom prevalent in a society. As a primary end, that is, what constitutes freedom by itself, and potential indicator may reveal the constitutive freedom at any situation. Whereas the instrumental role of political freedom, that is how much a particular freedom contributes or means to other freedoms, has to be for casted from a long term experience (Jafar, 2013).

Therefore, this study focuses on how women achieve social, economic and political capabilities through participate in PRI's. As mentioned above political capability is based on political freedom of the women and it is based on constitutive and instrumental freedom of individual in the society. Hence, the political freedom i.e. the constitutive and instrumental freedom of elected women representatives has been evaluate on the basis of different pre and post candidature indicators like socio-

economic background, political participation, family attitude, educational and training indicators, social indicators, decision making power and gender equality.

b) Studies on Decentralisation in Gender Perspective

The topic of Decentralisation is one of the massively discussed topics by policy makers and researchers in the past and is still being studied. Decentralisation process has been widely implemented in Kerala during the period 1997-98 and it has some historical backdrop. After the implementation of 73rd Amendment Act in 1993, the Panchayats has established in all states in India and it has got a constitutional provision. Therefore, in 1994 the Kerala Panchayat Raj Act was implemented and in 1995 the first elections to the three tiers Panchayat Raj System were set up. This leads to a change of Government in May 1996 and the Left Democratic Front Government embarked on a policy of massive decentralisation. “Decentralisation in its true sense would be democratic decentralisation. With the constitutional recognition accorded to Grama Sabha and ward committees, the necessary condition for genuine participatory democracy has been created. The greater the involvement of these people’s bodies and the more effective their functioning, the fuller would be the realisation of the objectives of LSGs. So power should flow through the elected bodies and its members to the people and should not be blocked at any level, as power ultimately belongs to the people and it is only legitimate that it is handed over to them”. (Thankappan, 2000) argued that decentralisation in Kerala is not a political fad and ad-hoc gesture of tokenism or an administrative ritual. It is informed by a rare clarity of vision about the nature of local governments and the process of empowering them. With this aim, the local government institutions as the representative organisation of the people can enforce accountability on the central and national government authority. The more aware, vigilant and active the community becomes through their participation in local government bodies, the greater is the pressure on both local government institutions and the government authorities to become transparent and responsive (Shamim and Kumari, 2002; Ramakantan; Vijayanand2006). They observe that accountability, transparency, participation, empowerment, equity and all other attributes of good governance can be in full play and become a part of the daily work of both the

government and local government bodies when decentralisation and devolution take place. However they rightly argue, without decentralisation and devolution local government bodies remain paper organisation without any effective role.

Gill et. al (1995) analyses the role of Panchayat Raj Institutions in the development of village and examines how far the Amendment have helped in decentralisation of powers, accelerating the pace of development as well as strengthening the democratic process. They found that 95 per cent of respondents were not aware of the 73rd amendment and 90 per cent of the Panchayat elected leaders were not fully aware of legislative, judicial, administrative or financial powers provided under Panchayat Raj. Mohanty (1995) argued that empowerment is a form of participation, people's participation through decentralisation, open managements of public institution and strengthening of the abilities and opportunities of civil society and local communities to develop their own organisations, resources and activities.

The above mentioned studies have been emphasised that decentralisation process is necessary for good governance in local bodies. On one hand, after the implementation of landmark acts the 73rd and 74th CAA, the Panchayat Raj system was effectively and efficiently implemented in various Indian states and it had given constitutional support for local people especially, the marginalised section like Scheduled caste, scheduled tribes and women (Singh, 2002; Bohra., 1997, Pal, 2004; Mathew, 2003;Biju, 2007). On the other hand researchers, policy makers and academicians critically evaluate the Act and decentralisation process in India. Some studies identify the role, the historical perspective and different acts and committee recommendations of Panchayat Raj institutions in Kerala. He attempted to examine the process of state's decentralisation with a critical appraisal on the much debated people's plan and highlights the new development of the state. He investigated that Kerala Development Programme ensure maximum participation of the people in the decision-making process at all levels of rural and urban governance of the state Biju, (2007). Pal (2004) seeks to deal with an assessment of the implementation of the 73rd Amendment Act and it's functioning of the Panchayats.

Further, Mathew (2003) highlights the concept of decentralisation in all India perspective. He discussed about the significance of 73rd constitutional amendment and this constitutional step of state and union government are the starting point of multilevel feudalism. These studies rightly pointed that India has a strong decentralized planning and the local self-governments are working more transparent with the implementation of decentralisation process. Another set of studies explained the performance of decentralised planning in various Indian states. Thomas (2012) evaluated briefly the performance of various Indian states, in the implementation of decentralised planning programmes and identifies the issues and problems related to the practice of decentralised planning in the country. He focused on the Panchayat raj institutions to ensure a sustainable foundation for empowerment, such that Panchayat became the principle authority for planning and implementation at the grass root levels, through the effective devolution of functions, finances and functionaries. The whole analysis was done and he concluded that the decentralised planning cannot be successfully practiced without the proper participation of people. Thankappan (2000) observes that the people's awareness about the system and their active involvement is the key stone for the success of the any system. Without the active co-operation and involvement of people the system will decay and fail. (Rajivsen and Yasin, 2007) explore the dimension of participation in the context of decentralised and democratic governance at the grass root level in India. In this paper they seek to make an in-depth analysis of some gramasansads in Mynaguri block of the district of Jalpaiguri in West Bengal and they evaluate the process and level of participation. They discussed about the participation by elected representatives, participation of women members in GramaPanchayats and participation in Grama Sansada. They found that the rate of participation in Grama Sansads meeting is not satisfactory. The main reason for poor participation was that the village people are not educated and the most of the rural people are engaged with their regular work. They concluded that the concept of gramasansad is needed for reaching desired level of local democracy. But in practice, it has not yet yielded the desired result in view of interplay of various factors. Stornquist (2010) argued that decentralisation is crucial because, more genuine democratic representation from below is necessary.

Sethi (2007) evaluate the decentralisation process on the basis of people's participation and he observed that active community participation helps to reduce social inequalities and to make the rural poor empowered. He discussed about the determinants of people participation in local level planning and development and the participation in organisations or agencies helps to generate social and economic empowerment to marginalised sections of society. Singh (2002) attempted to shed light on the working of the Grama Sabha in scheduled area in Madhya Pradesh. He argues that Grama Sabha is the most powerful foundation of decentralised governance but unfortunately it could not become vibrant in Madhya Pradesh because of local leadership and bureaucracy. Singh pointed out that unless they have a vibrant Grama Sabha they have not empowered and the Grama Sabha at the grass root levels in scheduled area of Madhya Pradesh has witnessed low participation of stake holders. (Ramabrahmam and Ambedkar, 1989) focused on the issues of decentralisation and the delegation of powers in two Indian states Karnataka and Andhra Pradesh. They noticed new features of cooperatives from representation on the Mandal Prajaparishads which can be justified. Gangrade (1997) highlighted the revitalisation of Panchayat raj system in Rajiv Gandhi regime and a critical examination of 73rd constitutional amendment to revolutionize the decentralisation process in India.

As we already mentioned that after the implementation of 73rd Amendment Act the constitutional provision gave 33 per cent reservation to the marginalised sections of the society. Through reservation, women, schedule castes and scheduled tribes got a space in the local self-government institutions, and also the implementation of people's plan campaign in 1996 in Kerala had given more space to the local people in the planning process (Sharma, 2007; Chathukkula and John, 2002; Muraleedharan, 2000). The pioneering study has evaluated the impact of decentralisation in Kerala, India in the light of people's campaign. They focused on the first four years of reform period that can aptly call the campaign and irrespective of their function or political affiliation respondents believed that the campaign led to improvement in development and they discussed the depth, quality and process of participation. They found that the campaign has created structures of participatory governance where none existed before and the production of local development plans, the discussion on and the

design of thousands of projects, and the innovation have injected new ideas, new energy and new discussion into development (Heller, et al 2007). Chathukulam and John, (2002) argues the planning process from the perspective of decentralisation rather than from the perspective of planning. Authors answer the question like what Kerala tried to do was to graft participatory planning into the already existing frame work of five year plan. They gave the clear picture about the People's Plan Campaign in Kerala. Kerala's experience shows that participatory planning in itself need not lead to the strengthening of the Panchayats, unless conscious efforts are made towards that end. Sharma (2007) seeks to analyse the success and shortcoming of the People's Campaign in Kerala. She argued that Kerala's socio-economic context and political culture have placed unique position to realise the goal of democratic decentralisation. The People's Campaign was a remarkable example of public mobilisation. She argued that the discourse on decentralisation in Kerala is relevant for the whole country as the People Campaign has offered a new paradigm for participatory planning. She concluded that a valuable aspect of the People's Campaign in Kerala has been the mobilisation of a truly vast number of the community in Grama Sabha, as Panchayat and task force members and as resource persons in planning for development and welfare. Muraleedharan (2000) seeks to analyse some of those issues on the background of Kerala's local level Planning and people Campaign for development. Dynamics helps to examine the change in strength of participation overtime and try to sort out the impact of governmental attempts to enhance it during the period of last 3 years. His attempt has been to shed some light to the possible and tentative determinants of women's participation in development. Oommen (2014) analysed the deepening democracy and local governance in Kerala and discussed major issues and challenges that Kerala faces in its journey towards deepening and practice of local governance to make democracy meaningful, durable and valuable throughout his article. He pointed out that the inclusion of the excluded are important steps to the problem of inequality in Kerala and the publicity of political leaders is an important principle of present day political order. He concluded that Kerala's decentralised governance experience has demonstrated that democracy was more than balloting. But

deepening democracy was a continuous quest for justice. Kerala has a dynamic and politically active public, but its associational life was getting fragmented.

With the implementation of local level planning especially the people's plan campaign, the marginalised section has got a prominent place in the local level planning. (Ramakantan; Vijayanand; Lakshmanan,2006) argued that the people's plan campaign initiated for democratic decentralisation and empowering the PRI's and it is an innovative model for transforming the functioning of LSG's through community participation. Kerala's people's plan campaign model is a unique one (Kumar, M. 2002). Various studies focused on the decentralised planning in gender perspectives. Seema and Mukherjee (2000) made attempts for addressing gender issues, environmental concerns and issues affecting marginalised communities of Kerala which further enhanced the potential for achieving social justice through the planning process. They examined the gender component of the Peoples Plan Campaign in Kerala. What contribution can decentralisation make to reverse the process of marginalisation of women in the development process and promote gender equity? Has the planning process and the feminisation of leadership in the rural areas altered the body politics into vehicle responsive to women's needs and interests? Has representation of women in the LGS institutions translated to genuine participation? To what extent has the process of gender planning in different phases of people's plan campaign incorporated in the transformatory strategies? Devika, J. (2005) observed that PPC was much announced as a significant effort at decentralisation and mainstreaming gender justice into local governance and development in Kerala. Khattak (1996) argued that the most issues connected with decentralisation both as an academic exercise and as a process are overwhelmingly concerned with non-gendered aspects of the phenomenon. He advocated the inclusion of women in local councils as a mean of addressing women's needs and concerns and provides specific recommendations. He analysed the histories of local government, discussed issues of identity and state formation and their subsequent impact upon local government. He provides a brief comparison of India and Pakistan with regard to women's representation at the local government level. Khattak pointed out that women's participation in local politics may be a product of filter down effect of their

emancipation at the national or provincial level and legal and policy issues. Issues of class affect women's participation at the local level. In Pakistan people depend more upon the male council members than upon women. The real situation was that the major political parties of the country are silent about their position on women's role and representation in local bodies.

Gangrade (1997) highlighted that the role of women as proxy reservations created a new political culture in the village of a number of north Indian states. In the absence of effective land reforms, Panchayat Raj Institutions will remain only a dead letter. The major causes of the devolution of powers, functions and responsibility to the Panchayat Raj Institutions were the glacially slow process of devolution which is envisaged in the 73rd amendment enacted in 1992. It has also been provided that wherever women hold position in local bodies there was greater efficiency and transparency in the running of public affairs. With an analysis of the present human right situation in the context of decentralisation raising some questions as to what it holds for the future. Political space was provided for marginalised groups and women in Panchayat and for subsequent exposure to decentralised governance, planning development and capacity building to some extent through imparting training these helps on the visible change in their status within their family after they have elected (Mathew, 2003; Pal, 2004). Bohra (1997) argued that the 73rd Amendment Act, mainly, aimed at decentralising the power and also removing the gender imbalance and bias in the institutions of local self-governance. Article 243 makes the provisions for the one third reservations of seats for women and it attracts the active participation of those excluded from the decision making proceeds.

c) **Studies on Women Empowerment and Women Participation in Local Self Government.**

A set of studies examined the importance and features of 73rd and 74th Amendment Act in 1993 and there has been improvement in Panchayat administration due to 73rd amendment which further improved the participation of people especially women in Panchayat raj institutions (Palanithurai 1997; Ramesh 2014; Singh 1995; Rajesh 1997; Yamuna et al., 2010; Bohra 1997; Tharakan 2010; Stenhammer 2012; Prasad and

Haranath 2004; Tiwari 2012; Besley et al., 2007; Raj 2006; Kumar 2005). These studies indicate that after the implementation of the Act women had got a space in Panchayat raj institutions. D'silva (2002) analyses that the public participation, empowerment and good governance are powerful tools which can give poor people a voice in the affairs of the state. He argued that empowerment process is considered as a good tool for rural development. The good governance creates a good environment for people's participation and empowerment of the poor and improves development outcomes. Vats S. (2004) argued women's participation was changing the world in which we live by bringing new priorities and perspective to the political process and the organisation of society and noted that participation gives the ordinary citizens a chance to show his willingness to carry out constructive public work and demonstrate his good citizenship. She concluded that the new system of Panchayat raj which gives importance to women's participation in formal institutions will help to rectify gender imbalances and to promote the interest of women. D'silva (2002) analyses the public participation, empowerment and good governance are powerful tools that can give poor people a voice in the affairs of the state. Sathe; et al. (2013) argued that the reservation of women in the PRI's had given significant impact on the availability of basic public services for women. Stenhammer (2012) focuses on gathering evidence on whether Panchayat raj institutions are gender responsive institutions and the extent to which they are playing a role in addressing strategic gender interest at the local level. She discussed the gender attitudes of its members and the personal and political gain for elected women representatives. Konesar and Kumar (2010) examined the Panchayat Raj Institutions have implemented any employment schemes for the empowerment of women and the attitudes of Panchayat Raj Institutions members towards women's empowerment. Gundegowda (2010) analysed the nature and effectiveness of political participation of women members in Panchayat Raj Institutions. Bhaskar (2008) discussed about the decision making and participation of women in Panchayat Raj System and the equality between men and women in sharing of powers and decision making at all levels. Ramesh (2014) assess the implementation of employment schemes for the empowerment of women and the role of Panchayat Raj Institutions in promoting self-help groups. He found that majority of the members

reported, there has been improvement in Panchayat administration due to 73rd amendment. The women members stated that there were no difficulties due to male dominated society. Prasad and Haranath (2004) analysed to understand, in a comparative perspective the various dynamics involved in the participation of dalits and women in Panchayat raj in the context of reservation provided to these categories under 73rd constitutional amendment act 1992.

Bhaskar (1997), attempts to analyse the socio-economic background and political motivations of women Panchayat members. Analysis of women's entry into politics in terms of income gives an indication that the participation among the lower income group has increased. It was found that 75 per cent of the women Panchayat members decided to contest election at the request of the political party. He pointed that the two main factors that facilitated their entry into the local level politics are personal qualities and party support. The nature of political orientation and involvement in social organisation also enabled them to make inroads to the political pinnacle at the grass root level. Gowda et al., (1996) analysed that the reservation of seats in the Panchayat raj institutions provided an opportunity to rural women to formally involve themselves in the development process at grass root level and to secure many development benefits as possible to the local community. They examined the extent to which women members of Mandal Panchayats secured development benefits to the people in their villages under different development programmes. This study reveals that the majority of women members had put up fairly better development benefits to the people of their villages mainly in the fields of agriculture, public work and civic amenities etc. The women members of the developed Taluk were found to play a better developmental role than their counterparts in the backward Taluk. They concluded that women members of the Panchayat Raj institutions could play an effective development role if they are given adequate recognition and encouragement. Stenhammer (2012) focuses on gathering evidence on whether Panchayat Raj institutions are gender responsive institutions and the extent to which they are playing a role in addressing strategic gender interest at the local level. She discussed the gender attitudes of its members and the personal and political gain for elected women representatives. The study gathered data from women and men elected representatives

on several aspects of gender responsiveness in the three selected districts. Most of the women and men Grama Panchayat members opined that self-motivation was the major reason for entering into politics and family remains a key determinant of success and participation in the political process, though the involvement of family in the Panchayat work was not a given; there were huge variations across districts. Tiwari (2012) argued that women need to be empowering in the realm of political decision making so as to facilitate their real power. He also discussed that after the implementation of 73rd constitutional amendment act one million women entered in the Panchayat, but they have no previous experience. For this analysis reservation has played a significant role. 60 percent of elected women said that there is no gender discrimination in the Panchayats and acceptability in Panchayat meetings. 94 per cent mentioned that they can freely raise their issues related to Panchayat. Yamuna et al., (2010) concluded that the Panchayat raj institutions help the women to improve their political empowerment level and 70 per cent of women members' responded that the participation in Panchayat Raj Institutions helps to improve their equality in the society. The new Panchayat Raj Institutions has played a positive role in providing infrastructure, employment opportunities and promoting self-help groups, it also helps to change the attitudes of rural women. Begum (2015) analyses the women's participation in Panchayat Raj Institutions, because women constitutes about 50 percent of the country's population. But they are the largest excluded category in almost all aspects and they are considered as second class citizens. Krook et.al (2009) defines that the most collective reforms for a global perception, have been requirements for the enlarged representation of women. Most of these provisions take place in the form of quota policies, and the results in Beijing declaration provides a platform for action, to ensure that women get equal access and they fully participate in decision making and power structure, this also helps to increase women's capacity to participate in leadership and decision making.

Jafar (2013) observed that reservation has been the only factor that has enabled many educated young women to participate in the decision making of local bodies. He mentioned that increase in participation of women in decentralised planning can be seen as an improvement in the existing degree of political freedom. He argued that

existing degree of political freedom of women, which is essentially constituted by the reservation, thus do not promote them to contest in unreserved seats and the dynamics between the party forces and non-party forces such as family and religion has produced a large number of independent candidates in all three Panchayats. This affects the ability of a potential women candidates to stand alone and contest a local body election which essentially constitutes the degree of political freedom prevailing. Reservation has brought many female leaders into the political sphere and to leading position of local bodies in Kerala. The instrumental effectiveness of reservation based political freedom is not strong enough to encourage young women to contest in unreserved seats. Mathew (1995) attempt briefly, the social development and the consequent better status of women has not been reflected in their participation in the public life, political process and political leadership. He argued that education of girls from early time has been the prime move of Kerala's social development and low level of women's participation in social professional and political organisations is another disheartening aspect of Kerala's social development. The reservation for women in Panchayat and district council in Kerala shows that given an opportunity to participate in the society, the women would excel in decision making process. Pandey (2013) argued the major reason of women's low participation in local politics was the lack of personal resources. Reservation policy, attitude and intention of elected women representatives and various development programmes would strengthen the empowerment of women. The inclusion of well qualified women in Village Panchayat at the initial state of the interlocution of PRI in rural areas would be an important instrumental measure in planning for improving social status and empowering women. Shaul (1982) examine the change in status of women in local government during the past decade. He concluded that men often have negative attitudes towards women in politics specifically in activities outside the home in general. Women have the double burden of political commitment and major family responsibilities. Many women may lack the skills and self-esteem necessary for effective political participation. The major obstacle to women's full participation in politics, education, employment and other important life activities is a nearly universal, societal attitude that has valued women principally as mothers and wives. Working with other women in larger

organisations can build networks for broader access to information and build the political skills important for holding public office.

Political, Economic and Social activities help to improve the empowerment of ordinary women in the society. The reservation of seats from the local self-governments helps the ordinary women to achieve empowerment in various fields (Omvedt; 2005, Menon 2011) argued that a quota system may not alone change women's position very much, but contradictions that are introduced by the existence of even formal and minimal representation prove to be creative ones, as women and their supporters seeks to move forward on all levels, and passing of quotas at a national level would not by itself bring any kind of miracle of political transformation, leading to a pure and non-corrupt politics. Muraleedharan (2009) analysed the economic and social empowerment of women and attempted to sort out the conceptual Cob Webs of empowerment in search of a working definition of it. He focused on the facilitation of group formation among women for its comparability and examined the impact of facilitation of group formation among women and the subsequent thrift, credit and income generating activities. He concluded that the association of women with the group have a deep impact over their household decision making powers. Ananthpur (2007) seeks to examine the dynamics of local governance in Karnataka and argued that the community participation had played an important role in local governance not only as social institutions but also as agencies that impact the development. Mason (2000) defines empowerment is likely to involve not only their gaining new individual capabilities but also the emergence of new believes about their right to exercise these capabilities and take advantage of opportunities in their community.

Misra (2006) re-examined the empowerment of women in India as an open end process. He viewed that the participation of women in policy and decision making process at the private and public levels is required for the empowerment of women. Oxaal and Baden (1997) illustrates empowerment as a valuable approach because it focused the idea of women as active agents, rather than passive recipients of development strategies. Women organisations play a vital role in promoting the

individual and collective empowerment of women. Narayanan (2000) recognised empowerment as the extension of freedom of choice and an action to shape an individual's life and the enlargement of assets and abilities of poor people to influence, negotiate with, participate in, control and hold accountable institutions that alter their lives. She discussed on different types of capabilities, the political capability includes participation in the political life of a community or country, form of associations, the capacity to represent one or others and access information. The participation in decision making can be considered as a measure of empowerment. The role of the local government is to empower local communities through a mechanism that hike a citizen's access to information, invest in local organisational capacity, increase accountability of government to citizens and boost inclusion and participation. Muhammed and Yasin (2011) argued that the main aim of local governance along with others was to empower ordinary people and constitute their decisions effectively .They established the evidence that education was an important motive to ensure empowerment of marginalised groups. The study reveals that local government encountered serious structural, conceptual and operational crises. The women are less empowered than men in economic, political and professional sphere but the people were well aware about their prominence and voting power. Gopakumar (2005) shows a huge interest in Asian countries to discuss the importance of local governance and local government from the view point of autonomy and economic self-sustenance. He pointed out those women who participated in the decentralisation process of Sri Lanka is very low and in the context of local governance in Asia acquired serious consideration and discussed about the sudden emergence of decentralisation in Asian countries. Menon (2011) focused on the correlation between women's economic empowerment and political empowerment in modern India. She concluded that education was the main indicator of women to achieve all types of empowerment. Bagchi (1999) argued that women become empowered through collective reflection and decision making and cultural arguments remains central to our understanding of women's participation in the development process. She describes building a positive self-image, self-confidence and group cohesion fostering decision making and action. Devi and Uma (2011) analysed the women empowerment through

development programmes in rural Kerala. The development programmes were introduced with the objective of empowering women for reducing poverty in the state. They show that development programmes empower women by increasing their well-being, ability to generate income and role in decision making. Dheepa and Barani (2016) examine whether the membership in SHG have really made an impact on political empowerment of women and also analyses that women's participation in a community level programme, membership in various associations, extent of participation in voting and campaigning for elections and participation in grievance handling mechanism have made on their political empowerment. They concluded that, now the status of women is gradually changing and Indian women always have shown extraordinary dynamism in organising themselves for income generation and exposing their leadership qualities. SHG's serves as a strategic tool in bringing up women in the political scenario. Membership with a group gives women the visibility and provides them a legitimate forum to articulate their needs and bring out the leadership qualities that are innate within them. Thampi (2004) critically evaluate the initiatives like, the overall change in policy approach to women's development from family centred to employment and empowerment cantered approach, the decentralised planning programme in Kerala attempted a gender planning exercise in the local self-government. Author evaluates the SHGs and finds that women as a category do face multiple deprivations with the family, irrespective of income status. He found that the introduction of a special plan component and the recognition of SHGs as ideal institutional arrangement for the economic and other forms of women's economic marginalisation in Kerala. She considered the fact that women as a category do face multiple deprivations within the family, irrespective of economic status of their families; any attempt to enhance their income status through providing opportunities of work outside home should incorporate all the women in spite of the economic status of their families. Mehra (1997) focused on the economic empowerment of women. Women earnings contribute more directly to family welfare than men. With NGO actions that attempt to strengthen women's capacity to choose can amplify their choice.

Some studies have examined the political empowerment of women and how an ordinary woman can achieve such an empowerment after their participation in LSG's. Radha and Chowdhury (2002) seeks to examine women participation in politics and Grama Sabhas the main instrument of people's decision-making and their performance in leadership positions in the Panchayat. They concluded that political empowerment of women was not a luck factor it was a continuous process, communities became supportive and they came into the main stream. Another study Neelamagam (2011) seeks to analyse the economic and political empowerment of women in Indian society and argued that the major constraint of political empowerment of women in India was less economic empowerment. The reservation Bill was passed by the government but the participation of women in political spear was very low and women friendly personnel politics encouraged women to participate effectively in the developmental process. Rao (2011) described that constitution provide several opportunities to women, but large sessions of the society does not use this opportunity effectively. Political empowerment of women through representation can prove to be a key driver for the economic and social empowerment. Amer (2009) seeks to examine the level of political awareness among women and it can be accounted by factors like political interest, political discussion and media exposure. Author examined the impact of political awareness on electoral participation by women and concluded that emergence was apparently a limited impact of political awareness on electoral participation; this does not mean that political awareness was not a sufficient condition for electoral participation for women Nagaland. Many academicians pointed out that participation will lead to empowerment of women and participation and empowerment are means and end to each other and participation requires the dismantlement of existing power relations (Narayanan; 2003, Kumar; 2004, Powis; 2003, Kukreja; 2011, Deshpande; 2004, Pal; 2002). Kumar (2004) analyses in political participation that women would like to go beyond the issues of voting and trying to look at other aspects such as people's interest and participation in the election campaign and other similar political activities. He concluded that major change taken place in Indian politics is increase in the participation of women and other marginalised sections in the society. Hughes and Peek (1986) observed group

consciousness as the major determinants of traditional women's political participation. Higher education leads to the accumulation of information and skill through education as well as to a feeling of involvement in politics to a sense of political efficacy, all of which stimulate political activity. The measures of religious consciousness are not related to political activity. Being a mother seems to suppress modern women's political behaviour. Deshpande (2004) observed that the enactment of Panchayat raj system and reservation of women in political spheres helps to achieve their empowerment and participation. Sinha (2000) describes about women participation in politics. After the implementation of reservation the political behaviour of ordinary women has been changed. The change from the role of house wife and mother to the role of a political decision maker is difficult and has not been frequently attempted. Kaushik (1993) assess the political awareness and participation of women. He observed that the extent of nature and level of Indian women participation in politics is much higher than many other countries and the number of women beings elected to the electoral bodies is significantly increasing. He concluded that most of their choices are made on the basis of suggestions received from male members of the family mainly husband and sons. Bapat and Patel (1993) argued an agency will help the procedure of building women's influence on development policy, highlighting women's concerns in the decision making bodies and enhancing political participation of women. Participation in agency has been expanding the economic development of women. Patnaik (2006) analyse the empowerment of women in Orissa with special reference to Koraput district. He found that Koraput district has a vast percentage of depressed population, poor health facility, poor banking facility, low literacy level etc therefore, he suggested that in order to improve the working capacities of women political participation is a required necessity and this will lead to the empowerment of women.

Sathe et.al (2013) examines whether the reservation of women for the position of the sarpanch has had any necessary consequence on the availability of basic public services for women, especially with respect to the services which are most valued to women. They also examined the relationship between the gender of the surpanch and the availability of service. They argued that large amount of fund was allocated for

public services but it drained through corruption and the quality of services is considerably low. They tried to analyse whether the quality or effectiveness of public services changed when the sarpanch was a female. They further analysed whether having a female sarpanch increased the political participation of people in those villages. Pillaians Asalatha (2012) discussed issues in measuring empowerment and explained different empowerment measuring techniques in his study. Mitra and Sinha (2005) measured an index of women empowerment and observed state wide disparities in women's overall empowerment in India and found the relation between empowerment and the development of India with a human face. They found that Kerala women are, by far, the most empowered amongst all women in the various states of India. Gupta and Srivastava (2011) seek to examine the dimensions of women empowerment. The study views women empowerment both as a process and outcome of the process. They found that a wide gap existed between empowerment index values of the individual respondent in all dimensions of women empowerment. Tribal women are more empowered in decision making and mobility dimension as compared to their non-tribal counter parts but less empowered in access to and control over resources and security dimension. Bhaskar (2008) discussed about the decision making and participation of women in Panchayat raj system. He pointed out that the inequality between men and women in the sharing of powers and decision making at all levels. He shows hindering factors affect women's participation in politics such as attitudinal, cultural and structural barriers, poverty media etc. he also focused on various studies conducted in different states in India. Finally he concluded that giving proper education, training and nutrition to the women representatives will help in the better performance of women. Rajesh (2010) seeks that the 73rd amendment has also influenced changes in the type of training required. In fact the scope and nature of training would depend upon the expectations which society has from the Panchayat Raj system as a whole. Author analysed the desired content of training programme for the elected representatives and functionaries as also the means to impart such training in a manner that is easily comprehensible to the trainees who came from rural background and many of whom may even be illiterate. He learned that both Panchayat Raj officials and non-officials may have their own personal agendas, which may differ

from Panchayat raj and this may influence the manners in which they receive the training. Bhugan (2008) argued about the internal and external factors affecting the empowerment and participation of women. Author gave some suggestion for the effective, efficient and successful participation of women; they are social attitude, patriarchal values and society appropriate training for improving their knowledge etc.

A set of international studies also examined the importance of women participation in local self-governments and empowerment of women. Ranjana (2003) attempts to analyse the recent upward trends in women's entry into elected political office in the Diet and the Local Governments in Japan and explores its movement. She noticed that the Non-Government Organisations are supporting women candidates to take leadership positions in politics. The social network groups and other organisations help the women leaders by providing training programmes, information and fund raising. Many cooperative networks formed to tackle the problem of daily life and have begun to send members in significant numbers to the local assemblies. Ukrainian Women Fund (2011) analyses the current level of women's political participation in Ukraine. They pointed out the major challenges faced by the women in retrieving political structure and to propose policies for facing these challenges. They highlighted that Ukraine parliament exhibits an endless negative trend, as in the recent years the number of women in each succeeding parliament but women's participation in the bottom political tier have foremost representation. Participation of the broad public in the discussion on women's political involvement will enable a deeper understanding of the factors impeding gender equality and of the political movements necessary for their eradication. The struggles to promote women's political participation by aiming on young political leaders may deliver better results; however, the existing leading parties and representatives of the older generation should of course not be ignored.

Bhatla et al., (2011) scrutinized the position of women's participation in governance in five South Asian countries like Bangladesh, Bhutan, Nepal, Pakistan and Sri Lanka with prominence on the local level of governance. Author deliberated about the nature and impact of the participation of women. They concentrated mainly on the structural

and institutional obstacles that restrain the participation of women. They find that there were no quotas or affirmative legislation in Bhutan to confirm a minimum proportion of women in governance. Another study engaged on women participation in family, community and administrative level. Hossain (2012) attempted to analyse the participation of women members of the Union Parishad, the lowest tier of the three-tier rural local government system of Bangladesh, and the influence of rampant social norms and values in rural Bangladesh on their participation in decision making and policy implementation. He observed that women's mobility in public place is controlled and participation in decision making process, both at the household and community levels, is unusual. This study shows that direct election to reserved seats for women and other administrative support measure have had only a limited impact on women's political effectiveness in the face of rural Bangladesh culture of male superiority. Tamale (2000) examined women's involvement in politics in pre-colonial Africa and the barriers to women's political activity thrown up by colonialism. Author argued that not all Ugandan female politicians are gender-sensitive; the majority of women members in parliament pursue women's issues both inside and outside the legislative assembly halls. She suggested that the right of women to participate in politics as autonomous actors is still greatly curtailed in both overt and covert ways. Abdela (2000) aims to achieve an equal proportion of women and men in political and public life, who shared leadership and decision making to create stable and peaceful progressive democracy. He discussed the field of developing women's political leadership in over 30 countries and the aim was encouraged more women to come forward and train potential women candidates and their campaign terms. Author concluded that most of the political parties are women friendly, cultural and systematic and increased public awareness about the importance of including women at all levels of decision making. International Institute for Democracy and Electoral Assistance (2016) argued that political parties have come to embody a central element of modern representative democracies and as the gate keepers to elected posts in almost all countries, political parties are consistently identified as responsible for women's political under representation. Somanath (2001) examines the devolution of powers to local governments and evolution of local government in eight Western

European countries like Britain, France, Germany, Italy, Spain, Scandinavia etc and described that the economic development and the consequent demand for local public goods resulted in pressure on politicians in electoral systems.

As mentioned studies related to 73rd Amendment and women participation in Panchayat raj institutions concluded that women participation in Panchayat raj institutions helps improve the administrations of Panchayat raj institutions and women empowerment but some studies concluded that women excluded from the mainstream of decision making process in Panchayat raj institutions. (Radha and Chowdhury; 2002, Vats S; 2004, Jain; 1997) reasoned that there can be no exact democracy, no true people's participation in governance and development without the equal participation of men and women in all domains of life and levels of decision making. Palanithurai (1997) disputed that the local body leaders are likely to have more development orientation rather than political orientation, but in the actual condition it is inversely affected. The leaders should be capable for good governance. Kukreja (2011) surveyed the strength to know the degree of participation of women elected representatives in Panchayat and the difficulties confronted by them and either the reservation for women or their actual representation in the Panchayat have become sensitive to the problems related to the village women. Many elected women criticised that their proposals were not considered seriously while decisions were being made. Some studies resolved that political parties made some problems in the smooth functioning of Panchayat raj institutions.

(Mathew 2007; Singh 1995) attempt to discuss the main problem of political parties involved in Panchayat raj system. They argued that without official participation of political parties, Panchayat will be democracy in structure only; without any significant content. Political parties 'participation in the governments is below the state level and without the support of political parties the Panchayat cannot solve the social, economic and political problems. Omvedt (2005) concluded that the obstacle to women's political participation was the intensely competitive nature of politics itself. Besley et al., (2007) examined the features of the Panchayat system, and concluded that there is caste based discrimination existing in Grama Panchayats; it negatively affects the smooth functioning of Grama Panchayat. Bhugan (2008) argued women

representatives have a positive and negative side, in positive side it has been noticed that reservation has created a space for women representatives; and in the negative side the women representatives were treated as a second person in the Panchayat raj institutions and minority class women representatives were facing a lot of difficulties and harassment at the hand of the upper class people. Another study discussed about the nature of women's political participation may negatively affect the good governance of PRI's and women members considered as proxy of the Panchayat. But, he concluded that the participation of women in political process or Panchayat Raj institutions was the major steps towards inclusive politics (Gundegowda 2010). Bari (2005) argued that the nature of politics, male domination and political parties is an important factor for the inclusion and exclusion of women in politics. She describes that women find hard to participate in politics due to limited time available to them because of their dual roles in the productive and reproductive spheres. Gender quota is an effective tool in addressing women's exclusion and ensuring their presence in formal structure of politics. Kadekodi et al., (2007) argued that poor governance can have a particularly adverse impact on women by enhancing conditions of patriarchy. Baviskar (2002) described that women representatives are treated as proxy members and their men folk try to influence their work through back seat driving. Vijayalakshmi (2006) examined the factors that determined accountability in the institutions of local government in Kerala and Karnataka. Both these states to varying degree, have instituted legal, regulatory and participatory measures through which the accountability of the representative in local government can be enhanced. She finds out that lack of transparency and accountability was among the many interrelated problems in the Panchayats of Karnataka and Kerala and far from being responsive and accountable to the voters, those attributes were either completely absent or were corrupted to an extent that their real significance in local governance was very weak. Kodoth and Mishra (2011) explore the issues of the accountability of representatives in LSG's. Participants from the central and southern parts of Kerala pointed out that many women representatives were simply unable to cope with work. Financial devolution is another significant feature of decentralised planning process in Kerala. Jha (2002) inspected how far the allocation of powers and responsibilities allows the

Panchayat raj institution to have effective control over local expenditure. He converse various fiscal problems and restrictions faced by Panchayats and how these are being solved in state, and estimate the fiscal success of recent efforts towards reforming and firming rural governments in India through the process of rural decentralisation originated with the 73rd constitutional amendment act. The analysis was based on budget data of rural governments in seven Indian states for the decade of the 1990's and present recommendation to make fiscal decentralisation more effective. He concluded that fiscal decentralisation is only the first step towards achieving better living standards. Its effectiveness can be improved through greater fiscal autonomy to Panchayats and public participation make Panchayat Raj Institutions fiscal operations transparent, responsible and accountable. Goel and Rani (2011) seek to analyse gender budgeting for women empowerment and efficient distribution of public resource for the all-round development of women. Gender budgeting is considered as a technique for empowering women. Authors analysed the trends of budgetary allocation on women specific schemes for the period of 1995-2010. They found that gender budgeting for women empowerment in India was an attempt to give women place in the economy that shapes their lives. Adusumalli (2007) conduct an ex-post analysis of the sector wise budgetary allocation and actual expenditure of WCP fund over the 11th and on-going 12th five year plan. The study examines the problems, solution and improvement if any in the aforementioned allocation and expenditure at the local body level of TVM district. It also examines the economic impact of the income generation schemes for women under the WCP and its challenges have been studied. The positive factors including linkages of schemes under WCP with other programmes are also examined in the study. Das and Mishra (2006), focuses on the implementation of WCP and Gender Budgeting by central government in India. They discussed about the spending of public expenditure in gender perspective and given its evolution in India.

1.3 Statement of The Research Problem

Emphasizing people's participation in the administrative process, the implementation of 73rd and 74th Amendment Act in 1993, opened a vast opportunity for the development and progress of rural women; especially 50 per cent reservation through new reservation policy (2010). This reservation is not limited to the entry cadre as

member, but the chairmanship and standing committee positions are also reserved for them. It means women are given opportunity to become part and parcel of the decision making process at the local level. Financial devolution is another important element of Kerala's decentralisation process, and with the implementation of People's Plan Campaign (1996) the planners have given special emphasis to women related issues and allocation of funds in gender perspective; which lead to the implementation of Women Component Plan (WCP) in Local Governments (LGs). Besides, women representatives of Grama Panchayat are expected to reflect the interest, needs and priorities of the women in the society. However, there are important questions remained to be addressed given as: i) whether the allocation and its effective utilisation of WCP helping to improve gender balanced development in Grama Panchayat? ii) Whether the participation in Panchayat Raj Institutions leads to actual empowerment of women? iii) Whether the reservation of women representation in Local governments and women component plan are affirmative action for women empowerment? iv) How the effective utilisation of WCP and the representation of an elected members in Grama Panchayat helps to improve the social, economic and political capability of women. It is in this juncture the present study attempts to examine the nature and degree of women participation in the PRI, the socio economic and political empowerment of women through political representation and the effective utilization of WCP in PRIs.

1.4 Objectives

This study, specifically, tries to set the following objectives:

1. To examine the allocation and utilization of Women Component Plan fund among the Local Governments in Kerala;
2. To analyse the nature and degree of participation of women in selected Grama Panchayats;
3. To assess the role of social and institutional factors influencing women's participation in selected Grama Panchayats; and
4. To evaluate the social, economic and political empowerment of women through their participation in Panchayat Raj Institutions.

1.5 Hypothesis

This study hypothesises that the implementation of 73rd Amendment Act and decentralised planning process might have helped to attain women empowerment through political representation and devolution of fund in Grama Panchayat. The allocation of fund targeting women in decentralisation process might have helped the women to generate employment, income, collective action and empowerment. It may also, be hypothesized that the role of formal and social institutions play prominent in generating social networking and women participation in Panchayat Raj Institutions. All these might contribute to the political, economic and social empowerment of the women.

Hence, we hypothesises that there is an association between decentralised planning process and women empowerment in Kerala. It depends up on the factors like pre and post active participation in politics, education, attitude of family members and age, active participation in formal and social institutions, and active participation in government policies and programmes.

1.6 Methodology and Data Source

The study is conducted in Kerala, a state which has a long history of PRIs. Kerala is often cited as an example of the best PRI presence. The study depends on both primary and secondary data. The primary data were collected from elected women representatives in Grama Panchayats (GP) from sample districts by making use of schedule method. It's mainly used to examine the nature and degree of participation of women in PRI, the role of social and formal institutional factors for influencing women participation in PRI and to measure social, economic and political empowerment of women in PRI. The secondary data were collected from Election commission Report, Kerala Development Report, Panchayat Development Report, Panchayat Level Statistics, Data provided by Kerala Institute of Local Administration, Sulekha (Information and Kerala Mission) Economic Review, and Plan documents from various GPs. To assess the allocation and utilization of Women Component Plan

for the welfare of women in the Local Self Government, the secondary data the techniques like Growth Rate, and ANOVA has been used.

For the analysis of second objective Guttman scale technique has been used and for the analysis of third objective Ferguson Break down (Decomposition) Index has been used. Women's social, economic and political empowerment through the participation in Panchayat Raj institutions are analysed on the basis of Social, economic and Political Empowerment Index and a Composite Index.

1.7.1 Sample Design

As mentioned above, the sample units are elected women members in GPs. Empowerment is generally considered as a multi-dimensional process, so its conceptualisation and measurement is a complex task (Oxaal and Baden, 1997; Pillai, 2014). Hence on the basis of women empowerment especially women representation in local governments, sampling one district is a difficult process. Because, there are some variation exists in women representation across regional, religious and social groups. Hence, to examine empowerment, the sample has to cover different region, religion and social groups. Within these considerations sampling region has to be selected on the following conditions;

1. Religious Differences
2. Social Group Differences
3. Reservation of Wards for Women
4. Reservation of Ward for Women President/Chairman
5. Female and Male Headed Panchayat Raj Institutions

According to 2011 Census of India, 54.73 per cent of Keralites are Hindus, 26.56 per cent are Muslims, and 18.38 per cent are Christians and remaining 0.32 per cent is following other religious groups. Among the Districts in Kerala, Trivandrum has Hindu majority (12%), Malappuram has Muslim majority (32%) and Ernakulam has Christian majority (20%).

On the basis of social group differences in Kerala, Palakkad is dominated in Schedule Caste population (14.37%) and Wayanad in Schedule Tribe population (18.52%) as per 2011 Census. Next consideration is the wards reserved for women members in Panchayat Raj Institutions. Among the Districts in Kerala, on the basis of 2010, Local Body Election Malappuram reserved highest number of wards for Schedule Caste women (119) and General Women (864) and Wayanad for Schedule Tribe Women (49). In the case of wards reserved for women President/Chairman, Kollam reserved highest number of ward for Schedule Caste Women (6), Trivandrum for Schedule Tribe women (6) and Alappuzha for General Women(41)[Panchayat Level Statistics, 2011].

To consider all these details Wayanad was selected as one of the sample district because, on the basis of social group differences (highest ST population) and ward reserved for Schedule Tribe women. Palakkad was selected as another sample District on the basis of highest Schedule Caste population. The third sample district selected was Malappuram as this is one of the few Muslim majority districts in Hindu majority state and they consider reservation as a necessary step for empowering women in Malappuram District, and enlarging their overall choices (Jafar, 2013). This district also has highest number of wards reserved for Schedule Caste and General Women.

The sample Panchayats are selected to satisfy the conditions mentioned above. In Wayanad we selected 5 GPs on the basis of highest number of wards reserved for ST elected women and women headed Panchayats. In the case of Palakkad 15 Grama Panchayats are selected to consider highest number of ward reserved for SC elected women and women headed GPs and in Malappuram district we selected 14 GPs on the basis of highest number of elected General women Panchayats and women headed Panchayats. The selected GPs are mentioned in table 1.1.

1.7.2 Sample Size

The sample units are the female elected representatives of the Grama Panchayat and the total number of sample is 305. For the selection of sample unit, Proportionate sampling method was used. The total number of female elected representatives in

Palakkad, Malappuram and Wayanad are 804, 995 and 240 respectively. Hence, the total population of this study is 2039. For the accuracy of the study 15 per cent of the population was selected. The representation of Palakkad, Malappuram and Wayanad out of the total population is 39.43, 48.79 and 11.77. Out of the total sample (305), the proportion of Districts from population has taken for the selection of sample from each District. Therefore, 122 samples selected from Palakkad District, 146 from Malappuram District and 37 from Wayanad District.

Figure 1:1 Sample Selection

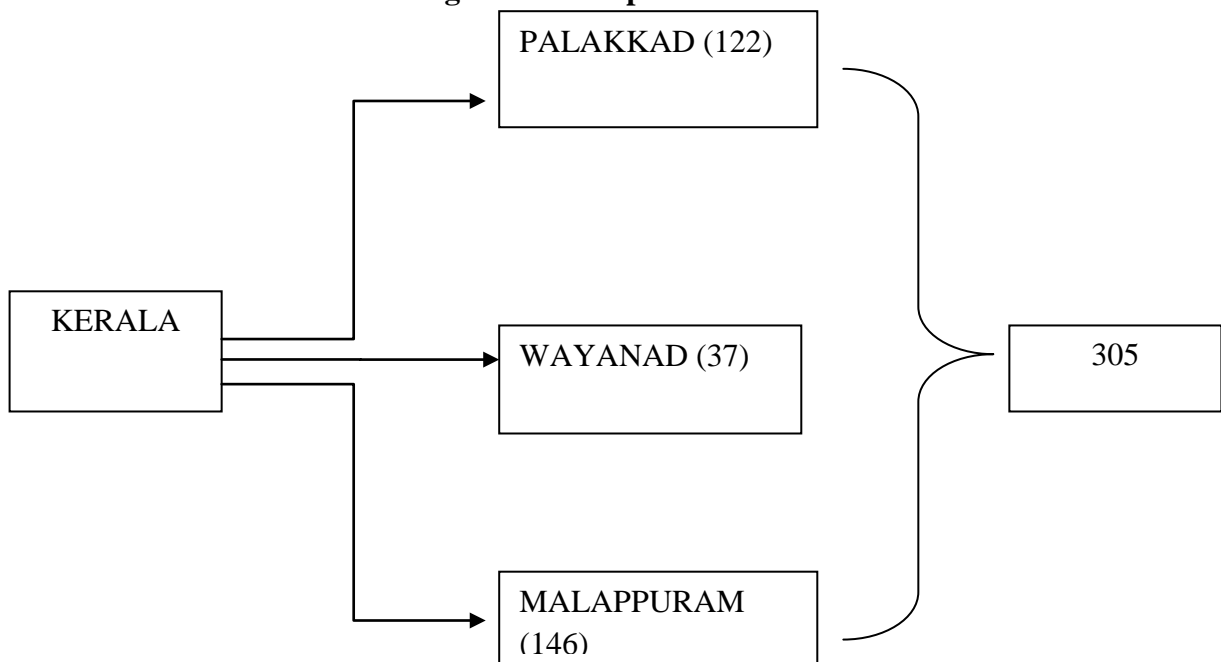


Table 1.2
Sample Panchayats

SI NO:	PALAKKAD	WAYANAD	MALAPPURAM
1	Anakkara GP	Thirunelly	Kuttippuram
2	Thrithala	Noolpuzha	Kalpakacheri
3	Keralassery	Panamaram	Adavanad
4	Kogad	Kaniyambetta	Thanur
5	Parali	Muttil	Pallikkal
6	Kottayi		Parappanagadi
7	Perigottukurishi		Munniyoor
8	Thengurishi		Othukugal
9	Muthalamada		Kodoor
10	Kollamkod		Kuruva
11	Alanalloor		Thrippangod
12	Nenmara		Thirunavaya
13	Elappulli		Vengara
14	Nalleppilli		Valavanoor
15	Ogallur		

1.8 Operational Definition

As mentioned above there are various definitions exists related to women empowerment and as we discussed in the literature part. In this study woman empowerment is measured by social, economic and political aspects. United Nations Development Programme (UNDP) has defined empowerment in terms of participation. Accordingly it states that development must be by people, not only for them. People must participate fully in the decisions and process that shape their lives, (UN 1995). Hence, Women Empowerment refers to the expansion of the capability and freedom, through active participation of programmes and policies in to the society to choose and act to shape one's life as well as that of the community to which she belongs.

1.9 Limitations of the Study

This study is focused on the empowerment of women in Grama Panchayat. As we know that empowerment is multi-dimensional concept and the nature of the study is

more qualitative. One of the important limitations is that this study is limited to three districts in Kerala. Another limitation is that the study is mainly focused on the elected women representatives in Grama Panchayat and the ordinary women empowerment are analysed with the support of activity based analysis of WCP Projects. A detailed study on ordinary women empowerment in Grama Panchayat is not done in this study. Another limitation is different indices are computed based on the data collected and the indices are highly subjective and hence the validity of generalisation strictly based on indices is limited.

1.10 Chapter Scheme

The study has been structured in seven chapters.

Chapter 1: Introduction -The first chapter includes introduction, literature review statement of the problem, objectives, hypothesis, data source and methodology, sample design of the study and chapter scheme.

Chapter 2: Evolution of LSGs and Status of Women – This chapter deals evolution of local self-governments in India and Kerala and the evolution of status of women in India and Kerala in political participation perspective.

Chapter 3: Women Component Plan an Overview- In this chapter attention has been given to the allocation and utilisation of Women Component Plan in Kerala and the selected districts such as Malappuram, Wayanad and Palakkad.

Chapter 4: Degree of Participation of Women in PRI's – This chapter examines the nature and degree of participation of women in Panchayat Raj Institutions.

Chapter 5: The Role of Selected Social and Formal Institutions - The role of selected social and formal institutions to influence women to participate in Panchayat raj institutions is analysed in the fifth chapter.

Chapter 6: Women Empowerment: Social, economic political dimensions- Women's social, economic and political empowerment has been examined in the chapter.

Chapter 7: Summary and Findings- The final chapter contains the summary of findings and conclusion of the study.

CHAPTER II
**EVOLUTION OF LOCAL SELF GOVERNMENT: A
HISTORICAL SKETCH**

2.1 Introduction

The local self-governments and Women participation in local self-government has an evolution. This chapter deals with the evolution of local self-government in India and Kerala and is divided into three sections; the first section is based on the evolution of local self-governments in India and important committees related to Panchayat Raj System in India. The second section focuses on the evolution of Panchayat Raj system in Kerala. The third section deals with the status of women in India and Kerala.

The term 'Local Government' implies, with localities and not with the country as a whole. The term further implies some influence or activity of public nature; it also implies the existence of authorities empowered to exercise that jurisdiction and activity (Jackson W.E 1960). Since the launching of the Five Year Plans, the Planning Commission has intent the association of Local Self Governing bodies with the vast development work. To quote the commission's observation 'Local Self Government bodies have..... a vital part to play in the field of development we considered that the general direction of policy should be encouraged and assist them in assuming responsibilities for as large portion of the administrative and social services within their areas as may be possible' (Planning Commission 1952, Maddick1970). Local Self Governments are the bodies that are closer and more responsible for the local needs of the society. These institutions can be owned and managed by many locally related issues and perform for the welfare of the local society. People's active participation in the society can support the Local Self Governments to work for them. When a system of Local Self Government can satisfy the needs of the people we called it as efficient. According to U.S Bureau of Census, a unit of local government must exhibit three qualifications. First, it must exist as an organised entity possessing organisation and some minimum powers. Second, it must have governmental character as an agency of the public to whom it must be accountable. Third, it must possess substantial autonomy (Maddox R.W, Robert F. Fuquay, 1981). Along with these a local government units confer opportunities to the people for the expression of their opinion in regard to local affairs.

2.2 Evolution of Local Self Government in Ancient India

The system of local self-government started at India in pre-historic period. Ancient literature shows that the village governments existed in that time but not like this centuries village governments and these institutions are called 'small republics'. In Vedic period local institutions are called 'Sabha or village assemblies'. The Sabha was both a Village Social Club as well as a Village Council. At its meetings, the members discussed social topics and the business of village government. The epics like Manu Smriti, Jatkas, ShantiParwa of Mahabharata reference to the existence of villages and GramaSabha. Arthashastra of Kautilya also refers to village councils responsible for village administration, and all households became members of the village assembly. Number of archaeological evidences was obtained from the existence of local self-government institutions in ancient India. The excavation at Harappa and Mohenjodaro reveals that a highly developed urban civilization had existed in the ancient past. The cities had their councils which were elected bodies. In the words of Havell, "the administrative council of the city was modelled upon that of village communities and it be assumed that it was an elected body through certain matters were reserved for the control of imperial officials"(Havell 1918). Megasthenes present a detailed picture of the city administration in the third century before Christ. He wrote those who have charge of the city are divided in to six bodies of five each. These descriptions shows that in ancient period, cites in India were largely democratic (Imperial Gazettes of India 1909;Maheswari, 1971).

All these writings show that in ancient period a strong village administration existed in India. In different periods it was called in different names. A caste and village Panchayat system existed, caste Panchayat mainly carried out the functions related to social customs and rituals. Village Panchayat consisted of elders of prominent households in the village like family of original owners of the land or family of superior caste. 'The Panchayats of the past were rarely representatives of the village as a whole; they might be drawn from the members of the founding families or from the Brahmins and superior cultivators' (maddic, 1970). These bodies were often conservative in nature and they provide some form of order in village life and the

Panchayat were not supplanted by the landlord or his agent, but in their meetings people could participate as passive listeners, through Panchayat decisions might engendered as well as stem from community attitude.

The local governing institutions continued to discharge their functions during Muslim period also, the representative character of village and town councils gradually deteriorated and after the 16th century, they have no voice in the local administration. After the down fall of the Mughal Empire inter-state rivalries became prominent throughout India, which throw the country into a state of anarchy. This leads to the extension of control by the British East India Company in the 17th century and this was the period of uprising and break down of local institutions in India.

2.2.1 Local Government under British Rule

The East India Company took over the administration and continued the policy of the Mughal but slowly and steadily they destroyed the local institutions, especially the village Panchayat. Extensive concentration of executive and judicial powers in the hands of the British officials deprived the local institutions and their influence. The British administration with its Roman system of justice replaced the traditional powers of the Panchayats in the judicial cases, its system of tax gathering and administration, made such a violent impact that the corporate life of the village was weakened. In the early stage of British rule the demand for democratic decentralisation came from the elites who wanted share in the powers and patronage.

Later the British government realised the importance and necessity of local institutions in the administration of the country and accordingly steps were taken to reintroduce the system. It was done so primarily to serve the British interest rather than confer local autonomy on the people. The Taxation Enquiry Committee (1953-54) rightly pointed out that; it was the need for the association of Indians with administration that prompted by early British Indian administration to embark on the introduction of local self-governing institutions in this country. The resolution of Lord Mayo in 1870 on financial decentralisation also visualised the development of local government institutions, but it was subordinate to the need for lapping local resources

and of effecting economy by decentralised administration (Report of Taxation Enquiry Committee 1953-54). Further Lord Ripon extended a decentralised system of finance by transferring certain items of finances from the centre to local and municipal taxation to enhance their financial position and for uniform development throughout the country. Lord Ripon's Resolution in 1880, argued for budgetary freedom for development function to be performed by local bodies and stress the need of training of elected representatives in particular and the people in general, and that the educative principle of training of people to participate in the representative for government should not be subordinated to demand for development activities. Finally, Lord Ripon's Resolution that came in 18th May 1882 has been regarded as the 'Magna Carta of Local Self Government in India'. The resolution emphasis was mainly on the political and popular training of educated Indians through these local representative institutions. The resolution created several rural local boards in all the states.

The Royal Commission on Decentralisation after going deep into the working of local self-government in India came to the conclusion that the working of the local bodies was a failure. Lord Harding's considered the recommendations of Royal commission and issued a Resolution in 1915. The resolution suggested the broad lines on which the reform in the structure and functions of local bodies should be made. Another significant stage in the history of local government was the Declaration of 1916. Accordingly, Lord Chelmsford, in line with the British government's policy, announced in the legislature his intention to develop local institutions throughout the country which would serve as a training centre and inculcate as sense of responsibility among the Indian people. With the effect of this policy, Government of India on 16th May, 1918, issued a comprehensive resolution which embodied certain basic principles with a view to establishing complete popular control over local bodies. The Montagu-Chelmsford reform was passed in 1919, in order to bring local supervision and monitoring of development activities, local bodies were constitute under the new Act. The Taluka or Tehsil server as the basic units for local boards, and dealt with the subjects such as sanitation, education and health; these local bodies were also given powers to collect taxes. Accordingly to the Simon Commission in every province,

Communal feelings, corruption, in efficiency were the general features of local government during this period.

The weakness of the local government were realised, attempts were made to improve it only after 1935. Under the Government of India Act, 1935 the provincial government enacted legislations on local self-governments. The introduction of Provincial Autonomy in 1937, under the Government of India Act 1935, gave further impulsion to the development of local government in India. Local government was classified as provincial subjects. During this period provinces launched investigation into local governing bodies, with a view to making them apt institutions for concluding local affairs. The Local Government Acts were passed by the provincial governments to devolve powers of local development administration upon Panchayats. During the period 1937-1947, much progress could not be made in the sphere of local government due to the constitutional deadlock and conflicts between the British Government and the Nationalist.

2.2.2 LSG's Independence and After

With the advent of independence in India on August 15, 1947 the concept of local government acquired added significance. For the first time a Local Self Government Ministers Conference was held at Simla for discussing all aspects of reconstruction of local self-government in 1949, the Government of India appointed the Local Finance Enquiry Committee which made a number of recommendations for improving and stabilising local finance. At the time of formation of the Constitution of India, initially the inclusion of Panchayat was not considered in the first draft, in the context of historical caste and class dominated structure in the village. But it was modified during the discussion in the constituent assembly. Article 40 regards 'the state should take steps to organise village Panchayats and endow them with such power and authority as may be necessary to enable them to function as units of self-government. Also in the Constitution 'Local Government' is mentioned in Schedule Seven, List II State List Item, which regards; Local Government that was to see the constitution and powers of Municipal Corporation, improvement trust, District Boards, Mining Settlement Authorities and other local authorities for the purpose of local self-

government or village administration. Thus it may be inferred that the Panchayats role was envisaged from the consideration of taking democracy to the village and bringing powers to the village. Mahatma Gandhi's dream was that democracy through people's participation could be guaranteed only by way of Gram Swaraj. He needed village republic and suggested that the administration of the affairs of the village would be done by the people themselves. The President is elected by the people and common choices would be taken unanimously by the Grama Sabha of the village. According to Gandhi the idea of village Swaraj is that it is a complete republic, independent of its neighbours for its own vital requirements, and yet inter-dependent for many others in which dependence is inevitable. As far as possible, every activity will be steered on the co-operative basis and there will be no castes barriers. He told that it is a perfect democracy based upon individual freedom. The individual is the architect of his own government and independence must begin at the bottom level. Gandhi told that India lives in her village, to quote his view I have believed and repeated time without number that India is to be found not in its few cities, but in its 7,00000 villages.... we town dwellers have believed that India is to found in its town and that the villages were created to minister to our needs. I have found that the town-dweller has generally exploited the villages, in fact he has lived on the poor villager's substance"¹.

After 1950, a universal desire was supported to make local institutions not only a training ground for democracy but also an effective agency to shoulder the added responsibilities envisaged in the five year plan. A number of committees and commissions were set up by the centre from time to time, to suggest ways and means for strengthening the local government structure in the country. These included the recommendation of the Taxation Enquiry Commission (1953) on Municipal Taxation of the Rural Urban Relationship Committee (1963) on defining the structure and functions of urban local bodies and their relationship with Panchayat Raj Institutions. For the development of Panchayat Raj Institutions various committees and experts groups were constituted they are shown below.

¹Gandhi, M. K. (1963). *Village swaraj*. Ahmedabad: Navajivan Publishing House.

2.3 Important Panchayat Raj Institutions Development Committees

Panchayat Raj was given important role in the context of Community Development Projects launched in 1952. The Balwanthrai Mehta Committee in 1957 was set up with an objective to study and report the Community Development Projects and extensive services. It made the following vital recommendations. The committee emphasised that community development would only be effective through the active participation of community in the planning, decision making and implementation process. Considered the community development, the committee recommended an early establishment of statutory elective bodies and devolution upon them for necessary resources, powers and authority. The report underlined the role of elected Panchayat Samitis at the community development block or tehsil level as the basic unit of democratic decentralisation. The committee focused on the rural sector and recommended that the function of Panchayat Raj Institutions. The Panchayat Samiti should have a life of 5 years. The Panchayat Samiti will have two sets of offices, i.e. those at block level and those at the village level. It may be necessary to have studying committees of the Zilla Parishad to ensure rapid disposal of work. The Panchayat Raj Institution structure was introduced in most parts of the country as a result of the Balwanthrai Mehta report. However, the legislation that followed the committee report basically continued the three tier structure and provided for overriding powers of the state government through the district collector. But this committee failed to encourage the promotion of local institutions.

The Balwanthrai Mehta Committee was followed by the K. Santhanam Committee in 1963. This committee examined the issues of Panchayat Raj Institutions finance. Its recommendations covered a wide range of issues, the prominent among them were; the Panchayat should have more items that can be brought under tax net, the grants from the state level should be united in nature; and a Panchayat Raj finance corporation should be set up which would look into the financial resources of Panchayat Raj Institutions at all levels, provide loans and financial assistance to these local institutions. Since 1957, the functioning of the Panchayat Raj Institutions was marked with various shortcomings and the desired results could not be achieved. The

people participation of activities of the Panchayat Raj Institutions was limited. They did not identify themselves with these institutions, and even the Panchayat were superseded and elections were not held for many years. The process of development through Panchayat gave an opportunity to the rural elite group, it further discouraged the rural poor and disadvantaged groups for meaningful participation in the decision making and implementation process. Therefore the funding from the community development projects reduced considerably by the mid 1960's, Panchayat did not get enough funds for local development. This period did not provide representation for women, scheduled caste and scheduled tribes in the Panchayat level.

To study the real status of Panchayat Raj Institution in India, in 1978, the Ashok Mehta Committee was constituted to review the functioning of Panchayat Raj Institutions and to make recommendations in order to revive the local institutions. The committee reviewed the structural and operational aspects of Panchayat Raj Institutions since 1959. It outlined three phases of Panchayat Raj System.

1. Phase of ascendancy (1959-1964)
2. The phase of stagnation(1965-1969)
3. The decline(1969-1977)

This committee's important observations are; the Panchayat Raj Institutions were not given the opportunities to take up planning or implement work on a sizeable scale. The state governments were not only fully supportive of Panchayat Raj System. Panchayat election were postponed or they were superseded for some or the other reasons. The attitude of the political elites at higher level towards strengthening of local institutions was not encouraging. The field officers and staff were not positive about the role of Panchayat in development. Panchayat Raj Institutions were dominated by economically or socially privileged sections of society. Inefficiency, corruption, lack of appreciation for procedures undesirable inference in day to day administration, parochial loyalties etc. seriously hampered the functioning of Panchayat Raj for the village development. In the light of above findings, in order to strengthen the PRIs the committee made the following recommendations. The grouping of a number of villages to constitute a Mandal Panchayat covering a

population of 15,000 to 20,000 for keeping the balance between technological requirement and possibilities for meaningful participation by the people. The committee suggested that the block level Panchayat Samitis would become no stationary executive committee of zilla parishads and the Mandal Panchayats would carry out the development programme. Committee recommended that in the election, the SCs and STs should get representation on the basis of their population and PRIs should be empowered with the power to take their own decisions and prepare plans according to local needs. The Mandal Panchayats would be responsible for implementation of the reports and projects assigned by the Zilla Parishads and as regarded the planning, there should be a team expert at the district level for preparation of the district plans.

The period of 1970's and early part of 1980's were not encouraging for the Panchayat Raj system. In view of this, in 1985 G.V.K. Rao committee was constituted to examine various aspects of Panchayat Raj Institutions. After evaluating the functioning of local bodies, the committee made the following important observations. It suggested for integrated rural development to encompass all economic and social development activities handled by different agencies at the field level. The Panchayat Raj Institutions should be activated and given the necessary support so that they can become effective organisation for handling local development and Elections to local bodies should be held regularly. The block development offices should be given pivotal role in the rural development process. But the district should be the basic units for policy planning and the programme implementation and restructuring of planning and implementation of machinery at the district level was also suggested.

The Rao committee was followed by the L. M. Sighvi committee. It was constituted by the government of India, Department of Rural Development in 1986 and made the following recommendations. It deliberated the constitution of Grama Sabha for promising democracy at the grass root level. It suggested that the Panchayat Raj Institutions have to be observed as institutions of self-government which would naturally enable the participation of the people in the process of planning and development as a part of the concept of self-government. The committee was of the

opinion that the Panchayat Raj Institutions should be focused to attain community and social mobilisation, exceeding the barriers of religion, caste, sex and disparities of wealth and overcoming social disabilities and disadvantages. The committee envisaged and recommended that the Panchayat Raj bodies should be constitutionally accepted.

The Sarkaria Commission on centre state relations (1988) did not favour the idea of L. M. Singhvi Committee to confer constitutional status to the Panchayat Raj Institutions. The commission advocated that the powers of enacting any law on the Panchayats vested under entry 5 list II exclusively with states. Uniformity in the case of law throughout the territory of India is essential. The uniformity can be secured by adopting in the following order of preference any of the alternatives are; by law with respect to this matters made by all the state legislatures in accordance with a model bill prepared on the basis of consensus at the forum of the inter-state council, recommended by us to establish under Article 263. Commission suggested by a law on this subject made by parliament under Article 252 (I) with the consent of the legislature of all the state and by parliamentary law uniformity applicable throughout India containing provisions analogous to Article 172 and 174 of the constitution.

Adoption of alternative (i) or (ii) will not require any Amendment of Constitution. However a condition precedent for adopting alternative (iii) those aspects of the matters which are equivalent to Article 172 and 174 will have to be carried out of the influence to entry 5, list II and transposed as a separate item of list II resource to alternative (iii) may be had only as a last resort.

2.4 Panchayat Raj Act 1993

The constitutional status for Panchayat Raj Institutions was opposed by the Sarkaria Commission, but the idea gained impetus in the late 1980's and was recognized in the 64th Constitutional Amendment Bill in 1989. The 73rd and 74th Constitutional Amendments in 1993 have ushered in the present phase where Panchayats are described as institution of local self-government, and are expected to prepare plan for economic developments and social justice. The Act predetermined some very vital

measures for strengthening Panchayat Raj Institutions, and besides constitutional status, the prominent among them are time bounded election, powers to Grama Sabha, devolution of powers and funds, constitution of State Finance Commission and transfer of function.

The 73rd Constitutional Amendment Act, 1992 came into force in 1993. The Act offers for the establishment of Panchayats in every state with the following structures like Grama Sabha, the Article 243 A foresees the constitution of Grama Sabha with the objective of offering participation to people in the decision making process. One of the noticeable features of the Act was Reservation of seat for weaker sections of the society. The Article -243 D proposes that the seat shall be reserved for the scheduled castes (SCs) and scheduled tribes (STs) in every Panchayat and the number of seats to be filled by direct election in that Panchayat as the population of the STs in that Panchayat area should be proportional to the total population of that area and such seats may be selected by rotation to different constituencies in a Panchayat. Not less than one –third of the total number of seats shall be reserved for women and such seats may be allotted by rotation in every Panchayat constituencies. The office of the chairperson shall be reserved for the Schedule Castes or Schedule Tribes and women in such a way as the legislature of the state may provide by law.²

There are several Committees and Amendments introduced for the betterment of Panchayat Raj Institutions in India. In 1st April 1958, the Balwanrai Mehta Committee came in to effect. Rajasthan was the 1st state to implement the Panchayat Raj System in India on 2nd October 1959. By mid 1960s, Panchayat had reached all parts of the country. The report of the Ministry of Community Development had started in 1964-65 that younger and better leadership was emerging through Panchayat Raj Institutions. But after the sixties the better position of Panchayat Raj system declined. For the good working of the Panchayat Raj System there are several Committees that came to India. After 1959, the Panchayat Raj Institutions came in Indian States like

²²Chaudhuri, S. (2003). What difference does a constitutional amendment make? The 1994 Panchayat Raj Act and the attempt to revitalize rural local government in India. *Typescript, Columbia University*.

<https://indiankanoon.org/doc/1091659/>
<http://www.sanchitha.ikm.in/node/2280>

Bihar, Maharashtra, Uttar Pradesh, Karnataka, Kerala etc. Kerala has long historical background in the system of Local Self Government. The local self-government institutions actively working in Kerala and is one of the best example of Panchayat Raj System in India.

2.5 Evolution of Local Self Government in Kerala

The antiquity of Kerala culture is an undeniable fact. The state like Kerala has long history on local self-government. Table 2.1 indicates the chronological history of LSG's in Kerala.

Table 2.1
Chronological History of LSG's in Kerala

Year	Act	Activities
1920	Madras Village Panchayat Act	
1950	Travancore Cochin Panchayat Act	Based on the Act the Panchayat Delimitation Committee was formed. The Committee Recommended the formation of 542 Panchayat.
1958	Kerala Panchayat Bill	Two bills on decentralisation were introduced in the state the District Council Bill Legislatives Assembly. However, they could not be enacted and implemented as the Government was dismissed and the Legislative assembly dissolved in 1959.
1960	The Kerala Panchayat Raj	The first Administrative Reform Committee suggested decentralisation of a far- reaching nature as early as in 1958. The Act was passed codifying the Panchayat law that were in force in Malabar- Travancore- Cochin Region.
1963	First Panchayat Election	Based on 1960 Act, the first Panchayat election in the state was held.
1964	Kerala Panchayat Union and ZillaParshad Bill	The government introduced the bill but the government before the bill could become act.
1967	Kerala Panchayat Raj Bill	The government that succeeded introduced the bill but it could not be passed due to the fall of the government.
1971	Kerala District Administration Bill	The government of Kerala introduced the Bill but this too did not become a law.
1978-1980	Kerala District Administration Bill	Again the government introduced this Bill in the Legislative Assembly in 1978 and it became an Act in 1980.
1991	District Council	After one decade, the government implemented the Act and the District Council came into being. However, they could survive only for a short period.
1994	Kerala Panchayat Raj Act and	The Kerala Assembly passed the new

	Kerala Municipality Act	Panchayat Raj Act and the Kerala Municipal Act.
1995	Elections	The first election based on the constitutional amendments and the new Acts.
1996-2002	People's Plan Campaign	Local government level participatory planning process for preparation of the development plans under the Ninth Five Year Plan.
1996	Committee on Decentralisation (Sen Committee)	The Committee was appointed to suggest the measures to be taken for institutionalisation of powers (Sen Committee) of the decentralisation process.
1999-2003	Amendments to the Acts	Based on the recommendation of the Sen Committee, various Acts were restructured and restructuring to suit the decentralisation process.
2002-2007	Kerala Development Programme	The Tenth Five Year Plan was named as Kerala Development Programme
2007	People's Plan Campaign	People's Plan Campaign was re-launched as part of the preparation of the Eleventh Five Year Plan.

Source: in Mariamma Sanu George, 2007.

Self-Governing Units has long historical background in Kerala. "The origin of modern Panchayat Raj System in Kerala can be traced back to the decentralised Feudal System of medieval Kerala. The important democratic local assemblies that existed throughout Kerala are thorakuttam, desakuttam, nattukkutam, munnuthavar, arunnuthuvar and so on. These local assemblies giving leadership to rural administration (Hall,1980; Bhaskar,1997). They were not democratic in the modern sense, but based on castes. During the Ancient and Medieval period the caste system was very strong in the Kerala society. The Brahmins and Nairs ruled in the society and the local people have no voice in the administrative system of the society. The village society lived and functioned on caste base. The self-governing units of Gramams were the sub unit called 'Kazhagam', which elected a chief executive and an assistant to him for a period of three years. Generally the administrations of local affairs were held by the functionaries like Naduvazhi, Muthelpidi, desavazhi, and Mukhyastan. "The basic unit of local government in ancient and medieval Kerala was 'Tara' with its own assemblies 'Kuttam'. This assembly was constituted by the elite castes and elder member (Karanavar) of the locality, known as 'Mukhyastan or Pramanies'. This assembly was the administrative body of the society and their

constitution was artificial and resembled adhoc committees rather than permanent representative institutions (Hema, 1927, Bhaskar, 1997). However, we can understand that since ancient period a strong local democratic institution existed in Kerala. The 'Nattukuttam was the most influential institution and it was a representative of politically conscious body of peoples (Cherian P.J. 2000). These types of local administrative assemblies were formed throughout Kerala and control each Nattus and government administration.

Later the intensity of democratic local administrative system collapsed in Kerala and this period the villagers suffered lot, a feudal landlord system existed in the society. The elite caste members like Naduvazhi, Mukhyastans ruled for the favour of elite groups. "After the decline of local assemblies in Kerala, we can see that the emergence of the Adhikari or Proadhikari or headman and his assistants like accountant, Menon or Kolkarans who collectively controlled the local administration as the local representatives and employees of the government. During the period of British and under the rule of Lord Ripon the first formal local administrative system was introduced in Malabar region in Kerala. It was an urban local government as a policy of financial devolution; and later Panchayat were also constituted in the similar pattern. In the period 1920 Panchayat became legal entities in Kerala. Traditionally, the caste councils and koottam at the lower levels served as the purpose of Panchayat institutions (Bakhi, 1990). During the formation of Kerala state in 1956, there were local bodies like Panchayats and urban local bodies existing in different parts of the state, Malabar, Cochin and Travancore.

The village societies in Malabar was divided into 'Gramams' the Namboothiri community lived place, 'Thara' where the Nair community lived, and the lower caste lived place are called 'Cheri or Muri' (Shantha,1993). In the British period the villages in Malabar was called 'Amsam'. For the administration of 'Amsams' government appointed a ruler called 'Adhikari' the village head. An accountant called Menon and two or more Peons called 'Kolkarans' aided them. In 1876 Madras Town Improvement Act implemented and its given local administrative set up to Malabar. Municipalities were established in Kozhikode, Palakkad, Kannur and Thalassery.

District Collector was the presiding officer of the Municipality as per the Town Act 1871. The District Board and Taluk Board were established in Malabar under the implementation of Madras Local Bodies Act in 1884. As per this Act village areas in Malabar area were under Malabar District Board and area in Kasaragod Taluk came under Canara District Board. In 1930 all the village administrative system were brought under Madras Local Bodies Act (Ramachandran, 1999). There were 400 village Panchayats in Malabar. Kochi was a Town Council from 1910 onwards. The village local administration started in Kochi were under the establishment of Village Panchayat Act of 1914. In 1922 Cochin Panchayat Regulation came, therefore the powers of Panchayat were increased. In 1935 the Universal Adult Franchise came in Kerala and in 1945 Panchayat got a government department.

The first active step towards the development of Local Self Governments in the rural areas was taken by the Travancore Village Panchayat Act in 1925 and the earliest legislature in the urban area was passed in 1894. The first Legislative Council in India was by Maharaja His Highness Sree Moolam Tirunal in 1888 in Travancore. It expanded latter and known as Sree Moolam Praja Sabha (Kumar, 2004). As per the demand for Sree Moolam Praja Sabha the Travancore Village Panchayat Act was established in 1952. In this occasion on the experimental basis six Panchayat were organised. Later in 1940, 29 Panchayats were organised. In 1941 Thiruvananthapuram city was upgraded as Municipal Corporation. In the year 1949 Thiru- Cochi state was formed and Travancore –Cochin Panchayat Act was formed in 1950. On the basis of this Act 542 Panchayat were formed. In 1950, an established form of Panchayat started in Thiru-Cochi. In 1951 Travancore- Cochin Panchayat Act was passed; it gave democratic decentralisation in Kerala. This Act provides reservation to the Scheduled Caste in Kerala (Pannikar, 1974).

After the reorganisation of Kerala in 1956 first Ministry, the Communist Government came into force in 1957. The Ministry was headed by E.M.S. Namboodiripad. They gave more importance to the process of ‘democratic decentralisation of powers’ and the ‘unification of the Panchayat system’ in Kerala. Therefore, Administrative Reform Committee was appointed 1957, E.M.S. Namboodiripad as Chairperson to suggest

measures for the democratisation of the organs of the government at various levels. The main task of the committee was to make recommendations for revitalising the Panchayat Raj system of administration and the strengthening of Panchayats in the state as viable units of administration and the development in the state. The Administrative Reform Committee submitted its report on July 26, 1958; and on the light of this report Kerala government moved the Kerala Panchayat Bill in December, 1958 and Kerala District Council Bill in April, 1959 in the Legislative Assembly. The major function of District Council was the development matters and the Council became an autonomous executive body. But both these Bills could not be enacted into law because, the first government dismissed the Central Government and dissolution of the State Assembly on 31st July 1959 (Government of Kerala 1958, 2009, Thankappan V. J.). “A General Election held in Kerala and a new government came into force. This government passed the Kerala Panchayat Act and Kerala Municipality Act in 1960 incorporating several recommendation of the Balavantray Mehta Study Team. This Act came into force from January 1, 1962. The Act, besides unifying the laws existing in Malabar and the Travancore-Cochin state, sought to enlarge the functional domain and financial resource base of the Panchayats. Based on the new Kerala Panchayat Act the first Panchayat election in Kerala state was held by the end of 1963 and the new Panchayats came into existence on January 1, 1964. There were 922 village Panchayats in the state” (Government of Kerala, 2009).

2.6.2 Kerala Panchayat Act in 1960

One of the Directive Principles of State contained in the constitution provides that “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”³ (Article 40 of the Indian Constitution)⁴. This act clearly depicted that how a democratic decentralisation intended to take place in the state. The Act proposed that “the Panchayat should be the only organisation at the village level between government and the people and that they should be the medium through

³Art. 40, The constitution of the India.

which the villages came into contact with the government. In other words, nothing that take place within the Panchayat area should be done without the Panchayats being associated with it in one of the three ways like executive functions, agency functions and advisory functions. Panchayat should be entrusted with the responsibility of control and supervision of elementary schools and of medical, public health work and for the development of agriculture, animal husbandry and cottage industries. The staff now employed at the Panchayat level of the government for these purposes will work under the control and supervision of the Panchayats” (Kerala Panchayat Raj Act, 1960). This Act was given civic and authorised position to Panchayats. on the basis of this Act, in 1963 an election were held in Kerala 922 village Panchayats came into existence in 1964 (Economic Review,2012).

The next Government came to power in 1964, and introduced Kerala Panchayat Union Council Bill and Zilla Parishad Bill. These Bills incorporating the several recommendations of Balvantray Mehta Study Team and incorporating an intermediate tier at the block level to do planning and rural development called Union Council and an Advisory Council called Zilla Parishad at the district level. Afterward, a general election held in Kerala in 1967, again Communist Government came into power and E.M.S. Namboodiripad as Chief Minister. At this time a fresh bill (Kerala Panchayat Bill, 1967) introduced in the Legislative Assembly. This bill proposed a two-tire Panchayat Raj system in village and district level and, the Zilla Parishad had an executive function and some source of revenue with powers of supervision and control over the Grama Panchayats. This bill reviewed selected committee; it too had not come to law and the Legislative Assembly was dismissed in August 1970. C. Achutha Menon Ministry revived the bill as Kerala District Administration Bill in 1971, but due to some reasons it fell to the next government (under A. K Antony) and after some modifications of Legislation it came into Kerala District Administration Act, 1979 (Government of Kerala,2009).

In 1986 E.K. Nayanar Ministry came into power and attempted to renew the process of decentralisation. He appointed a committee under the Chairmanship of V. Ramachandran to study the problems and short coming of existing legislations. In

1990, first ever elections to District Council were held and this came into existence in February 1991(Planning Commission, 2006).In 1991, a landmark regime the 73rd and 74th Amendments placed in Indian Parliament. The Constitutional Act (73rd Amendment Act), passed in 1992 by the Narasimha Rao Government, and came into force on April 24, 1993 and the 74th Amendment came into effect on June 1, 1993. The 73rd Constitutional Amendment gives Constitutional status on Village, Block and District level bodies under Indian law. Kerala had given more importance to democratic decentralisation so, the characteristics of these Acts were good for the realisation of strong democratic decentralisation. The 73rd Amendment had given Panchayat Raj Institutions ‘Self Government’.

2.6.3 Kerala Panchayat Raj Act 1994

The 73rd and 74th Constitutional Amendment Act was passed in India on 1993. In the light of this national initiative, the United Front Government under the Leadership of A.K. Antony introduced the Kerala Panchayat Raj Bill in the State Legislative Assembly on March, 1994. On the basis of this Act number of powers, responsibilities and projects of the government were transferred to the local bodies with effects from October 2, 1995. Then, it replaced the existing system in local self-governments. This Act substitute in the place of Kerala Panchayat Raj Act 1960 and the District Council Act 1991.

The Kerala Panchayat Raj Act, 1994 given Constitutional status to the local self government institutions in Kerala. Part IX, Article 243 of the Constitution discussed about the Panchayats in State. Article 243 G of the Constitution regards “Subject to the endowment of this Constitution in Legislature of a state may, bestow the Panchayat with such powers and authority as may be essential to permit them to function as an institution of self-government and such law may enclose requirements for the devolution of powers and responsibilities upon Panchayats at the proper level” (Basu Das, 2003). The Act ensures that three tier structure of Panchayat Raj system in state i.e. Village, Block and District Panchayats and direct election were held in these institutions. This Act intended to stay for the development of grass root level in Kerala. Kerala Panchayat Raj Act ensured that there was a three tier structure in

Panchayat Raj Institutions and section 7 of the Kerala Panchayat Raj provided that there should be a village Panchayat at village level. Article 243 B (1) of the Constitution deliversthat “in every state Panchayats at the village there shall be constituted anintermediary and district level in accord with the provision of this part”(Basu Das 2003). There are lot of responsibilities given to the village Panchayats because, we visualized democratic decentralisation in our state and the development up to bottom level. The Act empowered the village Panchayat for giving all control to local level institutions. Hence, the General functions of the village Panchayat are; collection and updating of essential statistics andOrganising voluntary labour and contribution for community work etc(Kerala Panchayat Raj Act, 1994).

The Act provides these functions to the all peoples at the village. Democratic decentralisation had given more importance to the participation and development of bottom level people. In a democratic society all the decisions are taken with the support of people who lived in that society. Hence, in village Panchayat all members are elected directly by the people. The tenure of the village Panchayat was five years and a fixed number of seats were reserved for Scheduled Caste and Scheduled Tribes. As per rule, one-third of the total seats should be reserved for women in village Panchayat.

Section eight of the Kerala Panchayat Raj Act states that there should exists an intermediate Panchayat, and in Kerala we call it as Block Panchayat. The numbers of directly elected members in Block Panchayat are in between 8 to 15. The president and vice-president of block Panchayat are elected directly. The Panchayat has also number of functions; Pool technical expertise both government and non-government at the block level. They provide technical services to Village Panchayat. Prepare plan for taking into account the plans of village Panchayat to avoid duplication and provide the backward and forward linkages (Kerala Panchayat Raj Act, 1994). Along with these general functions the Block Panchayat has many sector-wise distributions of responsibilities. In Block Panchayat also the seats should be reserved for Scheduled Caste, Scheduled Tribes and women. One third of the total number of seats reserved for women and the seats were allotted by rotation.

Section 9 of the Kerala Panchayat Act stated that there should be a District Panchayat at District Level. The total directly elected members of District Panchayat range between 15 to 25. In district Panchayat also the seats are reserved for Scheduled Caste and Scheduled Tribes. One third of the total number of seats was reserved for women. The District Panchayat consists of members who are directly elected by the people. District Panchayat also have sector-wise distribution of responsibilities. Article 243 (F)⁵ of the Constitution “Provides that no person shall be disqualified on the ground that he is less than twenty five years of age, if he has attained the age of twenty one year’s”. It means that a person who has attained the age limit of 21 years will be eligible for a member and in State Legislature it was 25 years. Article 243 (G)⁶ ensured that the powers, authority and responsibilities of Panchayats. “The requirements of this constitution states that the Legislature of the state may, by law, provide the Panchayat with such authority and powers as may be necessary to enable them to function as institutions of self-government and such law may contain provisions for the devolution of responsibilities and powers upon Panchayats at the suitable level” and Article 243(I) states that the power to impose taxes and funds of the Panchayats (Basu Das, 2003). Article 243 (K) of the Constitution provides for an Election Commission which exists in respect of Panchayats. All electoral activities of the Panchayat are vested with State Election Commission.

2.6.4 Grama Sabha

The 73rd Constitutional Amendment ensures that Grama Sabha is an integral part of the three tier Panchayat Raj system. This Act gave priority to the active participation local people in the administrative system of government. Article 243 (B) of the Constitution says “Grama Sabhais a body comprising of people registered in the electoral rules relating to a village include within the area of Panchayat at the village level” and in Article 243(A) stated that “A Grama Sabha may exercise such powers and performs such functions at the village level as the legislature of the state may, be law, provide”. It is a democratic institution in which people actively participates each

⁵ Art. 243 (F), Government of Kerala.

⁶ Art. 243 (G), Government of Kerala.

other. Ashok Mehta Committee, in 1978 states that “ Grama Sabha has an important role in activating the democratic process at the grass root level, inculcating community spirit, in increasing political awareness, in strengthening development orientations, in educating the rural people in administrative and political processes and in enabling the weaker sections to progressively assert their point of view”.

Grama Sabha is an institution of villagers; they discussed their problems collectively and take decisions. It is the centre of democratic power and centre of activity and it is based on comprehensive planning to be the basis of self-governance. The active participation of people may help to increase civic engagement and social capital formation and it helps to attain sustainable governance (Rao, 2007). “People’s participation was sought to be ensured through Grama Sabha, at the level of a ward of the Grama Panchayat. The Grama Sabha in the Panchayat should meet at least once in three months and ten per cent of the voters of the ward constitute the quorum” (Planning Commission, 2006). As the recommendation of 73rd constitutional Amendment, Kerala Panchayat Act had made to hold that at least two Grama Sabha meetings a year has been done.

The Committee on Decentralisation of Powers in Kerala under the chairmanship of S.B. Sen recommended that Gram Sabha as the strongest body of villagers so, the quorum of Grama Sabha should be raised to 10 per cent and Grama Sabha should meet as frequently as possible. According to this committee failure to convene Grama Sabha should be a violation of the provisions of Kerala Panchayat Raj Act (Sen Committee Report, 1997). The Department of Local Administration closely looked in the performance of Grama Sabha and in September 1998, issued a circular regarding strengthening Grama Sabha. These circularshelped to improve the performance of Gram Sabha. Hence, Grama Sabha is the powerful institution in the Panchayat Raj system. The Sen Committee appointed from the time of People’s Plan Campaign and institutional reforms in Kerala. On the recommendations of this Committee, restructuring the Kerala Panchayat Raj Act and Kerala Municipality Acts of 1994, Amended this Act in February 1999.

2.6.5 DECENTRALISED PLANNING IN KERALA

Till the implementation of 73rd and 74th Amendment Act in 1993, the process of democratic decentralisation in India was in infant stage. Democratising the development and governance of rural India not only depended on the historical culture of the nation, but also the political will and approach of the decentralisation (Oommen, 2004). The term decentralisation literally means ‘away from the centre’. Encyclopaedia of Social Science defines (1969), “decentralisation is the transference of authority, legislative, judicial or administrative from a higher level of government to a lower level”

The process of democratic decentralisation in Kerala can only be understood against the background of the distinct socio-economic conditions, political process, topography, history and cultural context of the state. Government of Kerala propounded the ‘Kerala Model’ of development and got worldwide attention. Government had given importance to social welfare and development and it leads to active participation of the people in the society (Sharma, 2003). “Decentralisation refers to the transfer of administrative authority from the higher levels of government to the lower ones in order to give more freedom to the latter in delivering services or producing public goods” (Government of Kerala,2009). Democratic decentralisation is neither de-concentration nor delegation. It is devolution (Oommen M.A., 2004). In other words “Decentralised planning in Kerala, aimed at rejuvenating the State’s stagnant productive sector, had the specific objectives of improving the quality of investment by allocating resources to local priorities, facilitating local solutions to development problems, exploiting local production possibilities, enabling people’s participation and contribution in planned development and bringing about convergence of services” (Planning Commission,2006).

2.6.5.1 People’s Plan Campaign

The Left Democratic Front government came into force in Kerala on May, 1996. They gave more importance to the democratic decentralisation to the society. For the Evaluation and more effectiveness of decentralisation in the state, they appointed a

committee under the Chairmanship of S.B. Sen. That Committee is known as Committee on Decentralisation. This committee laid down its report in August 1996, recommended that “maximum decentralisation of powers to enable the elected bodies to function as autonomous units with adequate power, authority and resources to discharge the basic responsibility of bringing about economic development and social justice” (Vijayanand,2000; Sharma,2003). The Sen Committee laid down basic principles of decentralised planning as; Autonomy, Subsidiarity, Role of Clarity, Complementarily, Uniformity, People’s Participation, Accountability and Transparency. These are the principles for the effective empowerment of the Local Self Governments.

For the achievement of basic principles of decentralisation, the Left Democratic Government launching ‘People’s Plan Campaign’ for the effective decentralisation of state on 17th August 1996. This Campaign was done in the period of Ninth Plan Period. The People’s Campaign as the decentralisation process, sought not merely to transfer administrative power from the state government to the Panchayats, but to elicit people’s to participation in development. It was expected to bringing about ‘certain basic attitudinal changes towards the development process’ and a ‘radical transformation of the developmental culture of the state, which is necessary requisite for successful participatory decentralisation” (Isaac 2000; Sharma 2003).

People’s participation is the dominant factor for the success of a Local Self Government. Mass participation is not limited as the only participation of the election. Campaign launched to empower the local bodies with the support experts, officials, volunteers and especially the mass of peoples. Hence, for the active participation of people in the local bodies the Campaign went through some phases: Grama Sabha, Development Seminar, Task Forces, Plans of Grass root Tier, Plans of Higher Tiers and Voluntary Technical Groups. The Campaign decided that 35-40 per cent of the plan budget of the state would be earmarked for expenditure by the local bodies at the Village, Block and District levels (Kannan, 2015). All the phases of the Campaign help for the attainment of democratic decentralisation. The Grama Sabha assessed the need of the peoples through their meetings and the Panchayat make plan followed by

formation of 'Task Forces' for the preparation of Development Projects with the coordination of the Block Panchayat and approved by the District Panchayat at the district level. The Campaign was really a forward step for the attainment of democratic decentralisation in our state, but in 2001, United Democratic Front (UDF) came into power and they stopped the Campaign. Decentralisation does not mean just de-concentration where a subordinate is allowed to act on behalf of the superior without any transfer of authority, or delegation where powers are formally conferred on a subordinate without any real transfer or authority.

For strengthening the local bodies and the development of decentralised planning in Kerala the 12th Plan pinpointed some steps they are Special Grama Sabhas will be convened for the families of differently able and mentally challenged persons. The formulation of District Master Plan with long term vision for spatial planning in all the districts will be carried out with the co-operation of Local Governments (LGs).Citizens Watch Committee will be established at the LG level to watch the progress of schemes by conducting social audit. Another important feature is the line departments and Local Self Government Institutions (LSGIs) will be encouraged to have a well-defined approach to empowerment of women and Gender Development and encouraged to strengthen the Gender Budgeting initiative and also to move on to Gender sensitive monitoring and gender development programme and Provision for burial/cremation ground will be ensured in all local bodies (Economic Review, 2013)

The above discussions shows that the Local Self Governments had played prominent role in the administrative structure of our nation and after the implementation of 73rd amendment Act and decentralised planning had gave a space to women in Local Self Government institutions.

2.7 Status of Women in Local Self Governance

The pre-historic period did not given any information about women's position in society, because this was the period of revolutionary changes in human life. The excavations from Indus Valley Civilization showed the status of women in their society. In the Early Vedic Age women enjoyed a position of esteem and they were

treated as equal to men. The women were given education and they attended debates and public affairs with men. Rigveda told that women had freedom and from the time of birth to death they lived under the protection of male. During the later-Vedic age the position of women had considerably declined. Women did not enjoy better position in the same as in early Vedic period. In this period women did not participate in the political activities and were not allowed to attend the meeting of sabha (tribal meeting). The Epics cover the period intervening between the Later Vedic age and the Buddhist age. Women occupied high position in Epic Society. Women was a part of philosophical discussion with men and attended the assemblies (sabha). Two religious movements rose in the sixth century B.C. in India that is Jainism and Buddhism and were based on certain principles. Position of women in these periods was enhanced and they gave more importance to freedom of women. "Buddhism begun as a religion that treated women as equal to men in their capacity for personal and spiritual development"(Nair and Janaki, 1996). Women were allowed in the Jain Sangha and many women became Sarmini and Sravikas, and believed that they had the right to attain Nirvana. During 650 to 321 B. C. Political, social and economic conditions of India was improved. Political India was tearing into a number of small states and people lived in the villages. In this period women received education and military training. Political system of Ancient period was based on Monarchy. Women were not permitted to enter in political arena. There was no political right to women in that society.

The Muslims first came to India in the eight century. During this time the society re-established the proud Vedic period, men and women enjoyed the equal status. But the Arabs subjugated widespread territories in India from 711 to 713 A.D. The Arabs won victories they were not able to retain power due to lack of knowledge about the art of administration and government. The political conquest of Arabs in India was a significant event. But during this period women suffered a lot because, as a result of Muslim rule the Pardah system entered in to India. This system restricted free movement of women and they were compelled to live in seclusion in their home and rarely moved outside. The position of women in society greatly deteriorated. Slavery was a common feature of Muslim society and early marriage, sati system was quite

common in this period. Women in the upper class enjoyed honour and they were educated. Prof. Atulnanda Sen says “The education of women, Hindu and Muslim, was mostly confined to the rich, and the well-to-do section of the society. The growing curtailment of their freedom caused by Pardah system, child marriage, and other social evils and practices was chiefly responsible for the prevailing mass illiteracy among them during the Mughal Age”. Muslim women are economically in better position than Hindu women and they also played a pivotal role in the administration of the state. Emergence of Islam in India, badly affects Hinduism and the status of women in the society. For the protection of these, Hindu Saints and Philosophers started Bhakti Movement in 15th century B.C. This introduced new trends in social and religious life of women. Number of saints and reformers work for the revolutionary changes in the social structure of the society. Ramanuja, Kabir, Guru Nanak, Dadu Dayal, Mira Bai, Tulsidas, Ram Dass and Bahina Bai fought for women’s religious rights on worship and social freedom. Guru Nanak advocated the message of equality between men and women and women be allowed to lead religious assemblies. This movement encouraged women for education and we could not see drastic changes in the field like economic and political but some religious and social changes occurred in women.

British ruled in India during 18th century to 20th century. Indian society is basically Hindu society they had given more importance to religious toleration and freedom of worship. Position of women during British period was improved, because they introduced Western Education in the society. Hence, this leads to the economic, political and social changes in the society. During this period Social Reformers like Raja Ram Mohan Roy, Swami Vivekananda, Ishwar Chandra Vidyasagar, Keshub Chandra Sen and Dayananda Saraswati played an important role for the upliftment of women. Swami Vivekananda said that “that country/ nation which do not respect women have never become great nor will ever be in future”. Indian National Social Conference in 1896 proclaimed that “the everlasting progress of our society is not impossible without a further spread of female education”. In 1885 the Indian National Congress founded and many women political leaders actively participate in the

freedom movement. In 1917, the first women's delegation met the Secretary of state to demand women's political rights, supported by the Indian National Congress.

Women's participation in India's freedom struggle began as early as in 1817. Western Education and participation of social reform movements help women to participate actively in the national movement. In 1887, the National Social Conference formed social reform campaign and the main objective of this conference was women's emancipation. Gandhiji came to India and took the leadership position of Indian freedom struggle. He inspired many people in India and opened a way for women to participate in freedom struggle. Gandhiji's efforts led to the elevation of the women's status, involving them into the struggle for social progress and political independence. Prominent among them were Rani Lakshmi Bai, Annie Besant, Madam Cama, Sarojini Naidu, Kasturba Gandhi, Kamala Nehru and Aruna Asif Ali, who participate in the political arena.

2.8 Constitutional Position of Women in India

The Constituent Assembly set up in October 1946, had among its members Sarojini Naidu, Durgabhai Deshmukh, Renuka Roy and Hansa Mehta. Constitution of India has provided certain rights and freedom for the protection of women. The Preamble of Constitution securing all the citizen of India equal status and opportunity. The Fundamental Right, Directive Principles and Fundamental Duties protected all the citizen of India. "The Constitution of India pledges to secure to all the people ... justice, social, economic and political; equality of status, opportunity and before the law; freedom of thought, expression, belief, faith, worship, vocation, association and action, subject to law and public morality..." (Neelamagam, 2011).

One of the Directive Principle of State Policy prescribes that the state should direct its policy towards securing equal pay for equal work for both men and women (Article 39 (a)). The important Fundamental Rights are right to equality and non discrimination against women. Article 15 (3) gave special provision by the state in favour of women and children. Article 16 assured equality of opportunity for all citizens in problems relating to appointment or employment of any office under the state. Article 44 aims

that State to secure for citizens a Uniform Civil Code appropriate throughout India. Its specific goal is towards the attainment of gender justice. Article 51 (A) (e) “it shall be the duty of every citizen of India to promote harmony and the spirit of common brotherhood amongst all the people of India linguistic, religion and transcending, regional or sectional diversities; to renounce practices derogatory to the dignity of women”.

64th Constitutional Amendment Bill was introduced in Parliament on 15th May 1989. The bill provided for Constitution of Panchayats at the village, intermediate and district level in every state. This bill also proposed that the legislature of the state by law, may endow the Panchayats with powers and authority to enable them to function as institutions of self governments and also appointment the finance commission to evaluate its financial position. The bill defeated in Rajya Sabha. Prime Minister P. V. Narasimha Rao decided to draw up a fresh Constitutional Amendment bill for Panchayat Raj Institutions. The Seventy Second Amendment Bill came in to existence in 1991 and it referred joint committee of parliament and submits its report on July 1992. After the discussion by various leaders and political parties in December 1992 necessary amendment were made by the Government.

2.9 Constitutional Position of Panchayat Raj Institutions

73rd and 74th amendment of the Constitution provides significant changes in the political scenario of the country with regards to women’s political participation. The 73rd and 74th Amendment give a constitutional position to the village, block and district level bodies and constitutional status under Indian law. Article 243 D of the constitution provides Reservation of seats for Scheduled Caste, Scheduled Tribes and Women in Panchayat Raj Institutions. The 73rd constitutional Amendment was passed by the Lok Sabha on December 22, 1992. After endorsement by 17 state Assemblies, the president signed the bill and it came into effect on April 24, 1993. This Amendment is the landmark in the history of women in India and it’s providing political participation of women in India. The important provisions for the 73rd Amendment are;

- Under clause (1) one-third of the total seats shall be reserved for the women belonging to the Scheduled Caste or Scheduled Tribes.
- Under clause (1), one- third of the total number of seats is to be filled by direct election in every Panchayat which shall be reserved for women and allotted by rotation to different constituencies in a Panchayat.
- The reservation of offices of chairpersons under clauses (1) and (2) and under clauses (4) shall cease to have effect w.e.f the period specified in article 334 (Sundar Ram D., 2007).
- The offices of the chairpersons in the Panchayats shall be reserved for the SC, ST and Women in such manner as the legislature of a state may, by law, offer:

Article 243 T of the Constitution reserved the seats for women in Municipalities. The 74th Constitutional Amendment Act came in to effect on June 1, 1993. This provides adequate representation for the weaker sections like Women, Scheduled Caste and Scheduled Tribes in Municipalities.

2.10 WOMEN RESERVATION BILL 1996

In the light of 73rd and 74th Amendment Act, Women's Reservation Bill (81st Constitutional Amendment) was first introduced in the Lok Sabha on September 12, 1996. It has been introduced in Indian Parliament in various times but could not be passed because of the lack of political harmony. Women's Reservation Bill has been an effort in the direction of distributing political powers to women who through a century old struggle brought to forefront not only women issues but the issues of inadequate representation of women in political domain. This Bill envisaged that;

- As nearly as may be one-third of all seats in Lok Sabha and State Legislative Assemblies shall be reserved for women.
- Reservation shall apply in case of seats reserved for Schedule Caste and Schedule Tribes as well.
- Seats to be reserved in rotation are determined by drawing lots in such a manner that only once in three consecutive general elections a seat shall be reserved (Rani, 2011).

The Bill's principles were given reservation for all women at each level of legislation like Lok Sabha and State Legislative Assemblies. The bill was introduced after the implementation of 73rd and 74th Amendment Act, in the light of this Act the advocates of this bill fight for the execution. Historically women are deprived in the case of political participation in India. Hence this Bill helps the women to participate actively in the society and fight against the inequality and discrimination. Equal participation of women at various levels of public institutions had brought a realisation to demand for political right. At last the historic Women's Reservation Bill passed by the Rajya Sabha on 9th March 2010. 33 per cent seats reserved for women in Lok Sabha and all State Legislative Assemblies. It was the momentous time for strengthening development and emancipation of women.

The Constitution of India guaranteed plenty of rights for the protection of women in India but we can see that there is extensive gap between the constitutional rights and their application. The 73rd Amendment provides golden opportunity for women to participate in the Panchayat Raj Institutions. It is a chance for improving their capabilities and performs as a responsible citizen of nation. But now a day, we can see less political participation of women in society. It's really a gap between constitutional rights and its application.

2.11 WOMEN'S PARTICIPATION IN POLITICS

Politics is essentially an art of acquiring and exercising power- the power to effectively influence the decision making processes and policies, to reserve the existing situation wherever there are disadvantageous, and to bring about the necessary social changes (Letha Kumari). To participate in this institution it is necessary and a great opportunity to save our nation. Participation is defined as a voluntary process by which people, including the disadvantaged (in income, gender, ethnicity, or education), influences or controls the decisions that affect them (Deepa Narayanan). Participation is concerned, with the organized efforts to increase control over resources and regulate institution in a given social situation on the part of groups and movement of those hitherto excluded from such control (Pearse and Steafel).

A true democratic government needed transparent and effective political participation of citizens. UNICEF defined political participation, in real decision making as every stage of problems, the study of feasibility, planning, implementation and evaluation. The International Encyclopaedia of Social Science defined political participation as the principal means by which permission is granted or withdrawn in a democracy and rulers are made accountable to the ruled. Hence nature, success and effectiveness of democracy largely depend on the extent to which equal, effective and actual participation of all citizens of the nation. An individual's active participation in political affairs in a democratic country is crucial and necessary because it provides legitimacy to the system and also strengthens the democratic fabric. Therefore all citizens' participation is necessary, but present situation is antonym in the case of women in politics. Women excluded from the active politics, their participation in the case of voting, meetings and canvassing is necessary but the political parties are not ready to give more seats to women.

Women's participation in public or political assemblies in Ancient period was limited. Historically women are supposed to carry forward the traditions, norms and the values of society. Women were excluded from the real social status and political participation in the society. The status of a person is a great force in participating wholeheartedly in the development process. In the case of women, their inferior status relegated to them due to fundamentalism of tradition and religious beliefs blocked them from active participation in developmental process.

Since 1788, when Women first gained the right to stand for election in the United States, women's right to vote and be elected has slowly been recognized throughout the sovereign state of the world (Kramare and Spender, 2000). But after three decades of this occurrence the active participation of women in politics is incredibly low. According to Lovenduski "Although women are more than one half of the total citizens in most democracies and despite the widespread passage of legislation guaranteeing equal citizenship, women are nowhere the political equal of men in terms of political representation" (1999:192). There is no drastic change happened in the political culture of women participation in India. After six decades of

independence, the representation of women in the active politics is limited. Lots of debates and programmes held by government for the political empowerment of women in various part of the nation, but we couldn't see drastic change.

In India's freedom struggle vast number of women participate actively, this inspiration gave strength for women to voice demand for female franchise and political representation in legislature. During the freedom struggle number of women came forward for the leaders' position in Indian National Congress. In 1917, a delegation of Indian women led by Sarojini Naidu presented to the British Parliament a demand for the enfranchisement of women on the basis of equality with men. Sarojini Naidu, Margrate Cousin and a deputation of women met the Viceroy and demanded female franchise, and in 1919, Sarojini Naidu was part of a deputation of the Home Rule League who went to Britain to Lobby for reforms and franchise right. Indian National Congress supported the women for their voting rights in 1918. Hence women participate actively in the commencement of Indian National Congress and take part with Khadi campaigns, Salt March and Civil Disobedience movement. In 1930, a meeting of representative women's organisation demanded immediate acceptance of adult franchise without discrimination. But this needs rejected the Government, in 1931, Karachi Session of the Indian National Congress accepted the demand and committed itself to women's political equality, regardless of their status and qualification (Paramasivan, Sacratees, 2011).

The Constitution of India has guaranteed all its citizen justice, equality, liberty and dignity. It does also provide 33 per cent seat reservations for women. The first general election on Lok Sabha was held on 1952. Total seats on this election were 499, while women contestants are only 43. Election statistics shows that a general trend of increase in turnout of women contestants.

Table 2.2
Representatives of Women Members in Lok Sabha (1ST TO 16TH)

LOK SABHA	YEAR	TOTAL NO: OF SEATS	NO: OF WOMEN MEMBERS	PER CENT OF TOTAL
1 st	1952	499	22	4.4
2 nd	1957	500	27	5.4
3 rd	1962	503	34	6.8
4 th	1967	523	31	5.9
5 th	1971	521	22	4.2
6 th	1977	544	19	3.4
7 th	1980	544	28	7.9
8 th	1984	517	44	8.1
9 th	1989	544	27	5.3
10 th	1991	543	39	7.2
11 th	1996	543	39	7.2
12 th	1998	543	43	7.9
13 th	1999	543	49	9.0
14 th	2004	545	45	8.2
15 th	2009	545	59	10.8
16 th	2014	543	61	11.23

Source: General Election 2014, press Information Bureau, Govt. India, India Ministry of Human Resource Department, Department of Women and Child Development, WWW.Parliamentofindia.nic.in

This table indicates the trends on women representation in Lok Sabha election 1st to 16th. It portrays the low profile of women's representation in parliament. The 16th Lok Sabha election have delivered a record 61 women as members of parliament, the highest since independence, raising their parliamentary participation to 11.23 per cent from 10.8 per cent in 2009 and it shows a growing nature of women representation in political arena.

Table 2.3
Women Representation in Rajya Sabha

Year	Total No. Of Seats	No. Of Women Members	Per cent
1952	219	16	7.31
1957	237	18	7.59
1962	238	18	7.56
1967	240	20	8.33
1971	243	17	7.0
1977	244	25	10.25
1980	244	24	9.84
1984	244	28	11.48
1989	245	24	9.80
1991	245	38	15.51
1996	223	19	8.52
1998	245	15	6.12
1999	245	19	7.76
2005	243	25	10.29
2006	242	25	10.41
2008	242	23	9.50
2010	244	25	10.24
2014	242	28	11.57

Source: Rajya Sabha Secretariat, New Delhi.

This table elicits the detail on women representation in Rajya Sabha, during the period 1952 to 2014. During these years the percentage of total number of women representation in Rajya Sabha has never gone beyond 30. This table shows that the women representation in Rajya Sabha is dreary.

2.12 WOMEN IN PANCHAYAT RAJ INSTITUTIONS

The Indian Constitution envisaged that India is federal structured nation of a Central Government, State Government and Union Territories. The Constitution of Independence India did not given more importance to Local Self Governments, hence Article 40 of the Constitution says ‘the State should take steps to organise village Panchayats and provide them with such powers and authority as may be essential to facilitate them to function as units of self government’ (Maddick: 1970). Mahathma Gandhi aimed that “Independence must begin at the bottom. Every village will be considered as republic or Panchayat having full powers are entrusted with the villages; there will be ever widening, never climbing circles” (Harijan: 1946). In the first

decades of Independence we gave more importance to community participation in development. Then the authority realized the importance of people's participation in the governance and they appointed a study team on 16 January 1957, for reviewing the working of community projects and the National Extension Service, with a view to special reference to the problems connected with the organic linking of village Panchayats, economy and efficiency. They reported that the local self government institutions had not concerned completely in the community development practices. This committee has suggested a three - tier structure to local self government institutions and in 1997 the Janata Government appointed a committee on Panchayat Raj Institution with the chairmanship of Ashok Mehta. In 1978, this committee submitted its report and made 132 recommendations. This committee had given new recommendation for the improvement of Panchayat Raj Institutions in India. One of the important recommendations was that seats for Scheduled Caste and Scheduled Tribes should be reserved on the basis of their population. After this, lots of committees studied the problems of Panchayat Raj Institutions and made recommendations for the improvement of local self governments. For the overall development of the nation depends upon the active participation of people in that nation. Panchayat Raj is defined as institutional expression of democratic decentralization and the grass root unit of local self government considered as the instrument for the socio economic and political transformation in rural India.

We focus on inclusive and sustainable development, hence for the effective development we had to given special attention to grass root development. So women participation in Local Self Governments is necessary for the transparent development. The Constitution after guaranteeing equality to women in all spheres left their political representation to their own willingness, opportunity and support while providing for reservations for Scheduled Caste and Scheduled Tribes in Parliament and State Legislatures. Thus the Central Council of Local Self Government in its forth meeting they decided that 'the Panchayat to be a real representative body of the people should have women as about half the number of members. But till we reach that stage, it is imperative that we ensure adequate representation of women, on the Panchayat. Some State has reserved one seat for women but, in practice, it is found that a solitary

woman is unable to express herself freely on the aspects touching women's life in the villages. It is therefore felt that at least two seats must be reserved for women. Some states are revising their legislation and incorporating reservation of at least two seats for women. This step would go far in enabling Panchayat to assess total needs of village development from a fuller angle'. (GOI; 1958). The proceeding referred to women as a neglected sector along with Scheduled Caste and Scheduled Tribes but the representation recommended for women did not exceed a token of at least two seats. At the same time, the recommendation for SC/ST was for review of reservation in all seats, adequate representation by reservation of necessary seats depending upon their population in a given Panchayat area and irrespective of population, to reserve at least one seat for them. The Committee on the Status of Women in India had noted, in 1974, the ineffectiveness of the representation of token women in Panchayats and, shying away from a bolder initiative, recommended, as a transitional measure, statutory women's Panchayats as part of the Panchayat structure. Government did not implement this recommendation. These increased to focuses on women development programmes in the five year plans. The 64th Amendment Bill was presented to parliament on 1989; it included 30 per cent seats reservation in favour of women in Panchayats at all the three levels, in the seats reserved for Scheduled Caste and Scheduled Tribes as well as in the total seats. (Buch N; 1999).

Government of India passed a land mark Amendments (73rd and 74th Amendment) in 1993, its given constitutional position to Panchayat Raj Institutions. The 73rd Amendment gives village, block and district level bodies a constitutional status under Indian law. This Act provided 'Not less than one-third of the total seats, to be filled by direct elections in every Panchayats shall be reserved for women and allotted by rotation to different constituencies in a Panchayat and one third of the total number of offices of chairpersons in the Panchayats at all levels is also required to be reserved for women including women from the Scheduled Caste and Scheduled Tribes. The 74th Constitutional Amendment Act, related to municipalities came into effect on June 1, 1993. The Nagarpalika Act (74th Amendment) has been enacted to accord constitutional recognition to the Urban Local Bodies as third tier of Government. This Amendment helps to increase the representation of women in the Panchayat Raj

Institutions. Women's participation in Panchayat Raj Institutions is help for the attainment of more transparent democratic society. Women's choice of action is different than the man. They touched all minute problems of their society and take effective decisions. The constitution provided one-third of seat reservation for women but the participation of women in the Panchayat Raj Institutions is limited.

Table 2.4
Women Representation in State Legislature in India

State	Year of Election	No. Of Seats	No. Of Elected Women	Per cent
Andhra Pradesh	2014	294	27	9.18
Arunachal Pradesh	2014	60	2	3.3
Assam	2016	126	8	6.34
Bihar	2015	243	28	11.5
Chhattisgarh	2013	90	10	11.1
Delhi	2015	70	6	8.57
Goa	2017	40	2	5
Gujarat	2012	182	16	8.79
Haryana	2014	90	13	14.4
Himachal Pradesh	2012	68	3	4.41
Jammu& Kashmir	2014	87	2	2.29
Jharkhand	2014	81	8	9.87
Karnataka	2013	224	6	2.67
Kerala	2016	140	8	5.7
Madhya Pradesh	2013	230	30	13.04
Maharashtra	2014	288	20	6.94
Manipur	2017	60	2	3.33
Meghalaya	2013	60	4	6.66
Mizoram	2013	40	0	0
Nagaland	2013	60	0	0
Odisha	2014	147	11	7.48
Puducherry	2016	30	4	13.3
Punjab	2017	117	6	5.12
Rajasthan	2013	200	28	14
Sikkim	2014	32	3	9.37
Tamil Nadu	2016	234	21	8.97
Tripura	2013	60	5	8.33
Uttaranchal	2017	70	5	7.14
Uttar Pradesh	2017	403	42	10.42
West Bengal	2016	294	39	13.26

SOURCE: Election Commission Report, Government of India.

This table indicate that women representation in State Legislature has dismal. The average per cent of elected women in state assemblies is 6.94 per cent. The states like Mizoram, Nagaland and Union Territory Pondicherry have no representation of women in assemblies. It shows that women participation in the state legislature is

lower. Constitution of India guarantees 33 per cent seats for women in legislative assemblies, but the real picture is that their participation not increased into single digits for almost all States.

Table 2.5
Polling Percentage of Various States

State	Year of Election	Male	Female
Andhra Pradesh	2014	74.22	74.18
Arunachal Pradesh	2014	63.23	66.76
Assam	2016	84.33	84.67
Bihar	2015	53.32	60.48
Chhattisgarh	2013	76.93	77.32
Delhi	2015	67.63	66.49
Goa	2017	78.40	83.94
Gujarat	2012	72.94	69.50
Haryana	2014	76.59	75.59
Himachal Pradesh	2012	69.39	76.20
Jammu& Kashmir	2014	64.85	66.27
Jharkhand	2014	65.90	67.00
Karnataka	2013	72.40	70.47
Kerala	2016	75.97	78.14
Madhya Pradesh	2013	73.86	70.09
Maharashtra	2014	64.33	61.69
Manipur	2017	83.65	87.99
Meghalaya	2013	85.17	88.44
Mizoram	2013	79.50	82.12
Nagaland	2013	89.09	91.33
Odisha	2014	72.95	74.42
Puducherry	2016	82.46	85.44
Punjab	2017	75.88	77.90
Rajasthan	2013	74.67	75.44
Sikkim	2014	80.31	81.31
Tamil Nadu	2016	74.16	74.33
Tripura	2013	90.73	92.94
Uttaranchal	2017	61.11	68.72
Uttar Pradesh	2017	59.15	63.31
West Bengal	2016	82.23	83.13

Source: Election Commission of India (Various Years)

This table elicits the details on polling percentage during the last election in various states in India. We know that women consist of half of the population and these results also shows that women are equally or more than polling their votes in election. This means women actively participate in politics as a voter but the political parties are not

interested to give any position to women in their party and politics. The table 1 and 2 clearly indicates that women participation in Lok Sabha and Rajya Sabha is very less.

2.13 Women Empowerment through Local Representation

One of the important features of decentralisation is People's participation. The 73rd and 74th Amendment provides 33 percentage of seats reservation of women in the local self-governments. It does provide invited space for the women. When we take the case of Kerala, many of the studies cited Kerala as a good example of Panchayat Raj system and decentralised planning, its timely revised policies and programmes are better for the welfare of the society. So in 2010 Kerala revised its reservation policy and women reservation in local bodies increased 33 to 50 per cent.

Table: 2.6
State-Wise Elected Women Representatives in Panchayat

STATES	Elected Women Representatives	Proportion of Elected Women Representatives
Andhra Pradesh	85154	33.5
Arunachal Pradesh	3889	41.6
Assam	9903	36.9
Bihar	68065	50.0
Chhattisgarh	86538	54.5
Goa	504	32.3
Gujarat	39206	33.0
Haryana	24876	36.5
Himachal Pradesh	13947	50.1
Jammu & Kashmir	NA	NA
Jharkhand	31157	58.6
Karnataka	41577	43.6
Kerala	8718	54.63
Madhya Pradesh	198456	50.5
Maharashtra	836	49.9
Manipur	NA	48.5
Odisha	29389	50.0
Punjab	54673	34.9
Rajasthan	NA	50.0
Sikkim	41790	50.0
Tamil Nadu	21044	35.0
Tripura	309511	36.0
Uttar Pradesh	34494	40.0
Uttarakhand	19762	56.1
West Bengal	13364154	38.4

Source: Ministry of Rural Development, As on 1 March 2013.

This table indicates the selected women representatives in Panchayats in India. In Panchayat level the seat reservations of women are distributed in all states. But in the upper level their participation is restricted. This means that seat reservation is the only reason for women's active participation in the Panchayat level.

Table 2.7
District Wise Details of Grama Panchayat and Ward Reserved For Women
(Local Body Election 2010)

DISTRICT	Total No. Of Grama Panchayats	Total No. Of Wards	Total No. Of Ward Reserved for Women in G.P	Per cent of Ward Reserved for women
Thiruvananthapuram	73	1299	669	51.5
Kottayam	73	1180	613	51.9
Alapuzha	73	1189	624	52.5
Pattanamthitta	54	811	424	52.3
Kollam	70	1274	646	50.7
Idukki	51	780	385	49.4
Eranakulam	84	1369	708	51.7
Thrissur	88	1501	769	51.2
Palakkad	91	1542	783	50.7
Malappuram	100	1921	983	51.2
Kozhikode	75	1335	694	51.9
Wayanad	26	487	251	51.5
Kannur	81	1356	683	50.4
kasaragod	37	647	346	53.5

Source: Department of Economics and Statistics, Kerala 2011

This table elicits the details on local body election and ward reserved for women in Grama Panchayat. This study is based on the empowerment of women through participation in PRI and our sample respondents are elected women representatives from Grama Panchayat. We collected data on the basis of this local body election. Hence, to analyse ward reserved for women in Grama Panchayat during local body election 2010 is necessary for this study. This table describes that all districts reserved 50 per cent seats for women; it is because of the implementation of new reservation policy of government of Kerala. This result also focused on seat reservation as the main reason for women participation in local self-government.

2.14 CONCLUSION

According to Jawaharlal Nehru 'progress of our country is bound up with the progress of our village'. Hence, for the development of villages, a strong local self-government is essential. In India we have a strong Panchayat Raj system and it is well defined. For the sustained development of a society, all people in that society's active participation is crucial. Women's participation in Panchayat Raj Institutions is necessary for the all-round development of the society. During the Ancient Period the status of women in India was better than Medieval Period. It's recovered in the British period and persistent. In the time of independence women got the adult franchise. Constitution of India guaranteed several provisions for the protection of women in India. The Women Reservation Bill and the 73rd and 74th Amendment Act had given Constitutional position to the Panchayat Raj Institutions and reservation of seats for women in Panchayat Raj Institutions. We can see that there is a gap between Constitutional rights and its application. The data on women's representation in Parliament and Legislative Assembly show that the representation was very limited in India. Women representation in parliament and legislative assemblies never increased into single digit.

CHAPTER III
ALLOCATION AND UTILISATION OF WOMEN
COMPONENT PLAN IN LOCAL GOVERNMENTS

3.1 Introduction

The objective of this chapter is to analyse the allocation and utilisation of Women Component Plan (WCP) in Grama Panchayats. Analysing public expenditure in gender perspective is highly essential, as women are considered as one of the marginalised sections in this century. In Kerala with the introduction of democratic decentralisation, it had made a participatory planning in local level. It aims at transferring fund, function and functionaries to the people. Financial devolution is the most important element of Kerala's decentralisation process, which has enabled the Local Self Governments to receive the required resources from various sources for their plan. The LSGs has allocated their fund through different plans like general sector, Special Component Plan (SCP) and Tribal Sub Plan. Rather than the projects formulated by special programmes like Women Component Plan, Special Programme for Children Old age etc. The devolution of fund is based on certain formula on inter – state distribution of plan fund.

Women Component Plan is a Special Programme implemented in LSGs for the welfare of the women. We already pointed out that in some economic parameters women's status is worse off. Hence, we try to analyse the allocation and utilisation of WCP in macro and micro level. The analysis is undertaken over the period of 2002-03 to 2015-16. For the macro level analysis we attempt to analyse the allocation and utilisation of WCP in Kerala and for the micro level study, we selected 7 Grama Panchayat from three Districts. Generally, an attempt is made to examine government's funds allocation and utilisation on the gender perspective. Policies and programmes implemented by the Government for the welfare of people and its directly or indirectly influence the overall freedom of the people. Through the effective implementation of WCP projects helps to improve the constitutive and instrumental freedoms of the women in a particular Grama Panchayat.

This chapter is arranged into three sections. The first section analyse WCP in Kerala an over view and the second section discuss the WCP in the context of selected districts and Grama Panchayats. The last section includes the summary and findings.

In National level we have Gender Budgeting; it is an allocation of fund for women in total budgetary allocation. Kerala's Women Component Plan is different from gender

budgeting but some similarities exist between them. The most essential one is both implemented only for women and for the gender balanced development of the society. Hence, we are going through some details of gender budgeting in India.

“Several countries across the globe initiated Gender Budgeting and the Country like Australia pioneered this in 1984, and they allocate only less than 1 per cent of the total budget fund for women and girl. After that, followed by Australia the Commonwealth Gender Budget initiative has taken by the five countries viz., South Africa-1995, (Sri Lanka, Barbados, Saint Kitts & Nevis and Fiji in 1977)”(Goel and Suman (2011). Number of international meeting/ committees held in 1990’s and India had attend the meetings and committed to improve the status of women. Hence, a Gender –sensitive budget aims at examining the budgetary allocation through a gender lens. Many economists and scholars in the world define Gender budgeting in different manner but in the overall the term Gender Budgeting not means a special or separate Budget for women it is budgetary allocation for women among the total Government Budget. “Gender budgeting aims at bringing in gender equality in the allocation of public funds through recognition and identification of its implication for women empowerment. This process does not strive to create separate or special budgets nor requires more money for women. The aim is to ensure a fair, just and efficient distribution of public resources for the all round development of women” (Goel, Suman 2011). Sharp and Rhonda (1999) argued that Gender budget refers to a multiplicity of process that tools intended to facilitating an assessment of the gendered impacts of government budgets. The focus has been on auditing government budgets for their impact on women and girls. Recently, union budget while considered to use gender as a category of analysis so the jargon ‘gender sensitive budgets’ increasingly being adopted. It is important to recognise that ‘women’s budgets’ or ‘Gender sensitive budget’ is not a separate budget for women or for men. They are attempts to break down the government’s conventional budget according to its impact on women and men with cognizance being given to the society’s underpinning gender relations. IDCR (2001) defined gender budget initiatives as how the government raise and spend their money for the betterment of women, to generate gender equality and to reduce gender related issues in our society (Goyal, 2013).

In India, the 1974 Report of the Committee on 'The Status of Women in India' gave a new impetus towards the search for gender perspectives on public expenditure. Before that, the Five Year Plans gave importance to women related matters but gender perspectives on public expenditure were included after Report of the committee. During the period of Tenth Five Year Plan a milestone implementation in the gender perspective approach has made by the Union Government especially the Ministry of Finance (MoF). There are numerous gender budgeting tools available, but Gender Budgeting Statement (GBS) is the only tool that has been institutionalised in India. Since 2005-06 'Gender Budget' a separate statement is presented in every year Union Budget and tried to capture all those budgetary allocation for women and Girl. The Gender Budget Statement trying to assess what per cent of budgetary allocation or total expenditure of the budget flows to women and girl children. The Gender Budgeting Statement has two parts Part A with 100 per cent budgetary funds for women and girl children, while other Part B with at least 30 per cent of fund earmarked for women and Girl. "Therefore, the GBS performs the arduous yet important task of trying to assess what percentage of the total expenditure of the budget flows to women, by listing out various programmes/ schemes across ministries/departments with their corresponding out lay for women/ girls. Simply, the GBS captures the total quantum of funds meant for women and girls in a particular financial year" (Jhamb etal 2013).

3.2 Women Component Plan: An Over View

Fund allocations measured on the basis of gender perspective are necessary because, women's position in the society is vulnerable. In the case of social parameters they improved significantly but some economic and political parameters their performance is insignificant. The Constitution of India has guarantees "Equality before law and Equal protection to its entire Citizen" [Article 15(1)]. It is providing equal rights for women and men in the society but, at present also there are some disparities existing in the society. With the implementation of Five Year Plans women's status has improved and it's accounted in the country's development process. The early phases of Five Year Plans did not give much attention to the status of women and have accorded special emphasis on health facilities and family welfare. The 1970's has

given importance to women in the plan documents and development concern of the country. The discourse on analysing public expenditure in India from the gender perspective is usually traced back to the Report of the Committee on the Status of Women ('Towards Equality') brought out from the Government of India in 1974. This report pointed out that the development trajectory of the country had adversely affected a large section of women and created new imbalances and disparities. The consciousness generated by this report led to changes in policies towards development of women in the Fifth Five Year Plan (Das, S. and Mishra 2006). The year 1975 was observed as the International Women's Year and prepared a National Plan of Action for Women. After this plan the policy makers has been implemented different gender perspective actions in Five Year Plans.

In 1995 the Beijing Platform for Action stated the importance of creating and strengthening a national women's machinery (A coordinating unit in the Government) as a central policy for the advancement of women in all countries. Among others, sufficient resources in terms of budget and professional capacities were mentioned as important pre requisites for the effective functioning of the national women's machinery (UN 1995). This Beijing Action gave a background to implement gender perspective and need to ensure definite flow of funds from the general development sector to women. Hence, the Indian Eight Plan (1992-97) emphasized the same action for the first time a portion of budgetary funds were allocated for the welfare of women. Empowerment of women as the prime objective of Ninth Five Year Plan (1997-2002) and adopted 'Women Component Plan' as one of the major strategies. Women Component Plan has implemented both in Central and State Governments and directed to allocate not less than 30 per cent of the total fund for the development of women related sectors. With the effects of this most of the ministries and Departments attempted to implement in their fund for women welfare. But, the implementation and its utilisation WCP were slothful in central and state government in India. Hence, during the period (2009-10) the Planning Commission formally discontinued WCP.

The case of Kerala is different in gender perspective and implementation of Women Component Plan. "The first time a direct role in planning was sought to be given to

the local bodies was in 1989-90 when the state Government, followed the recommendations made by Shri S. B.Sen, decided to provide every Village Panchayat with a united plan Grant which they could utilise according to their own priorities. The significant enhancement of the united fund to the local bodies in 1996-97 was made “in order to enable Panchayats to initiate the preparation and implementation of local level need based plan programmes for development”. But it must be admitted that a review of the utilisation of this substantial amount of united funds has revealed the number of disquieting trends. None of the local bodies prepared any plan. The Most popular method was to divide funds equally between ward members for various works, mostly roads selected by them” (Economic Review 1997).

With the effect of these bitter experiences, the Left Government had taken a strong decision to participate/involve all people in planning process and in June 1996 Government permitted the proposal to allocate 35-40 per cent of the state plan out lay for local bodies. This recommendation resolved to launch a People’s Plan Campaign (PPC) in Kerala. People’s plan campaign made and importance to bottom up approach in planning and it laid an established platform for participatory planning in Kerala. People participation in local development planning is the important feature of the campaign. In Kerala the Local Self Governments experienced a new development culture after the implementation Campaign. Isaac commented that “Despite the commitment of the Leftists to decentralised governance, the introduction of People’s Planning by the Left Democratic Front in 1996 was necessitated by the severe development crisis (Isaac Thomas 2000). People Plan Programme for the Ninth Plan was introduced as a means to overcome the problems of Kerala’s Development Crisis. Campaign facilitates the greater direct participation by the people in governments. Decentralisation facilitates popular participation it is commonly seen as an effective strategy for increasing government’s capacity and legitimacy in developing countries. Several unique features mark this experiment. One, a bottom-up planning process was initiated with a high degree of autonomy granted to local bodies to determine their priorities. Two, financial devolution to the local bodies was carried out. A major proportion the funds were given as grant-in aid for those the local bodies which were mandated to prepare a comprehensive area plan. Three, the focus was shifted from the

district to the village as the basic planning units. A Campaign for a participatory, scientific and transparent process for decentralised planning was initiated. Four, the local bodies were empowered for preparing and implementing the plan as per the schedule of the 9th Five Year Plan. Five, the State Government of Kerala had initiated a step for administrative reorganisation and statutory changes in order to institutionalise the process of local level planning and implementation by setting up of Administrative Reforms Committee.(Isaac1999, Seema and Vanitha 2000). “Kerala’s People’s Plan Model is rather unique. Its programme is involving people in all activities, from the identification of development issues and resources at the local level through project formulation, implementation and monitoring to social auditing for transparency has few parallels (Mohanakumar2003). The Campaign was to bring together Government officials and Non-Official Experts, Volunteers and the mass of people under the leadership of local representatives in an effort to empower the local bodies for genuine grass root planning.

Table 3.1
Different Phases of the People’s Campaign 1997-98

Phase		Period	Objectives	Activities	Mass Participation
I.	Grama Sabha	Aug.-Oct (1997)	Identify the felt need of the people	Grama Sabha in rural areas and ward conventions in urban areas.	2.5 million persons attending Grama Sabha
II.	Development Seminar	Oct.- Dec. (1997)	Objective assessment for the resources, problem and formulation of local development perspectives	Participatory studies: preparation of development reports, organisation of development seminars.	300000 delegates attending seminars
III.	Task Force	Nov. 1997- March 1998	Preparation of the projects	Meetings of task forces.	100000 volunteers in task force.
IV.	Plans of Grass Root Tiers	March-June (1998)	Formulation of plan of grass-root tiers	Plan formulation meetings of elected representatives.	25000 volunteers in formulation of plan document
V.	Plan of Higher Tier	April – July (1998)	Formulation of plan for higher tiers.	Plan formulation meetings of elected representatives.	5000 volunteers in formulation of plan document.
VI.	Volunteer Technical Corps	May – Oct.(1998)	Appraisal and approval of plans	Meetings of expert committees	5000 volunteer Technical expert working in the Appraisal Committee

Source: Isaac, 2000

These are the essential phases of PPC in Kerala. These phases help to generate mass participation rather than mobilisation in Kerala. The women played prominent role in these activities, because the planners had given importance to gender related aspects in PPC.

The Campaign was an attempt to conceptualise, operationalise and institutionalise a system of multilevel; people centred planning process suitable to the regional specifications of Kerala and gender dimensions' aimed at better quality of life of women was also given due importance in the campaign (Khan et al). It went through in different phases; the important gender component of the plan has been discussed below.

Table 3.2
Gender Components of People's Plan Campaign

Phase		Period	Objectives	Activities	Gender Component
I.	GramaSa bha	Aug.-Oct (1997)	Identify the felt need of the people	Grama Sabha in rural areas and ward conventions in urban areas.	Special subject group in the grama Sabha to discuss gender problems
II.	Development Seminar	Oct.- Dec. (1997)	Objective assessment for the resources, problem and formulation of local development perspectives	Participatory studies: preparation of development reports, organisation of development seminars.	Special chapter in development report on gender issues. Special subject groups in discussing gender issues in the development seminars.
III.	Task Forces	Nov. 1997- March 1998	Preparation of the projects	Meetings of task forces.	A special task force for women development projects.
IV.	Elected bodies	March-June (1998)	Formulation of plan of grass-root tiers	Plan formulation meetings of elected representatives.	A separate chapter on women development projects. Ten per cent to be set apart for women component plan.
V.	Elected Bodies	April – July (1998)	Formulation of plan for higher tiers.	Plan formulation meetings of elected representatives.	A separate chapter on women development projects. Ten per cent to be set apart for women component plan.
VI.	Volunteer Technical Groups	May – Oct.(1998)	Appraisal and approval of plans	Meetings of expert committees	

Sources: Seema T.N. and Mukherjee V. (2000).

These are the phases of Campaign in gender perspective implemented in Kerala. The basic phase of the campaign is Grama Sabha; in the gender component aspect they identify the needs of the people and a special subject group in Grama Sabha to discuss gender problems. This is the basic units of participatory planning approach implemented in Kerala. After the Grama Sabha the Panchayat conducted Development Seminars and task force meetings, both are in the stages preparation of development reports and projects.

We already pointed out that one of the important objectives of People's Plan Campaign was the participatory planning or the active participation of mass people in the local development process. Therefore, the planners have been given special emphasis on women related issues also. Major instructions are;

- To ensure greater participation of women.
- Gender and development was an important theme in the training programmes.
- In the cost benefit assessment of the projects a gender impact statement was made mandatory.
- The Local Bodies were advised to set apart 10 per cent of the plan funds for directly women targeting projects under Women Component Plan (WCP).

One of the main features of the campaign is devolution of funds; it is bottom up plan hence, the state government decided to devolve 35-40 per cent of the plan outlay to the local self-government. The local government devolved that fund with the priorities of the people; the planning board gives only board direction with regards to the sectoral allocation. The funds are allocated on the basis of sectoral allocation mainly general, productive sector, service sector and infrastructure.

TABLE 3.3
Guideline for Allocation by Sectors

Sectors	Sub Sectors	Rural Local Bodies (percentage)	Urban Local Bodies (Percentage)
Productive Sector	Agriculture, Animal husbandry, Fisheries, minor irrigation, Small scale industries	40-50	20-30
Service Sector	Education, Health, Sanitation, drinking Water, Social Welfare, Nutrition, housing, Cultural	30-40	40-50
Infrastructural Sector	Roads, Bridge, energy, buildings for general administration	10-30	10-35

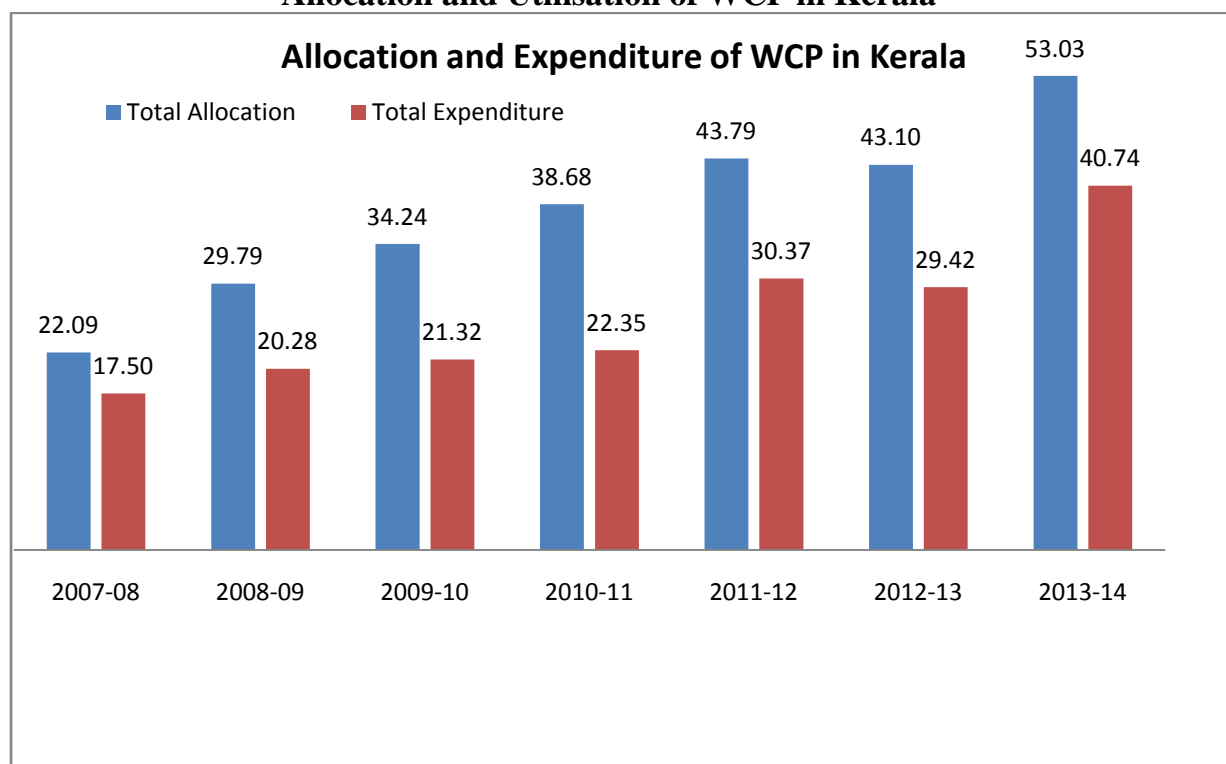
Source: appendix 4, Budget Document, Government of Kerala 1997.

The above table indicates the guideline for the allocation of fund to the local bodies. It includes the details of state grant in aid provided to local self-governments (for urban and rural local bodies) and devolution of fund. Other than these the planners gives special attention to backward communities and women, Special Component Plan (SCP) for Scheduled Caste Tribal Sub Plan (TSP) for Scheduled Tribes and other special programmes. The other special programme includes the Women Component Plan (WCP), special programme for old age, children, physically and mentally retarded, anti-poverty sub plan, Slum Development etc.

With the recommendation of government almost all local bodies did prepare special projects for women but, no District attained the targeted amount 10 per cent WCP. “On an average 6.68 per cent of the state grant in aid was set apart for special programme for women. A study of these projects also revealed that most of them were in the traditional mould of women development projects such as Kitchen gardening, Backyard Poultry, Garment making etc. on the basis of a systematic review, special measures have already been initiated to ensure greater participation of women in the preparation of second annual plan, formulation of innovative programmes and imparting of greater gender sensitiveness to the local plans in general” (Economic Review 1997).

Hence, we know that allocation of WCP the 10 per cent of the total plan fund of LSGs is mandatory but, when the overall trend on WCP analysed can see that disparity exists in the allocation and utilisation of WCP in Kerala. Therefore in this regards in the next section we analyses the WCP trend in Kerala.

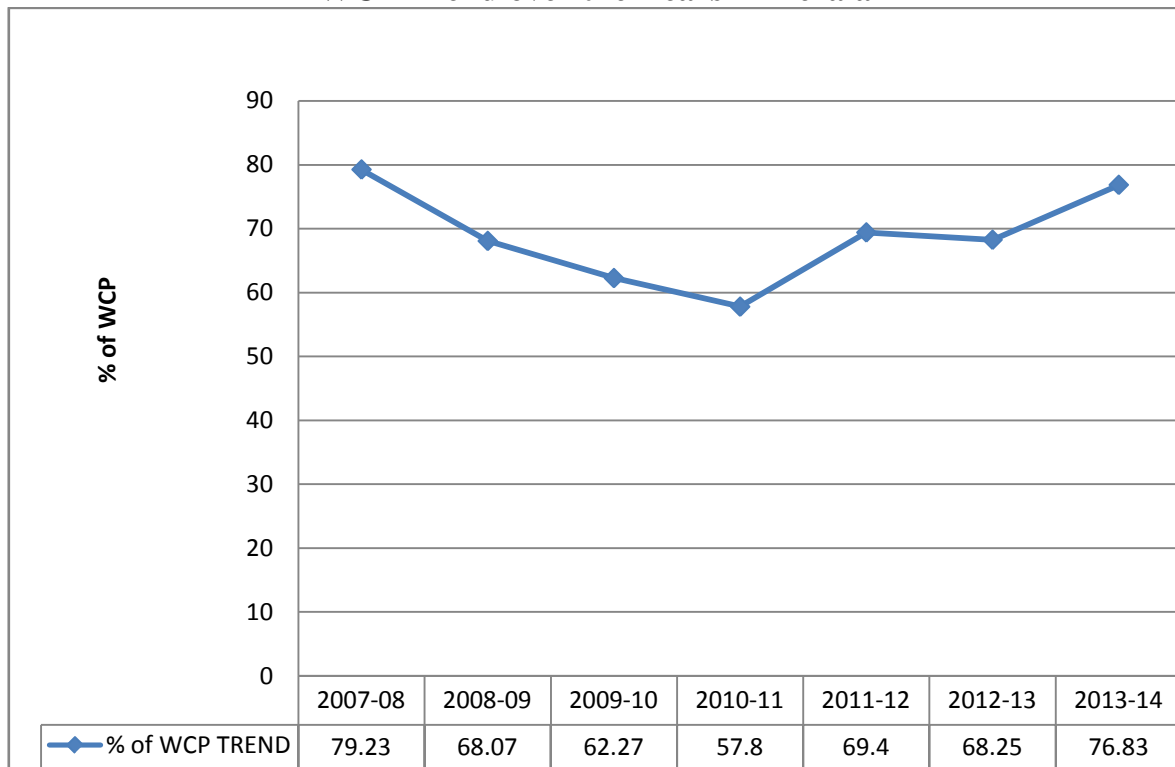
Figure 3.1
Allocation and Utilisation of WCP in Kerala



Source: Sulekha (2007-2014), Economic Review 2015

This figure elicits the detail on allocation and utilisation of Women Component Plan in Kerala during the 11th and 12th plan period. It includes all types of Local Government Institutions and their allocation and expenditure on women component plan. Mainly three inferences came out from this diagram; firstly there exists a difference between fund allocation and expenditure among the local self-government institutions. Which means over the period the allocated amount not fully utilised the LSGs in Kerala. Secondly, over the period the allocation and its utilisation or expenditure increased. The third inference is over the period compared to allocated amount the expenditure rate is highly unsatisfactory. This means that during both the plan periods there is some spill over in WCP in Kerala.

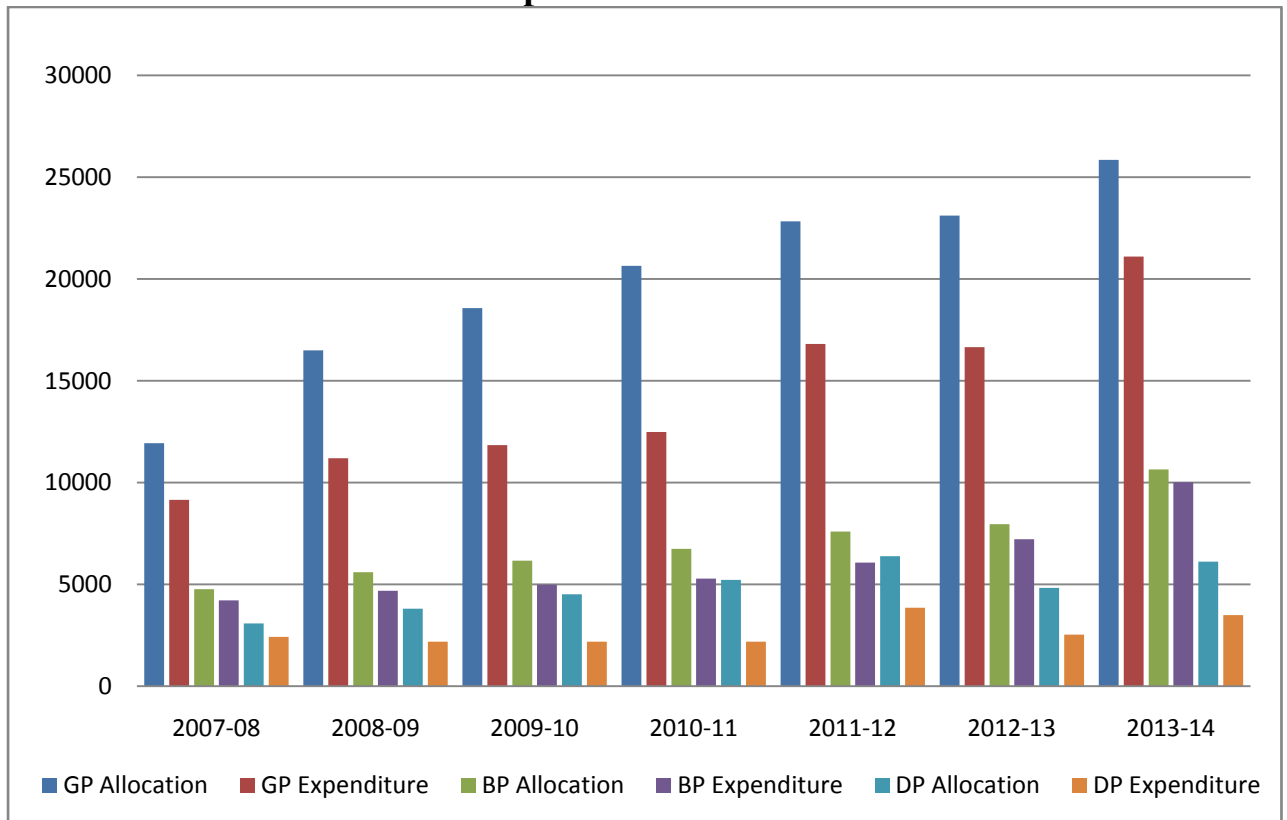
Figure 3.2
WCP Trend over the Years in Kerala



Source: Sulekha (2007-2014), Economic Review 2015

Women Component Plan trend over the years in Kerala is elicited in this figure. During the period 2007-08 expenditure under WCP was 79.23 per cent it declined to 57.8 per cent in 2010-11. Throughout the years the WCP expenditure shows a fluctuating trend and a perceptible result is that the allocated amount under women component plan was not fully utilised in Kerala. How it happened? The above trend over the period shows a contradiction between proportion of female population and utilisation of women component plan fund in Kerala.

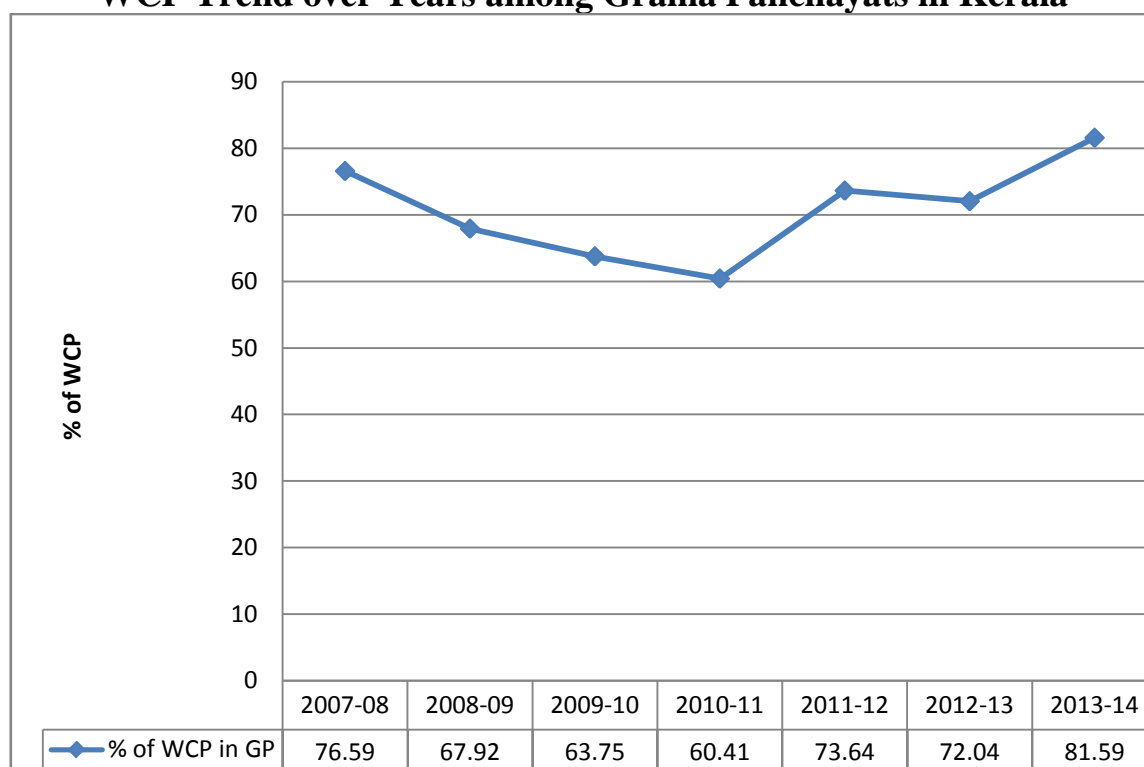
Figure 3.3
Allocation and Expenditure on WCP in LSG's



Source: Sulekha (2007-2014), IKM, Government of Kerala, Economic Review 2015

This figure indicates the details on allocation and expenditure of WCP in three LSGs like Grama Panchayat (GP), Block Panchayat (BP) and District Panchayat (DP). When looking into this diagram we can see that these LSGs did not fully utilise their expenditure over the years and expenditure rate is highly unsatisfactory. Another notable feature is that among the LSGs the allocation and utilisation rate is high in Grama Panchayat. Because, compared to block and district Panchayats the expenditure rate is high in Grama Panchayat and it also indicates that the devolution of fund in local bodies are moving in correct way. This increasing trend of Grama Panchayat is due to the step up in agency functions such as centrally sponsored schemes and several state sponsored programmes.

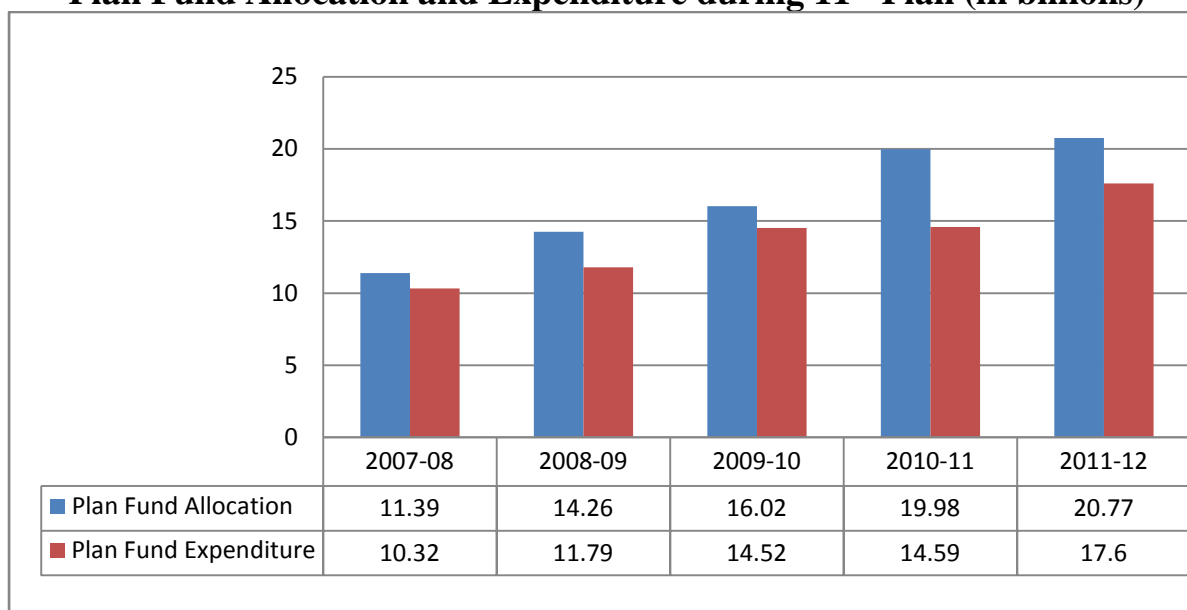
Figure 3.4
WCP Trend over Years among Grama Panchayats in Kerala



Source: Sulekha (2007-2014), IKM, Government of Kerala, Economic Review 2015

This figure describes the details on WCP spent over the years among the GPs in Kerala. Similar to the total allocation and expenditure among the LSGIs in Kerala, GPs also shows the declining trend during the period 2007-08 to 2010-11. But, during the period 2012-13 to 2014-15 there has been an increase in WCP spent among the Grama Panchayats in Kerala. It is a positive sign but during the 11th and 12th plan period the GPs did not fully utilised their WCP fund.

Figure 3.5
Plan Fund Allocation and Expenditure during 11th Plan (in billions)



Source: Sulekha (2007-2012)

This figure indicates the allocation and expenditure on plan fund during the 11th plan period. The LSGs receive the required recourses from plan fund and fund from other sources. During the 11th plan period the plan fund allocation and expenditure increased over the period and the expenditure rate also increased. The difference between allocation and expenditure decreased in the case of plan fund.

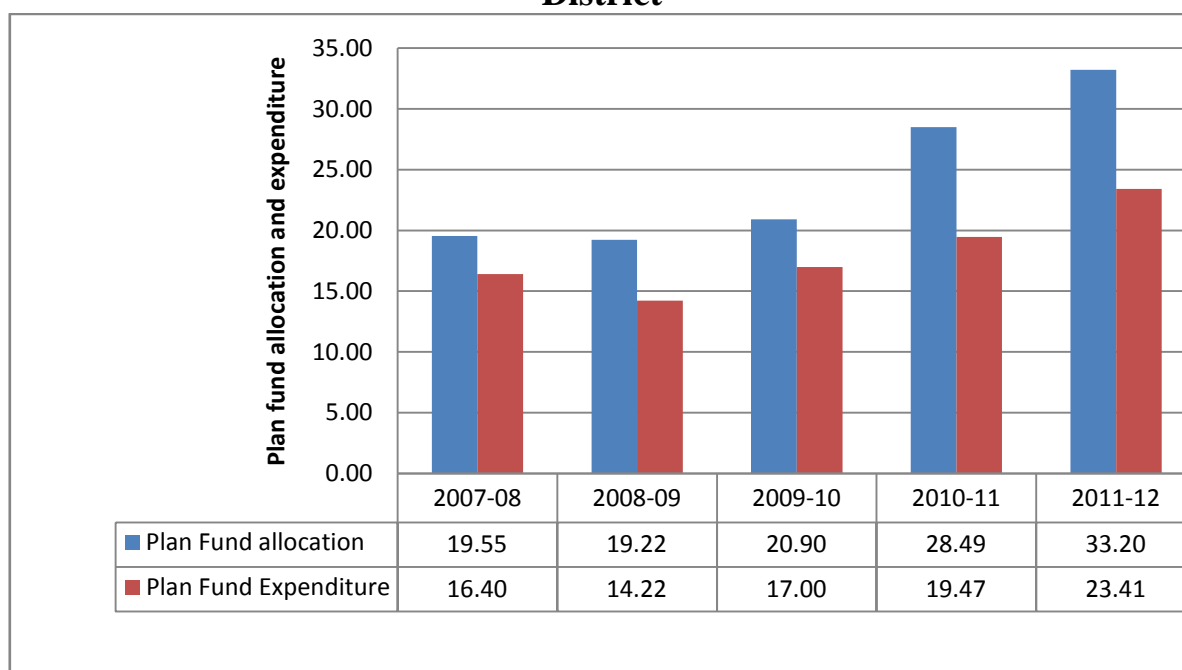
3.3 Women Component Plan in Grama Panchayat: Nature and Expenditure Pattern

In the case of WCP allocation, the 10 per cent of the total plan fund allocated for women welfare projects is a mandatory. When we analyse in the macro level we can see that all the LSGs did not fully utilise their allocated amount on WCP in Kerala. Through decentralisation process, the planners initiated the gender equality in society but, these results focused on the effectiveness of WCP in LSGs. we know that the women related issues increased in our society during the recent period the effective implementation of these projects helps to reduce gender related inequalities in our society. Hence, to study the micro level analysis of WCP is necessary to know the allocation and utilisation of WCP and what type of projects they implemented in their Grama Panchayat etc.

For the micro level analysis, considering each Panchayat is a difficult task therefore, we selected 7 Grama Panchayats from 3 districts randomly. The Grama Panchayats are namely Thirunelly from Wayanad District, Kuttippuram, Othukkugal and Monniyur from Malappuram District and Thenkkurissi, Muthalamada, Elappully from Palakkad District. The data is collected for the period 2002-03 to 2015-16. WCP allocation started in LSGs from 1996 onwards but we selected 14 years data because, at that time the computerisation were not implemented in Grama Panchayats and now we get consolidated details from the period 1997 to 2001 but that document did not provide separate details on WCP, and hence we selected the 14 years details on WCP for this study.

Before going into the details of WCP in selected Grama Panchayat we analyse the allocation and expenditure on WCP in selected districts like Palakkad, Wayanad and Malappuram.

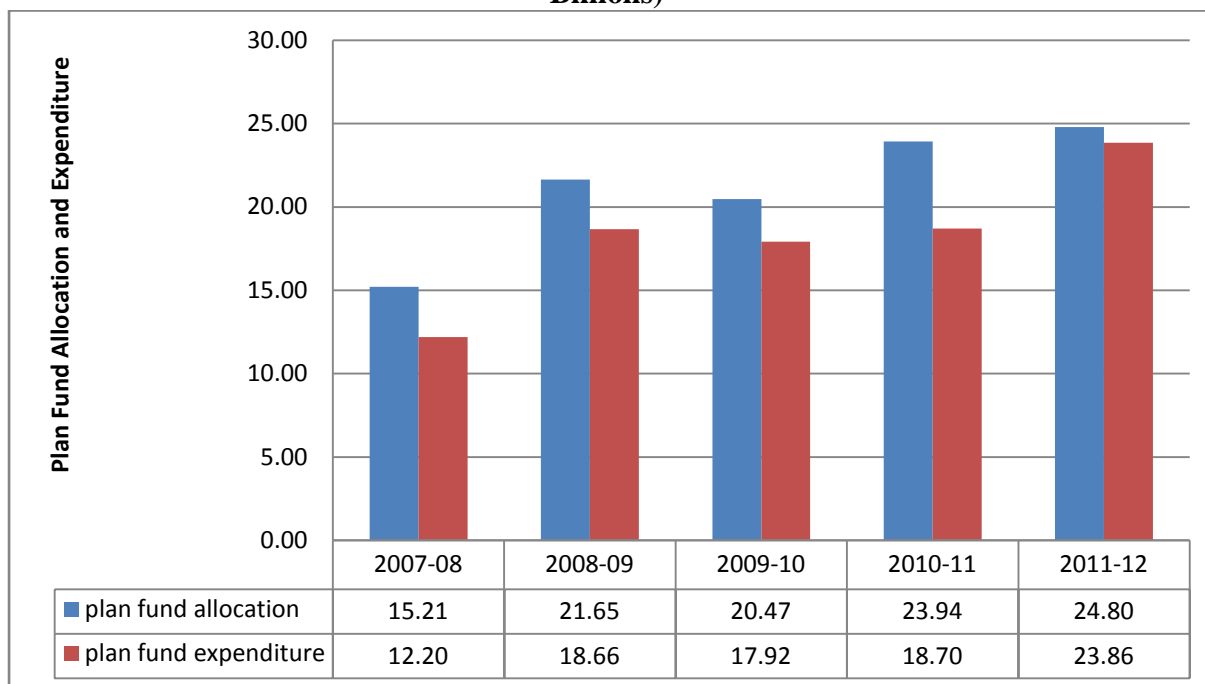
Figure 3.6
Details on WCP Plan Fund Allocation and Expenditure in Palakkad District



Source: Sulekha (2007-2012)

This diagram indicates the plan fund allocation and expenditure on WCP in Palakkad district. This is the data on 11th plan period, in 2007-08 and 2008-09 plan fund allocation and expenditure shows more or less same rate but after that there is hike in allocation and expenditure in Palakkad district.

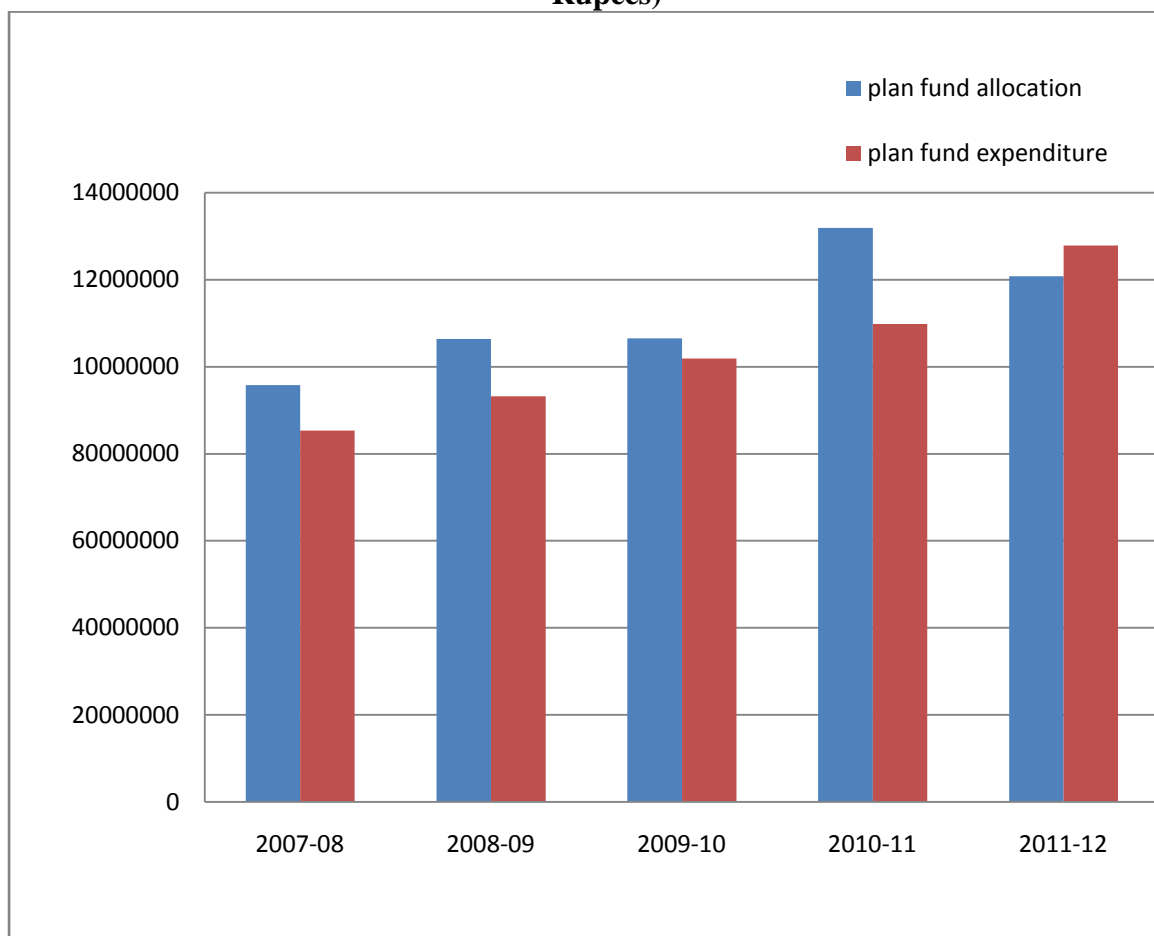
Figure 3.7
Details on WCP Plan Fund Allocation and Expenditure in Malappuram District (In Rs. Billions)



Source: Sulekha (2007-2012)

This figure plotted the details on plan fund allocation and expenditure on WCP in Malappuram district. During the period of 11th plan the allocated amount more or less fully utilised the LSGs in Malappuram District and over the period its rate has been increased. In Malappuram among the total population 52.3 per cent are female that means more than half of the population are females but the utilisation of fund is not satisfactory. It may be because, WCP is a special plan given to the weaker section of the society and the gulf migration is high in Malappuram it leads to increase their standard of living and it leads to a contradiction between the utilisation of WCP in Malappuram district.

Figure 3.8
Details on WCP Plan Fund Allocation and Expenditure in Wayanad District (in Rupees)



Source: Sulekha (2007-2012)

This diagram elicits the details of WCP allocation and expenditure on plan fund during the 11th plan period in Wayanad District. Compared to other two district plans fund utilisation rate, is high in Wayanad District. It may be because of the socio economic and demographic characteristic of the district. During the period 2007-08 to 2010-11 there is an increase in the allocation and expenditure on plan fund in Wayanad but in 2011-12 period the expenditure amount is greater than the allocated amount.

Table 3.4
Allocation and Expenditure Details on WCP in Selected Grama Panchayat

THIRUNELLY GRAMA PANCHAYAT				
Si No	Plans	Allocation	Expenditure	% OF WCP spent
1	10 th FYP	2100217.6	1921334.4	91.482635
2	11 TH FYP	5385269	2584288.6	47.988106
3	12 th FYP	9308764.5	5350749.25	57.480767
MOONNIYUR GRAMA PANCHAYAT				
1	10 th FYP	1249431.2	1032031.2	82.600082
2	11 TH FYP	3732895.4	1527903.2	40.93078
3	12 th FYP	5096005	2955662	57.99959
OTHUKKUGAL GRAMA PANCHAYAT				
1	10 th FYP	311720	311720	100
2	11 TH FYP	2201366.2	1376537.4	62.53105
3	12 th FYP	4263096.25	3015490.25	70.734745
KUTTIPPURAM GRAMA PANCHAYAT				
1	10 th FYP	363140	363140	100
2	11 TH FYP	3715064	1166613	31.402232
3	12 th FYP	6255452.2	5173819	82.708953
THENKURISSI GRAMA PANCHAYAT				
1	10 th FYP	705458.8	705458.8	100
2	11 TH FYP	3058827	1581175.4	51.692214
3	12 th FYP	3664557.5	2061840.75	56.264385
MUTHALAMADA GRAMA PANCHAYAT				
1	10 th FYP	1303491.4	1303491.4	100
2	11 TH FYP	9352111	3539973.2	37.85213
3	12 th FYP	4970667	2700268.75	54.324073
ELAPPULLY GRAMA PANCHAYAT				
1	10 th FYP	1855900	1510800	81.405248
2	11 TH FYP	4711686	3986284.4	84.604203
3	12 th FYP	5395545	3462299	64.169588

Source: Plan Document, Sulekha (2002-2015)

This table elicited the details on WCP allocation and expenditure among the selected Grama Panchayat. This is the five year average on WCP allocation and expenditure hence, we calculated on the basis of Five Year Plan period. When compared, these

three plan periods we can see that during the 10th plan period the Grama Panchayats like Othukkugal and Kuttippuram from Malappuram district and Thenkurissi and Muthalamada from Palakkad district fully utilised their allocated fund. The other Grama Panchayat did not fully utilise their fund among the plan period. Compared to other two plan periods the per cent of WCP spent is reduced in 11th plan period.

Table 3.5
Fund Allocation from Other Sources (in lakh)

YEAR	Elappully	Muthalamada	Thenkurissi	Kuttippuram	Othukkugal	Monniyur	Thirunelly
2002-03	0	23.03	0	0	0	85.31	3.90
2003-04	72.27	0	0	0	3.73	42.62	34.64
2004-05	0	0	0	0	0	45.35	38.67
2005-06	13.51	0	0	0	0	60.80	30.88
2006-07	0	0	0	0	11.62	39.20	26.41
2007-08	46.78	0	7.54	35.69	12.43	52.87	34.88
2008-09	55.44	0.55	39.75	24.53	0	37.73	11.16
2009-10	42.35	29.55	21.92	34.76	21.63	32.94	16.30
2010-11	29.44	18.81	25.75	46.92	30.95	41.65	17.59
2011-12	27.65	94.94	31.70	41.33	74.93	80.31	34.09
2012-13	27.02	52.26	85.45	97.23	36.96	49.74	75.69
2013-14	93.58	94.37	57.32	65.66	35.44	88.55	75.75
2014-15	94.40	70.14	60.74	39.38	56.16	76.53	80.98
2015-16	88.29	41.03	13.35	43.15	51.58	64.44	93.53

Source: Plan Document, Sulekha (2002-2015)

This table indicates the WCP allocation from other sources. The LSGs raise the resources for the local development activities from state plan allocation as well from its own revenue. LSGs are provided plan allocation for implementing LSGs own schemes as well as state and central scheme transferred to LSGs. in the case of WCP the other resources are allocated from centrally sponsored schemes, fund from World Bank and Beneficiary contribution. This allocation is based on the nature and effectiveness of projects in Grama Panchayat. Fund allocated from other sources improves the projects and helps to reduce the gender related issues in Grama Panchayat. When analysing the fund allocation from other sources we can see that during the 10 plan period the allocation is very less and the Panchayats like

Muthalamada, Thenkurishi and Kuttippuram have shown that no plan fund are allocated from other sources. Compared to other plan periods, during the 12th plan period the fund allocation from other sources is high in all Grama Panchayats. It is because of during this period the number of projects are high in Grama Panchayats.

Table 3.6
Plan Fund Allocation and Expenditure on WCP during 11th And 12th (in lakh)

Year	Elappully	Muthalamada	Thirunelly	Monniyur	Othukkugal	Kuttippuram	Thenkurissi
2007-08	60.88	66.91	81.89	64.32	83.47	57.65	89.94
2008-09	83.09	79.20	56.34	70.26	79.24	74.79	70.15
2009-10	95.19	61.38	17.56	53.13	58.36	6.65	36.08
2010-11	16.13	58.09	72.25	57.50	55.50	14.36	63.05
2011-12	22.52	94.24	91.04	98.08	72.22	83.79	60.27
2012-13	54.76	42.01	58.96	71.17	94.42	87.99	74.18
2013-14	83.41	59.98	65.86	66.64	99.94	87.80	59.53
2014-15	42.23	34.90	64.02	85.92	39.78	66.05	66.58
2015-16	66.59	46.10	86.69	66.57	58.46	58.91	89.90

Source: Plan Document, Sulekha (2007-2015)

This table elicits the details of plan fund allocation and expenditure on WCP during the 11th and 12th plan period. The Grama Panchayats fund can be divided in to plan fund and non-plan fund. This indicates that the majority of the Grama Panchayat spent their plan fund on WCP. Compared to total WCP spending to the plan fund spending rate is high in the selected Grama Panchayat. In the case of Kuttippuram Grama Panchayat during the period 2009-11 the spending rate is very unsatisfactory respectively 6.65 and 14.36.

Table 3.7
Growth Rate on Plan Fund Allocation and Expenditure among the Selected Grama Panchayat

Source: Compiled from Secondary Data, Plan Document, Sulekha (2002-03 to 2015-16)

Year	Thirunelly		Moonniyur		Kuttippuram		Othukkugal		Muthalamada		Elappully		Thenkurissi	
	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure
2002-03	-	-	-	-	-	-	-	-	-	-	-	-	-	-
2003-04	0.78	0.39	5.69	6.44	1.11	1.11	1.90	1.90	-13.84	-13.84	-13.84	-13.84	0.25	0.25
2004-05	1.03	1.25	-0.93	-0.93	0.28	0.28	-0.21	-0.21	0.98	0.98	0.98	0.98	0.13	0.13
2005-06	-0.63	-0.57	18.89	10.89	0.24	0.24	-0.45	-0.45	-0.48	-0.48	-0.48	-0.48	2.31	2.31
2006-07	1.02	1.02	-0.44	-0.04	0.35	0.35	1.26	1.26	0.13	0.13	0.13	0.13	-0.30	-0.30
2007-08	0.56	0.12	0.61	0.02	1.70	0.15	1.63	1.55	0.43	0.05	0.43	0.05	0.39	-0.12
2008-09	0.14	-0.07	0.14	-0.12	0.56	0.67	0.76	-0.95	0.08	0.12	0.08	0.12	1.04	0.26
2009-10	-0.66	-0.64	0.34	-0.42	-0.01	-0.89	0.87	48.09	0.21	0.33	0.21	0.33	0.12	0.41
2010-11	2.30	0.61	0.49	2.07	1.38	0.37	-0.47	-0.42	0.27	0.18	0.27	0.18	0.16	0.30
2011-12	1.00	1.71	-0.10	-0.25	0.01	19.35	0.10	-0.17	0.79	0.38	0.79	0.38	0.18	0.19
2012-13	-0.52	-0.30	-0.43	0.26	-0.19	0.25	2.18	2.56	-5.81	-1.26	-5.81	-1.26	-0.14	0.01
2013-14	1.08	1.98	1.24	-0.01	0.11	0.14	-0.26	-0.04	0.13	0.13	0.13	0.13	0.07	-0.12
2014-15	0.25	-0.43	0.14	1.00	0.23	0.26	-0.47	-0.76	0.13	0.05	0.13	0.05	0.06	-0.17
2015-16	-0.42	-0.26	-0.35	-0.28	0.22	-0.34	-0.10	0.39	-0.16	-1.50	-0.16	-1.50	-0.32	0.11

These tables elicit the details of growth rate on plan fund allocation and expenditure among the selected Grama Panchayat. The selected 7 grama panchayats shows the accelerated and negative growth rate in some periods.

Table 3.8
Allocation and Expenditure on WCP among the Selected Gp (in lakh)

Year	Thirunelly		Moonniyur		Kuttippuram		Othukkugal		Muthalamada		Elappully		Thenkurissi	
	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure
2002-03	12.57	12.57	6.95	6.26	2.33	2.33	4.19	4.19	12.02	12.02	14.89	14.89	6.78	6.78
2003-04	10.42	8.13	11.42	11.42	2.15	2.15	4.96	4.96	0.26	0.26	5.88	10.12	2.77	2.77
2004-05	22.68	19.57	0.76	0.75	4.02	4.02	4.29	4.29	8.90	8.90	2.01	2.01	5.30	5.30
2005-06	7.35	7.35	19.33	11.37	5.16	5.16	2.50	2.50	7.12	7.12	9.70	22.82	11.28	11.28
2006-07	13.49	13.49	9.85	9.85	5.33	5.33	4.43	4.43	8.36	8.36	6.29	6.29	7.57	7.57
2007-08	10.67	7.65	5.15	3.28	4.61	1.96	5.11	4.95	9.36	5.58	5.69	4.39	5.82	3.69
2008-09	9.50	5.56	5.07	2.50	4.60	2.09	7.08	0.20	8.29	5.14	11.55	11.16	10.28	4.02
2009-10	1.00	0.62	5.86	1.25	3.85	0.20	10.85	8.05	9.60	7.01	11.64	11.37	9.73	4.78
2010-11	9.62	2.92	7.97	3.50	13.77	0.42	6.26	5.12	5.43	3.51	6.95	5.37	10.95	6.01
2011-12	12.68	5.22	7.96	2.91	13.18	8.09	6.13	3.80	34.38	7.47	10.87	8.37	10.40	5.76
2012-13	5.01	2.98	4.65	3.74	4.68	4.43	17.11	11.86	6.11	3.99	8.09	6.16	7.87	5.13
2013-14	8.09	6.92	8.85	3.14	4.06	3.92	9.50	8.59	5.33	3.48	5.32	3.85	7.00	3.77
2014-15	10.52	4.10	7.40	4.58	5.20	5.12	4.46	1.87	4.94	2.94	6.94	4.66	6.07	2.56
2015-16	4.40	2.18	5.78	3.98	4.57	2.44	3.75	2.44	4.25	1.17	4.08	1.23	4.87	3.36

Source: Computed data, Plan Document, Sulekha (2002-03 to 2015-16)

This table indicates the percentage of allocation and expenditure on WCP among the selected Grama Panchayat. In this table we computed the WCP allocation and expenditure amount with the total allocation and expenditure on selected Grama Panchayat. WCP has the mandatory allocation of 10 per cent fund for the welfare of women in local self-government but, this table elicits that majority of the selected Grama Panchayats did not allocate 10 per cent of fund during their plan period. When we look in to the 14 year allocation and expenditure of WCP in these GP we can see that five or six times they reached at 10 per cent and above. We know that at the beginning of the WCP in LSGs the allocation and expenditure was very less in Kerala(Economic Review,199) but, after two decades of the implementation we can seen that the same trend in the allocation and utilisation of WCP Grama Panchayat. The less allocation of WCP may be due to the political party influence because, in case of Elappully GP during the period 2014 -15, the Civil Court stay the fund allocation and its utilisation due to the political party problems in administrative unit. Among the 22 elected members 11 are affiliated to Left Democratic Front and remain affiliated to United Democratic Front. Hence, at the time of board meetings the opposite party did not agree to implement projects and rejects the decisions of the ruling party. So, the nature of political party is the most important influencing factor for the implementation of development projects from the Grama Panchayat.

Table 3.9
Allocation and Expenditure on WCP in Comparison With Special Plans (in lakh)

Year	Thirunelly		Moonniyur		Kuttippuram		Othukkugal		Muthalamada		Elappully		Thenkurissi	
	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure	allocation	Expenditure
2007-08	14.1	10.9	19.2	17.1	15.2	10.1	18.5	18.2	15.6	9.3	6.7	6.6	25.2	17.2
2008-09	31.2	20.6	26.0	17.6	27.6	16.6	50.9	29.5	13.0	8.1	16.5	15.7	13.7	79.3
2009-10	0.7	0.5	23.9	7.6	5.9	0.5	32.6	22.5	11.2	7.6	27.9	26.8	36.7	22.7
2010-11	11.8	4.4	19.7	8.4	22.2	1.3	19.2	16.7	6.7	5.3	11.0	9.8	29.3	17.9
2011-12	27.8	14.9	27.3	13.5	37.3	34.6	11.7	10.9	8.1	4.9	19.9	19.3	26.4	19.9
2012-13	27.8	26.2	36.1	36.1	1.4	1.4	49.0	31.7	48.9	38.8	41.7	38.9	11.5	9.0
2013-14	26.4	25.2	54.4	38.9	21.2	20.7	70.1	67.5	10.2	7.3	13.7	13.6	30.7	28.1
2014-15	22.1	20.4	21.4	20.4	52.8	52.8	28.8	11.6	25.6	19.5	5.4	3.0	25.3	10.0
2015-16	7.9	7.9	34.3	34.3	29.4	24.1	26.8	20.9	43.6	11.8	4.6	3.9	45.9	29.4

Source: Computed data, Plan Document, Sulekha (2007-08 to 2015-16)

Table 3.10
Allocation and Expenditure on Other Special Plan In Comparison With Special Plan (in lakh)

Year	Thirunelly		Monniyur		Kuttippuram		Othukkugal		Muthalamada		Elappully		Thenkurissi	
	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure
2007-08	85.9	70.4	82.9	53.3	84.78	48.88	81.5	68.0	84.4	56.5	93.3	56.8	74.85	67.32
2008-09	68.8	38.8	82.4	57.9	72.37	54.12	49.1	38.9	87.0	68.9	83.5	69.4	86.29	60.53
2009-10	99.3	17.4	92.4	49.1	94.10	6.26	67.4	39.3	88.8	54.5	72.1	68.6	63.26	22.83
2010-11	88.2	63.7	91.6	52.7	77.80	11.17	80.8	44.8	93.3	54.2	89.0	14.4	70.69	44.57
2011-12	72.2	65.7	86.5	84.9	62.66	52.51	88.3	63.8	91.9	86.6	80.1	18.0	73.63	44.39
2012-13	72.2	42.6	63.9	45.5	98.62	86.78	51.0	48.2	51.1	21.5	58.3	31.9	88.55	65.69
2013-14	73.6	48.5	61.1	40.7	78.82	69.21	29.9	29.9	89.8	53.9	86.3	72.0	69.35	41.29
2014-15	77.9	49.9	79.6	68.4	47.18	78.34	71.2	28.3	74.4	26.0	94.6	39.9	74.74	49.77
2015-16	92.1	79.8	65.7	43.8	70.57	41.57	73.2	42.8	56.4	26.0	95.4	63.5	54.11	48.65

Source: Computed Data, Plan Document, Sulekha (2002-03 to 2015-16)

The above two tables elicits the comparison of special plan wise allocation and expenditure during the 11th and 12th plan period. The first table shows per cent of allocation and expenditure on WCP in comparison with total allocated amount for the special plans in Grama Panchayat. The second table shows the percentage share of other special plans except WCP in comparison with total allocated amount for special plan in Grama Panchayat. The Grama Panchayats special programmes are WCP, Special Programmes for Children, and Special Programmes for Old age, Anti-Poverty sub plans, Ashraya rehabilitation programmes etc. These are some of the special plans provided by Grama Panchayats. When analysing these two tables we can see that the WCP allocation and expenditure is very less among the Grama Panchayats and they did not fully utilise their allocated fund during the period. Therefore, while studying the allocation and expenditure on WCP in macro and micro level we can see that some variation exists in Grama Panchayats.

3.4 ANALYSIS OF VARIANCE (ANOVA)

3.4.1 Allocation on WCP in Selected GP

From the above discussions can see that there exists gap between allocation and utilisation of fund for WCP in selected Grama Panchayat. To measure the differences in the means of the allocation and utilisation of fund on WCP, ANOVA method is used. We want to compare the mean differences of selected Grama Panchayat. In this analysis we have one independent variable i.e. the allocation of WCP in Grama Panchayats during 14 years and the dependent variables are seven Grama Panchayats. The null and alternative hypothesis is examined for the difference in the allocation of WCP among the selected Grama Panchayats in Kerala.

Table 3.11
One Way ANOVA

Allocation					
	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	8419156638.572	6	1403192773.095	3.670	.003
Within Groups	34796257288.473	91	382376453.719		
Total	43215413927.044	97			

Source: Compiled from Secondary Data

From the table the F-value is used as a test of significance of differences in mean across the Grama Panchayat and it is the ratio between groups' mean square and within group mean square. From this result the F- value is 3.670, and its associated p-value is .003. It indicates probability of observed value happening by chance. Hence, we can conclude that the mean allocations of WCP across selected Grama Panchayats are same.

3.4.2 Expenditure on WCP in Selected GP

In this analysis we have one independent variable i.e. the expenditure of WCP in Grama Panchayats and the dependent variables are seven Grama Panchayats. The null and alternative hypothesis is examined for the difference in the utilisation of WCP among the selected Grama Panchayats in Kerala.

Table 3.12
One Way ANOVA

Expenditure					
	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	2682916549.767	6	447152758.295	6.631	.000
Within Groups	6136874947.746	91	67438186.239		
Total	8819791497.513	97			

Source: Compiled from Secondary Data

This table elicits the detail on WCP utilisation among the selected 7 Grama Panchayats. We want to compare the mean difference of the Grama Panchayat in the case of utilisation of WCP. From the table the F-value is used as a test of significance

of differences in mean across the Grama Panchayat and it is the ratio between groups' mean square and within group mean square. From this result the F- value is 6.631, and its associated p-value is .000. Hence, the result would be statistically significant and It means there is no difference between the utilisation of WCP among the selected Grama Panchayats.

3.5 WCP: Income and Employment Generation Activity

This study is mainly concentrated on empowerment of women in Grama Panchayat especially the elected women representatives. Elected women are directly participated in the Grama Panchayat but to evaluate empowerment of those women are not directly participating in GP's are also necessary for this study hence, the activity based analysis of WCP is conducted. One of the main aims of WCP is women empowerment through employment and income generation projects. Government has been financing the development of women through WCP to empower them socially and economically. Basic amenities like food, shelter etc is necessary to sustain human being. But, the programme like WCP mainly concerned about the empowerment of women through social and economic activities. It helps to generate income and employment to women because women workforce and economic participation is very dismal in nature. As mentioned above the aims of WCP is diverse in nature hence rather than the allocation and utilisation of WCP, the activity based analysis is also necessary. The important activities that comes under WCP is house construction and repair for women headed households, small scale and agricultural units, nutritional programmes for children and adults, Kudumbasree related programmes etc. These activities help to contribute the constitutive and instrumental freedom of women in selected Grama Panchayat. Therefore in this context we try to examine how these activities helps to generate income and employment for women? And how it helps to attain social and economic empowerment of women?

In the above sections we have discussed about the total allocation and expenditure on WCP in Kerala and also the details on selected Grama Panchayats in three districts. Therefore, in this section we examine the activity based analysis on WCP in selected Grama Panchayat. Because, after the implementation of decentralisation process women has been get special attention in the development scenario. This discussion is

based on activities implemented by selected Grama Panchayats in three districts. From the above discussion we focused on the allocation and expenditure on WCP in 10th, 11th and 12th five year plans. In this section we compare WCP on the basis of activities during the 10th and 12th plan. The total activities are divided into Housing Facilities, Income and Employment Generation Activities, Kudumbasree and Balawadi Activities, Nutritional Programmes and other activities included in to Miscellaneous.

Table 3.13
Activity Based Analysis on WCP in Muthalamada GP

10th Plan		12 th Plan	
Housing Facility	Per cent Share	Housing Facilities	Per cent Share
House construction	2.49	House Repair	0.26
House Repair	7.10	Plot for house construction	6.37
House Repair	0.27	Plot for house construction	2.65
House construction	0.22	For House construction	10.45
For House construction	5.47	For House construction	5.017
For House construction	12.34	Plot for house construction	3.18
For House construction	0.29	For House construction	4.67
Plot for house construction	3.50	For House construction	2.41
For House construction	7.09	Plot for house construction	2.12
For House construction	0.50	Plot for widows	2.65
For House construction	12.97	Plot for house construction	1.51
Plot for house construction	4.38	Income and Employment Generation Activities	
For House construction	8.47	Agricultural unit for women	3.71
Kudumbasree		for paddy cultivation	0.99
Revolving fund for Kudumbasree	0.71	Agricultural unit for women	2.92
Honorarium for Kudumbasree	0.72	Goat Farming Projects	0
Revolving fund for Kudumbasree	1.49	Goat rearing Projects	0
Income and Employment Generation Activities		Employment Training	0
For Industrial unit	10.45	Employment Training	0.530936
industrial unit	10.18	Kudumbasree and Balawadi	
For Industrial unit	9.00	Revolving fund for Kudumbasree	1.06
Miscellaneous		Revolving fund for Kudumbasree	1.06
For Marriage	2.24	Honorarium for Balawadi workers	0.60
		Honorarium for Balawadi workers	0.60
		Honorarium for Balawadi workers	0.59
		Honorarium for Balawadi workers	0.60
		Miscellaneous	
		For Ashraya project	2.65

Sources: Sulekha, Compiled from Secondary Data.

Table 3.14
Activity Based Analysis on WCP in Thenkurissi GP

10 th Plan		12 th Plan	
Housing Facility	Per cent Share	Housing Facility	Per cent Share
House construction	2.63	House construction	9.96
House construction	4.44	House construction	3.00
House construction	4.60	House construction	0.27
House construction	8.22	House construction	5.59
Plot for house construction	3.45	House construction	0.14
Income and Employment Generation		for house construction	8.19
industrial Unit for women	2.20	for house construction	0.27
Employment Training	6.08	for house construction	2.46
Cow Rearing	1.48	for house construction	2.46
Small Scale Unit	3.75	Nutritional Programmes	
Kudumbhasree activities		Nutritional food for Balawadi children	9.89
Financial Support for Kudumbasree	6.86	Nutritional food for Balawadi children	2.27
Revolving fund for Kudumbasree	0.74	Income and Employment Generation	
Revolving fund for Kudumbasree	0.15	Poultry Project	0.00
Revolving fund for Kudumbasree	3.58	Cow Rearing	0.60
Revolving fund for Kudumbasree	2.56	Tailoring training	0.00
Revolving fund for Kudumbasree	0.83	Tailoring training	0.92
Revolving fund for Kudumbasree	1.78	Poultry Project	0.53
Plot for Kudumbasree	29.55	Poultry Project	0.19
Revolving fund for Kudumbasree	2.07	Cow Rearing	0.26
Miscellaneous		Miscellaneous	
Study on Status of Women	0.23	Honorarium for Balawadi workers	0.46
Study on Status of Women	0.13	For Marriage	5.46
For Marriage	4.11	Honorarium for Balawadi workers	0.46
For Marriage	7.89	Honorarium for Balawadi workers	0.46
Maternal Care Project	2.65	JagrathaSamathi	0.17
		For Marriage	2.39

Sources: Sulekha, Compiled from Secondary Data.

Table 3.15
Activity Based Analysis on WCP in Elappully GP

10th plan		12 th Plan	
Housing Facility	Per cent	Housing Facility	Per cent
House construction	1.71	House Repair	1.28
House construction	18.11	House Repair	1.49
House construction	0.48	House construction	5.09
House construction	0.09	House Repair	0.46
House construction	2.26	IAY	5.57
For House construction	4.53	IAY	8.27
miscellaneous		House Repair	0
Honorarium for Balawadi workers	3.41	House Repair	1.10
Nutritional food for Balawadi children	1.71	House construction	4.05
Revolving fund for Kudumbasree	6.08	House construction	0.41
Revolving fund for Kudumbasree	53.68	House Repair	1.55
For Marriage	1.29	House construction	2.49
Ashraya Rehabilitation Project	5.17	House Repair	1.66
For Marriage	1.49	House construction	0
		House Repair	0
		House Repair	0.46
		Income and Employment Generation	
		women employment Army	5.14
		Miscellaneous	
		Nutritional food for Balawadi children	17.75
		Honorarium for Balawadi workers	0.50
		Honorarium for Balawadi workers	0.50
		Uniform for Balawadi Workers	0.07
		Revolving fund for Kudumbasree	0.78
		Honorarium for Balawadi workers	0.50
		Revolving fund for Kudumbasree	1.04
		Nirbhaya project	0.05

Sources: Sulekha, Compiled from Secondary Data.

As we already mentioned in micro level analysis we selected seven Grama Panchayats in three districts. These tables elicit the details on percentage share of expenditure on the basis of total allocation of WCP in selected Grama Panchayats in Palakkad District. As mentioned above the activities are divided in different heads and it helps

to analyse what are the activities implemented by the Grama Panchayat during the plan period and for which types of plan they gave more importance. For the analysis of activities we selected 10th and 12th plan periods. In the case of Muthalamada GP during both the plan periods they gave prime importance to housing facilities. During the 10th and 12th plan period, they implemented income and employment generated programmes and compared to 10th plan the number of income and employment generation activities has increased in 12th plan period. The same trend has been shown in the Thenkurishi GP also. In the case of Elappully GP we can see that during the 10th plan they did not implemented any income generated activities and 12th plan they have implemented only one programme. This shows that they gave prime importance to housing facilities, nutritional programmes and fund for Kudumbasree. We know that the GP formulated activities consider the socio- geographical characteristics of Grama Panchayats. Hence, while considering Palakkad district it may be housing related activities which are more important than any other income and employment generated activities. Considered the percentage share of expenditure on income generated activities, it is less compared to other activities.

Table 3.16
Activity Based Analysis on WCP in Thirunelly GP

10th plan		12 th Plan	
Housing Facility	Per cent	Housing Facility	Per cent
House construction for widows	0.31	House construction	3.36
House for Widows	0.78	House renovation	0.10
House construction for widows	1.35	House renovation	0.41
House construction for widows	2.53	House construction	6.86
House construction for widows	4.74	House renovation	0.07
House construction for widows	2.27	House renovation	0.91
House construction for widows	0.08	IAY	0.16
House construction for widows	5.11	House construction	0.82
House construction for widows	4.88	House construction	0.99
House construction for widows	8.17	House construction	0.55
House construction for widows	2.92	Income and Employment Generation	
Income and Employment Generation		Micro Units	0.27
Cow for Women	3.54	Agro Market	1.01
Goat farming- Kudumbasree	2.92	Goat Rearing-Kudumbasree	0.29
Fund for micro units-Kudumbasree	2.61	Poultry Project	1.98
Dairy farm	5.16	Cattle Rearing-Kudumbasree	1.13

Micro Units for Women	0.52	Poultry Project	0.51
Units for Vegetable cultivation-Kudumbasree	0.88	Goat Rearing-Kudumbasree	0.82
Self-EmploymentKudumbasree	8.22	Weaving- Kudumbasree	0.55
Organic Vegetable Garden-Kudumbasree	4.78	Dairy Farming-Kudumbasree	0.11
Cow for Women	8.65	Fund for goat rearing	0.03
Goat Rearing	5.21	Poultry Project	0.03
Self Employed Projects	5.73	Nutritional Programmes	
Cow for Women	1.15	Nutritional food for Balawadi children	0.28
Organic Vegetable Garden-Kudumbasree	2.64	Nutritional food for Balawadi children	3.84
Cow for Women	0.47	Nutritional food for Balawadi children	5.49
Organic Vegetable Garden-Kudumbasree	2.67	Nutritional food for Balawadi children	4.12
Cattle for Women	2.82	Nutritional food for Balawadi children	6.84
Cattle for Women	1.76	Miscellaneous	
Poultry Project- Kudumbasree	1.95	Honorarium for Balawadi workers	0.27
Dairy Farming-Kudumbasree	3.07	Honorarium for Balawadi workers	1.70
Miscellaneous		Public Library Hall for Women	0.00
Orientation Seminar	0.14	Maternal Care for ST Women	0.70
Balawadi construction and women centre	0.24	AgathiAshraya Project	0.55
Balawadi construction and women centre	0.90	Women Complex	0.00
Balawadi construction and women centre	0.68	Women Complex	0.00
Complex for Women	0.17	Waste dumping	0.59
		Swathana Project	0.58
		Maternal Care for ST Women	0.14
		Mahilasamajam construction	2.74
		Furniture for mahilasamajam	1.10
		Waste dumping	0.23
		Women centre	1.46
		Public Library Hall for Women	0.75
		Women centre	0.00
		Maternal Care for ST Women	0.59
		Sanitation	0.93
		Women centre	0.00

Sources: Sulekha, Compiled from Secondary Data.

This table describes the activity based analysis on WCP in Thirunelly GP. During the both plan periods they implemented more income and employment generated activities than other activities. We can see that during the 10th plan period they implemented various activities and it helps to generate beneficiaries' income and

employment and it may leads to improve their social and economic empowerment. We know that the ST population is highest in Thirunelly GP and income and employment generated activities are necessary for the betterment of women and in Thirunelly Panchayat. Majority of the activities are poultry, Dairy farming, and vegetable garden etc. We can see that during the 10th plan the housing facilities are provided for widows and Kudumbasree based activities are high during the period. The 12th plan also shows the same trend in the case of activities implementation and when considering the miscellaneous the activities are more benefited to the betterment of women i.e. Public Library Hall for Women, Maternal Care for ST Women, Agathi Ashraya Project, Women Complex, Mahila Samajam construction etc. The Panchayat also gave importance to children; they implemented various Nutritional programmes for children during the 10th and 12th plan period.

Table 3.17
Activity Based Analysis on WCP in Othukkugal GP

10th plan		12th plan	
Housing Facility	Per cent	Housing Facility	Per cent
House construction	2.99	House Repair	0.62
House construction	9.11	House Repair	0.04
House construction	0.36	House construction	0.00
For House construction	11.97	House construction	3.18
For House construction	15.63	For House construction	0.35
For House construction	0.53	House construction	1.77
For House construction	12.97	for house construction	2.95
For House construction	2.66	income and Employment Generation	
For House construction	9.64	Dairy Farming	5.49
For House construction	2.99	Poultry Project	1.69
For House construction	18.96	Dairy Farming	0.88
for house construction	1.99	Poultry Project	0.68
For House construction	0.33	Poultry Project	2.10
Employment Generation		Goat Farming Projects	0.97
Technical Training for women	0.54	Miscellaneous	
Technical Training for women	1.09	Nutritional food for Balawadi children	19.82
Training for mobile repairing and servicing	7.48	Honorarium for Balawadi workers	0.57
Fund for micro units-Kudumbasree	0.66	Nutritional food for Balawadi children	21.79
For pottery Making	6.65	Honorarium for Balawadi workers	0.57
		Honorarium for Balawadi workers	0.57
		Uniform for Balawadi Workers	0.08
		Laptop for SC Girls Students	1.49
		For Marriage	2.06
		For Marriage	3.83

Sources: Sulekha, Compiled from Secondary Data.

Table 3.18
Activity Based Analysis on WCP in Moonniyur GP

10th plan	Per cent	12th Plan	Per cent
Housing Facility	Per cent	Housing Facility	Per cent
House construction	0.74	House Repair	3.76
House Repair	3.62	House Repair	0.11
House construction	0.65	House Repair	0.10
House construction	0.63	House construction	2.62
For House construction	1.58	Income and Employment Generation	
For House construction	0.71	Banana cultivation and vegetable garden	5.93
For House construction	4.03	Banana Cultivation	6.79
House Repair	12.29	Goat Rearing Projects	16.73
Sanitation	3.89	Banana Cultivation	3.88
For House construction	2.46	Goat Rearing Projects	1.24
for house construction	2.27	Goat Rearing Projects	11.63
House Repair	0.16	Poultry Project	3.42
for house construction	4.32	Banana Cultivation	6.40
House Repair	5.83	Goat Rearing Projects	0.00
for house construction	1.18	Miscellaneous	
for house construction	7.94	well construction	0.19
Plot for house construction	1.23	For Marriage	3.15
Income and Employment Generation		For Marriage	2.45
Formation for Women Self Help Group	0.16	For Marriage	1.21
Goat Rearing-Kudumbasree	8.63	For Marriage	5.33
Cow Rearing-Kudumbasree	11.77		
Poultry Project-Kudumbasree	8.51		
Poultry Project-Kudumbasree	8.51		
DTP Training	0.43		
Vegetable Garden	0.15		
Banana Cultivation	0.28		
Banana Cultivation	0.21		
Banana and Tapioca Cultivation	6.36		
<u>Miscellaneous</u>			
For Marriage	0.63		
For Marriage	0.11		
For Marriage	0.74		

Sources: Sulekha, Compiled from Secondary Data.

Table 3.19
Activity Based Analysis on WCP in Kuttippuram GP

10th plan		12 th Plan	
Housing Facility	Per cent	Housing Facility	Per cent
House construction	3.87	House Repair	2.96
House construction	11.89	for house construction	0.00
For House construction	2.05	House Repair	0.41
House construction	1.54	Nutritional Programmes	
For House construction	8.58	Nutritional food for Balawadi children	0.93
For House construction	4.55	Nutritional food for Balawadi children	17.28
For House construction	11.59	Nutritional food for Balawadi children	6.60
For House construction	5.61	Nutritional food for Balawadi children	12.34
for house construction	14.63	Nutritional food for Balawadi children	1.65
for house construction	4.34	Nutritional food for Balawadi children	6.17
for house construction	19.55	Nutritional food for Balawadi children	10.85
<u>Income and Employment Generation</u>		Nutritional food for Balawadi children	1.31
Formation for Women Self Help Group	2.33	Nutritional food for Balawadi children	4.27
Agriculture	0.72	Miscellaneous	
Miscellaneous		MKSP	1.44
For Marriage	1.17	MKSP	0.03
For Marriage	3.50	Honorarium for Balawadi workers	0.55
For Marriage	4.10	Honorarium for Balawadi workers	0.56
		Uniform for Balawadi Workers	0.06
		Honorarium for Balawadi workers	0.56
		For Marriage	0.12
		For Marriage	0.00
		For Marriage	0.00
		For Marriage	0.53
		For Marriage	7.40
		For Marriage	0.41
		For Marriage	5.76

Sources: Sulekha, Compiled from Secondary Data

These tables elicit the details on activity based analysis on three GP in Malappuram district. Considering the Othukkugal GP they also gave prime importance to housing facilities during 10th and 12th plan periods. In the case of income and employment generation activities they implemented poultry and dairy farming and technical

training programmes and it helps to excel the activities. In the case of Monniyur and Kuttippuram GPs, the 10th plan period they gave importance to house construction and related activities than income generated activities. In Monniyur GP the projects like banana cultivation, poultry farming, goat and cow rearing are implemented as part of WCP. It helps to generate income and employment for women. In Kuttippuram GP the implementation of income and employment generated activities are dismal in nature. During the 10th plan period they implemented only two projects under this head and in 12th plan period they did not implement any projects for generating employment for the women.

Government finance the development of women through WCP for social and economic empowerment of women, but after the two decades of implementation its effectiveness are questionable. Because, above discussion has shown that among the selected Grama Panchayats they gave prime importance to housing and related activities than income and employment generated projects except Thirunelly Grama Panchayat. These results also pointed that in our society majority of the people distress to satisfy their basic amenities.

It can be concluded that compared the various activities during 10th and 12th plan period, the income and employment generated activities are less in selected Grama Panchayats. The income and employment generated activities may help to improve the social and economic capabilities of the women because when an earned women actively participated in various activities in the family and society. It's helps to improve decision making power, social networking, personal skills etc., and these are the constitutive and instrumental freedom enjoyed by the women when effective implementation of projects in the Grama Panchayat. Therefore, it is lead to the overall capabilities of women.

3.5 CONCLUSTION

Women Component Plan is a Special Plan provided by the LSGs for the welfare of the women in LSGs. It is a mandatory that there should be 10 per cent allocation of total fund of the LSGs. We analyses the allocation and utilisation of WCP in macro sense in all Kerala, and in micro level we selected 7 Grama Panchayat from three districts. On the whole (both macro and micro level)results show that there is a variation

between the allocation and utilisation of WCP in our state. There is a disagreement between the nature of WCP projects and women related issues in Kerala because, recently women related issues have increased in Kerala. But the focus, effectiveness, formulation and implementation of WCP projects in Kerala are questionable. The activity based analysis supported this argument because, based on this study it is found that majority of the WCP projects focused on activities like housing, house repair etc. These are in one way the traditional projects and found in the local development of Kerala over the years but there are challenges for women in Kerala like low labour and workforce participation, gender exploitation, family related problems etc. But these issues are not yet seriously attempted. This, therefore, has got serious implications in attaining the women empowerment, especially economic empowerment through fund allocation.

CHAPTER IV
ELECTED WOMEN REPRESENTATIVES IN
PANCHAYATS: AN EMPIRICAL ANALYSIS OF ITS
NATURE, DEGREE AND THE ROLE OF
INSTITUTIONS

4.1 INTRODUCTION

In the previous chapter we discussed on the Women Component Plan as a route for achieving empowerment and we highlighted that the poor utilisation as well as the direction of utilisation do not seem to have effect on women empowerment. Hence, in this chapter we scrutinize another important gender perspective aspect of decentralisation i.e. the participation of elected women in PRI. The objective of this chapter is to analyse the nature and degree of participation of elected women members in Grama Panchayat and the social, economic and political characteristics of the sample units. Kerala is diverse in its demographic and socio-economic characteristics of population. It influences the overall composition and social, economic and political development of the society. This study focuses on the empowerment of women through participation in Panchayat raj institutions especially participation in Grama panchayats. Elected women members are the sample respondents and it covers 305 samples in three districts of Kerala such as Wayanad, Palakkad and Malappuram.

The chapter is arranged into three sections. The first section educes the social, economic and political characteristics of the sample districts in comparison with Kerala, these exercises are expected to form a general background of our state and sample districts. The next section is devoted to analyse the nature and degree of participation of elected women members in selected Grama panchayat. Therefore, elected women members participation in election process, activity, participation and decision making power in Grama Panchayat meetings and Grama Sabha are taken for this analysis. The non-parametric test like Guttman Scale Technique has been used for this analysis and developed some indicators for the measurement of nature and degree of participation and how its leads to improve the overall capability of ordinary women in PRIs. The third section concluded with major findings of the analysis undertaken in this chapter.

The table 4.1 describes the social, economic and political characteristics of the sample districts in comparison with Kerala, and moreover the different factors influencing the whole characteristics of the study.

Table 4.1
Profile of the Sample District (2011)

ITEMS	WAYANAD	PALAKKAD	MALAPPURAM	KERALA
Total Geographical Area	212966	447584	3550	3886287
No: of Taluk	3	5	6	75
Municipalities	1	4	7	87
Corporations	0	0	0	6
No: of Blocks	4	13	15	152
No: of Panchayat	25	90	100	941
Total Population	817420	2809934	4112920	33406.06
Density of Population	383	627	1158	860
Male	401684	1359478	1960328	16027.41
Female	415736	1450456	2152592	17378.65
Sex Ratio	1035	1067	1096	1084
Scheduled Caste	32578	403833	308266	3040
Scheduled Tribes	151443	48972	22990	485
Total Workers	340077	1042340	1062424	11619063
Total Male Workforce Participation Rate	55.8	52	42.8	52.73
Total Female Workforce Participation Rate	23.2	21.2	6.6	18.23
Literacy Rate	89.32	89.3	93.55	94%
Female Literacy Rate	85.94	84.56	91.55	96.67
Male Literacy Rate	92.84	92.27	95.78	92.65
Hindu	392141	1802766	1057418	18282492
Muslim	209758	703596	2484576	8873472
Christian	175495	109249	80650	6141269
Total No: of Grama Panchayat Wards	459	1542	1759	16680
Total No: Ward Reserved for Women	251	820	984	984
Total No: Ward Reserved for SC	20	313	163	163
Total No: Ward Reserved for SC Women	3	134	62	62
Total No: of Ward Reserved for ST	86	56	8	8
Total No: Ward Reserved for ST Women	49	24	1	1

Source: Census 2011, Economic Review 2015, Panchayat Level Statistics 2011, Panchayat Vikasanarekha

There are certain interesting observations we could elicit from the table 5.1. Kerala consists of 0.2 percent of the India's geographical area and contains 2.78 of India's population. Kerala's density of population as per 2011 census is 860 persons/ sq.km; it

is much higher than that of India. One of the important influencing factors for economic growth of a country is its population but among the Indian states Kerala shows the lowest population growth rate. During 2011 Census 48 per cent of the population consists of Male and 52 per cent are Female. It shows female population is favourable in Kerala hence, we consider population as one of the positive indicator for women empowerment and its influence on other social indicators are also necessary to measure the overall empowerment of women. This leads to the questions what is the status of women in such social indicators like sex ratio, literacy rate, work participation rate etc. When we considered the Sex ratio, among the Indian States Kerala is the only state that clutch the index above 1000. In 2011 Census it was 1084 female for 1000 male. Next indicator is Literacy, in the case of 2011 Census Kerala's total literacy rate is 94 per cent, and it has the highest literacy rate among the Indian states. When considering the Male and Female literacy rate it has 92.65 and 96.67 per cent respectively. Hence, this percentage also shows that compared to male literacy, female literacy rate is more favourable in Kerala.

Favourable population and active economic participation are related to potential influence on rate of growth of economic development. As per 2011 Census, workforce participation rate of Kerala is only 34.78 per cent. From the total, the composition of work force participation among male and female are 52.73 and 18.23 percent respectively. This result shows that female workforce participation rate is very low in Kerala, which means females' economic participation is beneath in Kerala. When considered the other social indicators female workforce participation rate is not favourable in Kerala. It means that there is a paradoxical situation existing in Kerala, around half of the population are females but their economic participation is very low, this badly influences the rate of growth of economic development.

Kerala is diverse in the case of religion and social group, because religion and social groups are one of the influencing factors for the achievement of positive social, economic and political indicators. In the case of religion in Kerala, as per the 2011 Census 54.73 per cent is Hindus, 26.56 Muslims and remaining (18.38 per cent) Christians. In the case of scheduled caste and scheduled tribes, their position is

comparatively better in Kerala rather than other states in India. It is due to the successful implementation of decentralised planning and programmes in Kerala. When considering the social group composition, among the total population 9.10 per cent constitutes in Scheduled Caste category and 1.4 per cent in scheduled tribe category. As mentioned above, religious and social group differences influence the participation of women in social, economic and political field in Kerala.

The above features consider Kerala as contemplated as one of the dominant state among the Indian states with the active participation of people in the public domain. For the active participation of people in the decision making process and public activities we implemented decentralised planning in our society. Therefore, for the effectiveness decentralisation process, we set up Local Self Government Institutions. The Local Self Governments are the bodies which are nearer and more responsible for the local needs of the society. On the basis of 2015 Election, Kerala have 6 Corporations, 87 Municipalities, 152 Block Panchayats, 75 Taluks and 941 Grama Panchayats. These divisions are strongly related to geography, Total Population, Density of population, Urban and Rural differences etc. Among the 941 Grama Panchayats the total number of Grama Panchayats ward are 16680.

As mentioned above, like economic participation, female political participation are also very less in Kerala. . In Rajya Sabha, the elected number of women from Kerala is only 1 and in Lok Sabha the total numbers of seat reserved for women is 20, but the representation from Kerala is 1. In the case of State Legislative Assembly the representation of women is only 7 out of 141 elected MLAs (Economic Review 2014). These data clearly shows the weak political representation of women in Kerala.

Then as considered the sample districts, Wayanad District is situated on the eastern portion of Kerala and bounded on the North Karnataka State, East by Tamilnadu state, on the South by Malappuram and Kozhikode districts and on the West by Kozhikkode and Kannur Districts. Wayanad District came in to existence on 1st November, 1980 as the 12th District of Kerala consisting of Mananthavady, Sulthanbathery and Vythiri Taluks. The district has covered an area of 2131 square kilometres of Kerala with a total population of 817420. Among the total population 49.1 per cent are male and

50.85 are female. Hence, this result holds up the total percentage of Kerala's population. As per the 2011 Census the density of population is 383 per sq.kms. When considered the sex ratio the district have 1035 females per 1000 males (2011), during the 2001 Census among the districts in Kerala, only Wayanad had the index score below 1000 (994). Therefore, the decadal Census shows an increasing tendency in the density of population. In the case of religion and social group, among the total population 47.9 per cent belongs to Hindus, 25.6 per cent Muslims and 21.4 per cent as Christians. One of the important features of Wayanad district is the largest Tribal population, on the basis of 2011 Census 18.52 per cent are belonging to Scheduled Tribes category and 3.99 per cent are included in Scheduled Caste category. The total literacy rate has an 89.32 per cent in Wayanad district. Among these 92.84 per cent is Male and 85.94 per cent female. The total male workforce participation rates are 55.8 and female as only 23.2. When compared, both workforce participation rates in Kerala, the female workforce participation rate is very less in Wayanad district but, considering some other districts in Kerala it is better. In the case of local self-government institutions this district has 1 Municipality, 4 Block Panchayats, 3 Taluks and 25 Grama Panchayats. These Grama Panchayats are divided in to 459 wards, among the total 251 are reserved for women, 20 for Scheduled Caste and 86 for Scheduled Tribe category. Among the total SC reserved seats 3 are reserved for women and from the 86 ST seats 49 are reserved for ST women.

Another sample district is Palakkad and it is located in Southern Kerala, covered 11.51 per cent (447584) of state total area. The district was formed on 1st January 1957 and the total population consisted of 2809934; among the total 48.3 per cent are males and 51.6 per cent females. It means female population is higher in Palakkad. As per the 2011 Census the density of population is 627 per sq kms. In the case of religion, 64.1 per cent are Hindus, 25.03 per cent Muslims and 3.8 per cent are Christians. Among the districts in Kerala, Palakkad is highest in the case of SC population. According to 2011 Census 14.37 per cent are SCs and 1.7 per cent are STs in Palakkad district. Social group difference is considered as one of the influenced factor for women representations in PRI hence, Palakkad is selected on the basis of such social group differences as we already mentioned in first chapter.

Another sample district is Malappuram and the district was formed on 16th June 1969. Malappuram has rich with cultural and political history. Before Independence of India, Malappuram was the part of Malabar District in the Madras Presidency of British India. On 1 November 1956, Malabar District was merged with Travancore-Cochin to form the state of Kerala. The new district of Malappuram was formed with four taluks, EranadTaluk, PerinthalmannaTaluk, TirurTaluk and PonnaniTaluk, four statutory towns, fourteen developmental blocks and 95 panchayats. It is the district of Muslim majority in Kerala. The total population consisted in Malappuram is 4112920; among the total 47.6 per cent are males and 52.3 per cent are females. It means like Palakkad and Wayanad districts, female population is higher in Malappuram also. The density of population is high in Malappuram during 2011 Census the density is 1158 per sq.kms it is higher than the Kerala's total. Now Malappuram have 100 grama panchayats and among the total grama panchayats 55.9 per cents of wards are reserved for women candidates during 2010 local body election.

4.2 SOCIO-ECONOMIC CHARECTERISTICS OF THE SAMPLE UNITS

As mentioned above, the socio-economic characteristics give background and nature of the sample units. The elected women members in Grama Panchayats are the sample units and their age, educational qualification, family status and marital status are the supporting variables for analysing the nature and degree of participation of the elected women members in Grama Panchayats. These socio-economic factors may helps to improve constitutive and instrumental political freedom of the elected women representatives in Grama Panchayat.

Table 4.2
Position of Elected Women in Grama Panchayat

Position	District			Total
	Malappuram	Palakkad	Wayanad	
President	9 (6.2)	8 (6.6)	3 (8.1)	20 (6.6)
Vice-President	4 (2.7)	4 (3.3)	2 (5.4)	10 (3.3)
Member	106 (72.6)	86 (70.5)	25 (67.6)	217 (71.1)
Standing Committee Chairman	27 (18.5)	24 (19.7)	7 (18.9)	58 (19.0)
TOTAL	146 (100)	122 (100)	37 (100)	305 (100)

Source: Field Survey

Figures in parenthesis are Percentage

This table indicates the positions held by the elected women members in selected Grama Panchayats. Political representation of women is denoted as one of the important measurement tools for gender equality. But in the case of Kerala, female representation in parliament and legislature has shown the real picture about the political involvement of female. In Rajya Sabha the total elected number of women from Kerala is only 11.11 per cent of the total and in Lok Sabha the total representation of women from Kerala is only 5 per cent of the total. In the case of State Legislative Assembly the total number of seats is 141 but, women representation is only 5 per cent of the total (Economic Review 2014). But in Local Bodies their participation is more than fifty percent. As an elected member in Grama Panchayat is a commencement for women empowerment and it leverages the ordinary women to enhance their capabilities personally, economically, socially and politically.

Becoming a member in Grama Panchayat is the foot in the door for political empowerment. When analysing the table we can see that, most of the elected women held the positions like Panchayat Members (71.1 per cent). The positions like President and Vice President in Grama Panchayats had given the ordinary women an admirable chance to empower themselves and the Grama Panchayat as whole. The position as Standing Committee Chairman is the additional position held by the elected members, these help to excel in different fields and actively participate for the development of Panchayat. Beyond that, all the elected women contested in reserved seats and none can contest in unreserved seat. It means the reservation facility effectively used the women candidates in Grama Panchayat and it can see as an improvement in constitutive political freedom.

4.2.1 AGE WISE CLASSIFICATION

A person's active participation and involvement in the activities of any institution depends mainly on their age, especially in the case of women. The energy or physical conditions of the people depends on their age and decision making power of the individuals.

Table 4.3
Age Wise Classification in Sample District

AGE	District			Total
	Malappuram	Palakkad	Wayanad	
20-30	15 (10.3)	5 (4.1)	0 (0.0)	20 (6.6)
30-40	62 (42.5)	39 (32.0)	15 (40.5)	116 (38.0)
40-50	49 (33.6)	61 (50.0)	17 (45.9)	127 (41.6)
50-60	18 (12.3)	16 (13.1)	4 (10.8)	38 (12.5)
Above 60	2 (1.4)	1 (0.8)	1 (2.7)	4 (1.3)
Total	146 (100.0)	122 (100.0)	37 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

When considered the whole data, the middle aged women's participation is very high in Grama Panchayats. In Wayanad and Palakkad districts respectively, 46 and 50 per cent of elected women members are between the age group of 40 – 50. In the case of Malappuram District 43 per cent of elected members are included in the age group of 30-40. Among the three districts the participation of middle aged elected women are very high because, compared to younger women they are relatively more experienced and their participation in Grama Sabha helps to ample the link between societies and more or less they are free from reproductive and child care stage and their children are relatively younger. The experience of the elected women representatives has helped to improve their constitutive political freedom. And it may lead to improve the capabilities of the women. As mentioned above they are more experienced than younger elected members. The proportion of younger members up to 30 years of age is only 7 per cent. In the case of Wayanad District no elected women members included in the age group of 20-30. May be, the reason for less participation of younger women members in the Grama Panchayats is that, they are more educated and they expected better opportunities rather than a panchayat member. And also they are still in their prime reproductive stage, involved in the domestic activity and child care. In the case of aged elected members (i.e. above 60 years), they are very less among the sample districts (1.3 per cent) it may be because of their illiteracy and

inadequate health conditions. We get the same conclusions from the project conducted by the Institute of Social Development in State like Madhya Pradesh and Rajasthan. They concluded that, the age composition and the pre-dominance of middle aged members are discernible (Dhak, 2008). Hence, on the basis of these results we can conclude that in Grama Panchayats the middle aged women participation is higher than the younger and aged one.

4.2.2 MARITAL STATUS

Marital status of the women plays an important role in the participation of women in PRI, because politics is patriarchal in nature and women participation in political party is very less in Kerala. Besides this, it is important to examine how far the marriage related institutional factors influences the representation women in panchayats and thereby the political empowerment.

Table 4.4
Marital Status

Marital Status	District			Total
	Malappuram	Palakkad	Wayanad	
Single	1 (0.7)	2 (1.6)	2 (5.4)	5 (1.6)
Married	135 (92.5)	114 (93.4)	34 (91.9)	283 (92.8)
Widowed	4 (2.7)	4 (3.3)	1 (2.7)	9 (3.0)
Separated	6 (4.1)	2 (1.6)	0 (0.0)	8 (2.6)
TOTAL	146 (100.0)	122 (100.0)	37 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

Marital status influences the overall activities of the elected women. Because, rather than a single women, the married women have engaged in a number of duties in their home and in society. The results show that 93 per cent of elected women are married. It means that the role of marriage and related institutional factors do not hinder the entry of women in representation. But, it may be very difficult for the women to embark their duties in family and representation in Grama Panchayat together. In some cases it is benefited to elected members for the mental support and other wise it's hindered. Generally, marital status determines women's involvement in domestic

society. Most of the women members opine that their husbands support a lot to manage the double role as in home and panchayat. The participation of single women is very less in Grama Panchayats. This result also pinpointed a question why single women are not attracted the political field?

Table 4.5
Religion Wise Distribution

Religion	District			Total
	Malappuram	Palakkad	Wayanad	
Hindu	22 (15.1)	120 (98.4)	27 (73.0)	169 (55.4)
Muslim	123 (84.2)	0 (0.0)	0 (0.0)	123 (40.3)
Christian	1 (0.7)	2 (1.6)	10 (27.0)	13 (4.3)
Total	146 (100.0)	122 (100.0)	37 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

Religion wise distribution is necessary in the case of political participation of women in Grama Panchayat. Religion or community is may be considered as one of the important controlling factor for women participation in politics, especially in the case of candidates from Malappuram. Hence, this table observes the religion wise distribution of elected women in Grama Panchayat. From the total sample 55.4 per cent of elected members are Hindus. This result is close to the total per cent of Hindus in Kerala; according to 2011 Census the total per cent of Hindus in Kerala is 54.73 Percent. In the case of women representation in Grama Panchayats the districts like Wayanad (73 per cent) and Palakkad (98.4 per cent) are highest in Hindu majority. Malappuram is a Muslim majority district and their participation is 84.2 per cent in Grama Panchayat. The religious groups may not appreciate any compromise on their religious or cultural identity and therefore the political party will be very conscious to identify candidates who get the maximum community support and promote them accordingly (Jafar 2013).Hence, the role of religion is very important for empowerment of women and compared to the earlier period, Muslim women's political representation has increased drastically in Grama Panchayats.

Table 4.6
Social Group Wise Distribution among Sample District

Social Group	District			Total
	Malappuram	Palakkad	Wayanad	
SC	0 (0.0)	38 (31.1)	0 (0.0)	38 (12.5)
ST	1 (0.7)	0 (0.0)	15 (40.5)	16 (5.2)
OBC	19 (13.0)	59 (48.4)	8 (21.6)	86 (28.2)
General	126 (86.3)	25 (20.5)	14 (37.8)	165 (54.1)
Total	146 (100.0)	122 (100.0)	37 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentages

Social Group wise analysis is also necessary for the participation of women in politics, because the social group differences are the major criteria for seat reservation in Grama Panchayat. With the implementation of 73rd Amendment Act the participation of Scheduled Caste (SC), Scheduled Tribe (ST) women's in Grama Panchayat and Grama Sabha has increased and these groups are the most marginalised sections in the society (Sen,2001). This Act helps to reduce the social and economic discrimination against these groups. This table describes that Social Group Wise Distribution of elected women among sample Districts. For this study one of the important sampling techniques is social group differences hence, to analyse the achieved empowerment such social groups are very important. From the total sample 13 per cent is SCs and 5 per cent STs. Among the sample districts Palakkad is SC majority hence, 31.1 per cent of elected women are belongs to SC category and 48.9 per cent has included in OBC category. Wayanad is highest in ST majority so, 41 per cent of the elected women are STs and 38 per cent belongs to General category. One of the important condition for selecting Malappuram as a sample district is, they reserved highest number of wards for General Women, and from this analysis 86.3 per cent of the elected women are included in the general category.

Table 4.7
Educational Qualification

Educational Qualification	District			Total
	Malappuram	Palakkad	Wayanad	
Bellow SSLC	41 (28.1)	10 (8.2)	3 (8.1)	54 (17.7)
SSLC	67 (45.9)	71 (58.2)	23 (62.2)	161 (52.8)
PDC	16 (11.0)	22 (18.0)	7 (18.9)	45 (14.8)
Degree	12 (8.2)	14 (11.5)	4 (10.8)	30 (9.8)
PG	3 (2.1)	2 (1.6)	0 (0.0)	5 (1.6)
Diploma	1 (0.7)	0 (0.0)	0 (0.0)	1 (0.3)
Professional	6 (4.1)	3 (2.5)	0 (0.0)	9 (3.0)
Total	146 (100.0)	122 (100.0)	37 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis is Percentage

Education is one of the important tools for good decision making and empowerment of women. “While choosing the women candidates the political parties considered several of their capabilities, the most important was education. Educated women are considered to be more capable and potential women candidates with lower level of education have a lesser chance” (Jafar 2013). Hence, to analyse the education level the elected members were classified based on their qualification into Below SSLC, SSLC, Pre Degree, Graduation and Post-Graduation. Among the total, 53 per cent of the elected women had completed SSLC. Kerala is one of the states among India where Female literacy is higher than Male literacy. Hence, compared to the elected Grama Panchayat members of other states in India, Kerala’s elected members are better in the case of education. Hence, education is considered as one of the important constitutive factor for political freedom, because the political parties considered educated women as their candidate. Therefore, it leads to improve the capabilities of ordinary women in Grama Panchayat. Among the three sample districts educational qualification is less (Below SSLC) in Malappuram District. Considered as whole the participation of high educated women in Grama Panchayats are very less. When analysed this situation it can be seen that a close relation between the age of the elected women and their educational qualification. As shown earlier the participation of middle aged women

representatives are dominant and the representation of younger women is modest in the three sample districts. It may be because the less educated middle aged women are housewives and the highly educated younger women may expect better job than an elected women in Grama Panchayat. The main complaint of elected members is they worked a lot for the development of ward but compared to other job their honorarium are very less. Now the elected women members' honorarium has increased, it may attract the younger educated women in this field for the forthcoming elections.

Table 4.8
Family Status

Family Status	District			Total
	WAYANAD	MALAPPURAM	PALAKKAD	
APL	13 (35.1)	90 (61.6)	69 (56.6)	172 (56.4)
BPL	24 (64.9)	56 (38.4)	53 (43.4)	133 (43.6)
total	37 (100.0)	146 (100.0)	122 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

Table 4.8 gives the family status of the elected women in Grama Panchayat. Among the three sample districts in the case of Wayanad (65 per cent) most of the elected women members has belonged to BPL Families. But in the cases of Palakkad (62 per cent) and Malappuram (57 per cent) most of them belongs to APL families. Wayanad is most ST populated district, these people are most backward and their standard of living is very low. Another notable feature is that it is one of the hilly districts in Kerala, so the spatial differences may influence the poverty of the people. As shown earlier the Palakkad is selected on the basis of highest in SC population. SCs are also backward class but, in our sample majority of the elected members belong to above Poverty Line (APL). It means now they are in better life, it may be due to the effective utilisation of various schemes implemented by the Government for poverty reduction. In the case of Malappuram district most of them belong to APL families; the most influencing factor for highest APL families is that, compared to other districts in

Kerala Malappuram has shown the highest in emigration. Hence, this influences the standard of living and healthy environment of the individuals.

Table 4.9
Education and Position Wise Distribution among Sample District

Educational Qualification	Position				Total
	President	vice president	Member	Standing committee chairman	
Below SSLC	1 (5.0)	3 (30.0)	46 (21.2)	14 (24.1)	64 (21.0)
SSLC	11 (55.0)	4 (40.0)	121 (55.8)	25 (43.1)	161 (52.8)
PDC	3 (15.0)	3 (30.0)	29 (13.4)	10 (17.2)	45 (14.8)
Degree	4 (20.0)	0 (0.0)	17 (7.8)	9 (15.5)	30 (9.8)
PG	1 (5.0)	0 (0.0)	4 (1.8)	0 (0.0)	5 (1.6)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

From the above table 4.7 elicits that majority of the elected women completed SSLC and education is necessary for good decision making in the Grama Panchayat. Hence, this table analyses how educational qualification of the elected members influence their position and whether there is any link between these two variables. Along with the results from table (4.7), the above table elicits that 53 per cent of the elected members that held the positions like President, Vice President, Member and Standing Committee Chairman are completed SSLC. That means when most of the elected women members completed Matriculation. The education qualification constitutes the political capability of the elected women in Grama Panchayat. The highly educated women's participation is very less in Grama Panchayat. It may be because, they expected better job than a member in Grama Panchayats and also, most of them opined that they unexpectedly come to this position.

4.3 Nature and Degree of Participation

Nature and degree of participation influence the women to empower effectively in the political field. Generally, Indian politics is male dominated, the secondary data emphasise that this opinion is correct. World Bank in their study measures the degree of empowerment and defined that the capacity to make effective choice is primarily influenced by two sets of factors: agency and opportunity structure, working together these factors give rise to different degree of empowerment (Alsop and Heinsohn, 2005)¹. In this study we focused on, to what extent the women participate in panchayat raj institutions and what is its nature. Oxaal and Baden (1997), mentioned nature of empowerment as a multi-faceted concept means that it is not readily quantifiable and also said that quantitative measures of political participation in formal politics may not accurately reflect the degree of powers which women are able to exercise. Hence, to examine the Nature and Degree of empowerment on the basis of particular variable is more difficult task because it is multi-dimensional and qualitative in nature.

In this section we mainly focused on the political empowerment of elected women in Grama Panchayat. There are various factors influencing the nature and degree of participation of women in grama panchayat. Hence, for this analysis we check, elected women members previous political participation, motivational factors for political participation, their position in political party, involvement in election activity, process, their awareness about panchayat raj system, involvement in Grama Sabha and social organisations etc. The nature and degree of participation of women in grama panchayat has been measured using Guttman Scale Technique one of the important non parametric tests.

¹Alsop Ruth and Heinsohn Nina (2005) "Measuring Empowerment in Practice: Structuring Analysis and Framing Indicators", World Bank Policy Research Working Paper 3510. Agency is defined as an actor's ability to make meaning full choices; that is, the actor is able to envisage options and make a choice. Opportunity Structure is defined as the formal and informal contexts within which actors operate.

Appadarai (2001) defined the concept 'Agency' in this similar manner.

Table 4.10
Active in Politics during School and College Days

Positions	Active Politics		Total
	YES	NO	
President	5 (25.0)	15 (75.0)	20 (100.0)
Vice-President	3 (30.0)	7 (70.0)	10 (100.0)
Member	36 (16.6)	181 (83.4)	217 (100.0)
Standing Committee Chairman	17 (29.3)	41 (70.7)	58 (100.0)
Total	61 (20.0)	244 (80.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

Political backgrounds of women have been predominantly influencing the political presentation of the women. When analysing the nature and degree of political participation, we consider the background in politics as a strong variable and it constitutes the overall political participation of the elected women representatives in Grama Panchayat. This table indicates that women elected Grama Panchayat member's active participation in politics during school and college days. This also analyse whether there exists any correlation between their positions as pre requisite in politics. Among the total samples 80 per cent opined that they have no political background in school and college days and nearly, 20 per cent respond they have political background. When considered the whole positions majority respond they have no political back ground. This result clearly indicates that compared to boys, girls are less attracted in politics during school and college days. "Politics has a masculine space Student politics may be considered as the major route of entry of the participants. It is widely acknowledged that women face barriers to enter into politics through the same routes as men" (Kodoth and Mishra 2000). As shown earlier (Table 4.3, 4.7), majority of the elected women are less educated middle age persons therefore, their period of education, of course influence the political participation. Hence, this table concluded that there exists less correlation between elected women members position and their political background. This may indicate that the reservation policy itself may have influenced the women representation in GPs rather

than the supporting factors such as political background of women in school and college days.

Table 4.11
Motivational Factors for Active Political Participation

Response	Active In Politics		Total
	YES	NO	
Family support	20 (32.8)	0 (0.0)	20 (6.6)
Friends support	7 (11.5)	1 (0.4)	8 (2.6)
Self motivated	6 (9.8)	0 (0.0)	6 (2.0)
Political Party	8 (13.1)	0 (0.0)	8 (2.6)
Multiple Response	20 (32.8)	0 (0.0)	20 (6.6)
No Response	0 (0.0)	243 (99.6)	243 (79.7)
Total	61 (100.0)	244 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

There are some factors which motivated the elected women members in their school and college days to politics. This table elicits, what are the motivational factors which influences the elected women members in their younger age. Table 4.10 clearly indicated that only 20 per cent elected women are active in politics during their school and college days. Hence, in this table we analyses with in the 20 per cent, what are the motivational factors influence them. Nearly, 32.8 per cent respond that family and multiple factors like family, friends, political party etc. motivated them to participate in politics during school and college days. It means family is the most influencing factor because, political affiliation of parents persuade the political thinking of the children. Therefore, the families' attitude on politics is considered as a constitutional factor for political activities of women.

Table 4.12
Period of Active Participation in Politics

Position	Long in Politics					Total
	Not Active in Politics	Below 5 Years	5-10 Years	10-15 Years	Above 15 Years	
President	14 (70.0)	0 (0.0)	3 (15.0)	2 (10.0)	1 (5.0)	20 (100.0)
Vice-President	6 (60.0)	0 (0.0)	1 (10.0)	2 (20.0)	1 (10.0)	10 (100.0)
Member	163 (75.1)	6 (2.8)	28 (12.9)	15 (6.9)	5 (2.3)	217 (100.0)
Standing Committee Chairman	37 (63.8)	2 (3.4)	8 (13.8)	8 (13.8)	3 (5.2)	58 (100.0)
Total	220 (72.1)	8 (2.6)	40 (13.1)	27 (8.9)	10 (3.3)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

Previous knowledge about politics has been persuaded the women, after elected as a member in Grama Panchayat. Above tables 4.10 and 4.11 clearly indicated that majority of the elected women are apolitical. It means they have no political background in their school and college days. This table try to analyse whether there exists any relation between period of participation in politics and their present position in Grama Panchayat. We tried to check, experience in politics has influence on their position in Grama Panchayat. But in the case of women representatives majority opined that such factors did not influenced their position. In the case presidents 30 per cent opined that they are active in politics. The same trend was shown in the case of Vice President, Members and Standing Committee Chairman. The experience in politics has helped the elected women to make good decisions, increased their self-confidence in Grama Panchayat. It constitutes the active political participation of women in Grama Panchayat.

Table 4.13
Political Party Affiliation

Position	Party Affiliation			Total
	No Response	Yes	No	
President	0 (0.0)	20 (100.0)	0 (0.0)	20 (100.0)
Vice-President	0 (0.0)	10 (100.0)	0 (0.0)	10 (100.0)
Member	2 (0.9)	211 (97.2)	4 (1.8)	217 (100.0)
Standing Committee Chairman	1 (1.7)	57 (98.3)	0 (0.0)	58 (100.0)
Total	3 (1.0)	298 (97.7)	4 (1.3)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

Kerala has strong political culture and it influences every individual of the state and political party deep rooted in our state and mind of the individuals. This table elicits the details of political party affiliation among the elected women in Grama Panchayat. The tables like 4.10 and 4.12 concluded that majority of the elected women are apolitical and they are not active in politics before contesting in grama panchayat election. But, it's clearly indicates that majority of the elected women have strong political party affiliation. Therefore, when analysed these two results we can see that there is a disparity between them. The nature of elected women is apolitical with strong party affiliation. A small per cent are not responding to this question and among the total sample units small per cent of elected members are independent candidates. They contest in election independently and not under the banner of any political party. But, after the election majority of the independent candidates has joined in ruling party. One of the important reasons behind is that, they did not have any voice in the administration of Grama Panchayat because, they are independent. Hence, they joined the ruling party.

Kerala has strong political culture and political party influence every administrations of the state. The distribution and affiliation of political party has regional and religious influence in Kerala hence, we analyse distribution of political party in these two sense.

Table 4.14
Distribution of Political Party

Political Party	District			Total
	WAYANAD	MALAPPURAM	PALAKKAD	
CPI	1 (2.7)	0 (0.0)	6 (4.9)	7 (2.3)
CPI (M)	14 (37.8)	11 (7.5)	66 (54.1)	91 (29.8)
INC	17 (45.9)	19 (13.0)	42 (34.4)	78 (25.6)
BJP	1 (2.7)	5 (3.4)	3 (2.5)	9 (3.0)
ML	1 (2.7)	100 (68.5)	1 (0.8)	102 (33.4)
Independent	2 (5.4)	11 (7.5)	1 (0.8)	14 (4.6)
Others	1 (2.7)	0 (0.0)	3 (2.5)	4 (1.3)
Total	37 (100.0)	146 (100.0)	122 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

This table indicates that political party affiliation of sample respondents' election to the local bodies. Political party affiliations are important and they influence the local body administration. From this table we can see that in Wayanad District 46 per cent of the members belong to INC while Palakkad district is dominated by CPI (M). In the case of Malappuram District about 69 per cent of local body members belong to ML. There are two more interesting features in Malappuram district 7.5 percent members are independent and 3.4 per cent belong to BJP. Even though 3.4 per cent is small share, this is a significant result considering the cross section of Malappuram District, which is dominated by Muslim community. It is also to be noticed that when the three sample districts are combined, Muslim members comprises followed CPI and NIC. Politically ML is a partner of the UDF. Hence, clubbing INC and ML the share comes to 59 per cent. These trends are indicative of ruling front in the state. Kerala state is always witnessing the coalition of politics, Left and Right front rule alternative. But these frequent changes obstruct the development of state, unless, development and politics are treated separately.

Table 4.15
Distribution of Political Party in Religious Basis

Political Party	Religion			Total
	Hindu	Muslim	Christian	
CPI	7 (4.1)	0 (0.0)	0 (0.0)	7 (2.3)
CPI(M)	81 (47.9)	7 (5.7)	3 (23.1)	91 (29.8)
INC	60 (35.5)	8 (6.5)	10 (76.9)	78 (25.6)
BJP	9 (5.3)	0 (0.0)	0 (0.0)	9 (3.0)
ML	3 (1.8)	99 (80.5)	0 (0.0)	102 (33.4)
INDEPENDENT	5 (3.0)	9 (7.3)	0 (0.0)	14 (4.6)
Other	4 (2.4)	0 (0.0)	0 (0.0)	4 (1.3)
Total	169 (100.0)	123 (100.0)	13 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

As mentioned political party affiliation has both religion and regional differences. When we analyse the table 48 per cent of the Hindu elected women affiliated in CPI (M), 80.5 per cent Muslim elected women affiliated in ML and nearly, 77 per cent Christian elected women members allied with INC. In Kerala all political Party has strong religious background and when we checked the historical data it shows that the prototype had continued. One interesting observation is that a small per cent of elected women are independent and they have no political party affiliation. It means they are the actually politically interested or politically empowered women among the group because, with any support of political party they contest in panchayat election. Another observation within the independent elected members nearly, 7.3 per cent of elected women members is Muslims. It also means beyond their communal restraint they join local administration without the support of any political party.

Table 4.16
Reasons for Political Party Affiliation

REASONS	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Personal interest	1 (5.0)	0 (0.0)	22 (10.3)	6 (10.5)	29 (9.7)
Party Ideology	6 (30.0)	2 (20.0)	33 (15.5)	9 (15.8)	50 (16.7)
Traditional Attachment of Family	2 (10.0)	0 (0.0)	37 (17.4)	6 (10.5)	45 (15.0)
Husband	1 (5.0)	1 (10.0)	8 (3.8)	2 (3.5)	12 (4.0)
Multiple Responds	9 (45.0)	7 (70.0)	98 (46.0)	32 (56.1)	146 (48.7)
No Response	1 (5.0)	0 (0.0)	15 (7.0)	2 (3.5)	18 (6.0)
Total	20 (100)	10 (100)	213 (100)	57 (100)	300 (100)

Sources: Field Survey

Figures in parenthesis are Percentage

Table 4.16 elicits that the reason for 'belong to political party' among the elected women members in the Grama Panchayat. Considering the whole sample, majority opine that multiple factors like personal interest, party ideology, traditional attachment of the family, communal interest and also husband's party ideology persuade them to attract a political party. As mentioned above the state like Kerala has strong political party culture and influence the people more. More than half of the elected women members opined that multiple factors influence them and more than 15 per cent respond that only political party ideology and traditional attachment of family in particular party influence them. Another interesting result elicits from the table is that when we analyse the multiple responds majority of the Muslim elected women opine that their husband's party ideology influence them to attract in politics. Nearly, 6 per cent of the elected women did not respond this question because, they are not contest in election on the banner of any political party they are independent candidates. When

we analysed the table can see that the independent elected women members have strong political party affiliation but, they did not contest in party seat.

Table 4.17
Position Held in Political Party

Positions	Position in Party			Total
	No Response	Office Bearer	Ordinary Member	
President	10 (50.0)	0 (0.0)	10 (50.0)	20 (100.0)
Vice-President	3 (30.0)	1 (10.0)	6 (60.0)	10 (100.0)
Member	113 (52.1)	14 (6.5)	90 (41.5)	217 (100.0)
Standing Committee Chairman	29 (50.0)	2 (3.4)	27 (46.6)	58 (100.0)
Total	155 (50.8)	17 (5.6)	133 (43.6)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

The table observes there is a link between position of elected women in Grama Panchayats and position held in political party before contest in election. As shown earlier political party has deep rooted in our state and political party affiliation make significant role in the administration of local body. Among the total sample 44 per cent of the elected women are ordinary members in political party before contest in election and this membership help them after contest in Panchayat election. The elected member in Grama Panchayat has an experience to working with political party other than president, Vice President and Standing Committee Chairman. Among the total 50.8 per cent of the elected women responds that they didn't held any position in political party and they are new entrants in the political field. This table clearly depicts that working experience of the elected women with political party before contest in election is very less in the group of President, Members and standing committee chairman in Grama Panchayat.

Table 4.18
Social Group Wise Distribution of Position Held In Political Party

Social Group	Position held in Party			Total
	Office Bearer	Ordinary Member	No Response	
SC	6 (15.8)	27 (71.1)	5 (13.2)	38 (100.0)
ST	0 (0.0)	12 (75.0)	4 (25.0)	16 (100.0)
OBC	7 (8.1)	55 (64.0)	24 (27.9)	86 (100.0)
General	4 (2.4)	39 (23.6)	122 (73.9)	165 (100.0)
Total	17 (5.6)	133 (43.6)	155 (50.8)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

Social Group wise distribution is necessary in the case of position held by the elected women members in political party before contest election. There is an interesting result observed from the above analysis that more than 70 per cent of the Schedule Caste, Scheduled Tribe and Other Backward Class women hold the position as an ordinary member in political party before contest in election. It means that they have experience in working with political party and it helps them to understand the real situation of the society and make good decisions for the problems. But, in the case of General Women especially the Muslim elected women responds that they did not held any position in political party and they newly entered into politics. It may adversely affect their decision making power.

Table 4.19
Previous Experience

Positions	Elected Before In Election			Total
	YES	NO	No Responds	
President	3 (15.0)	17 (85.0)	0 (0.0)	20 (100.0)
Vice-President	0 (0.0)	10 (100.0)	0 (0.0)	10 (100.0)
Member	25 (11.5)	188 (86.6)	4 (1.8)	217 (100.0)
Standing Committee Chairman	10 (17.2)	48 (82.8)	0 (0.0)	58 (100.0)
Total	38 (12.5)	263 (86.2)	4 (1.3)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

Experience as member in Grama Panchayat helps the elected women to make good decisions in Grama Panchayat. This table analysed whether the elected members had any previous experiences before contest as an elected member in grama panchayat. From the total, majority (86.2 per cent) responds that they have no previous experience to contest in Grama Panchayat election. This means most of the elected members are newly entered women members in grama panchayat hence, it influence the decision making of the women. Only 12.5 per cent elected members have previous experience in Grama Panchayat as an elected member. The people elected them on the basis of particular criteria and the selection is on the basis of some expectation. Of course majority of these members are empowered women through their experience and it helps to empower other women in the Grama Panchayat also. After the implementation of 73rd Amendment Act a vast opportunity open for women to participate in the local body. But, in our sample majority of the elected members are newly entered persons and this result pointed out a question what happened to our outgoing members? Because, now we completed two decades for the implementation of landmark Amendment Act. Hence, this question is very relevant in the present scenario. Because, after the five years majority of the Grama Panchayat elected members are not active in social and political field. This result also pointed a question that within five years the women elected members achieved empowerment is real or not. Another reason for less continuous participation of elected women may be is the rotation of seats. It means old reserved seats are converted in to new general seat and vice versa. These rotations were continued.

Table 4.20
Lose In Election

Positions	Lose in Election			Total
	YES	NO	No Responds	
President	1 (5.0)	19 (95.0)	0 (0.0)	20 (100)
Vice-President	0 (0.0)	10 (100.0)	0 (0.0)	10 (100)
Member	2 (0.9)	214 (98.6)	1 (0.5)	217 (100)
Standing Committee Chairman	1 (1.7)	56 (96.6)	1 (1.7)	58 (100)
Total	4 (1.3)	299 (98.0)	2 (0.7)	305 (100)

Sources: Field Survey

Figures in parenthesis are Percentage

The above table (4.19) indicates that 12.5 per cent of elected women are members before contesting in Grama Panchayat election. Among these only 1.3 per cent opined that they lose in election when they contested. It means people considered women as leaders in their activities in ward or panchayat are satisfactory. Nearly, 98 per cent respond that they did not lose in election, it means majority of the elected women members are newly entered in politics.

Table 4.21
Motivational Factors for Contest Election

Factors	Caste				Total
	SC	ST	OBC	General	
Active Interest in Politics	4 (10.5)	2 (12.)	7 (8.1)	25 (15.2)	38 (12.5)
Political Party	0 (0.0)	0 (0.0)	3 (3.5)	9 (5.5)	12 (3.9)
Husband	0 (0.0)	0 (0.0)	5 (5.8)	7 (4.2)	12 (3.9)
Family	2 5.3)	0 (0.0)	1 (1.2)	1 (0.6)	4 (1.3)
Women's Reservation	8 (21.1)	2 (12.5)	12 (14.0)	11 (6.7)	33 (10.8)
To Serve the society better	0 (0.0)	0 (0.0)	1 (1.2)	1 (0.6)	2 (0.7)
Other	6 (15.8)	0 (0.0)	4 (4.7)	2 (1.2)	12 (3.9)
Multiple Response	18 (47.4)	12 (75.0)	53 (61.6)	109 (66.1)	192 (63.0)
Total	38 (100.0)	16 (100.0)	86 (100.0)	165 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

Note: the zero in certain variables does not mean nil response, but the responds are clubbed together in the multiple responses

The implementation of 73rd Amendment Act and Revised Kerala Panchayat Raj Act provided a space for women in Local Self Governments. Hence, it gives an opportunity to rural women. The table analyses what are the motivational factors influence the women for candidature in Grama Panchayat election with support of social group differences. Majority of the elected women indicates that multiple factors like political party, family, husband, women reservation etc persuade them for their candidature. Beyond the multiple factors most of the SC, ST and OBC category

women opine that women's reservation is the most important motivational factors for their candidature. As mentioned above the landmark Amendment provides opportunities for such marginalised section like SC's and ST's too. When we analyse the multiple responds we can see that majority of the General women especially the Muslim elected women opine that their husband and family are the most influential factors for their candidature in Grama Panchayat and their husband are active in politics therefore the political party told their husband to about their candidature. It means influence of political party and husbands are high in Malappuram district.

Table 4.22
Reason for Contest Election

Social Group	Women Reservation		Total
	YES	NO	
SC	30 (78.9)	8 (21.1)	38 (100.0)
ST	16 (100.0)	0 (0.0)	16 (100.0)
OBC	70 (81.4)	16 (18.6)	86 (100.0)
General	158 (95.8)	7 (4.2)	165 (100.0)
Total	274 (89.8)	31 (10.2)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

This table analyse reason for their candidature, among the details we can see that women ward reservation is only the influential factor for their candidature. Nearly, 90 per cent respond that women ward reservation is only the factor for their candidature. All social groups agreed this result. On the basis of this result we compare the present women representation in Parliament and State legislative assemblies ² (In Rajya Sabha the total number of seats reserved for women is 9, but the elected number of women from Kerala is only 11.11 per cent of the total and in Loksabha the total numbers of seat reserved for women is 20, but the representation is only 5 per cent of the total. In the case of State Legislative Assembly women representation is only 5 per cent of the total). But, in the case of Local Self Government 50 per cent seat are reserved for women and from this table majority opine ward reservation is the major reason for

² Economic Review 2014, State Planning Board, Government of Kerala

their candidature. It means that constitutional compulsion is the main reason for women's entry into politics. Otherwise political parties are not interested to give seat for women to contest in election.

Table 4.23
Attitude of Family Members

Response	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Very Satisfied	10 (50.0)	7 (70.0)	123 (56.7)	35 (60.3)	175 (57.4)
Satisfied	9 (45.0)	3 (30.0)	76 (35.0)	20 (34.5)	108 (35.4)
Neither Satisfied or Dissatisfied	0 (0.0)	0 (0.0)	7 (3.2)	1 (1.7)	8 (2.6)
Dissatisfied	1 (5.0)	0 (0.0)	5 (2.3)	0 (0.0)	6 (2.0)
Very Dissatisfied	0 (0.0)	0 (0.0)	5 (2.3)	2 (3.4)	7 (2.3)
Not Respond	0 (0.0)	0 (0.0)	1 (0.5)	0 (0.0)	1 (0.3)
	20 (100)	10 (100)	217 (100)	58 (100.0)	305 (100.0)

Sources: Field Survey Figures in parenthesis are Percentage

Considering a women, family is the major influential source for their candidature in politics. When women entered in the field like politics, the attitude of the family is very important because, without family support they can't enter in politics like an elected member in panchayat. As seen in table 4.21, family is one of the important motivational factors for contesting women in grama panchayat. This table deals with the attitude of the family members about their candidature in Grama Panchayat election. Among the total 57.4 per cent respond that their family members are very satisfied hearing about their candidature. Nearly, 2 per cent opined that there family members did not support to their candidature in panchayat election.

Table 4.24
Status of Employment prior to election

Positions	Employed Before			Total
	Not Respond	YES	NO	
President	0 (0.0)	10 (50.0)	10 (50.0)	20 (100.0)
Vice-President	1 (10.0)	3 (30.0)	6 (60.0)	10 (100.0)
Member	2 (0.9)	91 (41.9)	124 (57.1)	217 (100.0)
Standing Committee Chairman	0 (0.0)	18 (31.0)	40 (69.0)	58 (100.0)
Total	3 (1.0)	122 (40.0)	180 (59.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

This table presents the employment level of elected women before contesting election. Employment and income generating activities helps women to empower a lot.³ But, like political participation Female Work force or Labour force Participation rate is very low in India and Kerala also. In the case of Kerala female literacy rate (92 per cent) is very high but compared with Work force participation we can see a negative correlation between them. During the 2011 census Female Work Force Participation rate in Kerala is only 18.23 per cent. Among the total 59 percent of elected women are responds that before contest in election they are not engaged in any job. It may be because majority are less educated middle aged house wives. 40 per cent shows they have job in different fields. In the case of presidents 50 per cent respond they have no job but 50 per cent respond they work with different field before contest in election.

Table 4.25
Elected Members Employed Before

	Employed before			Total
	YES	NO	Not Respond	
No Response	2 (1.6)	174 (96.7)	3 (100.0)	179 (58.7)
Government	8 (6.6)	0 (0.0)	0 (0.0)	8 (2.6)
Private	59 (48.4)	4 (2.2)	0 (0.0)	63 (20.7)
Self Employment	46 (37.7)	0 (0.0)	0 (0.0)	46 (15.1)

³ NSSO 68th Round, National Sample Survey Organisation, Government of India. Economic Review (2015), State Planning Board, Government of Kerala.

Coolly	4 (3.3)	2 (1.1)	0 (0.0)	6 (2.0)
Government Daily	3 (2.5)	0 (0.0)	0 (0.0)	3 (1.0)
Total	122 (100.0)	180 (100.0)	3 100.0	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

Considering the occupation of the elected women it can be observed that 40 per cent of the elected women are engaged with different jobs before contest in election. Therefore, in this table we can elicit that type of employment in which they were engaged before Grama Panchayat election. When considered the type of occupation we can see that 48.4 per cent engaged with private jobs like Teachers, company workers and 37.7 per cent opine Self Employment work. With the support of different SHG's, NHG's and Kudumbasree they started small entrepreneurial activities. Nearly, 6.6 per cent are Government employees. Most of the women who are attracted to political representation therefore, have been from house-wives rather than the prior employees.

Table 4.26
Sources of Support during Panchayat Election

Source	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Husband	1 (5.0)	2 (20.0)	10 (4.6)	5 (8.6)	18 (5.9)
Family	1 (5.0)	0 (0.0)	5 (2.3)	1 (1.7)	7 (2.3)
Caste/Community	0 (0.0)	0 (0.0)	0 (0.0)	1 (1.7)	1 (0.3)
Agency	3 (15.0)	1 (10.0)	23 (10.6)	6 (10.3)	33 (10.8)
Political Party	1 (5.0)	1 (10.0)	7 (3.2)	4 (6.9)	13 (4.3)
All of the Above	1 (5.0)	1 (10.0)	16 (7.4)	5 (8.6)	23 (7.5)
Multiple Response	13 (65.0)	5 (50.0)	156 (71.9)	36 (62.1)	210 (68.9)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

As evident from table, the elected women used different sources for support or help in Grama Panchayat election. Among the total 69 per cent of the elected women respond that they used various sources for support and help during the election time. This

includes mainly the support from the political party and husband. 10.8 per cent indicates that agencies or formal organisations support them in panchayat election. This elicited that, the role of agencies like Kudumbashree, SHGs, NGOs and NHGs had increased and these institutional helps support the ordinary women to empower socially, economically and politically. They were given lots of knowledge for the women to actively participate in the society. The interesting result from Malappuram is that most of the elected women are actively participating in the organisational activity. Why it is interesting, Malappuram is a Muslim majority district and they have some communal and religious constraint for active participation in such organisations. Another result from Malappuram is that, most of the elected women opine that their husband is the major supporting source during the election time. The political party and husband support them in every activity.

Table 4.27
Active Participation in Election

Social Group	Involvement in election		Total
	YES	NO	
SC	37 (97.4)	1 (2.6)	38 (100.0)
ST	16 (100.0)	0 (0.0)	16 (100.0)
OBC	86 (100.0)	0 (0.0)	86 (100.0)
General	165 (100.0)	0 (0.0)	165 (100.0)
Total	304 (99.7)	1 (0.3)	305 (100.0)

Sources: Field Survey Figures in parenthesis are Percentage
 This table indicates the involvement of elected women during panchayat election. From the total 99.7 per cent of the elected women respond that they are actively involved in the election process and 0.3 per cent responds they are not active in election process. One of the notable results is that the General women (majority included in Muslim women from Malappuram district) are actively participating in the election process. In table 4.26 we can see that one of the important motivational factors for elected women in Malappuram district is their husband and political party. Hence, they opine that during election their husband and family members are with them so they did not face any constraint for involving in the election activity during

the day and night time. It is a good sign for the elected women in Malappuram because; they are religiously conservative in nature.

Table 4.28
Participation in Election Process

ACTIVITIES	Type of Involvement		Total
	YES	NO	
Door to door Publicity	3 (1.0)	0 (0.0)	3 (1.0)
Participation in meeting and rallies	7 (2.3)	0 (0.0)	7 (2.3)
Collection of Election Funds	19 (6.3)	0 (0.0)	19 (6.2)
Casting Votes	25 (8.2)	1 (100.0)	26 (8.5)
Use of media	6 (2.0)	0 (0.0)	6 (2.0)
All of the above	80 (26.3)	0 (0.0)	80 (26.2)
Multiple Response	164 (53.9)	0 (0.0)	164 (53.8)
Total	304 (100.0)	1 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

The table 4.27 elicits that majority of the elected women actively participated in the election activities. This table observes the elected women member's participation in electoral process. From the total 53.8 per cent of the elected women opined that they participated in different activities during the election time. Among the district wise analysis Wayanad and Palakkad shows the same trend, as the elected women involved in the all activities. In the case of Malappuram district majority respond that they actively involved the activities like casting of vote. Some elected members respond that they face some communal constraints in the activities like door to door publicity, participation in meeting, rallies and collection of election fund. These activities are done with the support of their husbands and other political party members.

Table 4.29
Awareness on Panchayat Raj System before Contest Election

Positions	Awareness		Total
	YES	NO	
President	8 (40.0)	12 (60.0)	20 (100.0)
Vice-President	1 (10.0)	9 (90.0)	10 (100.0)
Member	62 (28.6)	155 (71.4)	217 (100.0)
Standing Committee Chairman	22 (37.9)	36 (62.1)	58 (100.0)
Total	93 (30.5)	212 (69.5)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

This table describes the elected women members' awareness about the Panchayat Raj System before contesting election. From the total 69.5 per cent opined that they have no idea about Panchayat Raj System before contesting the election. As already seen that majority of the elected women are less educated, middle aged house wives therefore, it may lead to the ignorance about Panchayat Raj System of the elected women. 30.5 per cent respond that they know about the Panchayat Raj System before contesting the election from different sources. Among the states in India Kerala had a well structured Panchayat Raj System and people frequently approach in Grama Panchayats for many activities. In the case of literacy, female literacy rate is higher than male literacy rate in Kerala. But, a contradiction exists between literacy rate and the basic knowledge of the women. When we analyses the districts results, compared to other sample district, 82 per cent of the elected women from Malappuram District opined that they have no idea about Panchayat Raj System in before contesting election. It may be due to the less organisational participation of elected women in Malappuram district or less education.

Table 4.30
Sources of Awareness on Panchayat Raj System

Sources	Frequency	Percentage
Husband	3	3.2
Political Leaders	3	3.2
Organisations	13	14.0
Training Centres	13	14.0
Co- workers	4	4.3
Media	14	15.1
Multiple Response	43	46.2
No Response	0	0.0
Total	93	100.0

Sources: Field Survey

The table 4.29 elicited that majority of the elected women have no awareness about Panchayat Raj System before contesting election and a some respondent said that they have known about Panchayat Raj Institutions. This table depicts the sources of awareness among elected members in PRI. Among the total sample 30.5 per cent respond that different sources influences them, for the awareness of Panchayat Raj Institution before contest in election. Among the sources 46.2 per cent said that there are multiple factors which make them aware about PRI before election. Another equally influential factor is training centres, reading and organisations. They said that political party played an important role for the awareness of Panchayat Raj Institutions. Other than political party the organisations like NGOs, SHGs and Kudumbasree etc are take part an important role. Most of them opined they are active in Kudumbashree and other organisations and it helps them to get better knowledge about Panchayat Raj System. On the part of an organisation they attend many training programmes and in weekly meetings they discussed about PRIs. Among the total, 70 per cent respond that they have no idea about Panchayat Raj System before contest in election.

Table 4.31
Social Service Organisations

Organisations	Experience in social service			Total
	No Response	YES	NO	
No Response	5 (2.2)	1 (0.4)	222 (97.4)	228 (100.0)
MahilaSamajam	0 (0.0)	58 (98.3)	1 (1.7)	59 (100.0)
Palliative Care	0 (0.0)	12 (100.0)	0 (0.0)	12 (100.0)
Agricultural Association	0 (0.0)	5 (100.0)	0 (0.0)	5 (100.0)
Multiple Response	0 (0.0)	1 (100.0)	0 (0.0)	1 (100.0)
Total	5 (1.6)	77 (25.2)	223 (73.1)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

The table 5.19 observed that 25.2 per cent of elected women actively participated in social service before contest in Panchayat election. Hence, this table elicits the details of social service organisations. Among the total 98.3 per cent of the elected members respond that they are active members in Mahila Samajam. Nearly, 22 per cent opined they are active in palliative care and Agricultural Associations. The active participation in such organisations gave some experiences to elected women because; they involve in all the activities conducted in their ward and it helps them to increase their connection with people. This social service background smoothen their shift between an ordinary women to elected panchayat member. Among the total 73.1 per cent respond they are not vigorous in social service activities.

Table 4.32
Experience in Social Service

Response	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
No Response	14 (70.0)	10 (100.0)	159 (73.3)	45 (77.6)	228 (74.8)
Less than 5 Year	1 (5.0)	0 (0.0)	1 (0.5)	1 (1.7)	3 (1.0)
5-10 Years	1 (5.0)	0 (0.0)	11 (5.1)	2 (3.4)	14 (4.6)
10-15 Years	3 (15.0)	0 (0.0)	39 (18.0)	4 (6.9)	46 (15.1)
Above 15 Years	1 (5.0)	0 (0.0)	7 (3.2)	6 (10.3)	14 (4.6)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

This table indicates how long the elected women members have experience in social service. Among the total 75 per cent responds that they are not experienced in social service before contest in election and 15.1 per cent opined that they experienced 10 to 15 years in social service. Social service experience helps the elected women to increase their connection between other people and improves their leadership and administrative qualities. Among the total 4.6 per cent opine that they have 5-10 years and more than 15 years experience in social service.

Table 4.33
Participation in Organisations

Social Group	Caste				Total
	SC	ST	OBC	General	
No Response	5 (13.2)	1 (6.3)	11 (12.8)	48 (29.1)	65 (21.3)
NGO	1 (2.6)	0 (0.0)	2 (2.3)	2 (1.2)	5 (1.6)
SHGs	2 (5.3)	0 (0.0)	4 (4.7)	0 (0.0)	6 (2.0)
NHG's	0 (0.0)	0 (0.0)	1 (1.2)	1 (0.6)	2 (0.7)
Kudumbhasree	30 (78.9)	13 (81.3)	67 (77.9)	110 (66.7)	220 (72.1)
Sreyas	0 (0.0)	2 (12.5)	1 (1.2)	3 (1.8)	6 (2.0)
Others	0 (0.0)	0 (0.0)	0 (0.0)	1 (0.6)	1 (0.3)
Total	38 (100.0)	16 (100.00)	86 (100.0)	165 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are

The table 5.22 elicited that most of the elected women are members in formal organisations before contest in election. The participation in organisations has some social group differences. Therefore, this table analyse what is the relation between social groups and the participation in formal institutions. From the total, 72.1 per cent opined that they actively participate in Kudumbasree. In Kerala, the organisation like Kudumbasree played a prominent role for the empowerment of the women. Majority of the elected women opine that they have the experience in work with Kudumbasree and this prerequisite helps their candidature in Panchayat election. As a part of Kudumbasree they joined many activities in their ward and it helps to generate income, connections and empowerment of women. The results from sample districts also show the role of Kudumbasree is prominent and membership in other organisations like NHGs, NGOs and Sreyas is inconspicuous. An interesting result from this table is that 21.3 per cent is not responding, it means they are not members in any such organisations. Another result is that in the case of general elected members nearly 29.1 per cent are not members in any organisations. In our sample the general category mainly included the Muslim elected women members. It means that these elected members have no working experience with any organisation and may be faced religious or communal constraint. Another reason is that majority of the elected women affiliated with Muslim League; the beginning of the organisation like Kudumbasree has political background hence, it may badly affect the membership in organisation of elected women.

Table 4.34
Colleague Motivation for Contest Panchayat Election

Response	Caste				Total
	SC	ST	OBC	General	
No Response	7 (18.4)	1 (6.3)	21 (24.4)	77 (46.7)	106 (34.8)
Never	0 (0.0)	0 (0.0)	1 (1.2)	6 (3.6)	7 (2.3)
Rarely	1 (2.6)	2 (12.5)	7 (8.1)	16 (9.7)	26 (8.5)
Sometimes	3 (7.9)	6 (37.5)	7 (8.1)	11 (6.7)	27 (8.9)
Often	10 (26.3)	4 (25.0)	23 (26.7)	19 (11.5)	56 (18.4)
Always	17 (44.7)	3 (18.8)	27 (31.4)	36 (21.8)	83 (27.2)
Total	38 (100.0)	16 (100.0)	86 (100.0)	165 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are

Organisations are forum consisting of group of persons working together. From the tables 5.20 and 5.21 it can be concluded that majority of the elected women are members in organisation and they got some qualities after joining the organisation. As a member in organisation it helps to improve their leadership and administrative qualities. Hence, this table indicates colleague motivations for contest panchayat election. From the total majority (27.2 per cent) responds that colleagues in organisations motivates them to contest in panchayat election. But, a notable result from General category is that majority (47 per cent) did not respond to this. It may be due to their less participation in organisation or less support of their colleagues in organisation. A small per cent responds colleagues never motivated them to contest in panchayat election. The elected women members opined that it may be due to political party differences of the members in organisations.

Table 4.35
Colleague Support on the Electoral Activities

Response	Caste				Total
	SC	ST	OBC	General	
No Response	7 (18.4)	1 (6.3)	20 (23.3)	76 (46.1)	104 (34.1)
Never	1 (2.6)	0 (0.0)	2 (2.3)	6 (3.6)	9 (3.0)
Rarely	3 (7.9)	2 (12.5)	8 (9.3)	17 (10.3)	30 (9.8)
Sometimes	5 (13.2)	5 (31.3)	21 (24.4)	23 (13.9)	54 (17.7)
Often	11 (28.9)	6 (37.5)	11 (12.8)	25 (15.2)	53 (17.4)
Always	11 (28.9)	2 (12.5)	24 (27.9)	18 (10.9)	55 (18.0)
Total	38 (100.0)	16 (100.0)	86 (100.0)	165 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

Organisational participation helps the ordinary women to improve their innate abilities and empower socially, economically and politically. The above table elicits the details on colleagues support on the electoral activities because; with the participation in organisation it helps to improve their relationships and social capital among the members. In organisations, the members work together for the welfare of the society

and family. Hence, to check the group activities of the members in the electoral process is also necessary. When the results from the above table is analysed there is no difference between the scaling like “sometimes (18 per cent) to always (18 per cent)” and 17.4 per cent of the elected women opine ‘often’ the colleagues support them in the electoral activities. It means that majority support the elected women. Nearly small per cent respond that never or rarely support the colleague; it may be due to some family or political constraints.

Table 4.36
Colleague Support on the Electoral Process

Support	Caste				Total
	SC	ST	OBC	General	
No Response	8 (21.1)	1 (6.3)	22 (25.6)	80 (48.5)	111 (36.4)
Door to Door Publicity	0 (0.0)	0 (0.0)	0 (0.0)	1 (0.6)	1 (0.3)
Collection of Election Fund	2 (5.3)	0 (0.0)	0 (0.0)	1 (0.6)	3 (1.0)
Distribution of Pamphlets	1 (2.6)	0 (0.0)	1 (1.2)	0 (0.0)	2 (0.7)
Casting Votes	2 (5.3)	5 (31.3)	12 (14.0)	8 (4.8)	27 (8.9)
All of the Above	7 (18.4)	2 (12.5)	14 (16.3)	44 (26.7)	67 (22.0)
Multiple Response	18 (47.4)	8 (50.0)	37 (43.0)	31 (18.8)	94 (30.8)
Total	38 (100.0)	16 (100.0)	86 (100.0)	165 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

This table analyse colleague support on electoral activities. From the total, 30.1 per cent responds that they are actively participating with them for electoral activities. When analysed the result of various activities, it can be seen that majority support for casting of votes. Most of the elected women respond that, basically majority of the ordinary women are not interested to join the political activity hence, their co-operation is very less. The people have different political views and it may influence the participation of colleagues in the electoral activities. Majority said colleagues are glad to hear their candidature in panchayat election and mentally support a lot, but they are not interested to attend outside electoral activities.

As we concluded that above mentioned variables (Before and after candidature) are prominent forconstitutes the political freedom of the elected women representatives in Grama Panchayat. These are the major factors influenced by the elected women members to improve their capability, nature and degree of participation in Grama Panchayat. As mentioned above the quantitative measurement of nature and degree of women participation in panchayat raj institution is a difficult task. But, in various studies assorted parametric and non-parametric test are used to measure nature and degree of participation. In order to develop a methodology for measuring nature and degree of participation of women in PRI, a scale is attempted in this study. Here a technique called Guttman scale is followed which is specifically used for developing a one-dimensional scale.

4.5 Guttman Scale Techniques

Guttman Scaling was developed by Louis Guttman (1944, 1950). It is applied to a set of binary questions answered by a set of subjects. This is otherwise called as scalogram analysis or cumulative scale. When the variable under study has many dimensions then it is divided in to several unidimensional and scalogram technique can be applied. A set pattern of response is usually employed. Two point response ‘yes’ or ‘no’ otherwise ‘Agree’ or ‘Disagree’ is expected. When there is variation in the expected pattern in the obtained responses then that is being called as the ‘Error’.

TABLE 4.37
Perfect or True Guttman Scale Pattern*⁴

Respondent	A	B	C	D	E
R1	1	0	0	0	0
R2	1	1	0	0	0
R3	1	1	1	0	0
R4	1	1	1	1	0
R5	1	1	1	1	1

Table: The pattern of responses of a perfect Guttman scale. A value of 1 refers to positive response, and a value of 0 refers to negative response.

There are various indicators used to measure the degree of participation of women in PRI. The respondents were asked to indicate their degree of acceptance about each indicator by indicating either 'Yes' or 'No' to the particular indicators. The scale with more than two items we can extend the Coefficient of Homogeneity (H) as a criterion for scalability for each dimension was worked out by using the following formula. In such a scale we sum the number of errors observed, $Err(obs)$, in each item pair. We can also calculate the amount of error expected under statistical independence, $Err(exp)$, for each item pair and sum over all item pairs. The coefficient of homogeneity for the whole scale, H, is as follows:

$$H = 1 - \frac{\sum_{i=1}^{k-1} \sum_{j=i+1}^k Err(obs)}{\sum_{i=1}^{k-1} \sum_{j=i+1}^k Err(exp)}$$

Here, $Err(exp)$ for item pair (i,j) is the number of errors expected under statistical independence, and $Err(obs)$ is the number of subjects who give both a positive response to the more difficult item j and a negative response to the easier item i.⁵ $H = 1$ implies perfect model fit, because then there are no errors to be observed. $H = 0$ implies that we cannot distinguish our dataset from a completely random dataset. H can be negative when we observe more errors than we would expect under statistical independence. The next task is how to evaluate the coefficient of homogeneity. The proposed lower boundary of H is 0.30 and the scale is vary between 0.30 to 1. The use of 0.30 as a lower boundary for the homogeneity of each item and of the scale as a whole is generally far higher than the boundary for statistical significance.

As mentioned above various factors determined the nature and degree of participation of women in Panchayat raj institutions. Some indicators used for this analysis and these indicators could be considered in estimating the degree of participation. The

Note : ⁵ $Err(exp)$ is calculated as $[1 - p(i)] * p(j) * N$, in which $p(i)$ and $p(j)$ are the relative frequencies with which the positive response to these items were given, and N is the sample size of the dataset. H has the same interpretation as Goodman and Kruskal's (1979) coefficient λ (lambda) as a proportional reduction in error measure. It can also be interpreted as the ratio of the correlation between the two variables over the highest possible correlation, given the marginal distributions of the two variables.

indicators vary in degree of importance on the basis of options of the respondents. The important indicators are;

Table 4.38
Indicators for Political Participation

Item	Total Score	CH Value
Active in Political Party	61	0.72
Political Involvements of Husband	205	
Family Motivated to Participate in politics	37	
Self motivated	11	
Affiliation in political party	298	
Traditional attachment of Family	109	
Respect for the party ideology	95	

Source: Compiled from primary data

This table reveals how participation in political party determines the extent of participation in Panchayat raj institutions. The total score indicates the total positive response of the respondent; it means that considering the indicators active in political party during school and college days, 61 respondents were agree this opinion and remaining disagree. It may be because of majority of the respondents are less educated women and considered the other variables that all the reasons mentioned above. When considering the CH value, we have 7 items and therefore we calculated 21 pairs of items to find out observed and expected errors. The CH value 0.72 is a significant value and it means all the 7 items are influencing the nature and degree of participation of women in Panchayat raj institutions.

Table 4.39
Indicators for Family Attitude on Candidature

Items	Total Score	CH value
Family attitude on candidature	180	0.57
Family Aware on PRI	16	
Other Family members motivated	88	
Husband motivated to contest election	105	
Family members support to contest election	193	

Source: Compiled from primary data

Family attitude on candidature are the important indicator for measuring the nature and degree of women participation in Panchayat raj institutions. Without support of family members the elected women members can not actively participate in the local level. Because, majority of the sample respondents are married housewives. In this indicator we have 5 items, when calculating the coefficient of homogeneity we considered the 10 pairs of item. The observed and expected errors have been calculated for considering the items and pairs of items we calculated. In this indicators CH value is 0.57 that means, the value is significant and all five variables helps to extent the degree of participation inPanchayat raj institutions.

Table 4.40
Social Indicators

Items	Total Score	CH value
Experience in Social Service	77	0.72
Participation in Grama Sabha	305	
Active Member in formal Institutions	237	
Organisational Participation improve social empowerment	193	
Participation improve local level Activities	198	
Meets practical needs of the community	205	

Source: Compiled from primary data

This table elicits the details on how social indicators help to improve their nature and degree of participation in grama panchayat. Majority of the respondent opine that they are active in organisation like NGO's; SHG's and Kudumbashree activities and these experiences help them to actively participate as an elected member in grama panchayat. In the case of experience in social service only 77 respondents are actively involved in these activities but in the case of participation in grama sabha whole respondents participate and as a part of organisation their local level activities improved and helps to meets practical needs of the society. Considering the CH value (0.72) is significant, it means that all the social indicators help to improve nature and degree of participation of women in grama panchayat.

4.6 CONCLUSION

The forgoing analysis shows that majority of the elected women representatives are less educated and middle aged house wives. They have no prior employment and political background before contest in GP election and majority opined that reservation policy is the major reason for their participation in GP. But after the decision take to contest in GP election they received support from family, husbands and most importantly from the political parties. These are the important motivational factors influenced for the participation of women in GPs. The label of political party is prominent for the participation of an ordinary woman into politics. Therefore the reservation policy and political party affiliation helps to improve their political participation. It means that political representation is not backed by prior empowerment, but the very political representation may help attaining empowerment. There are various factors determining the nature and degree of participation of women in grama panchayat. Hence, we used Guttman scale technique for the measurement of nature and degree of participation of women in PRI. We selected some indicators for this analysis and calculated the CH value. Considering the CH value we can see that all indicators show significant result. That means the selected indicators are necessary to determine the nature and degree of participation of women in grama Panchayat. Therefore as we concluded that, the above mentioned indicators help the ordinary women to improve their capability after entering as an elected member in Grama Panchayat. In the above analysis valid in to the extent of participation it would have been better if the outcomes are also measured. But it is difficult to quantify the output and hence it is not attempted in this thesis.

CHAPTER V
ELECTED WOMEN'S PARTICIPATION IN
PANCHAYATS AND ITS EFFECT ON THEIR
EMPOWERMENT

5.1 INTRODUCTION

This chapter examines the role of various factors that act as important channels through which to the capability and women empowerment could be attained. The role of prior experience in organisations, political parties and family support are important background factors which enhance the capability of women in discharging their duties efficiently as elected members for the benefit of the panchayats and the people at large. Together with this, the leadership training and skill development programmes they attend during their tenure and political support may also positively affect their decision making power in the Panchayats and thereby improving the empowerment. These aspects are analysed here in detail for the sample elected women representatives in Kerala.

5.1 Organisational Experience and political Support as a Root of Women Empowerment

Table 5.1
Active in Grama Sabha

Position	Active		Total
	No	Yes	
President	1 (5.0)	19 (95.0)	20 (100.0)
Vice-President	0 (0.0)	10 (100.0)	10 (100.0)
Member	13 (6.0)	204 (94.0)	217 (100.0)
Standing Committee Chairman	4 (6.9)	54 (93.1)	58 (100.0)
Total	18 (5.9)	287 (94.1)	305 (100.0)

Source: Field Survey

Figures in Parenthesis are percentage.

This table observes the participation of women in Grama Sabha, because Grama Sabha has a social council or forum, people collectively participate and through participation generate social capital. After elected as a member in gramapanchayat they are the convener of the Grama Sabha and they monitor or convene it as per rule. It is a collective action of the people and they are belonging to different social groups, religion especially different political parties. Hence, as a women they face many

difficulties for convening Grama Sabha meetings. 94.1 per cent of the respondent opines that they actively participate in the Grama Sabha meetings before and after conduct in their ward. It helps them to generate many qualities especially social because, it's a social forum.

Table 5.2
Rate of People Participation in Grama Sabha

Rate	District			Total
	WAYANAD	MALAPPURAM	PALAKKAD	
No Response	0 (0.0)	0 (0.0)	3 (2.5)	3 (1.0)
Less than 50 Per cent	17 (45.9)	61 (41.8)	41 (33.6)	119 (39.0)
50 per cent	7 (18.9)	24 (16.4)	28 (23.0)	59 (19.3)
More than 50 Per cent	13 (35.1)	61 (41.8)	50 (41.0)	124 (40.7)
Total	37 (100.0)	146 (100.0)	122 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

This table analyse the rate of attendance in Grama Sabha. It means the participation of people in Grama Sabha. From the total 41 per cent respond 'more than 50 per cent' and 39 per cent opined that 'less than 50 per cent' people attend the Grama Sabha meetings. They express many reasons for the less participation of people in Grama Sabha. Interesting results are obtained from the sample districts. In Wayanad 46 per cent elected women said that the participation of people in Grama Sabhais less and in Palakkad (41 per cent) elected members respond that the participation of people in Grama Sabhais high. But, in the case of Malappuram, there is a tie in the response of elected women, (42 per cent opine both in people representation is less than 50 per cent and more than 50 per cent in Grama Sabha).

Table 5.3
Reasons for Less Participation in Grama Sabha

Reasons	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
No Response	8 (40.0)	4 (40.0)	85 (39.2)	22 (37.9)	119 (39.0)
Grama Sabhais seen as a forum of beneficiary selection	0 (0.0)	0 (0.0)	4 (1.8)	0 (0.0)	4 (1.3)
Most Participating GS Expecting benefits	0 (0.0)	0 (0.0)	4 (1.8)	1 (1.7)	5 (1.6)
Once a benefit is got, less likely to get the next	1 (5.0)	0 (0.0)	2 (0.9)	0 (0.0)	3 (1.0)
Benefits are limited to the particular section only	0 (0.0)	0 (0.0)	0 (0.0)	1 (1.7)	1 (0.3)
Political bias in decision making	0 (0.0)	0 (0.0)	0 (0.0)	1 (1.7)	1 (0.3)
All of the above	0 (0.0)	2 (20.0)	4 (1.8)	1 (1.7)	7 (2.3)
Multiple Response	11 (55.0)	4 (40.0)	118 (54.4)	32 (55.2)	165 (54.1)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

The table 5.2 observed a small difference between the less than and more than 50 per cent participation of people in Grama Sabha. Hence, this table observes the reasons for less participation of people in Grama Sabha. Majority (54.1 per cent) respond that multiple reasons influence the people less participation in Grama Sabha. Generally, majority of the people attend Grama Sabha for benefits. So, people thought that once they get benefit the possibility of next time is very less. This is the main reason for less participation of people and they also think that benefits are limited to particular section like SCs, STs and BPL families. These results show that the people should did not understand the importance of Grama Sabha and their participation in the formation of planning in the society. One of the interesting observations from the survey is that, spatial differences influence the participation of people in the Grama

Sabha. Because, they opine that when the ward is near to town people are not interested to participate in Grama Sabha. Therefore, the urban cultures have negatively influenced the active functioning of Grama Sabhain our sample districts.

Table 5.4
Factors Influence for Improving Participation in Grama Sabha

Response	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
No Response	2 (10.0)	0 (0.0)	7 (3.2)	0 (0.0)	9 (3.0)
Give Orientation	6 (30.0)	2 (20.0)	52 (24.0)	13 (22.4)	73 (23.9)
Conduct Awareness Programme	1 (5.0)	1 (10.0)	35 (16.1)	8 (13.8)	45 (14.8)
Conduct Discussion	1 (5.0)	0 (0.0)	17 (7.8)	3 (5.2)	21 (6.9)
Multiple Response	10 (50.0)	7 (70.0)	106 (48.8)	34 (58.6)	157 (51.5)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

This table observes the elected women members views on major factors influencing to improve people's participation in Grama Sabha. From the total, 51.5 per cent responds that multiple factors help to improve people's participation in Grama Sabha. Elected women members said that before conducting the Grama Sabhathey circulate the notice and personally invite people to participate in Grama Sabha but, most of the time their participation is very less. The reasons are discussed above (table 5.3). Majority of the members' responds that people did not know the importance of Grama Sabha. Hence, the orientation or awareness programmes are necessary for the improvement of people's participation in Grama Sabha.

Table 5.5
Difficulties to Convene Grama Sabha

Difficulties	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
No Response	6 (30.0)	3 (30.0)	89 (41.0)	27 (46.6)	125 (41.0)
Low Participation of people	0 (0.0)	1 (10.0)	4 (1.8)	2 (3.4)	7 (2.3)
Non Cooperation of Other party People	0 (0.0)	0 (0.0)	15 (6.9)	1 (1.7)	16 (5.2)
Non Co-operation of People	3 (15.0)	0 (0.0)	6 (2.8)	4 (6.9)	13 (4.3)
All of the Above	3 (15.0)	1 (10.0)	21 (9.7)	4 (6.9)	29 (9.5)
Multiple Response	8 (40.0)	5 (50.0)	82 (37.8)	20 (34.5)	115 (37.7)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

This table is based on 'as a woman' the elected women members faced any difficulties for convening Grama Sabha. Because majority of the elected women are first time in Panchayat election and they are less educated house wives. Grama Sabhais a public forum and different people participate in these meetings. Hence, as a convener the elected women faced some difficulties to convening Grama Sabha. Majority said before contest in election they rarely attend the Grama Sabha. Therefore, from the beginning stage it is very difficult but now they very smoothly manage the meetings. 41 per cent opined that they are not facing any difficulty to convene Grama Sabhabut, 37.7 per cent said they faced various difficulties during their tenure. The difficulties are; low participation of the people and non cooperation of the other party members etc. Beyond this the people have different party ideology, different caste community and religion, which make it a problem to convene Grama Sabha.

Table 5.6
Acquiring Personality Development

Qualities	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Leadership Quality	0 (0.0)	0 (0.0)	5 (2.3)	1 (1.7)	6 (2.0)
Self Confidence	0 (0.0)	0 (0.0)	6 (2.8)	0 (0.0)	6 (2.0)
Assessment Capacity	0 (0.0)	0 (0.0)	1 (0.5)	0 (0.0)	1 (0.3)
Management Capacity	0 (0.0)	0 (0.0)	1 (0.5)	0 (0.0)	1 (0.3)
All of the above	12 (60.0)	4 (40.0)	90 (41.5)	27 (46.6)	133 (43.6)
Multiple Response	8 (40.0)	6 (60.0)	114 (52.5)	30 (51.7)	158 (51.8)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

Like qualities acquired to attend Panchayat Committees the elected women acquire some qualities for overall development of themselves and society to convene Grama Sabha. This table is based on the qualities acquiring the elected women through convening Grama Sabha. Majority (51.8 per cent) respond that they acquire various personality development qualities for convene Grama Sabha. Most of the elected women said that they are ordinary women and have no idea about how to convene Grama Sabha. From the beginning stage they have fear to talk in public and did not know how to manage and what decisions to make. At that time political party members, officials especially the people from their wards support a lot. They said that all the Grama Sabha had given them a feel like a leader and it is a good platform for the development of their personality.

Table 5.7
Acquiring Administrative Skill for Convening Grama Sabha

Qualities	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Planning	0 (0.0)	0 (0.0)	1 (0.5)	1 (1.7)	2 (0.7)
Judging Capacity	1 (5.0)	0 (0.0)	5 (2.3)	0 (0.0)	6 (2.0)
To Supervise	0 (0.0)	0 (0.0)	1 0.5	0 (0.0)	1 (0.3)
Practical Mindedness	1 (5.0)	0 (0.0)	15 6.9	1 (1.7)	17 (5.6)
Doing Thing Well	0 (0.0)	0 (0.0)	7 3.2	1 (1.7)	8 (2.6)
All of the Above	10 (50.0)	5 (50.0)	77 35.5	28 (48.3)	120 (39.3)
Multiple Response	8 (40.0)	5 (50.0)	111 51.2	27 (46.6)	151 (49.5)
Total	20 (100.0)	10 (100.0)	217 100.0	58 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

Like personality development, the Grama Sabha gave a space for developing administrative skill of the elected women members in Grama Panchayat. Among the total 49.5 per cent opined that they developed various administrative skills for convening Grama Sabha. The elected women are the convener of the Grama Sabha so, in many times they make strong decisions in meetings because, it is a public forum and ordinary people have different caste, religion, political party etc. Therefore, these differences may be led to problems in Grama Sabha. Hence, as a convener in Grama Sabha it helped to develop their supervising capacity and judging capacity. Among the total 39.3 per cent opine that all the factors influenced them to achieve administrative skills.

Table 5.8
Elected Women's Experience in Voluntary Social Service

Position	Experience in social service			Total
	No Response	YES	NO	
President	1 (5.0)	7 (35.0)	12 (60.0)	20 (100.0)
Vice-President	0 (0.0)	0 (0.0)	10 (100.0)	10 (100.0)
Member	4 (1.8)	57 (26.3)	156 (71.9)	217 (100.0)
Standing Committee Chairman	0 (0.0)	13 (22.4)	45 (77.6)	58 (100.0)
Total	5 (1.6)	77 (25.2)	223 (73.1)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

This table deals with the elected women members experiences in voluntary social service before contest in election. Among the total majority (73.1 per cent) said that they have no voluntary social service experience before contest in election and 25.2 per cent opine they have actively involved in the voluntary social service. 2 per cent did not respond to this question. It might be, because the elected women are less educated house wives and it discourages their active participation in social services. The importance of this analysis is that, the participation in voluntary organisations helps the women to create a path for politics. But, the reality is that majority of our elected women members do not enter into politics on the basis of this criterion.

Table 5.9
Active Participation in Formal Institutions before Contest in Election

Position	Response			Total
	No Response	YES	NO	
President	0 (0.0)	17 (85.0)	3 (15.0)	20 (100.0)
Vice-President	0 (0.0)	7 (70.0)	3 (30.0)	10 (100.0)
Member	0 (0.0)	170 (78.3)	47 (21.7)	217 (100.0)
Standing Committee Chairman	1 (1.7)	42 (72.4)	15 (25.9)	58 (100.0)
Total	1 (0.3)	236 (77.4)	68 (22.3)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

As already shown, majority of the elected women are not experienced in social services. Hence, this table analyse the details on elected women's active participation in formal institutions before contest in Grama Panchayat election. Majority (77.4 per cent) opined that they are active in formal institutions and 22.3 per cent respond that they are not active in organisations before contest in election. This table clearly pointed out that the elected women are members in formal institutions; it may be SHGs, NGOs, NHGs or Kudumbashree. The participation in these organisations helps to increase their economic, social and political empowerment. They vigorously participate in the activities of the society and it helps to widen their connections with the people. A notable feature from this table is that compare to the other two districts, in Malappuram majority of the elected women are not members in any organisations before contest in election.

Table 5.10
Status of Elected Women Members in Organisations

Position	Status in organisation			Total
	Not Active in politics	Office Barer	Member	
President	7 (35.0)	12 (60.0)	1 (5.0)	20 (100.0)
Vice-President	4 (40.0)	3 (30.0)	3 (30.0)	10 (100.0)
Member	69 (31.8)	78 (35.9)	70 (32.3)	217 (100.0)
Standing Committee Chairman	22 (37.9)	24 (41.4)	12 (20.7)	58 (100.0)
Total	102 (33.4)	117 (38.4)	86 (28.2)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

This table analyse the status of elected women in organisation. Majority have membership in organisation before contest in election and take such decisions by themselves. The participation of elected women before organisations may help the women to do their work easily in Panchayat. From the total 38.4 per cent opined that they held the position like Office Barer in such organisations. It means, all the elected women respond that experience from organisation gave good guidance for their

working in panchayat as an elected member. Nearly, 33.4 per cent respond that they are not active in organisational activities before contest in election.

5.2 Training: Skill Development Programmes as a root of Women Empowerment

As an elected representative in Grama Panchayat the women achieved various skills through training programmes. These training programmes help to improve various social, economic, political and personal skills of the elected women members. Therefore, all developed skills constitute the political freedom of the elected women representatives and leads to the overall empowerment of elected women in Grama Panchayat.

**Table 5.11
Training for Improving Leadership Quality**

Response	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
No Respond	6 (30.0)	4 (40.0)	69 (31.8)	21 (36.2)	100 (32.8)
Never	0 (0.0)	0 (0.0)	4 (1.8)	0 (0.0)	4 (1.3)
Rarely	0 (0.0)	0 (0.0)	3 (1.4)	0 (0.0)	3 (1.0)
Sometimes	0 (0.0)	0 (0.0)	4 (1.8)	0 (0.0)	4 (1.3)
Often	2 (10.0)	1 (10.0)	36 (16.6)	10 (17.2)	49 (16.1)
Always	12 (60.0)	5 (50.0)	101 (46.5)	27 (46.6)	145 (47.5)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

This table describes, as a member in organisation whether the elected women members got any training and it helps to improve their leadership qualities. As we can already see that before contesting the election majority of the elected members are ordinary women and they did not attend any meetings. After joining the organisation they attend a number of training programmes and it helps to improve their leadership qualities. 48 per cent opined that they always improve their leadership qualities after joining the organisation. Elected women members respond that these training

programmes provide back ground for them to make good decisions in Panchayat. This table also shows that 33 per cent of the elected women did not respond, it means they have no membership in organisations. In the case of members, nearly 2 per cent opine that the training got from the organisation never improves their leadership qualities as they expect.

Table 5.12
Impact of Training

Impact	Caste				Total
	SC	ST	OBC	General	
No Response	7 (18.4)	1 (6.3)	17 (19.8)	74 (44.8)	99 (32.5)
Get Knowledge about Rights	0 (0.0)	0 (0.0)	3 (3.5)	3 (1.8)	6 (2.0)
Get knowledge about GOVT Schemes	1 (2.6)	1 (6.3)	4 (4.7)	4 (2.4)	10 (3.3)
Increased self confidence	3 (7.9)	0 (0.0)	7 (8.1)	2 (1.2)	12 (3.9)
Actively participate in decision making in family	0 (0.0)	0 (0.0)	2 (2.3)	0 (0.0)	2 (0.7)
All of the above	10 (26.3)	5 (31.3)	13 (15.1)	26 (15.8)	54 (17.7)
Other	0 (0.0)	0 (0.0)	0 (0.0)	1 (0.6)	1 (0.3)
Multiple Response	17 (44.7)	9 (56.3)	40 (46.5)	55 (33.3)	121 (39.7)
Total	38 (100.0)	16 (100.0)	86 (100.0)	165 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

Table 5.11 concluded that the training programmes helps to improve their leadership qualities. Hence, this table elicits what are the other impacts on training during their membership in organisations. Among the total 40 per cent responds they got various positive factors from attending the training programmes. Leadership qualities, self confidence and decision making power are increased. Majority said as a member in organisation they attend different training programmes and it helps to improve their

personal and administrative qualities. Beyond this, they acquired information about different government schemes and rights provided by the government for the welfare of the women. Majority opined that as a member in organisation it helps to improve their social, economic and political empowerment and it provides a platform for ordinary women to be an extraordinary woman.

Table 5.13
Benefit to Join Organisations

Benefits	Caste				Total
	SC	ST	OBC	General	
No Response	8 (21.1)	1 (6.3)	18 (20.9)	74 (44.8)	101 (33.1)
Got Knowledge about Social, Political and Economic Situations of the Society	5 (13.2)	2 (12.5)	10 (11.6)	4 (2.4)	21 (6.9)
Family and People Respect your Decisions	1 (2.6)	1 (6.3)	2 (2.3)	6 (3.6)	10 (3.3)
Can Express Your Views Independently	2 (5.3)	0 0.0	0 0.0	2 (1.2)	4 (1.3)
Economic Independence	0 (0.0)	2 (12.5)	7 (8.1)	6 (3.6)	15 (4.9)
Other	0 (0.0)	2 (12.5)	3 (3.5)	5 (3.0)	10 (3.3)
Multiple Response	22 (57.9)	8 50.0	46 (53.5)	68 (41.2)	144 (47.2)
Total	38 (100.0)	16 (100.0)	86 (100.0)	165 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

This table elicits the details on what are the benefits achieved by elected women after joining the organisations. From the total, 47.2 per cent of the elected women respond that they achieve various benefits to join organisations. Majority of the elected women are less educated house wives hence, they had less knowledge about the condition about the society. Majority of the elected women opined after joining the organisation they actively participate in all the activities in the society. One of the main features of such organisations is reduction poverty through income generation of the ordinary women. As we already mentioned that the main reason for joining the organisation is

the expectation to achieve economic benefit. Therefore, the elected women members said after joining the organisation they achieved economic independence and they got knowledge about social, economic and political situations of the society. One of the major changes after joining the organisation is they are capable to express their views independently in their home and society.

Table 5.14
As A Member in Organisation Actively Participate In

	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
No Response	6 (30.0)	5 (50.0)	78 (35.9)	25 (43.1)	114 (37.4)
Meetings of Village Panchayat	0 (0.0)	0 (0.0)	8 (3.7)	1 (1.7)	9 (3.0)
The Meeting of Grama Sabha	6 (30.0)	3 (30.0)	72 (33.2)	17 (29.3)	98 (32.1)
Participate in the Electoral Process	0 (0.0)	1 (10.0)	1 (0.5)	0 (0.0)	2 (0.7)
All of the Above	3 (15.0)	0 (0.0)	22 (10.1)	8 (13.8)	33 (10.8)
Multiple Response	5 (25.0)	1 (10.0)	36 (16.6)	7 (12.1)	49 (16.1)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage.

This table analyse the details on ‘as a member in organisation’ what are the activities the elected women member’s actively participated in their panchayat. From the total, 37.4 per cent responds that they did not attend any activities conducted in their Panchayat and 32.1 per cent opined they attend the Grama Sabha meeting. A small per cent participate the activities like meetings conducted by the Grama Panchayat, the election activities etc. The elected women said before joining the organisation they did not attend any meeting conducted by the Grama Panchayat in their ward. But, after joining the organisation they try to attend majority of the activities organised by Grama Panchayat. In the case of Grama Sabha the elected women members respond that they have no idea about the importance of Grama Sabha before joining the organisation. But, after joining the organisation they understand the importance of

Grama Sabha. In the case of Wayanad majority of the elected women members opined that they attend Grama Sabha meetings after joining the organisation and in Palakkad elected members respond they attend various activities conducted in their ward after joining the organisations. But, in the case of Malappuram majority respond they do not attend any activities in their society. It may be because in Malappuram district, ordinary women have faced some religious or communal constraints in their society and their organisational participation is also very less.

Table 5.15
Ability to Negotiate and Resolved Conflict

Response	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Not Respond	6 (30.0)	4 (40.0)	69 31.8	21 (36.2)	100 (32.8)
Sometimes	0 (0.0)	0 (0.0)	9 (4.1)	3 (5.2)	12 (3.9)
Often	4 (20.0)	0 (0.0)	38 (17.5)	4 6.9	46 (15.1)
Always	10 (50.0)	6 (60.0)	101 (46.5)	30 51.7	147 (48.2)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

This table deals with the elected women achieved ability to negotiate and resolve conflict after joining the organisations. Among the total, 48.2 per cent respond that they always achieved the ability to resolve conflict in their ward after joining the organisation and 32.8 per cent respond that they did not achieve this ability. The elected women said that members of the organisation discuss their problems in the organisation's meeting. It may be family problem or social problem. Hence, they try to solve these problems with the support of the entire members of the organisation. These activities help them to resolve conflict in their ward after elected as a member in Panchayat.

Table 5.16
Present Position in Organisations

Response	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Not Respond	6 (30.0)	4 (40.0)	67 (30.9)	21 (36.2)	98 (32.1)
Very High	6 (30.0)	1 (10.0)	63 (29.0)	14 (24.1)	84 (27.5)
Above Average	8 (40.0)	4 (40.0)	72 (33.2)	20 (34.5)	104 (34.1)
Average	0 (0.0)	1 (10.0)	15 (6.9)	3 (5.2)	19 (6.2)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Source: Field Survey

Figures in parenthesis are Percentage

The elected women members in Grama Panchayat respond that active participation in organisations played prominent role for the development of ordinary women to empowered women and it provides a background for the elected women to achieve some qualities. Therefore, it is necessary to check present position of elected women in organisations. Among the total 34.1 per cent respond they are very active in organisational activities and they are still active members of the organisation. A small per cent responds that they are active in organisational activities before elected as a Panchayat member but, after joining panchayat they can't attend all the activities conducted by the organisations. Nearly, 32.1 per cent respond that they are not active in organisational activities.

Table 5.17
Number of Training Programme Attended

No: of Training Programmes	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
1	6 (30.0)	5 (50.0)	154 (71.0)	33 (56.9)	198 (64.9)
2	5 (25.0)	3 (30.0)	41 (18.9)	11 (19.0)	60 (19.7)
3	1 (5.0)	1 (10.0)	5 (2.3)	2 (3.4)	9 (3.0)

4	5 (25.0)	0 (0.0)	12 (5.5)	9 (15.5)	26 (8.5)
5	0 (0.0)	0 (0.0)	1 (0.5)	0 (0.0)	1 (0.3)
Above 5	3 (15.0)	1 (10.0)	4 (1.8)	3 (5.2)	11 (3.6)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

The training programmes are the capacity building programmes; it helped the elected women for acquiring knowledge about Panchayat Raj System and develops their skills for the welfare of the society. This table describes the detail on number of training programmes attended by the elected women at their 5 years ruling period. 65 per cent said that they attend only one training programme during their ruling period and 19.7 per cent opine that they attend twice in the training related to Panchayat Raj System during the period.

Table 5.18
Training Centres

Position	Training centre			Total
	KILA	IRTC	Multiple Response	
President	10 (5.3)	1 (3.6)	9 (10.3)	20 (6.6)
Vice-President	5 (2.6)	0 (0.0)	5 (5.7)	10 (3.3)
Member	138 (72.6)	23 (82.1)	56 (64.4)	217 (71.1)
Standing Committee Chairman	37 (19.5)	4 (14.3)	17 (19.5)	58 (19.0)
Total	190 (100.0)	28 (100.0)	87 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

The table 5.18 elicited the number of training programmes attended by the elected women during their 5 years period. This table indicates, what are the major training centres attended by the elected women for training. Majority said that they attended training programme from KILA and also from various institutions and these institutions help newly entered women a lot. As already seen that majority of the elected women are less educated and they had no idea about the Panchayat Raj

System. Hence, the training institution played an important role for improving knowledge of the elected women about PRI.

Table 5.19
Gains Achieved Through Participation in Training Programmes
(Position Wise)

Gains	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Help to Know Panchayat Raj System	0 (0.0)	0 (0.0)	2 (0.9)	1 (1.7)	3 (1.0)
Helps Know Kerala Panchayat Raj ACT	1 (5.0)	0 (0.0)	1 (0.5)	1 (1.7)	3 (1.0)
Improve Leadership Quality	0 (0.0)	1 (10.0)	6 (2.8)	2 (3.4)	9 (3.0)
Improve Self Confidence	0 (0.0)	1 10.0	15 (6.9)	1 (1.7)	17 (5.6)
Improve Administrative Quality	6 (30.0)	4 (40.0)	23 (10.6)	9 (15.5)	42 (13.8)
Multiple Response	13 (65.0)	4 (40.0)	166 (76.5)	43 (74.1)	226 (74.1)
No Response	0 (0.0)	0 (0.0)	4 (1.8)	1 (1.7)	5 (1.6)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

As already mentioned earlier, majority of the elected members participated in one or two training programmes during their 5 years period. Hence this table analyses, what are the gains they attain to participate in training programmes. All the training programmes are capacity building programmes and elected women attain some knowledge from these Programmes. Among the total 74 per cent respond that they attained multiple factors through the participation in training programmes and it improves their knowledge and administrative qualities. As we already see that the prerequisite about Panchayat Raj System is very less in elected members. Hence, after the election they attend the training programmes and it helps to improve their knowledge about the Panchayat Raj System. The sample districts also show the same results that

various factors attained the elected members for participating trainings programmes. One of the notable results from Malappuram district is that, 3.4 per cent not respond to this, it may be because the training programmes did not improve their knowledge with expectations.

Table 5.20
Gains Achieved Through Participation in Training (Social Group Wise)

Gains	Caste				Total
	SC	ST	OBC	General	
Help to Know Panchayat Raj System	0 (0.0)	0 (0.0)	3 (3.5)	0 (0.0)	3 (1.0)
Helps Know Kerala Panchayat Raj ACT	1 (2.6)	0 (0.0)	1 (1.2)	1 (0.6)	3 (1.0)
Improve Leadership Quality	3 (7.9)	0 (0.0)	5 (5.8)	1 (0.6)	9 (3.0)
Improve Self Confidence	4 (10.5)	2 (12.5)	2 (2.3)	9 (5.5)	17 (5.6)
Improve Administrative Quality	4 (10.5)	5 (31.3)	11 (12.8)	22 (13.3)	42 (13.8)
Multiple Response	26 (68.4)	9 (56.3)	64 (74.4)	127 (77.0)	226 (74.1)
No Response	0 (0.0)	0 (0.0)	0 (0.0)	5 (3.0)	5 (1.6)
Total	38 (100)	16 (100)	86 (100)	165 (100)	305 (100)

Sources: Field Survey

Figures in parenthesis are Percentage

As shown earlier majority of the elected members participated in one or two training programmes during their tenure. Hence, this table analyses what are the gains they attained to participate in training programmes. All the training programmes are capacity building programmes and elected women attain some knowledge from these Programmes. Among the total 74.1 per cent responds that they attained multiple factors like knowledge about Panchayat Raj System, Kerala Panchayat Raj Act, improves leadership qualities etc; through the participation in training programmes and it improves their knowledge and administrative qualities. As we already mentioned that the awareness about Panchayat Raj System is very less in elected members and they are newly entered persons in political field. Hence, after the election they attend the training programmes and it helps to improve their knowledge

about the Panchayat Raj System. Beside knowledge about Panchayat Raj System, they improve their self-confidence, leadership qualities, administrative qualities etc.

Table 5.21
Attending Panchayat Meetings without Fail

Response	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Never	0 (0.0)	0 (0.0)	2 (0.9)	2 (3.4)	4 (1.3)
Rarely	0 (0.0)	2 (20.0)	2 (0.9)	0 (0.0)	4 (1.3)
Sometimes	1 (5.0)	1 (10.0)	21 (9.7)	5 (8.6)	28 (9.2)
Often	3 (15.0)	2 (20.0)	35 (16.1)	8 (13.8)	48 (15.7)
Always	16 (80.0)	5 (50.0)	157 (72.4)	43 (74.1)	221 (72.5)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

Attending the Grama Panchayat meetings may help the elected women to attain some qualities and express their views about their wards. Hence, this table elicits that the elected women succeed in attending meetings without fail. Majority (72.5 per cent) respond that they always attend all meetings without fail and a small group (1.3 per cent) respond that they fail to attend Panchayat Meetings. It may be because of some constraints they faced at the time of meetings. The three sample districts also show the same result as majority participate in the Panchayat Meetings without fail.

Table 5.22
Reason for Failed to Attend Meeting

Reasons	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Personal Constraint	3 (15.0)	3 (30.0)	43 (19.8)	8 (13.8)	57 (18.7)
Family Constraint	0 (0.0)	0 (0.0)	7 (3.2)	4 (6.9)	11 (3.6)

Political Constraint	0 (0.0)	0 (0.0)	3 (1.4)	1 (1.7)	4 (1.3)
Multiple Response	1 (5.0)	2 (20.0)	7 (3.2)	0 (0.0)	10 (3.3)
No Response	16 (80.0)	5 (50.0)	157 (72.4)	45 (77.6)	223 (73.1)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

This table elicits on the reasons for failed to attend Panchayat Meetings. Among the total 18.7 per cent responds that personal constraints are the major reasons for fail to attend meeting. Others opine multiple factors influence them for fail to attend meeting. 77.6 per cent of the elected women are responding that they attend the Panchayat Meeting without fail. Majority of the elected women are married hence; they face some family or personal problems to attend Panchayat Meetings.

Table 5.23
Acquiring Qualities for Personality Development

Qualities	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
No Response	0 (0.0)	0 (0.0)	3 (1.0)	0 (0.0)	3 (1.0)
Self Confidence	0 (0.0)	1 (10.0)	1 (0.5)	0 (0.0)	2 (0.7)
Assessment Capacity	0 (0.0)	0 (0.0)	5 (2.3)	0 (0.0)	5 (1.6)
Leadership Quality	0 (0.0)	0 (0.0)	1 (0.5)	0 (0.0)	1 (0.3)
Decision Making Power	0 (0.0)	1 (10.0)	14 (6.5)	3 (5.2)	18 (5.9)
Morale	0 (0.0)	0 (0.0)	3 (1.4)	0 (0.0)	3 (1.0)
All of the Above	7 (35.0)	4 (40.0)	66 (30.4)	20 (34.5)	97 (31.8)
Multiple Response	13 (65.0)	4 (40.0)	124 (57.1)	35 (60.3)	176 (57.7)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

This table indicates that elected women's acquiring qualities for personality development through attending Panchayat Committee. The table 5.22 clearly observed that majority of the elected women attend the meeting without fail. In this table most of the elected women (57.7 per cent) responds that multiple factors like self confidence, assessment capacity leadership qualities etc, are attained while participating in the Panchayat Committee for developing their personality. Nearly, 32 per cent opine that all the factors influence them to develop personality of the elected women through attending the Panchayat Meetings. The Panchayat Meetings are the open forum and all the elected members discussed about their wards and make solutions to all problems related to Grama panchayat. Therefore this is an important platform for the elected women to improve their personality and development skills. A small per cent did not express their opinion about this, it may be because panchayatmeeting decisions are self-oriented or political party oriented therefore, to attend or participate in meetings did not help them to develop their personal qualities.

Table 5.24
Acquiring Leadership Qualities

Qualities	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Planning	1 (5.0)	1 (10.0)	14 (6.5)	0 (0.0)	16 (5.2)
To co-ordinate	0 (0.0)	1 (10.0)	17 (7.8)	3 (5.2)	21 (6.9)
To Supervises	1 (5.0)	0 (0.0)	19 (8.8)	3 (5.2)	23 (7.5)
Communication Skill	0 (0.0)	0 (0.0)	9 (4.1)	1 (1.7)	10 (3.3)
All of the Above	9 (45.0)	4 (40.0)	54 (24.9)	20 (34.5)	87 (28.5)
Multiple Response	9 (45.0)	4 (40.0)	104 (47.9)	31 (53.4)	148 (48.5)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

This table discussed about the leadership qualities attained by the elected women representatives to attend the Grama Panchayat Meetings. Among the total, 48.5 per cent responds that multiple factors attain the elected women for acquiring leadership qualities and 29 per cent opine that all factors helps them to acquire leadership qualities. We know that majority of the elected women are less educated, middle aged, house wives therefore, from the beginning to talk with public forum may be a difficult task for them. But, the people nominate them in Grama Panchayat for some expectation hence; to acquire these qualities is a necessary thing. These experiences help them to improve or develop their leadership quality.

Table 5.25
Development of Administrative Skill

Qualities	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Quick And Strong Decisions	2 (10.0)	1 (10.0)	13 (6.0)	2 (3.4)	18 (5.9)
Judging Capacity	1 (5.0)	0 (0.0)	4 (1.8)	1 (1.7)	6 (2.0)
Doing Thing Well	0 (0.0)	1 (10.0)	23 (10.6)	2 (3.4)	26 (8.5)
All of the Above	10 (50.0)	3 (30.0)	65 (30.0)	23 (39.7)	101 (33.1)
Multiple Response	7 (35.0)	5 (50.0)	112 (51.6)	30 (51.7)	154 (50.5)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

The representation and active participation in Panchayat Meetings help the elected women members to attain some personal and leadership qualities. Hence, this table depicts the administrative skill developed by the elected women members by attending the Panchayat Meetings. As mentioned above majority of the elected women responds that they attain multiple factors to develop administrative skill, through the panchayat meetings. As already seen that majority of the elected women are less educated and newly entered in this field but, they had innate ability to make important decisions. They face some constraints to express their capacity therefore; the

Panchayat Raj Institution gave a platform for women to participate very actively in Panchayat Meetings.

Sociability Traits

“Merriam-Webster Dictionary defines sociability as the quality or state of being sociable. Sociability traits are characteristics people possess that encourage effective relationships. Many individuals naturally display sociability traits, such as a friendly and outgoing attitude, self-control, adaptability, integrity and team spirit. Other people adopt sociability skills overtime”¹. The table 5.26 based on the sociability trait achieved by the elected women through attending the Grama Panchayat meetings. Among the total, 59 per cent respond that various sociability traits were achieved by the elected women by attending the Grama Panchayat meeting. Majority of the elected women opine that after their entry into Grama Panchayat as an elected woman they improve their qualities and it helps them to improve their informal relations.

Table 5.26
Development of Sociability Traits

Qualities	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Interacting Freely With Others	0 (0.0)	1 (10.0)	21 (9.7)	4 (6.9)	26 (8.5)
Expressing Ideas Freely	1 (5.0)	1 (10.0)	1 (0.5)	2 (3.4)	5 (1.6)
Developing Informal Relations	0 (0.0)	0 (0.0)	6 (2.8)	1 (1.7)	7 (2.3)
Developing Positive thinking	1 (5.0)	0 (0.0)	7 (3.2)	2 (3.4)	10 (3.3)
All of the above	9 (45.0)	3 (30.0)	49 (22.6)	15 (25.9)	76 (24.9)
Other	0 (0.0)	0 (0.0)	1 (0.5)	0 (0.0)	1 (0.3)
Multiple Response	9 (45.0)	5 (50.0)	132 (60.8)	34 (58.6)	180 (59.0)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

¹ This definition is published in online www.tlu.ee

Table 5.27
Support of Men Panchayat Members

Opinion	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Very likely	15 (75.0)	7 (70.0)	132 (60.8)	40 (69.0)	194 (63.6)
Somewhat likely	4 (20.0)	3 (30.0)	72 (33.2)	13 (22.4)	92 (30.2)
Neither likely or unlikely	1 (5.0)	0 (0.0)	13 (6.0)	4 (6.9)	18 (5.9)
Somewhat unlikely	0 (0.0)	0 (0.0)	0 (0.0)	1 (1.7)	1 (0.3)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

This table elicits men panchayat members' opinion on women entry in to Grama Panchayat. Among the total 64 per cent of the elected members opined that men panchayat members supported for their entry in to panchayat as an elected member and they gave good advises about their works. A small group (6 per cent) respond, men are neutral for their entry as an elected woman in Grama Panchayat. As shown in earlier the main motivational factors for contest in Grama Panchayat are women seat reservation. Hence, some elected women respond that their representation in Grama Panchayat is a constitutional compulsion. So there is no way to reject their participation in Grama Panchayat.

5.3 Women Empowerment/ Capability Building Practices

Table 5.28
Independent Decisions in Official Matters

Opinion	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Never	4 (20.0)	1 (10.0)	29 (13.4)	7 (12.1)	41 (13.4)
Rarely	4 (20.0)	0 (0.0)	60 (27.6)	16 (27.6)	80 (26.2)
Sometimes	2 (10.0)	3 (30.0)	28 (12.9)	9 (15.5)	42 (13.8)
Often	7 (35.0)	3 (30.0)	60 (27.6)	16 (27.6)	86 (28.2)
Always	3 (15.0)	3 (30.0)	40 (18.4)	10 (17.2)	56 (18.4)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

This table analyses the elected women members have the power to make independent decisions in official matters. This is one of the important variables to measure empowerment of women. As a whole, 28.2 per cent opine that they often made independent decisions among the official matters and 26.2 per cent rarely made independent decisions. These two results show that women had faced some constraint to make independent decisions in official matters. Only 18.4 per cent said they have always enjoyed freedom to make independent decisions in official matters. In the case of presidents only 15 per cent opine they always make independent decisions in official matters. This pointed a question, actually who takes the decisions in Grama Panchayat? It may be Male members or the political party. The elected members have faced some constraints to make independent decisions in official matters in Grama Panchayat. This constraint may be the political party, female or male members, less experience in decision making or less education of the elected women.

Table 5.29
Factors Influencing Independent Decisions in Official Matters

Decisions Made By	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Husband	0 (0.0)	0 (0.0)	7 (3.2)	0 (0.0)	7 (2.3)
Other members of the Family	0 (0.0)	0 (0.0)	2 (0.9)	1 (1.7)	3 (1.0)
Friends	1 (5.0)	0 (0.0)	21 (9.7)	5 (8.6)	27 (8.9)
Political Party	8 (40.0)	3 (30.0)	81 (37.3)	25 (43.1)	117 (38.4)
all of the above	0 (0.0)	0 (0.0)	1 (0.5)	0 (0.0)	1 (0.3)
Multiple Response	8 (40.0)	3 (30.0)	63 (29.0)	13 (22.4)	87 (28.5)
No Response	3 (15.0)	4 (40.0)	42 (19.4)	14 (24.1)	63 (20.7)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

From table 5.28 analysed the elected women members' ability to make independent decisions in official matters. Majority respond that they could not take independent decisions. It means they face some control or constraints to make independent decision in official matters. Hence, this table describes the details on what is the control over take decisions faced by the elected women in Grama Panchayat. Among the total 38.04 per cent opine that political party is the major controlling factor while making independent decisions and 29 per cent respond that various factors control the elected women to make independent decisions in official matters. As shown earlier the political party played a major role in the candidature of the elected women in Grama Panchayat. Hence, from the beginning (nomination) to end (end of 5 years) the influence of political party is high. Majority said that they discuss the panchayat matters first with political party leaders and then discuss in panchayat committee. A notable feature from this table is that 21 per cent did not respond to this question, it may be because the elected women are afraid to convey their controlling sources.

Table 5.30
Power to Make Important Decisions and That Changes Course of Life

Decisions	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Totally unable to change life	2 (10.0)	0 (0.0)	19 (8.0)	4 (6.9)	25 (8.2)
Mostly unable to change life	6 (30.0)	2 (20.0)	59 (27.2)	13 (22.4)	80 (26.2)
Neither able nor unable	0 (0.0)	1 (10.0)	9 (4.1)	3 (5.2)	13 (4.3)
mostly able to change life	9 (45.0)	7 (70.0)	95 (43.8)	28 (48.3)	139 (45.6)
Totally able to change life	3 (15.0)	0 (0.0)	35 (16.1)	10 (17.2)	48 (15.7)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

This table describes elected women members power to make important decisions and that make any changes in their life. The above table concluded that elected women faced some control in their official and every day matters. Among the total 46 per cent

of the elected women opine that they make important decisions in family and officially its change their life a lot. Compared to later periods their decision making powers and life style has changed a lot. With the implementation of reservation policy the representation of women in Grama Panchayat has increased and it leads to change the life style of the women. Nearly, 26.2 per cent responds that independent decisions are mostly ‘unable’ to change their life. This shows a mismatch between the results that had emerged from table (4.36) because, we can see that majority of the elected members are active in organisational activity and they make important decisions in meetings. But, as an elected member in Grama Panchayat they faced some control in official and every day matters. This may be the reason for responds that they are mostly unable to change their life.

Table 5.31
Valuing Women Members Opinion in Panchayat Committees

Opinion	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Never	0 (0.0)	0 (0.0)	1 (0.5)	2 (3.4)	3 (1.0)
Rarely	3 (15.0)	3 (30.0)	23 (10.6)	8 (13.8)	37 (12.1)
Sometimes	1 (5.0)	1 (10.0)	41 (18.9)	10 (17.2)	53 (17.4)
Often	6 (30.0)	3 (30.0)	98 (45.2)	21 (36.2)	128 (42.0)
Always	10 (50.0)	3 (30.0)	54 (24.9)	17 (29.3)	84 (27.5)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

This table analyses during the time of panchayat meetings, the other elected members’ value the women members opinion. Majority of the elected women (42 per cent) opine that other elected members ‘often’ value their opinion in official matters and 28 per cent respond ‘always’ they value their opinion in panchayat committees. Only 1 per cent responds that they never consider their opinion and 12.1 per cent opine rarely. When considered the districts in Malappuram small per cent respond

that other members ‘never’ value their opinion in panchayat committees, it may be due to the domination of political party in Grama Panchayat

Table 5.32
Important Decision Made By Elected Women in Panchayat Committees

Decisions	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Administrative	1 (5.0)	2 (20.0)	29 (13.4)	4 (6.9)	36 (11.8)
Development	5 (25.0)	1 (10.0)	45 (20.7)	4 (6.9)	55 (18.0)
Strategic	0 (0.0)	0 (0.0)	3 (1.4)	2 (3.4)	5 (1.0)
Economic	0 (0.0)	0 (0.0)	7 (3.2)	3 (5.2)	10 (3.3)
Public	1 (5.0)	1 (10.0)	17 (7.8)	3 (5.2)	22 (7.2)
Women Component Plan	1 (5.0)	1 (10.0)	6 (2.8)	1 (1.7)	9 (3.0)
All of the above	6 (30.0)	1 (10.0)	15 (6.9)	4 (6.9)	26 (8.5)
Multiple Respond	4 (20.0)	4 (40.0)	67 (30.9)	26 (44.8)	101 (33.1)
No Response	2 (10.0)	0 (0.0)	28 (12.9)	11 (19.0)	41 (13.4)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

This table observes what the important decisions are made by the elected women in panchayat committees. Among the total sample 33.1 per cent opine that various decisions like administrative, developmental, strategic etc are made by the elected members in Panchayat Committees. 18 per cent said they made development related decisions for the welfare of their ward. A notable feature is that 13.4 per cent did not respond to this question; it means that elected women members faced many problems to express their opinion in panchayat committees. In the case of presidents they had made all the decisions mentioned above.

Table 5.33
Political Involvement of Husbands

Position	Political involve			Total
	Not Response	YES	NO	
President	1 (4.3)	13 (6.3)	6 (7.8)	20 (6.6)
Vice-President	0 (0.0)	8 (3.9)	2 (2.6)	10 (3.3)
Member	13 (56.5)	149 (72.7)	55 (71.4)	217 (71.1)
Standing Committee Chairman	9 (39.1)	35 (17.1)	14 (18.2)	58 (19.0)
Total	23 (100.0)	205 (100.0)	77 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

This table formulates the details on elected women members husband's political involvement. Among the total 67.21 per cent opined that their husband's are active in political activities and it helps to lead their political participation in Grama Panchayat. Majority of the elected women express that the reservation and political involvement of their husband is the major reason for their candidature in Grama Panchayat. A notion exists in women political participation in Indian politics is that elected women members are back drivers and their husband's made the official decisions and they agreed these decisions. In the case of Kerala, majority said that their husband's are active in politics and it leads to their candidature but, they did not involve in the decision making process of Grama Panchayat.

Table 5.34
Control or Advice on Independent Decisions in Official Matters

Decision Made	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
No Response	3 (15.0)	4 (40.0)	42 (19.4)	14 (24.1)	63 (20.7)
Husband	0 (0.0)	0 (0.0)	7 (3.2)	0 (0.0)	7 (2.3)
Other members of the Family	0 (0.0)	0 (0.0)	2 (0.9)	1 (1.7)	3 (1.0)
Friends	1 (5.0)	0 (0.0)	21 (9.7)	5 (8.6)	27 (8.9)
Political Party	8 (40.0)	3 (30.0)	81 (37.3)	25 (43.1)	117 (38.4)
all of the above	0 (0.0)	0 (0.0)	1 (0.5)	0 (0.0)	1 (0.3)
Multiple Response	8 (40.0)	3 (30.0)	63 (29.0)	13 (22.4)	87 (28.5)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

The table 5.34 analysed the elected women members' ability to make independent decisions in official matters. Majority respond that they could not take independent decisions; it means they face some control or constraints to make independent decision in official matters. Hence, this table describes in detail on what are the control over decisions faced by the elected women in Grama Panchayat. Among the total 38.04 per cent opined that political party is the major controlling factor and 29 per cent respond that various factors control the elected women while making independent decisions in official matters. As shown earlier the political party played a major role in the candidature of the elected women in Grama Panchayat. Hence, from the beginning (nomination) to end (end of 5 years) the influence of political party is high in gramapanchayat. Majority said that they discussed the panchayat matters foremost with political party leaders and then discussed in panchayat committee. A notable feature from this table is that 21 per cent did not respond to this question, it may be because the elected women are afraid to convey their controlling sources.

Table 5.35
Most Co-operated Persons

Persons	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
Local Body Members	2 (10.0)	0 (0.0)	5 (2.3)	1 (1.7)	8 (2.6)
Party Members	6 (30.0)	1 (10.0)	43 (19.8)	10 (17.2)	60 (19.7)
Other Party Members	0 (0.0)	0 (0.0)	2 (0.9)	0 (0.0)	2 (0.7)
Officials	1 (5.0)	0 (0.0)	2 (0.9)	0 (0.0)	3 (1.0)
Local Peoples	2 (10.0)	2 (20.0)	26 (12.0)	13 (22.4)	43 (14.1)
Husbands	0 (0.0)	1 (10.0)	3 (1.4)	2 (3.4)	6 (2.0)
All of the above	0 (0.0)	0 (0.0)	9 (4.1)	2 (3.4)	11 (3.6)
Multiple Response	9 (45.0)	6 (60.0)	127 (58.5)	30 (51.7)	172 (56.4)
Total	20 (100.0)	10 (100.0)	217 (100.0)	58 (100.0)	305 (100.0)

Sources: Field Survey

Figures in parenthesis are Percentage

This table shows the details on elected women members' opinion about most cooperated persons during the 5 years. Majority (56.4 per cent) respond that many

people helped them to complete their work successfully during the five years. The influence of political party is high in Grama Panchayat and 19.7 per cent responds that political party assist a lot and they gave good suggestions about the decision making process in Grama Panchayat. It may be because Grama Panchayats are basic units of the decentralised planning system and cooperation of local people, officials, party members and other party members are necessary for the success of all work in Grama Panchayat.

Table 5.36
Most Adverse Factors

Factors	Position				Total
	President	Vice-President	Member	Standing Committee Chairman	
No Response	7 (35.0)	4 (40.0)	76 (35.0)	26 (44.8)	113 (37.0)
Time Constraint	9 (45.0)	5 (50.0)	120 (55.3)	27 (46.6)	161 (52.8)
Non Co-operation of other female members	2 (10.0)	0 (0.0)	12 (5.5)	2 (3.4)	16 (5.2)
Ignored by Male members	0 (0.)	1 (10.0)	4 (1.8)	1 (1.7)	6 (2.0)
Family Problems	0 (0.0)	0 (0.0)	2 (0.9)	0 (0.0)	2 (0.7)
Political Problems	1 (5.0)	0 (0.0)	0 (0.0)	0 (0.0)	1 (0.3)
Multiple Response	1 (5.0)	0 (0.0)	3 (1.4)	2 (3.4)	6 (2.0)
Total	20 (100)	10 (100)	217 (100)	58 (100)	305 (100)

Sources: Field Survey

Figures in parenthesis are Percentage

As already seen, the elected women members faced a lot of problems to make good decisions on Grama Panchayat. This table is based on the most adverse factors faced by the elected women in Grama Panchayat. 52.8 per cent express time is the main constraint for the elected women to work better in Grama Panchayat. Most of the elected women are married they have some responsibilities in their home hence; it may badly affect the women elected members in gramapanchayat. A small per cent responds that non co-operation of other female members and the ignorance by male

members exists. This means that gender base inequalities vaguely existed in Grama Panchayats.

There are some social and institutional factors influencing women participation in Panchayat Raj Institution. For the analysis of social and institutional factors, the regional difference is crucial because, such social and institutional factors are varying as considered region. Therefore, to analyse the influence of social and institutional factors we were used Furguson’s Break down Index.

Furguson’s Break down Index

We have seen that various social and institutional factors constitutes the representation of women in Grama Panchayat. In the previous chapter we have seen what extent the empowerment. Many of the parameters are formed by different variables and hence it is appropriate to find out the weighted influence of each factor which is attempted using Ferguson index (Ferguson 1984). The method is based on the following methodology,

Ferguson index = $\sum P_i X_i$ or $p_1 X_1 + p_2 X_2 + p_3 X_3 + \dots + p_n X_n$
 where p_i is the probability of x_i which is generated using Bayesian probability for the chosen variables , x_i

To understand the probable influence level among a distribution of 1 unit of social and institutional factor, Furguson’s method of decomposition is done assuming ‘a posteriori’ probability value. These probability values are generated from the primary data of about 13 variables, mathematically,

$$\text{Furguson Index} = P1 \times AP + P2 \times SG + P3 \times R + P4 \times PH + P5 \times AF + P6 \times MF$$

The estimated probability values, the level of decomposition is in the table 5.37

Table 5.37
Furguson's Break down (Decomposition) of Social Factors

Social Factors	Wayanad	Palakkad	Malappuram
Active in political participation	0.24	0.18	0.108
Social group	0.31	0.25	0.28
Religion	0.002	0.08	0.19
Political involvement of husband	0.21	0.004	0.017
Attitude of family	0.22	0.39	0.38
Motivation factors for contest election	0.018	0.096	0.025

Sources: Compiled from Primary Data

From the table it is seen that in the case of elected members from Wayanad, except religion and motivation factors for contest election, all other factors play significant role in deciding the influence of social factors. In the case of elected women members from Palakkad, the first factor, active in political participation is not very crucial, while social groups and attitude of the family is playing a very important role. This is precisely because of the nature of the district which is dominated by customs and traditions and hence family plays a dominant role. In the case of Malappuram it is quite interesting to note that attitude of the family is very important and this is supplemented with religion. This again shows the nature of the district which is dominated by Muslim religion. The most interesting observation is motivational factors for contest election as such do not play a significant role, probably may be due to the interaction of these variables in the other variables.

Institutional Factors

$$\text{Furguson Index} = P1 \times GS + P2 \times VS + P3 \times SS + P4 \times SO + P5 \times TS + P6 \times IT$$

Table 5.38
Furguson's Break down (Decomposition) of Institutional Factors

Institutional Factors	Wayanad	Palakkad	Malappuram
Participation in Grama Sabha	0.28	0.26	0.17
Experience in voluntary social Organisations	0.24	0.18	0.07
Experience in social service	0.18	0.18	0.04
Participation in formal institutions	0.04	0.09	0.05
Status in Organization	0.15	0.17	0.27
Training Programmes	0.1	0.09	0.24
Impact of training	0.01	0.03	0.16

Sources: Compiled from Primary Data

In the case of institutional factors, participation in Grama Sabha got highest weightage in Wayanad district followed by Palakkad and Malappuram. This indirectly indicates that Grama Sabha are more active in Wayanad district which is already established in other studies also. A low score is found for Malappuram district which suggests that participation of sample respondents in Gram Sabha is less in Malappuram, probably due to conservative nature of people in this district. Another important result is the probabilistic weightage for training component is low except in Malappuram district, which suggests that the training efforts are to be strengthened and the effectiveness of training is also important

5.4 CONCLUSION

This chapter was an attempt to analyse the organisational experience, political support, Leadership qualities and training programmes support the root of empowerment of the elected women in Grama Panchayat. We know that role of selected social and formal institutional factors influencing the participation of women in Grama Panchayat. We also tried to unravel the importance of social institutions like caste, community, family and the formal institutions like NGO's, SHG's, Grama Sabha and Kudumbashree for the participation of women in Grama Panchayat. Its constitutes the overall political freedom of the elected women representatives in Grama Panchayat. Above discussions have shown that family supports their candidature in Grama Panchayat. Without the support of family any women

candidates did not contest the Panchayat election because, majority of our respondent are housewives. In the case of Malappuram District community influence is very strong and the elected women members respond that the community organisations support their candidature in Grama Panchayat. In the case of formal institutions all the elected women have the background of working under Grama Sabha and Kudumbashree activities. Majority of the elected women are active in Kudumbasree activities and help to increase their participation in local level.

CHAPTER VI
POLITICAL, SOCIAL AND ECONOMIC
EMPOWERMENT: TOWARDS A MEASUREMENT

6.1 INTRODUCTION

In the previous chapters, we have examined the nature, degree and motivational factors for political participation, the role of selected social and institutional factors that influence women to participate in Grama Panchayats and also how it leads to improve the overall capability of elected women in Grama Panchayat. In this chapter an attempt is made to measure political, social and economic empowerment of women in PRIs especially in Grama Panchayat. As we know that empowerment is multidimensional in character and mostly qualitative in nature. But, in this chapter we quantify the political, social and economic empowerment of women in GP using Political Empowerment Index (PEI), Social Empowerment Index (SEI) and Economic Empowerment Index (EEI). The index is computed using 45 items, spread over various dimensions.

This chapter is classified into four sections, the first section includes measurement of political empowerment and the second section is based on measurement of social empowerment and next section includes measurement of economic empowerment. In the fourth and last section we calculated a Composite Index (CP) using Political, Social and Economic Empowerment Index.

6.2 Indicators/Dimensions of Empowerment

Table 6.1
Dimensions of Empowerment

Dimensions	Number of Variables
Political Indicators	20
Social Indicators	12
Economic Indicators	13

In the foregoing two chapters we have discussed about the political and social dimensions of participation of women in Grama Panchayat. Each dimension included various items. We already mentioned that women empowerment is qualitative in nature therefore, the answers of the question includes the Scales, Yes or No and

multiple options. Hence, for the convenience of the index calculation we compute the response of the elected women in dichotomous nature.

6.3 Political Empowerment

There are various factors influencing the political empowerment of women because, politics is patriarchal in nature and women face lots of constraints to enter in politics. In this section we measure the political empowerment of women in Grama Panchayat, with the help of an index namely Political Empowerment Index (PEI). In this study the PEI is calculated using modified Human Development Index. When calculating the PEI we used dichotomous variables hence, we convert scale and multiple choice questions into dichotomous. The technique is that, in the case of Scales we use five point scales like Never, Rarely, Sometimes, Often and Always. The first three are nearly related to negative meaning therefore we considered its value as zero or No and remaining two scales is positive meaning and therefore, it is considered as one or Yes. In the case of multiple choice questions political empowerment related questions are considered one and other options are zero. Multiple response answers are calculated separately using this technique.

Table 6.2
The Dichotomous Response of Elected Women on Their Party Politics (In Percentages)

Position		President	Vice President	Member	Standing Committee Chairman	Total
Active in Politics	No	70	60	77.9	67.2	74.8
	Yes	30	40	22.1	32.8	25.2
Affiliation to political party	No	0	0	2.8	1.7	2.3
	Yes	100	100	97.2	98.3	97.7
Attachment to political party	No	10	10	8.3	10.3	8.9
	Yes	90	90	91.7	89.7	91.1
Belongs Political Party	No	30	20	36.9	41.4	36.7
	Yes	70	80	63.1	58.6	63.3
Prior Contest in Election	No	85	100	90.3	84.5	89.2
	Yes	15	0	9.7	15.5	10.8
Interest in Contest Election again	No	55	40	57.1	60.3	57
	Yes	45	60	42.9	39.7	43

Source: Field Survey

The political background of the elected women is a prominent factor for political empowerment of women in Grama Panchayat. It has seen that majority (74.8 per cent) of the elected members respond that they have no political background before contest election. It means majority of the women enter first time into politics and they have no prerequisite about politics and decision making. Among the total 97.7 per cent opined that they have strong political party affiliation. In Kerala political party shows a prominent role for the welfare of the state and women has strong political party affiliation but active participation in politics was very less. In the case of position wise details president, Vice-president and 98.3 per cent of the standing committee chairman said that they have strong political party affiliation. In the case of members 2.8 per cent of the elected members opine that they have no political party affiliation.

It is also seen that the elected women members' attachment in political party is 91.1 percent. This attachment helps them for their active participation in politics. The period of attachment in political party motivates the elected members to make good decisions in Grama Panchayat. Hence, the attachment in political party is a good variable for the political empowerment of women in Grama Panchayat.

The reasons for belongs to political party is an essential variable for measuring political empowerment of women in Grama Panchayat. This gives us a background for contest in election and what is the main factor to influence women to contest election. This is a multiple choice question and the options are personal interest, Respect for the party ideology, Strong leadership, Traditional attachment of family, Communal Interest and Husbands. Among these options first three are closely related to political empowerment of women hence, it consider Yes and remaining three distantly related to political empowerment of women and it considered No.

Majority 63.3 of the elected women responds that personal interest, respect for the party ideology and strong leadership are the main reason for belongs to political party. The factors like traditional attachment of family, communal interest and husband are the other influential factors for belong to political party. 36.7 per cent respond these factors are influence them to belong political party.

Number of times contest in election is also an important variable to measure political empowerment of women in Grama Panchayat, because this variable shows the interest

of women in politics and decision making process. But, 89.2 per cent of the elected women respond that they did not contest election in more than once. This means that once elected as a member in Grama Panchayat they did not have interest to contest in panchayat election.

This table also indicates that majority (57 per cent) of the elected women members did not have interest to contest in Grama Panchayat election again. This is one of the important variables to measure political empowerment of women because, as a member in Grama Panchayat the women had made various decisions for the benefit of their Grama Panchayat and they have experience in political field. But, after five years most of the women opine that they are not interested to contest election. There are various political, social and economic factors which badly influence the working of elected women in Grama Panchayat. Hence, this variable also negatively influences the political empowerment of women in Grama Panchayat.

Table 6.3
The Dichotomous Response of Elected Women on Their Skill Development (In Percentages)

Position		President	Vice President	Member	Standing Committee Chairman	Total
Attend training programme	No	30	50	71	56.9	64.9
	Yes	70	50	29	43.1	35.1
Gains from training programme	No	0	0	7.4	3.4	5.9
	Yes	100	100	92.6	96.6	94.1
Achieved personality development	No	0	10	9.2	12.1	9.2
	Yes	100	90	90.8	87.9	90.8
Achieved leadership quality	No	30	50	25.3	27.6	26.9
	Yes	70	50	74.7	72.4	73.1
Achieved administrative skill	No	10	10	11.5	17.2	12.5
	Yes	90	90	88.5	82.8	87.5
Succeed meetings	No	5	30	11.5	12.1	11.8
	Yes	95	70	88.5	87.9	88.2
Conduct leadership training programme	No	10	20	31.8	29.3	29.5
	Yes	90	80	68.2	70.7	70.5
Involvement in election activities	No	0	0	0	1.7	0.3
	Yes	100	100	100	98.3	99.7

Source: Field Survey

This table indicates the dichotomous responds of sample units about their skill development activities. Electoral activities help an ordinary woman to improve their capabilities. Because, when their candidature declared by the political party the selected involved the activities like filling the nomination, distributing the pamphlet, collect election fund, door to door publicity and attending the meetings and rallies etc. These help to generate their different skills in the society. Among the total 99.7 per cent opine that they actively involved in the electoral activities.

The respondent's involvement in training programme helps for the betterment of political decision making in Grama Panchayat. The participation in training programme helps the elected women members to improve their capability and capacity building. The capacity building is one of the important features of decentralised planning in Kerala and number of institutions has conduct training programmes for the betterment of elected women. In this table 64.9 per cent respond that they attend one time or did not attend any training programmes during their period. It means the capacity building related training programmes are less conducted in selected Grama Panchayat. Small percentage responds that they actively participated in training programmes and they attain some gains from this capacity building programmes. Among the total 94.1 per cent opine that they attain political related knowledge after attending the training programme and only 5.9 per cent respond not. It concluded that capacities building training programmes are very effective.

Attending the Grama Panchayat meetings may help the elected women to attain some qualities and expressed their problems about their wards. Hence, this table elicits the elected women succeed in attending meetings without fail. Grama Panchayat meetings provide some platform for elected ordinary women to improve their qualities and skills through their life time. Hence, attending meeting without fail is essential for political development of the women in Grama Panchayat. 88.2 per cent opined that they attend meetings without fail and remaining said that they faced several constraints to attend meeting in Grama Panchayat.

Attending the panchayat committees also develop different skills of elected women representatives in Grama Panchayat. Among the total 90.8 per cent respond that after

attending the Panchayat committee they attain the qualities like personality development. The politically influencing factors are considered positive signs and other factors considered negative factors. 9.2 per cent respond that they did not attain personality development factors when they attend Panchayat committees during their period. The personality development qualities help the elected women members to achieve political empowerment factors. The essential qualities like self-confidence, assessment capacity, leadership qualities, decision making powers etc are political influencing factors. Another important development skill is leadership qualities. In this table we can see that 73.1 per cent elected women members agreed that they achieved all factors for development of leadership when they attend committees in Panchayat but 26.9 per cent respond that they did not acquire leadership qualities while they attend the Panchayat committees. It may be because the elected women members did not attend the all committees conducted in Panchayat or the political factors constrained their active participation in Panchayat committees. The administrative skill helps the elected women members to achieve political empowerment. The essential qualities like quick and strong decisions, judging capacity, doing things well etc are political influencing factors. Among the total 87.5 per cent elected women members agreed that they achieved all factors when they attend committees in Panchayat and 12.5 per cent respond that they did not achieve administrative skills while attending the Panchayat committees.

This table also observes that the elected women members conduct any training programmes in their ward for social, economic and political development of other women in particular ward. Among the total 70.5 per cent opined that they conduct training programmes in their ward and it helps to improve the social, economic and political outlook of the ordinary women in their ward. These programmes also help to develop some skills themselves. Through these programmes the elected women members spill over their achieved political empowerment to ordinary women in that Panchayat. Hence, participation in Grama Panchayat helps the elected women to empower themselves and others also.

Table 6.4
The Dichotomous Response of Elected Women on Their Decisions and Opinion
(In Percentages)

Position		President	Vice President	Member	Standing Committee Chairman	Total
Independent decision in official matters	No	50	40	53.9	55.2	53.4
	Yes	50	60	46.1	44.8	46.6
Control over every day decision	No	45	20	29.5	25.9	29.5
	Yes	55	80	70.5	74.1	70.5
Value your opinion	No	20	40	30	34.5	30.5
	Yes	80	60	70	65.5	69.5
Decisions change the course of life	No	40	30	40.1	34.5	38.7
	Yes	60	70	59.9	65.5	61.3
Qualitative change in public life	No	10	10	19.8	15.5	18
	Yes	90	90	80.2	84.5	82
Support women's reservation	No	5	0	10.6	10.3	9.8
	Yes	95	100	89.4	89.7	90.2
Contest again in politics	No	55	40	57.1	60.3	57
	Yes	45	60	42.9	39.7	43

Source: Field Survey

The decisions made by the elected women in the official and family matters develop the capability or empowerment of women a lot. This table analyse the details various decision making aspects made by the elected women in the Grama Panchayat and how these decision change their life. Among the variables we check on at the time of Panchayat meetings whether the other elected members value their opinion or not. 69.5 per cent respond that the other members (male or female) value their opinion during the time of Panchayat meetings. It indicates that elected women members make necessary political decisions in the meetings and other members value their opinion.

This table also shows the details on independent decisions taken by the elected women members in official matters. Among the total 53.4 per cent of the elected women members indicates that they did not take independent decisions in official matters. When comparing these results with positions of elected women members we can see that 60 per cent of the vice presidents said that they took independent decisions in official matters. An independent decision taken by the elected women members indicates that a good variable for political empowerment of women, but in the case of

this variable it shows less empowerment sign. Therefore, this table clearly indicates that elected members did not take independent decisions in official matters; some constraints were faced during the decision making process in Grama Panchayat. Hence, 70.5 per cent respond that they faced some control over the decision making process in Grama Panchayat. This means that the elected women have faced some constraints to take independent decisions in official and every day actions.

This table also discussed on the achieved independent decision making power makes any changes in their life. The above variable concluded that elected women faced some control in official and every day matters. But, in this case most of the elected women members (61.3) respond that important decisions were made that changed their life a lot. Because, before contest in election they were ordinary women they have no power to make important decisions but after elected as a member in Grama Panchayat they make official and other decisions and the people value their decisions also. Therefore, this is one of the imperative variables for women empowerment because; after they enter into politics they achieved decision making power than before. That means they are more capable than before. When considered the position all the elected members agree this opinion. Next query is whether the women's entry into politics makes any qualitative change in public life. Among the total 82 per cent opine that their entry in to politics had made qualitative changes in the public life. Politics is patriarchal in nature but, after the implementation of reservation policies in Grama Panchayats it had made changes in the nature of politics and benefited to the ordinary women in the society.

This table also elicits the details on elected women members' opinion on women reservation in State Legislatives and Parliament. This is also an essential variable to measure empowerment because; the political thinking of the elected women is measured in this question. 90.2 per cent agreed this opinion and they opined that like PRI's seat reservation in State Legislatives and Parliament is essential for the political empowerment of women because, politics is patriarchal in nature and constitutional compulsion is the only way to enter women in politics. Among the total 9.8 per cent of the elected members has disagreed to this opinion. Very interesting thing derived from this survey is that majority (57 per cent) of the elected women members did not interest to contest in Grama Panchayat election. This is one of the important variables

to measure political empowerment of women because, as a member in Grama Panchayat the women had made various decisions for the benefit of their Grama Panchayat and they have experience in political field. But, after five years most of the women opine that they are not interested to contest election. There are various political, social and economic factors badly influence the working of elected women in Grama Panchayat. Hence, this variable negatively influences the political empowerment of women in Grama Panchayat. Therefore, this result pointed a question the achieved political empowerment real or not?

All these variables explained so far could be summarised to form an index of political empowerment in the following manner.

Table 6.5
Dimensions of Political Empowerment (Based on the Highest Percentages)

Dimensions	Yes	No
Active in Politics		✓
How long have you been in politics?		✓
Affiliated to any political party	✓	
Attached to the political party	✓	
Reasons for belong to political party	✓	
contest in Panchayat elections	✓	
Involvement to the activities of election	✓	
Attend any training programme		✓
Gain from training programme	✓	
Independent decisions in official matters	✓	
Control in every day decision making	✓	
Power to make important decisions that change the course of your life	✓	
Succeeded in attending meetings of Panchayat committee without fail	✓	
Qualities of personality development	✓	
Leadership Quality	✓	
Administrative skills	✓	
Value your opinion in decision to be made in the meeting of Panchayat committee	✓	
Women's entry in to politics has produced qualitative changes in public life	✓	
Conduct any leadership training programmes for women	✓	
Support women's reservation in State Assemblies and Parliaments	✓	
Contest Again in Politics		✓

Source: Compiled from primary data

This table indicates a summary of political empowerment variables based on the highest percentage. The tick mark means the elected women members most answered dichotomous options or the highest percentage. As explained in the beginning of this chapter we used modified version of Human Development Index (UNDP) for measuring political empowerment of elected women members in Grama Panchayat. The UNDP method of constructing a normalisation index arrived at the value of political empowerment index ranging from 0 to 1. Any movement towards 1 indicates highly political empowerment of elected women and vice versa. An index of 1 indicates perfect political empowerment and 0 absence of political empowerment. However, because of the intangible nature of political empowerment, a point estimate will be extremely difficult and meaningless. We already mentioned that it is a normalisation index and for analytical purpose, the index thus arrived is categorised into three: 0 to 0.33 is low economic empowerment, >0.33 to <0.66 is considered medium economic empowerment and >0.66 is considered as high economic empowerment.

The equation for calculating political empowerment is that;

$$PEI (xi) = (x_{ij} - x_i) / (x_{i^{**}} - x_i^*)$$

PEI (xi) = Political Empowerment Index of xi

x_{ij} = Actual Value

x_i = Minimum Value

$x_{i^{**}}$ = Probable Maximum Value

x_i^* = Probable Minimum Value

When calculated the political empowerment index using the above equation, we can see that among the total sample the total score ranges from 8 to 19 and its normalizing value ranges from 0.40 to 0.95 with an average value of 0.6951.

Table 6.6
Political Empowerment Index

Political Empowerment	Frequency	Percent
Low Political Empowerment	0	0
Medium Political Empowerment	124	40.7
High Political Empowerment	181	59.3
Total	305	100.0

Source: Compiled from Primary Data

This table describes the political empowerment index of the elected women representatives in Grama Panchayat. Among the total sample 40.7 per cent is medium political empowered elected women members and 59.3 per cent are high political empowered elected women members. This result clearly indicates that with the entry of women into politics especially in Grama Panchayat empowered the ordinary women a lot. We know that majority of the elected women members are less educated house wives, and reservation is the major reason for entry in Panchayat election. But this result shows that after entry in politics they empowered in the field of politics and it helps to empower personally, economically and socially. One of the notable results arrived from this analysis is that, among the total sample all elected women members are moderately or highly politically empowered and no one was included in the low political empowerment index category.

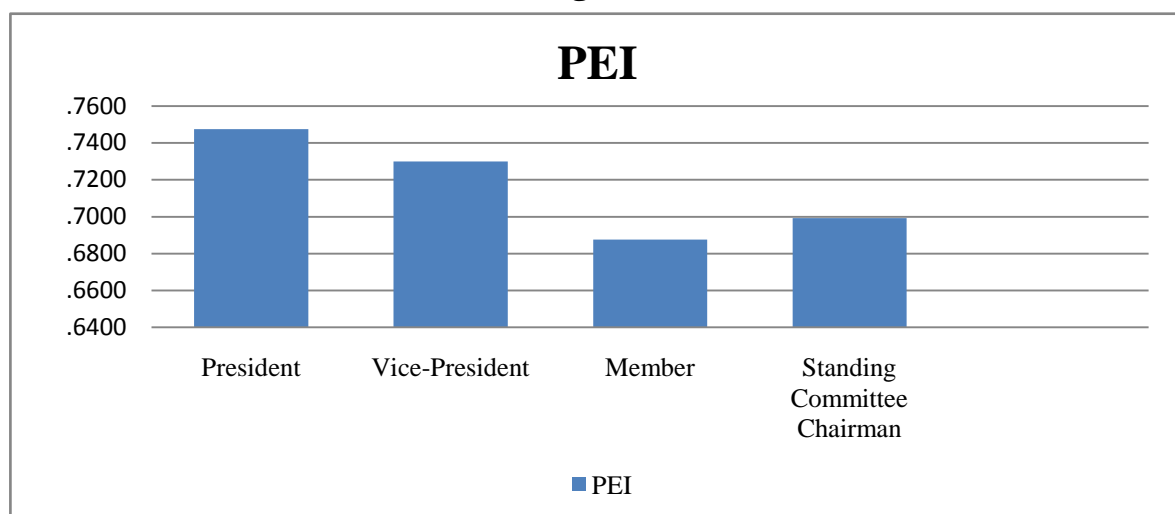
Table 6.7
PEI in Comparison with Position

POSITION	PEI		Total
	Medium Political Empowerment	High Political Empowerment	
President	4 (20.0)	16 (80.0)	20 (100.0)
Vice-President	3 (30.0)	7 (70.0)	10 (100.0)
Standing Committee Chairman	21 (36.2)	37 (63.8)	58 (100.0)
Member	96 (44.2)	121 (55.8)	217 (100.0)
TOTAL	124 (40.7)	181 (59.3)	305 (100.0)

Source: Compiled from Primary Data

In this table we calculated political empowerment index with position of elected women in Grama Panchayat. Because, from the above table we mentioned that 59.3 per cent of the elected women members are highly political empowered women in Grama Panchayat and 40.7 are medium political empowered women. The empowerment index has a positive relation with the order of hierarchy among the elected women representatives from member to standing committee chair and then to vice president and president. From this table, among the sample units the President (80 per cent) and Vice- Presidents (70 per cent) are high politically empowered women. In the case of members 55.8 per cent achieved high political empowerment and 44.2 per cent have medium political empowerment. In the case of Standing Committee Chairman (63.8 per cent) are high politically empowered elected women and remaining (40.7 per cent) are medium politically empowered elected women in Grama Panchayat. This result shows that in the case of women entry into politics government's reservation policies are very effective in nature. Because, in chapter 5 we mentioned that reservation is the major reason for women entry in politics. Here, the political empowerment index shows majority of the elected women are highly political empowered women in Grama Panchayat. And the notable feature is that in the case of political aspects all the elected women are medium and highly empowered and no one included in low political empowerment range. It means with the implementation of reservation policy the ordinary women empowered a lot.

Figure 6.1
Average of PEI



Source: Primary Survey

This figure elicits the details on the average difference among the elected women members in the case of political empowerment index. The normalizing value ranges from 0.40 to 0.95 with a total average value of 0.6951. When analysing this diagram we can see that the average value is highest (0.7475) in president than vice-president (0.73), standing committee chairman (0.6991) and members (0.6876).

Table 6.8
District Wise Comparison of PEI

District	PEI		Total
	Medium Political Empowerment	High Political Empowerment	
Malappuram	79 (54.1)	67 (45.9)	146 (100.0)
Palakkad	24 (19.7)	98 (80.3)	122 (100.0)
Wayanad	21 (56.8)	16 (43.2)	37 (100.0)
Total	124 (40.7)	181 (59.3)	305 (100.0)

Source: Compiled from primary Data

This table elicits the details of PEI in comparison with sample districts. To analyse district wise differences of the political empowerment of the elected women it is necessary because, one of the prominent aim of reservation is the political capability or empowerment. Majority of the elected women representatives from Malappuram and Wayanad respond that they are moderately politically empowered but in the case of Palakkad majority opine that they are highly empowered.

Table 6.9
Social Group Wise Comparison of PEI

Social Group	PEI		Total
	Medium Political Empowerment	High Political Empowerment	
SC	6 (15.8)	32 (84.2)	38 (100.0)
ST	12 (75.0)	4 (25.0)	16 (100.0)
OBC	31 (36.0)	55 (64.0)	86 (100.0)
General	75 (45.5)	90 (54.5)	165 (100.0)
Total	124 (40.7)	181 (59.3)	305 (100.0)

Source: Compiled from Primary Data

This table elicits the details on social group differences in the case of political empowerment of the elected women. In the case of SC, OBC and General majority of the elected women opine that they achieved high political empowerment but in the case of ST majority are moderately empowered. But we can conclude that the aims of political reservation are more or less achieved in a state like Kerala. Because, majority of the elected women are less educated housewives and they have no political background.

Table 6.10
Religion Wise Comparison of PEI

Religion	PEI		Total
	Medium Political Empowerment	High Political Empowerment	
Hindu	56 (33.1)	113 (66.9)	169 (100.0)
Muslim	66 (53.7)	57 (46.3)	123 (100.0)
Christian	2 (15.4)	11 (84.6)	13 (100.0)
Total	124 (40.7)	181 (59.3)	305 (100.0)

Source: Compiled from Primary Data

Compared to other religious group, majority of the Muslim elected members respond that they achieved moderate political empowerment; it may be because they face some communal or family constraints for active participation in politics.

6.4 Economic Empowerment

In this section we discuss about the Economic Empowerment of elected women in Grama Panchayat. We already mentioned that empowerment is a multidimensional concept and economic, social and political empowerment are inter linked with each other. This study is basically the political empowerment of elected women in Grama Panchayat but, while achieving political empowerment the elected women have achieved social and political empowerment also because these are mutually inter related. Like above section, in this section we have been calculating Economic Empowerment Index (EEI). For calculating the EEI, we modified Human Development Index and techniques are same in PEI. The important variables are;

Table 6.11
The Dichotomous Response of Elected Women on Their Economic Activities (In Percentages)

Position		President	Vice President	Member	Standing Committee Chairman	Total
Decision to Buy Land	No	95	100	92.2	84.5	91.1
	Yes	5	0	7.8	15.5	8.9
Decision to Buy House	No	95	100	92.6	84.5	91.5
	Yes	5	0	7.4	15.5	8.5
Ownership of Property	No	70	70	71	67.2	70.2
	Yes	30	30	29	32.8	29.8
Loan from Credit Institutions	No	45	50	59	63.8	58.7
	Yes	55	50	41	36.2	41.3
Freedom to Spend Money	No	5	10	15.2	15.5	14.4
	Yes	95	90	84.8	84.5	85.6
Freedom to spend money for satisfying the needs of your parents	No	10	30	24.4	17.2	22.3
	Yes	90	70	75.6	82.8	77.7
Freedom to Buy Kitchen Items	No	5	10	13.8	13.8	13.1
	Yes	95	90	86.2	86.2	86.9
Freedom to Spend for Entertainment	No	10	20	19.8	19	19
	Yes	90	80	80.2	81	81
Opinion on Income Generation	No	0	10	8.8	5.2	7.5
	Yes	100	90	91.2	94.8	92.5
Financial independence	No	0	10	8.3	6.9	7.5
	Yes	100	90	91.7	93.1	92.5
Economic Security	No	5	10	11.1	10.3	10.5
	Yes	95	90	88.9	89.7	89.5
Prepared Account Work	No	70	100	84.3	82.8	83.6
	Yes	30	0	15.7	17.2	16.4
Insurance policy	No	60	60	52.1	48.3	52.1
	Yes	40	40	47.9	51.7	47.9

Source: Field Survey

This table elicits the details on what are the economic factors influence the elected women to improve their economic capabilities and how the family members considered there to take important economic decisions in their family. Considered the

first variable majority (91.1 per cent) of the elected women representatives respond that they did not make such decisions. Majority opined that their husband or jointly make such decisions. The elected women's power to buy land is an important variable of economic empowerment but only 8.9 per cent respond that they take independent decisions to buy land. Considered the second variable among the total 91.5 per cent respond that they did not make such decisions, other family members like husband, father in law or mother in law make decisions. Majority opine that their husband is the head of the family and he makes such related decisions in their home. They used their money or property to buy land and house but, the final decisions are made by them. This means that a patriarchal dominated society exists and women's opinion is considered secondary. Among the total only 8.5 per cent respond that they make such decisions by independently or jointly.

The ownership of property is considered as a prominent variable for measuring economic empowerment of women. Because, in a patriarchal dominated society women having ownership in land or any other property is a sign of economic wellbeing of women. But, among the total 70.2 per cent respond that they have no property of their own and property is in the name of their husband. This is the common phenomenon of our nation. 29.8 per cent respond that they have property in their own name, but it is hereditary. These things indicate women are insecure in economic wellbeing. This table also observes the elected women members had taken loan from any credit institutions. When we already mentioned that the elected women members have no role in the case of buying a land or house and majority have no ownership in property. In the case of loan, 58.7 per cent responded that they did not take any loan from credit institutions. But, 41.3 per cent opined that they take loan from credit institutions. Majority opined that they take loan from Kudumbasree and banks. In this variable we can see a district wise variation in the case of Malappuram district the majority are Muslims and the elected members are not a member of Kudumbasree or any other SHG's hence, the loan taken by members in Malappuram is less.

This table also discussed on the elected women have freedom to spend money without anyone's permission. We considered four variables like freedom to spend money, to

satisfy the needs of their parents, entertainment and to buy Kitchen Items etc. As an elected woman in Grama Panchayat, monthly they get some amount on the basis of honorarium and hence, in these tables we precise their opinion about spending of their honorarium. Among the four variables the elected women respond that they have freedom to spend their money without anyone's permission. Among the total 85.6 per cent respond they have freedom to spend their money and 14.4 per cent respond they have no freedom. Majority opine that mostly they spend money for buying dresses to their children. In the case of freedom to spend money for satisfying the needs of their parents, among the total 77.7 per cent respond they have freedom to spend money and 22.3 per cent opine vice versa. 86.9 per cent respond that they spend money to buy kitchen items and 81 per cent opine they spend money for entertainment with their family and 19 per cent did not respond. All these results indicate that majority of the elected women have freedom to spend money without anyone's permission. It's a good sign for economic empowerment of elected women in Grama Panchayat.

Next considered the opinion on how income generation is an essential element for empowering women. Income generation through various activities are essential for women's wellbeing and it is closely related to empowerment of women. Among the total 92.5 per cent agreed this opinion and remaining (7.5 per cent) disagree. Their outlook on income generation is prominent and considered it is an important variable for economic empowerment. Recently women engaged in various income generating activities and NGO's, SHG's and other organisations supported them to launch small scale units. Hence, income generation is essential for women to empower economically, politically and socially. Next query is whether financial independence has enhanced elected women members self-esteem and self-confidence. 92.5 per cent responds that financial independence enhanced their self-esteem and self-confidence and 7.5 per cent disharmonize this opinion. We have already seen that the elected women members have freedom to spend their money. Therefore, financial independence is essential for women's economic empowerment. This table also elicits the details on economic security indispensable for women's active participation in society. 89.5 per cent opined that economic security is essential for active

participation of women in society because, economic dependency constrained women to participate actively in society.

We check whether the elected women have ability to prepare account works in Panchayat. 83.6 per cent respond they have no ability to prepare account work in Grama Panchayat. 16.4 per cent opine that they have ability to do account works and they help the people in their ward to apply in different schemes. This table also observes the elected women have any insurance policy. Because, insurance policies are taken in the name of woman is the symbol of economic wellbeing. But, majority (52.1 per cent) respond that they have no insurance policy and 47.9 per cent opine that they have insurance policy. The notifying observation is that majority of the elected women members said that their husband have life insurance policy. This means that women life is not secured with any insurance policy.

Table 6.12
Dimensions of Economic Empowerment (Based on the Highest Percentages)

Dimensions	Yes	No
Who take decisions to buy land		✓
Who take decisions to buy home		✓
Ownership of property		✓
Take loan from any credit Institutions		✓
Freedom to spend money	✓	
Freedom to Spend money to satisfy parents needs	✓	
Freedom to Spend money in Kitchen Items	✓	
Freedom to Spend money for entertainment	✓	
Income generation is an essential element for empowering women	✓	
Financial Independence has enhanced your self esteem and self confidence	✓	
Economic security is indispensable for women's participation in society	✓	
Ability to prepare accounts of the Panchayat work		✓
You have any life insurance policy		✓

Source: Compiled from primary data

This table indicates the overview of the above table belongs to economic empowerment of elected women in Grama Panchayat. From this table the tick mark is denoted the most preferred answer of the elected women. Among the total 13 variables, among these 7 are considered “Yes” and remaining 6 are considered “No”.

As mentioned above, like PEI the EEI is also calculated using modified version of HDI (UNDP). For calculating Economic Empowerment Index 13 variables are used related to economic empowerment of elected women members in Grama Panchayat. The value of the Index ranges from 0 to 1 and any movement from 0 to 1 denoted the economic empowerment of women in Grama Panchayat. The value of 0 considered the absence of economic empowerment of women and range 1 considered the perfect economic empowerment of women. While, considering the normality of the distribution the values are classified in 0 to 0.33 is low economic empowerment, >0.33 to <0.66 is considered medium economic empowerment and >0.66 is considered as high economic empowerment.

The equation for calculating economic empowerment is that;

$$EEI (xi) = (x_{ij} - x_i) / (x_{i^{**}} - x_i^*)$$

EEI (xi) = Economic Empowerment Index of xi

x_{ij} = Actual Value

x_i = Minimum Value

$x_{i^{**}}$ = Probable Maximum Value

x_i^* = Probable Minimum Value

When calculating the Economic Empowerment Index using above equation, we can see that among the total sample the total score is ranges from 3 to 13 and its normalizing value ranges from 0.23 to 1 with an average value of 0.7458.

Table 6.13
Economic Empowerment Index

Economic Empowerment	Frequency	Percent
Low Economic Empowerment	6	2.0
Moderate Economic Empowerment	58	19.0
High Economic Empowerment	241	79.0
Total	305	100.0

Source: Compiled from Primary Data Figures in Parenthesis are percentage

This table elicits the details on Economic Empowerment Index of the elected women members in Grama Panchayat. Among the total 79 per cent of the elected women were highly economic empowered women. Among the total 10 elected women members achieved perfect economic empowerment during the period. 19 per cent respond that they are moderately empowered and only 2 per cent are low economic empowered women. This means that through political empowerment the elected women members achieved economic empowerment also. Because, majority of the elected women are less educated, house wives and majority have no employment and earnings hence, after joining the Grama Panchayat as a member they acquired economic empowerment with political empowerment.

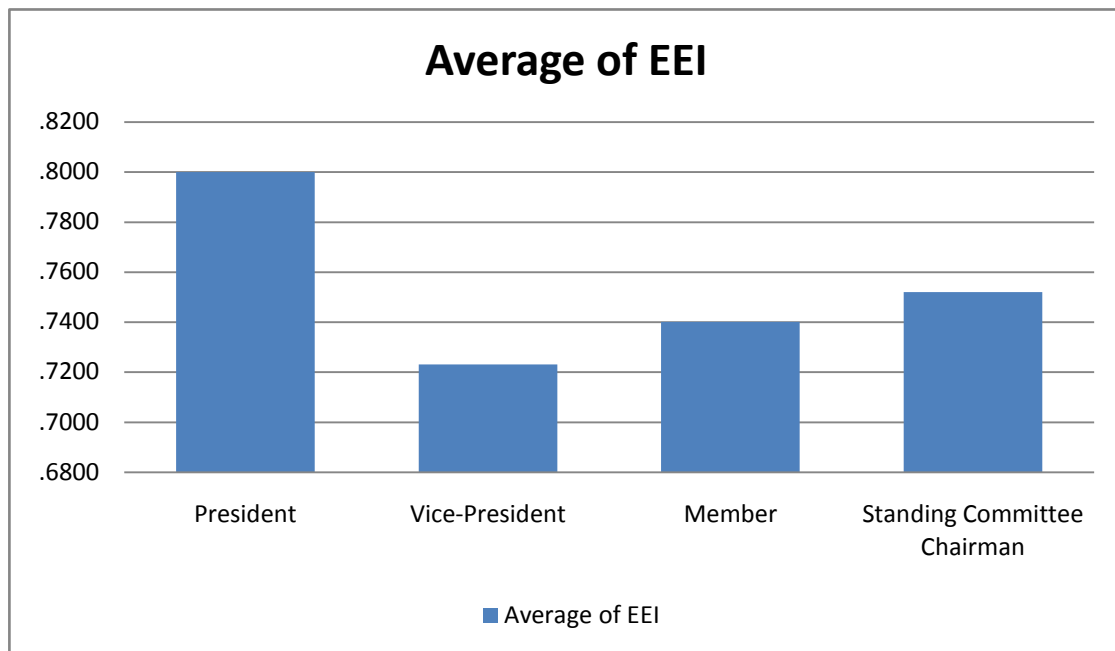
Table 6.14
Position Wise Comparison of EEI

Position	EEI			Total
	Low Economic Empowerment	Moderate Economic Empowerment	High Economic Empowerment	
President	0 (0.0)	2 (10.0)	18 (90.0)	20 (100.0)
Vice-President	0 (0.0)	3 (30.0)	7 (70.0)	10 (100.0)
Member	5 (2.3)	42 (19.4)	170 (78.3)	217 (100.0)
Standing Committee Chairman	1 (1.7)	11 (19.0)	46 (79.3)	58 (100.0)
Total	6 (2.0)	58 (19.0)	241 (79.0)	305 (100.0)

Source: Compiled from Primary Data Figures in Parenthesis are percentage

This table elicits the details on EEI in comparison with the positions of elected women members in Grama Panchayat. Among the total 90 per cent of the presidents are highly economic empowered person and 10 per cent are medium economic empowered. When considered the vice- presidents, members and standing committee members around 70 and above 70 per cent are economically empowered member in Grama Panchayat. Compared to medium economic empowered elected representatives the low economic empowered persons are very less. It means to become a member in Grama Panchayat the ordinary women is economically empowered with political empowerment. The economic and political empowerments are mutually co related.

Figure 6.2
Average of EEI



Source: Primary Survey

This figure exhibits the details on average difference among the elected women members in the case of economic empowerment index. The normalizing value ranges from 0.23 to 1 with a total average value of 0.7458. When analysing this diagram we can see that the average value is highest in president (0.8) than vice-president (0.7231), standing committee chairman (0.7520) and members (0.7402).

Table 6.15
District Wise Comparison on EEI

District	EEI			Total
	Low Economic Empowerment	Moderate Economic Empowerment	High Economic Empowerment	
Malappuram	0 (0.0)	19 (13.0)	127 (87.0)	146 (100.0)
Palakkad	6 (4.9)	27 (22.1)	89 (73.0)	122 (100.0)
Wayanad	0 (0.0)	12 (32.4)	25 (67.6)	37 (100.0)
Total	6 (2.0)	58 (19.0)	241 (79.0)	305 (100.0)

Sources: Compiled from Primary Data Figures in Parenthesis are percentage

Economic Empowerment is necessary for the overall development of the women. After entering into Grama Panchayat the elected women achieved economic empowerment with political and social empowerment. This table describes the details on position wise comparison of economic empowerment. Among the total, majority of the elected women representatives respond that they achieved high economic empowerment. It means that political representation in Grama Panchayat leads to economic empowerment of the elected women. Majority of the elected women opined that they feel economic security and their economic dependence with family or husband reduced. They feel economic independence after entering into Grama Panchayat.

Table 6.16
Religion Wise Comparison on EEI

Religion	EEI			Total
	Low Economic Empowerment	Moderate Economic Empowerment	High Economic Empowerment	
Hindu	6 (3.6)	39 (23.1)	124 (73.4)	169 (100.0)
Muslim	0 (0.0)	16 (13.0)	107 (87.0)	123 (100.0)
Christian	0 (0.0)	3 (23.1)	10 (76.9)	13 (100.0)
Total	6 (2.0)	58 (19.0)	241 (79.0)	305 (100.0)

Sources: Compiled from Primary Data Figures in Parenthesis are percentage

EEI in comparison with religion is prominent because, religion wise differences are one of the main criteria for this study. Among the total 79 per cent orate that they are economically highly empowered after entering into Grama Panchayat. In the case of economic empowerment, 87 per cent Muslim elected women respond that they are empowered highly. It means that participation in Grama Panchayat helps to generate economic empowerment also.

Table 6.17
Social Group Wise Comparison on EEI

Social Group	EEI			Total
	Low Economic Empowerment	Moderate Economic Empowerment	High Economic Empowerment	
SC	4 (10.5)	6 (15.8)	28 (73.7)	38 (100.0)
ST	0 (0.0)	7 (43.8)	9 (56.3)	16 (100.0)
OBC	0 (0.0)	19 (22.1)	67 (77.9)	86 (100.0)
General	2 (1.2)	26 (15.8)	137 (83.0)	165 (100.0)
Total	6 (2.0)	58 (19.0)	241 (79.0)	305 (100.0)

Sources: Compiled from Primary Data

Figures in Parenthesis are percentage

This table elicits the details on EEI in comparison with social group differences. Among the total majority opined that they achieved economic empowerment after entering into Grama Panchayat as elected women representatives. All social groups achieved moderate or high economic empowerment but in the case of SC 10.5 per cent are low economic empowered compared to other group.

6.5 Social Empowerment

Like political and economic empowerment, various factors influence social empowerment of the elected women in Grama Panchayat. As already mentioned the political, economic and social empowerment correlated each other and all are multidimensional in nature. There are various variables used for this analysis and the variables are changed to dichotomous in character.

Table 6.18
The Dichotomous Response of Elected Women on Their Institutional Participation (In Percentages)

Position		President	Vice President	Member	Standing Committee Chairman	Total
Position in Political Party	No	50	30	52.1	50	50.8
	Yes	50	70	47.9	50	49.2
Active in Grama Sabha	No	5	0	6	6.9	5.9
	Yes	95	100	94	93.1	94.1
Experience in Social Service	No	65	100	73.7	77.6	74.8
	Yes	35	0	26.3	22.4	25.2
Active Member in Social Institutions	No	15	30	21.7	27.6	22.6
	Yes	85	70	78.3	72.4	77.4
Status in Organisation	No	35	40	31.8	37.9	33.4
	Yes	65	60	68.2	62.1	66.6
Present Position in Organisation	No	30	40	30.9	36.2	32.1
	Yes	70	60	69.1	63.8	67.9

Source: Field Survey

This table indicates the details on dichotomous response of elected women about their institutional participation before and after. The institutional participation helps to develop their capabilities. The first variable discuss on whether the elected women members held any position in political party. Any position held by the political party or membership in political party is a good sign of empowerment socially and politically. As a member of the political party, it helps the ordinary women to improve their social activities and their relationship in wide. Hence, the membership or position held in political party is considered as one of the important variables for social empowerment of elected women in Grama Panchayat. Among the total, 50.8 per cent respond that they do not hold any position in political party. They have affiliation in political party but they did not take any membership in political party. Majority of the respondent opined that they held positions like ordinary member or an office bearer in political party. It improved their social contacts and activities.

The next variable observes the participation of women in Grama Sabha, because grama sabha has a social council or forum, people collectively participate and through participation generate social capital. After elected as a member in Grama Panchayat

they are the convener of the Grama Sabha and they monitor or convene it as per rule. It is a collective action of the people and they are belonging to different social groups, religion especially different political parties. Hence, as a women they face many difficulties for convening Grama Sabha meetings. 94.1 per cent of the respondent opines that they actively participate in the Grama Sabha meetings before and after conduct in their ward. It helps them to generate many qualities especially social because, it's a social forum.

This table also elicits whether the elected members have any experience in social service before contesting the election because, knowledge or experience in social services helps the elected women members to empower socially, politically and economically. Experience in social services helps the elected women members to know the problems of the people and it gives them a platform on how to solve it. But, among the total 74.8 per cent of the elected women members opine that they have no experience in social services and only 25.2 per cent respond they have. We already mentioned that the majority of the elected women are house wives hence; they spend most of the time at their home. Next variable describes the details on whether the respondents are active members in any formal institutions. From the above discussion we can see that majority of the elected women members have no experience in social services. But, among the total 77.4 per cent of the elected women members opine that they have active membership in formal institutions like NGOs, SHGs, NHGs, and Kudumbasree etc. Within the institutions majority respond they are active members in Kudumbasree. 22.6 per cent respond they are not engaged in any formal institutions. The membership in such organisations helps the elected women members to improve their social, economic and political empowerment. The status in the institutions develops the capabilities of women in various fields. The status of the organisation is considered as one of the influencing factors for achieving social empowerment. 66.6 per cent of the elected women members respond they held different positions in such institutions and 33.4 per cent respond they do not hold any position in organisations. The participation in organisations helps the women to empower socially. Because, majority of the members are ordinary women in such organisations, the organisers organised different skill development programmes on the behalf of such organisations.

Considering the above mentioned variable we can see that the participation or the membership in organisations helps the elected women members to improve various skills and their position in society. This table also elicits the details on present involvement in organisations. Among the total, 67.9 per cent respond that they are active in organisational activities because, their experience in organisation is one of the major factors for electing them as a member in Grama Panchayat. They actively participate in the activities conducted by the organisation at present also. 32.1 per cent respond that they are not active in organisational activities.

Table 6.19
The Dichotomous Response of Elected Women on Their Social Activities (In Percentages)

Position		President	Vice President	Member	Standing Committee Chairman	Total
Involvement in Electoral Activities	No	0	0	0	1.7	0.3
	Yes	100	100	100	98.3	99.7
Achieved any Sociability Traits	No	50	70	58.1	69	60
	Yes	50	30	41.9	31	40
Achieved any Social Empowerment	No	0	10	8.8	10.3	8.5
	Yes	100	90	91.2	89.7	91.5
Training for Improving Qualities	No	30	40	36.9	36.2	36.4
	Yes	70	60	63.1	63.8	63.6
Participation in the Local Level	No	35	60	34.1	36.2	35.4
	Yes	65	40	65.9	63.8	64.6
Practical Need of the Community	No	30	40	34.6	36.2	34.8
	Yes	70	60	65.4	63.8	65.2

Source: Field Survey

This table discuss on what are the factors influence on to improve social capabilities of elected women in Grama Panchayat. The first variable describes the elected women members' involvement in electoral activities. It also helps them to improve social connection and their contact with society. The electoral activities are door to door publicity; participation in meetings/ rallies, casting vote, collection of election fund etc has improved their social connection. Among total 99.7 per cent opined that they involved all electoral activities and it helps them to achieve social empowerment. Only 1 person responded that she did not involve in the electoral activities. These results mean that political related activity helps them to generate social empowerment.

The second variable elicits the details on what sociability traits have developed in the elected women members through participation in Panchayat Committees. Sociability trait is one of the major indicators of social empowerment. Hence, through the participation in Panchayat Committees the elected women achieved such qualities. As we already mentioned that majority of the elected women are house wives and contest first time in Panchayat election, therefore to develop such qualities like sociability trait is necessary but 60 per cent of the elected women opine that they have not achieve such qualities while attending the Panchayat Committees. It may be because of the less political awareness and the nature of the opposition in Panchayat Committees. Majority respond that some issues have taken place in Panchayat Committees and 40 per cent opine that they achieve sociability traits while attending the Panchayat Committees.

This table moreover observes by spearheading Grama Sabha meetings which of the following qualities for social empowerment have developed by the elected women in Grama Panchayat. Among the total 91.5 per cent respond that they achieved different qualities for social empowerment and 8.5 per cent respond that they have not attained any such qualities by attending Grama Sabha. Grama sabha is a social form hence, as a convener of the Grama Sabha the elected women member attain different qualities. This table observes the details on after joining the organisation the elected women members' participation in local level has increased or not. Among the total, 64.6 per cent of the elected women responds that their participation in local level has increased after joining the organisations and remaining (35.4 per cent) are not. After joining the organisations they contest different activities in their society and this helps them to enhance their participation in public sphere and also help to improve their qualities. Therefore, participation in organisations like NGOs, Kudumbasree etc are helps the elected women members to improve their involvement in local level and it leads to social empowerment of the women in Grama Panchayat. As mentioned above the officials of organisations arranged different skill development programmes for members in organisations because, majority of the members are ordinary less educated women. The training programmes relating to improvement of skills are good capacity building programmes and 63.6 per cent of the elected women members respond they

attend the different training programmes and it helps to improve their social economic and political qualities. It means that the training programmes are good capacity building programmes and its helps to improve their different skills. This table also describes the details on whether involvement in organisations helps to meet any practical needs of the society. 65.2 per cent respond that the practical needs of the society improved when they involved in the activities of the organisations and 34.8 per cent did not agreed to this opinion. Majority opine that after elected as a member in Grama Panchayat their experience in organisation helped a lot to resolve some conflicts and take some good decisions. Hence, their experience in organisation helps to meet many practical need of the community.

Table 6.20

Dimensions of Social Empowerment Index (Based on the Highest Percentage)

Dimensions	Yes	No
Position in political party		✓
Involvement in electoral activities	✓	
Sociability traits have you developed through participation in Panchayat Committees		✓
Active in Grama Sabha	✓	
Spearheading Grama Sabha meetings which of the following qualities achieved for social empowerment	✓	
Experience in social service		✓
Active in social institutions	✓	
Status in Organisation	✓	
Training for improving leadership qualities	✓	
Participation in local level	✓	
Practical needs of the community	✓	
Present position in organisation	✓	

Source: Source: Compiled from primary data

This table observes an overview of the above discussed indicators of social empowerment. Analysing the social empowerment of the elected women members in Grama Panchayats we used 12 indicators. Among this analysis we used dichotomous variables; the tick mark means the most responded option.

As mentioned above, like PEI and EEI the SEI also calculated using modified version of HDI. For calculating Social Empowerment Index we are using 12 variables related to social empowerment of elected women members in Grama Panchayat. The value of the Index is ranges from 0 to 1 and any movement from 0 to 1 denoted the social empowerment of women in Grama Panchayat. The value of 0 considered the absence of social empowerment of women and range 1 considered the perfect social empowerment of women. While, considered the normality of the distribution the values are classified in 0 to 0.33 is low social empowerment, 0.33 to 0.66 is considered moderate social empowerment and 0.66 to 1 is denoted in to high social empowerment.

The equation for calculating social empowerment is that;

$$SEI (xi) = (xij - xi) / (xi^{**} - xi^*)$$

SEI (xi) = Social Empowerment Index of xi

xij = Actual Value

xi = Minimum Value

xi** = Probable Maximum Value

xi* = Probable Minimum Value

When calculated the Economic Empowerment Index using above equation, we can see that among the total sample the total score ranges from 2 to 12 and its normalizing value ranges from 0.17 to 1 with an average value of 0.6708.

Table 6.21
Social Empowerment Index

Social Empowerment	Frequency	Percent
Low Social Empowerment	36	11.8
Moderate Social Empowerment	65	21.3
High Social Empowerment	204	66.9
Total	305	100.0

Sources: Compiled from Primary Data

The above table elicits Social Empowerment Index of elected women members in Grama Panchayat. Considering the above indicators 66.9 per cent of the elected women are high socially empowered women in Grama Panchayat. It means that political and economic empowered elected women are also socially empowered. 11.8 per cent and 21.3 per cent of the elected women respond that they are low and moderately socially empowered respectively.

Table 6.22
Social Empowerment Index in Comparison with Position

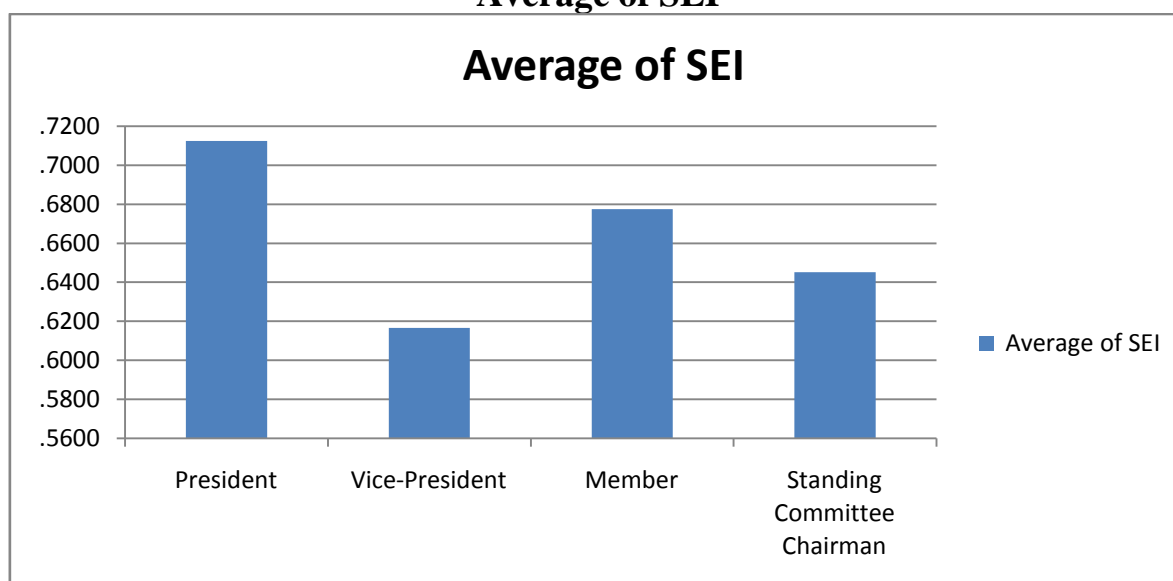
Position	Social empowerment index			Total
	Low Social Empowerment	Moderate Social Empowerment	High Social Empowerment	
President	1 (5.0)	5 (25.0)	14 (70.0)	20 (100.0)
Vice-President	2 (20.0)	2 (20.0)	6 (60.0)	10 (100.0)
Member	24 (11.1)	46 (21.2)	147 (67.7)	217 (100.0)
Standing Committee Chairman	9 (15.5)	12 (20.7)	37 (63.8)	58 (100.0)
Total	36 (11.8)	65 (21.3)	204 (66.9)	305 (100.0)

Sources: Compiled from Primary Data

Figures in Parenthesis are percentage

This table describes the details on social empowerment index in comparison with elected women members' position. Among the total most of the elected women members are socially empowered and became elected as a member in Grama Panchayat. But, compared to political and economic empowerment most of the elected women opine that they are less socially empowered.

Figure 6.3
Average of SEI



Source: Primary Survey

This figure elicits the details on the average difference among the elected women members in the case of economic empowerment index. The normalizing value ranges from 0.17 to 1 with a total average value of 0.6708. When analysing this diagram we can see that the average value is highest in president (0.7125) than vice-president (0.6167), standing committee chairman (0.6451) and members (0.6774).

Table 6.23
District Wise Comparison of SEI

District	Social empowerment index			Total
	Low Social Empowerment	Moderate Social Empowerment	High Social Empowerment	
Malappuram	27 (18.5)	47 (32.2)	72 (49.3)	146 (100.0)
Palakkad	9 (7.4)	16 (13.1)	97 (79.5)	122 (100.0)
Wayanad	0 (0.0)	2 (5.4)	35 (94.6)	37 (100.0)
Total	36 (11.8)	65 (21.3)	204 (66.9)	305 (100.0)

Sources: Compiled from Primary Data Figures in Parenthesis are percentage

Table (6.22) indicates that social empowerment index in comparison with position of women in Panchayat Raj Institutions. This table elicits the details on district wise comparison of social empowerment index. We designed sample on the basis of certain criteria's, the district wise comparison on empowerment is necessary and in the case

of social empowerment the elected women among the three districts attain high level of social empowerment. We already mentioned that majority of the elected women actively participate in the formal institutions like Kudumbasree, NHG's, SHG's etc it helps to improve their social activities, networking and ultimately social capital and it leads to generate social empowerment of the elected women after entering into Grama Panchayat.

Table 6.24
Religion Wise Comparison of SEI

Religion	Social empowerment index			Total
	Low Social Empowerment	Moderate Social Empowerment	High Social Empowerment	
Hindu	9 (5.3)	22 (13.0)	138 (81.7)	169 (100.0)
Muslim	26 (21.1)	43 (35.0)	54 43.9	123 100.0
Christian	1 (7.7)	0 (0.0)	12 92.3	13 100.0
Total	36 (11.8)	65 (21.3)	204 66.9	305 100.0

Sources: Compiled from Primary Data

Figures in Parenthesis are percentage

Religion wise comparison of social empowerment also shows the same results as in the district case. Among the three religion majority of the elected women opined that they empowered highly in the case of social empowerment. But, compared to other religion, low and moderate social empowerment rate is high in the case of Muslim elected women representatives. Because, majority of the Muslim elected representatives responds that their participation in the social activities were less compared to other religious groups.

Table 6.25
Social Group Wise Comparison of SEI

Social Group	Social empowerment index			Total
	Low Social Empowerment	Moderate Social Empowerment	High Social Empowerment	
SC	3 (7.9)	5 (13.2)	30 (78.9)	38 (100.0)
ST	0 (0.0)	1 (6.3)	15 (93.8)	16 (100.0)
OBC	4 (4.7)	14 (16.3)	68 (79.1)	86 (100.0)
General	29 (17.6)	45 (27.3)	91 (55.2)	165 (100.0)
Total	36 (11.8)	65 (21.3)	204 (66.9)	305 (100.0)

Sources: Compiled from Primary Data

Figures in Parenthesis are percentage

To analyse the social empowerment of the elected women representatives on the basis of social group is a necessary criteria for this study because, one of the main reasons for the reservation policy are the upliftment of the vulnerable sections of the society. This table elicits the details of social empowerment index with social group differences. Among the total population, SC (78.9) and ST (93.8) per cent respond that they are highly empowered in the case of social matters. They are one of the main marginalised sections of the society and entry in to Grama Panchayat helps to generate social empowerment. The General and OBC category also shows the same trend in social empowerment.

6.6 COMPOSITE INDEX

In this study the composite index is used to measure the total empowerment of women elected representatives in Grama Panchayat. As mentioned above, the composite index is also calculated using modified version of HDI. The same method is used for calculating composite index. The value of the Index ranges from 0 to 1 and any movement from 0 to 1 denoted the empowerment of women in Grama Panchayat. The value of 0 considered the absence of empowerment and range 1 considered the perfect empowerment. While, considering the normality of the distribution the values

classified in 0 to 0.33 is low empowerment, 0.33 to 0.66 is considered moderate empowerment and 0.66 to 1 is denoted in to high empowerment.

The equation for calculating the total empowerment is that;

$$\text{Composite Empowerment Index} = 1/3 * \sum (X1+X2+X3)$$

$$X1 = \text{PEI}$$

$$X2 = \text{EEI}$$

$$X3 = \text{SEI}$$

When calculated the Total Empowerment Index using above equation, we can see that among the total sample the normalizing value ranges from 0.44 to 0.93 with an average value of 0.7041.

Table 6.26
Total Empowerment Index

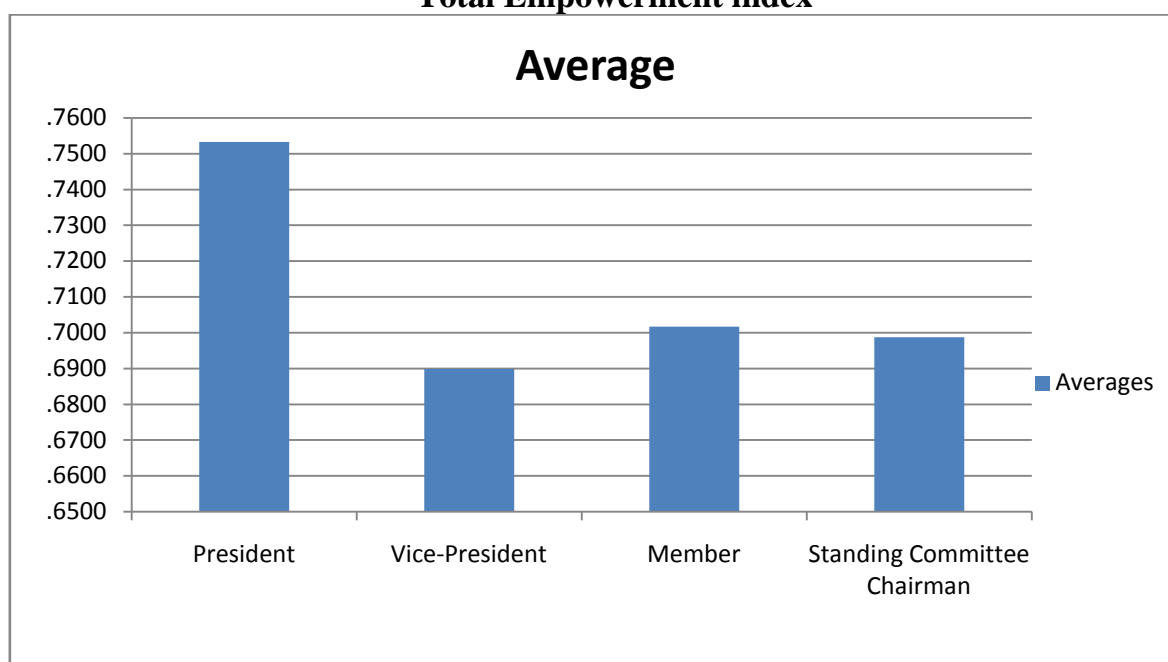
Total Empowerment	Frequency	Percent
Low Empowerment	0	0
Moderate Empowerment	112	36.7
High Empowerment	193	63.3
Total	305	100.0

Source: Compiled from Primary Data

This table elicits the details of total empowerment index among the elected women representatives in Grama Panchayat. For this analysis we calculated the political, economic and social empowerment index and found that the total empowerment of the elected women representatives among the participation in Grama Panchayat. They are actively participating in all the development and welfare activities in Grama Panchayat and it helps to improve their political, social and economic

empowerment. Among this table 63.3 per cent elected women representatives are high empowered and remaining are moderately empowered. One of the notable results emerged from this analysis is that after enter into Grama Panchayat all elected women representatives are empowered to one another. This indicates that as an elected member in Grama Panchayat, it helps the ordinary rural women to empower politically, socially and economically.

Figure 6.4
Total Empowerment index



Source: Primary Survey

This figure indicates that the average value of total empowerment with respect to the position of the elected women representatives in Grama Panchayat. When analysing this figure we can see that the average value is highest in president (0.7533) than vice-president (0.6899), standing committee chairman (0.6987) and members (0.7017).

6.7 CONCLUSION

The forgoing discussion shows that majority of the elected women members are politically, economically and socially empowered. As we already mentioned that majority of the elected women are less educated house wives and they are not engaged in any public activities. But, the government implemented the reservation policies and it gave constitutional space for rural women and its increase their freedom in social, economic and decision making activities. Using these indices we quantify the political, social and economic empowerment of women and the result shows that majority of the elected women are moderately or highly empowered. Among the three Empowerment Indices majorities of the elected women are politically, socially and economically empowered. Considered the district wise comparison on empowerment indices the elected women from Palakkad is highly empowered in the case of PEI and SEI. In the case of EEI the elected women members from Malappuram is highly empowered. Considered the Social Group comparison with empowerment indices SC elected women are highly empowered in PEI, General women are highest in EEI and ST elected women are highly empowered in SEI. Therefore, the government's intervention through reservation policies helps to reduce the political gender inequalities in our society and its helps to move the gender balanced political empowerment.

CHAPTER – VII
SUMMARY OF FINDINGS AND CONCLUSION

7.1 INTRODUCTION

This study is mainly focused on the political empowerment of women and its various channels such as financial, social and political. For examining the financial dimension the allocation, expenditure and utilisation of women component plan has been examined. The role of family, prior experience in working with different organisations, support of political party, training and skill development are analysed to explore the social and political routes of women empowerment. The main premise of the study is that the political empowerment among women is basic in attaining all other forms of empowerment including social and economic.

A space for political empowerment is opened up in the country with the 73rd and 74th constitutional amendments which ensures reservation to women not only in candidature for contesting local government elections but also in positions such as president, members and standing committees. Therefore, the present study can also be highlighted as the one which attempts to assess the role of decentralisation in women empowerment through the women's participation in local governments as elected representatives. A sample of 305 women representatives belonging to three districts (such as Palakad, Wayanad, and Malapuararam) and four social groups (such as SC, ST, Muslim and Generala category) of Kerala form the basis of data for the study.

The study is organized into seven chapters including introduction and conclusion. It starts with examining the nature and degree of participation of women in Panchayat Raj Institutions and various motivational factors of women to represent in Panchayats. Then the various channels of women empowerment such as the role of experience in organizational service, political affiliation, and family support, leadership training and skill development are analysed. Practicing of women empowerment in terms of decision making is also done which is followed by a measurement of women empowerment in terms of Political Empowerment Index, Social Empowerment Index and Economic Empowerment Index. These indexes are finally compared across districts and various social groups.

7.2 Summary and Findings

This section unravels the major findings and conclusion emerged from this study on the basis of objectives.

7.2.1 To assess the allocation and utilization of Women Component Plan for the welfare of women in the Local Self Government institutions.

The first objective is to assess the allocation and utilization of women component plan for the welfare of women in LSGI. Devolution of fund is the major function of decentralization process in Kerala. Hence, in the third chapter we analyzed the decentralization process in gender perspective. The 10 per cent allocation of WCP is mandatory for LSG's. But, when the overall trend on WCP is analyzed it can be found that there does a disparity exist in the allocation and utilization of WCP in Kerala. When evaluated the total allocation and expenditure on WCP during 11th and 12th plan period, mainly three inferences came out; firstly there exists a difference between fund allocation and expenditure among the local self-government institutions. That means over the period the allocated amount is not fully utilized by the LSGs in Kerala. Secondly, over the period the allocation and its utilization have increased. The third inference is over the period; compared to allocated amount the expenditure rate is highly unsatisfactory. This means that during both plan period there is some spill over in WCP in Kerala. Women Component Plan trend over the years in Kerala elicited that during the period 2007-08 expenditure under WCP was 79.23 per cent it declined to 57.8 per cent in 2010-11. Throughout the years the WCP expenditure shows a fluctuating trend and a perceptible result is that the allocated amount under women component plan was not fully utilized in Kerala. The above trend over the period shows a contradiction between female population and utilization of women component plan fund in Kerala. In the case of WCP compared to other LSG's the allocation and utilization rate is high in Grama Panchayats. It may be due to the step up in agency functions such as centrally sponsored schemes and several state sponsored programmes for Kerala.

For the micro level analysis we selected 7 Grama Panchayats from 3 districts in Kerala. The data collected range from 2002-03 to 2015-16(14 years data). During the period of 11th plan the allocated amount more or less fully utilized the LSGs in Malappuram District and over the period it's rate has been increased. In Malappuram among the total population 52.3 per cent are female that means more than half of the total population is females but the utilization of fund is not satisfactory. It may be because, WCP is a special plan given to the weaker section of the society and the gulf migration is high in Malappuram it leads to increase in their standard of living and its leads to a contradiction between the utilization of WCP in Malappuram district. Compared to the other two district's plan fund utilization rate, it is high in Wayanad District. It may be because of the socio economic and demographic characteristic of the district. During the period 2007-08 to 2010-11 there is an increase in the allocation and expenditure on plan fund in Wayanad but in 2011-12 period the expenditure amount is greater than the allocated amount.

When compared to the 10th, 11th, and 12th plan period; we can see that during the 10th plan period the Grama Panchayats like Othukkugal and Kuttippuram from Malappuram district and Thenkurissi and Muthalamada from Palakkad district fully utilized their allocated fund. Compared to the other two plan periods the per cent of WCP spent is reduced in 11th plan period. When analyzed the fund allocation from other sources we can see that during the 10th plan period the allocation is very less and the panchayats like Muthalamada, Thenkurishi and Kuttippuram have shown that no plan fund allocated from other sources. Compared to the other plan periods, during the 12th plan period the fund allocation from other sources is high in all Grama Panchayats. It is because during this period the number of projects is high in Grama Panchayats. When we computed the WCP allocation and expenditure amount with the total allocation and expenditure on selected Grama Panchayat. WCP is the mandatory allocation of 10 per cent fund for the welfare of women in local self-government but, we can see that majority of the selected Grama Panchayats did not allocate 10 per cent of fund during their plan period. When we look in to the 14 year allocation and expenditure of WCP in these GP we can see that five or six times they reached at 10 per cent and above.

To examine the differences in the means of allocation and utilization of fund on WCP is measured with the help of ANOVA. The result shows that we fail to reject the null hypothesis and say that there is no difference in mean allocation of WCP across selected Grama Panchayats. In the case of expenditure on WCP, the F- value is 6.631, and its associated p-value is .000. Hence, the result would be statistically significant and we reject the null hypothesis. It means there is a difference between the utilization of WCP among the Grama Panchayats.

7.2.2 To analyse the nature and degree of participation of women in Panchayat Raj Institutions

The fourth chapter analyzed the nature and degree of participation of elected women representative in Grama Panchayat. Another gender perspective on decentralization process is the reservation of seats from women in Grama Panchayat. To satisfy this objective primary data have been collected from three districts from Kerala and we have taken 305 samples from different Grama Panchayats. Kerala is diverse in its demographic and socio-economic characteristics of population. It influences the overall composition and social, economic and political development of the society.

When considered the position of the elected women members in Grama Panchayat we can see that, most of the elected women held the position like Panchayat Members. The positions like President and Vice President in Grama Panchayats have given the ordinary women a good chance to empower themselves and the Grama Panchayat as a whole. The position as Standing Committee Chairman is the additional position held by the elected members, these helped the women to excel in different fields and actively participate for the development of Panchayat. When considered the age, among the three districts the participation of middle aged elected women is very high because, compared to younger women they are relatively more experienced and their participation in Grama Sabha helps to ample the link between society and their children are relatively younger. The percentage of younger women participation is very less, it may be because they are more educated and they expected better opportunities rather than a panchayat member, and they are still in their prime reproductive stage, involved in the domestic activity and child care. In the case of

marital status, 93 per cent of the elected women are married. The role of religion is very important for the empowerment of women and compared to the earlier period, Muslim women's political representation has increased a lot in Grama Panchayats. While choosing the women candidates the political parties considered several of their capabilities, the most important was education. Educated women are considered to be more capable and potential women candidates while lower levels of education are considered less capable. Among the total, 53 per cent of the elected women had completed SSLC. Kerala is one of the states among India; where Female literacy is higher than Male literacy. Hence, compared to the elected Grama Panchayat members of other states in India, Kerala's elected members are better in the case of education. Among the three sample districts educational qualification is less (Below SSLC) in Malappuram District. Considered as a whole the participation of high educated women in Grama Panchayats are very less. When analysed this situation it can be seen that there is a close relation between the age of the elected women and their educational qualification. As shown earlier the participation of middle aged women representatives are very high and the representation of younger women is very less in the three sample districts. It may be because the less educated middle aged women are house wives and the highly educated younger women may be expecting better job than an elected women in Grama Panchayat. Political backgrounds of the females predominantly influence the political empowerment of the women. But in this analysis we can see that, among the total samples 80 per cent opine that they have no political background in school and college days and nearly, 20 per cent respond they have political background. Among the 20 per cent nearly, 32.8 per cent respond that family and multiple factors like family, friends, political party etc. have motivated them to participate in politics during school and college days. It means family is the most motivated and influencing factor because, political affiliation of parents persuade the political thinking of the children. Hence, most of them opine that family as the most motivated factor. Then, we tried to check, whether experience in politics has influence in their position in Grama Panchayat. But in the case of women representatives majority opined that such factors are not influenced their position. In the case presidents 30 per cent opined that they are active in politics. The same trend is shown

in the case of Vice President, Members and Standing Committee Chairman. Then in the case of political party affiliation majority of the elected women have strong political party affiliation and the reason they belong to political party are the multiple factors like personal interest, party ideology, traditional attachment of the family, communal interest and also husband's party ideology persuade them to attract political party. More than half of the elected women members opined that multiple factors influence them and more than 15 per cent respond that only political party ideology and traditional attachment of family in particular party influence them. Another interesting result elicits from the table is that when we analyse the multiple responds majority of the Muslim elected women opine that their husband's party ideology persuade them to attract politics. In the case of position held in the political party we can see that, among the total 50.8 per cent of the elected women responds that they never held any position in political party and they are new entrants in the political field and the working experience of the elected women with political party before election is very less in the group of President, Members and standing committee chairman in Grama Panchayat. In the case of social group more than 70 per cent of the Schedule Caste, Scheduled Tribe and Other Backward Class women are held on the position as an ordinary member in political party before contest in election. It means that they have experience in working with political party and it helps them to understand the real situation of the society and make good decisions for the problems. Experience as a member in Grama Panchayat helps the elected women to make good decision in Grama Panchayat. From the total majority (86.2 per cent) responds that in previous period they did not contest in Grama Panchayat election. This means most of the elected members are newly entered women members in Grama Panchayat hence, it influences the decision making of the women and this result pointed a question, what happened to our outgoing members? Because, now we completed two decades for the implementation of landmark Amendment Act. Hence, this question is very relevant in the present scenario. Because, after completing five years, majority of the Grama Panchayat elected members are not active in social and political field. This result also pointed a question that within five years the women elected members achieved empowerment is real or not.

In the case of reason for contest in panchayat election, nearly 90 per cent women responded that ward reservation is the only factor for their candidature. It means that constitutional compulsion is the main reason for women entry into politics. Otherwise political parties are not interested to give seat for women to contest in elections.

When considered the employment level among the total 59 percent of elected women responds that before contest in election they are not engaged in any job. It may be because majority is less educated middle aged house wives. In the case of awareness about PRI we can see that majority have no previous knowledge about PRI. They said that political party played an important role for the awareness of Panchayat Raj Institutions. Other than political party the organizations like NGOs, SHGs and Kudumbasree etc. plays a significant role to provide awareness about PRI. The participation in training programmes helps the elected women to improve their knowledge about PRI. The decision made in the official matters is the important variable for measuring empowerment, but only 18.4 per cent said that they have always enjoyed freedom to make independent decisions in official matters and when attending the Grama Panchayat meetings the elected women attain personal, administrative and leadership qualities.

These are the factors which determine the nature and degree of participation of women in Grama Panchayat and to analyse this we used Guttman Scale technique. For this analysis we used certain indicators including various items. All the results are significant and the value range from 0.33 to 1. It means all the indicators help to determine the nature and degree of participation of women in PRI.

7.2.3 To examine the role of selected social and institutional factors influencing women's participation in Panchayat Raj Institutions

The fifth objective examines the role of selected social and institutional factors influencing women participation in Panchayat Raj Institutions. In case of social institutions we take family, caste and communities as the influencing factors and in the case of formal institution NGOs, SHGs, NHGs and Kudumbashree are the supporting institutions. As we already mentioned that family and husband motivated

the elected women members in political party involvement. In the case of their candidature they opined that the family members were very satisfied about their candidature and they support them in the election process. In case of decision made in the official matters as a whole, 28.2 per cent opine that they often made independent decisions in the official matters and 26.2 per cent rarely made independent decisions.

In the case of institutional factors, we analyse the influence of Grama Sabha, NGO's, SHG's and Kudumbasree for the participation of women in Grama Panchayat. Among the total majority 82 per cent opine that they have known the rules but they face some difficulties because Grama Sabha is a public forum and different people participate in this forum. Hence, as a convener the elected women faced some difficulties to convening Grama Sabha. Majority said before contest in election they rarely attend the Grama Sabha. Therefore, from the beginning stage it is very difficult but now they very smoothly managed the meetings. Majority of the elected women opine that they attain personal, administrative and leadership qualities when convening the Grama Sabha meetings.

In the case of social services among the total majority 73.1 per cent said that they have no voluntary social service experience before contest in election and 25.2 per cent opine they actively involved in the voluntary social service before contest in election. But in the case of participation in formal institutions, Majority (77.4 per cent) opined that they are active in formal institutions before contest in panchayat election. 22.3 per cent respond that they are not active in organizations before contest in election. The participation in these organisations helps to increase their economic, social and political empowerment. They vigorously participate in the activities of the society and it helps to widen their connections with the people. A notable feature when compare to the other two districts is that, in Malappuram majority of the elected women are not members in any organisations before election. Another notable feature is that among the total 72.1 per cent opine that they actively participate in Kudumbasree. They are actively participating in the activities and training programmes conducted by Kudumbasree and it helps to improve their social networking and improve their social capital. As a part of Kudumbasree the elected women members have the ability to

negotiate and resolve conflicts and they actively participate in the meetings of village Panchayat and Grama Sabha. 34.1 per cent opined that after their candidature in Grama Panchayat they actively participate in the Kudumbasree meetings.

7.2.4 To evaluate women's social, economic and political empowerment through the participation in Panchayat Raj Institutions

The fourth and fifth chapter analysed the nature and degree of participation of women and the role of social and formal institutional factors influencing women in Grama Panchayat. When examining these two chapters we can see that the elected women members achieved various qualities after they enter into Grama Panchayat. Hence, in the sixth chapter we evaluate the social, economic and political empowerment of elected women members in Grama Panchayat. For the analysis of social, economic and political empowerment of women we make a social, economic and political index using modified version of HDI. The index is computed using 45 items, spread over various dimensions. This study is based on political participation of women hence various factors influencing the political empowerment of women in Grama Panchayat. For this analysis 20 variables are selected and the value of political empowerment index is ranging from 0 to 1.

The political empowerment is classified into low, medium and high political empowerment. Among the total sample 40.7 per cent is moderately political empowered elected women members and 59.3 per cent are highly political empowered elected women members. This result clearly indicates that with the entry into politics especially in Grama Panchayats, helped to empower the ordinary women a lot. We know that majority of the elected women members are less educated house wives, and reservation is the major reason for entry in panchayat election. But this result shows after entry in politics they empowered in the field of politics and it helps to empower personally, economically and socially. One of the notable result arrived from this analysis is that, among the total sample all elected women members are moderately or highly political empowered and no one included in the low political empowerment index category.

When compared to the political empowerment index with position of the elected women members we can see that among the sample units the President (80 per cent) and Vice- Presidents (70 per cent) are high politically empowered women. In the case of members 55.8 per cent are achieved high political empowerment and 44.2 per cent are medium political empowerment. In the case of Standing Committee Chairman (63.8 per cent) are high politically empowered elected women and remaining (40.7 per cent) are medium politically empowered elected women in Grama Panchayat. This result shows that in the case of women entry in politics government's reservation policies are very effective in nature. When exploring the average difference among the elected women members the value is highest (0.7475) in president than vice-president (0.73), standing committee chairman (0.6991) and members (0.6876). To analyse district wise differences of the political empowerment of the elected women is necessary because, one of the prominent aim of reservation is the political capability or empowerment. Among the total 59.3 per cent achieved high political empowerment and 40.7 per cent moderate political empowerment. Majority of the elected women representatives from Malappuram and Wayanad respond that they are moderately political empowered but in the case of Palakkad, majority opines that they are highly empowered. In the case of social group, the categories like SC, OBC and general achieved high political empowerment and in the case of ST category majority are moderately empowered.

For the analysis of economic empowerment index (EEI) we use 13 variables and a modified version of HDI. In the case of EEI, among the total 79 per cent of the elected women were highly economic empowered women. When going through the details of this particular result we can see that 10 elected women members achieved perfect economic empowerment during the period. 19 per cent respond that they are moderately empowered and only 2 per cent are low economic empowered women. This means that through political empowerment the elected women members achieved economic empowerment also. When compared EEI with position of the elected women members we can see that, among the total, 90 per cent of the presidents are high economic empowerment person and 10 per cent are medium economic empowered. When considering the vice- presidents, members and standing committee

members around 70 and above 70 per cent are economically empowered. Compared to medium economic empowered elected representatives the low economic empowered persons are very less. Like average difference from the PEI the average value is highest in president (0.8) than vice-president (0.7231), standing committee chairman (0.7520) and members (0.7402). In the case of district wise comparison majority opined that they economically empowered after they enter as an elected women members in Grama Panchayat. In the case of religious comparison among the total 79 per cent orate that they economically highly empowered after they enter into Grama Panchayat. In the case of economic empowerment, 87 per cent Muslim elected women respond that they empowered highly and social group wise analysis shows that they achieved moderate or high economic empowerment but in the case of SC 10.5 per cent are low economic empowered compared to other group.

Like political and economic empowerment, various factors influence social empowerment of the elected women in Grama Panchayat. For measuring social empowerment we used 12 variables and used the same methodology. Considering the 12 indicators 66.9 per cent of the elected women are high socially empowered women in Grama Panchayat. It means that like political and economic empowerment the elected women are empowered socially also. 11.8 per cent and 21.3 per cent of the elected women respond they are low and medium respectively. In the case of position, all elected women members socially empowered become a member in Grama Panchayat. The average differences show that the value ranges from 0.17 to 1 with a total average value of 0.6708. When evaluating this we can see that the average value is highest in president (0.7125) than vice-president (0.6167), standing committee chairman (0.6451) and members (0.6774). Among the three religion majority of the elected women opined that they empowered highly in the case of social empowerment. But, compared to other religion, low and moderate social empowerment rate is high in the case of Muslim elected women representatives. Because, majority of the Muslim elected representatives responds that their participation in the social activities were less compared to other religious groups. In the case of social group differences, among the total population, SC (78.9) and ST (93.8) respond that they are highly empowered in the case of social matters. These are

the main marginalized sections of the society and entry into Grama Panchayat helps to generate social empowerment. The case of General and OBC category also shows the same trend in social empowerment.

The above analysis shows that after women enter into Grama Panchayat they are empowered socially, economically and politically. Therefore, a composite index is calculated to measure the total empowerment of women elected members in Grama Panchayat. Among this 63.3 per cent elected women representatives are high empowered and remaining are moderately empowered. One of the notable results emerged from this analysis is that after they enter into Grama Panchayat all elected women representatives are empowered in one way or the other. No respondents were included in low empowered range. The average value of total empowerment with respect to the position shows that, the average value is highest in president (0.7533) than vice-president (0.6899), standing committee chairman (0.6987) and members (0.7017). Considering the whole analysis we can see that after entering in to Grama Panchayat as a member the ordinary women are empowered socially, economically and politically.

7.3 CONCLUSION

Political participation of women in state legislative assembly and parliament shows that the women are vulnerable in political indicators in our society. But, after the implementation of 73rd Amendment Act the position of women have been changed in the society. The participation of women in local self-government shows the real position of women in the political field. But, this participation is on the basis of constitutional compulsion. From this study we analysed decentralization process in a different gender perspective and found that women component plans are most efficient tools for women empowerment in our society but it is not effectively utilized in the Grama Panchayat. These allocations are for the welfare of women in the society and the less effectiveness is negatively associated with the welfare of society. The selection of activities under WCP is also questionable because, majority of the activities is based on housing related projects rather than income and employment generation activities. It may also influence the financial development of women in

Grama Panchayat, because one of the prominent visions of WCP is government financing the development for the welfare of women in the society. When considered the participation as an elected member in Grama Panchayat, majority of the elected women are less educated, middle aged house wives. They have no prior employment and political background before contest in GP election and majority opined that reservation policy is the major reason for their participation in GP. But after the decision to contest in GP election they received support from family, husbands and most importantly from the political parties. These are the important motivational factors influenced for the participation of women in GPs. The label of political party is prominent for the participation of an ordinary woman into politics. Therefore the reservation policy and political party affiliation helps to attain empowerment of women. It means that political representation is not backed by prior empowerment, but the very political representation may help attaining empowerment. The organizational experience, political support, Leadership qualities and training skill support the root of empowerment of the elected women in Grama Panchayat. Among the discussions we can see that elected women attain empowerment not very drastically through financial assistance of government and empowered socially, economically and politically through participate as an elected women member in Grama Panchayat. We tried to calculate certain indices and quantify the political, social and economic empowerment of women. This result has been shows that among the three Empowerment Indices majorities of the elected women are politically, socially and economically empowered. Considered the district wise comparison on empowerment indices the elected women from Palakkad is highly empowered in the case of PEI and SEI. In the case of EEI the elected women members from Malappuram is highly empowered. Considered the Social Group comparison with empowerment indices SC elected women are highly empowered in PEI, General women are highest in EEI and ST elected women are highly empowered in SEI. Therefore, the government's intervention through financial assistance and reservation policies helps to reduce the gender inequalities in our society and its helps to move the gender balanced social, economic and political empowerment.

Policy Implications

Government is financing the welfare of women through devolution of fund in the decentralisation process. We already see that the effective utilisation and implementation of activities under WCP questionable. So there is a need to improve the utilisation and the selection of activities under WCP in Grama Panchayat for the reduction of inequality and overall welfare of women in the society. In the case of elected women representatives, they achieve empowerment after the enter in to Grama Panchayat but majority respond that reservation is the major reason for their participation that means Reservation empowerment is existed and majority are not interested to context in next election. Hence, there is an effective government mechanism is necessary to change the perspective of people and political party.

7.3 Further Scope for the Study

After the implementation of 73rd Amendment Act and Kerala Panchayat Raj Act (50 per cent seat reservation) helps to empower ordinary women in socially, economically and politically. In the case of Kerala female sex ratio is high and the chance as a member in PRI has got a diminutive portion of women in the society. That means majority are exterior in the policy implication hence, to examine the trickle down of the achieved empowerment of elected women in Grama Panchayat is necessary for the overall gender balanced development of the society.

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APPENDIX

EMPOWERMENT OF WOMEN THROUGH PARTICIPATION IN PANCHAYATI
RAJ INSTITUTION

SCHEDULE FOR
WOMEN PRESIDENT, VICE- PRESIDENT AND MEMBERS OF GRAMA
PANCHAYAT

VIDYA S.

Research Scholar

Dr. John Mathai Centre

I GENERAL INFORMATIONS

Q. No		
1	Name of District	
2	Name of Grama Panchayat	
3	Name of Village	
4	Name of Taluk	
5	Total number of wards in panchayat	
6	Ward Number	

II PERSONAL INFORMATION

Q.NO			
7	Name of the Respondent (in capital)		
8	Position of respondent in the Panchayat		1. President 2. Vice-president 3.Member 4. Standing Committee Chairman
9	Permanent Address		
10	Age		
11	Marital Status		1.Single 2.Married 3.Widowed 4.Separated
12	Religion		1.Hindu 2.Muslim 3.Christian 4.Others

13	Caste		1.SC 2.ST 3.OBC 4.General
14	Educational Qualification		1.Bellow SSLC 2.SSLC 3.PDC 4.Degree 5.PG 6.Diploma 7.Professional 8.Other
15	Monthly Income		
16	Family Status		1.APL 2.BPL

17. Details of Family Members

COL	1	2	3	4	5	6	7	8
SI.NO	Name	Relation with Respondent	Age	Marital Status	Educational Qualification	Occupation	Income	Political involvement

Column 2: 1.Husband 2.Father in law 3.Mother in law 4.Son 5. Daughter 6.other (Specify)

Column 4: 1.Married 2.Unmarried 3.Other

Column 5: 1.Bellow SSLC 2.SSLC 3.PDC 4.Degree 5.PG 6.Diploma 7.Professional 8.Other

Column 6: 1.Agri. Labour 2.Industry Labour 3.Businessman 3.Bank Staff 4.Govt. Employee
5.Self Employed 6.Unemployed 7.Other

Column 7: 1.Yes 2.No

III. NATURE, DEGREE AND POLITICAL PARTICIPATION IN PRIs

SI. No			
18	Did you active in politics during your School or College days?		1.Yes 2.No
19	If yes, in what way and who motivated details?		1.Family 2.Friends 3.Self 4.Party 5.Other
20	How long have you been in politics?		1.1year 2.2Year 3.3year 4.4year 5.5year 6.above 5year

21	Are you affiliated to any political party?		1.Yes 2.No
22	If, Yes (specify)		1.CPI 2.CPI(M) 3.INC 4.BJP 5.ML 6.KC 7.KC(B) 8.Others/Independent
23	The position held in the party?		1.Office Bearer 2.Ordinary Member
24	How long have you been attached to the political party?		1.1year 2.2year 3.3year 4.4year 5.5year 6.above 5year.
25	Why do you belong to the party?		1. Personal Interest 2.Respect for the party ideology 3.Strong Leadership 4.Traditional attachment of Family 5.Communal Interest. 6.Husband 7.Other
26	How did your family react your decision to be a party member?		1. Very Satisfied 2.Satisfied 3. Neither 4.Dissatisfied 5.Very dissatisfied
27	Were you an elected member before?		1. Yes 2. No
28	If, Yes in which election?		1.2005 2.2000 3.1995 4.1990 5.Other (specify)
29	How many times did you contest in panchayat elections?		1.1 st time 2.2 nd time 3.3 rd time 4.Other (specify)
30	Can you mention the per cent of votes you attained that election?		1.10% 2.20% 3.30% 4.40% 5.50% 6.other (specify)
31	Can you explain the expenditure for your election?		1.25,000 2.50,000 3.75,000 4.1,00000 5.above 1,00000
32	What are your sources of finance at the election expenditure?		1.Political Party 2.Personal Property 3.Loan from Banks 5.Loan from organisations 6.Other (Specify)
33	Whether you lose election?		1.Yes 2.No
34	If, Yes in which election?		1.2005 2.2000 3.1995 4.1990 5.Other (specify)
35	What motivated you to contest the panchayat election?		1. Active Interest in Politics 2.Political Parties 3.Husband 3.Family 4.Women's Reservation 5.Caste/Community 6.Agencies 7.To serve the Society better 8. Other (Specify)
36	Did you contest elections only because your ward was reserved for women?		1.Yes 2.No
37	What was the attitude of your family members to your candidature?		1. Very Satisfied 2.Satisfied 3. Neither 4.Dissatisfied 5.Very dissatisfied
38	Are you employed before?		1.Yes 2.No
39	If, Yes specify?		1.Public 2.Private 3.Self 4.Cooly 5.Govt. Daily Wage
40	What was the source of help and support you used during panchayat election?		1.Husband 2.Family 3.Caste/Community 3.Agency 4.Political Party 5.All of the Above 6.Others (specify)

41	Were you involved in the activities of election?		1.Yes 2.No
42	If, Yes what type of involvement?		1.Filling nomination 2.Door to door publicity 3.Participation in meeting/rallies 4.Distribution of pamphlets 5.Displaying poster 6.Collection of election funds 7.Casting votes 8.Use of media 9.All the above 10.Othere (specify)
43	Are you quite familiar panchayati raj system, before you contest election?		1.Yes 2.No
44	If, Yes kindly state from whom you became aware it?		1.Husband 2.Family 3.Officers 3.Political Leaders 4.Organisations 5.TrainingCentres 6.Coleque 7.Friends 8.Reading 9.Other (specify)
45	Are you quite familiar with 73 rd Amendment Act and Kerala Panchayat Raj Act, before you contest election?		1.Yes 2.No
46	If, Yes whom you became aware it?		1. Husband 2.Family 3.Officers 3.Political Leaders 4.Organisations 5.TrainingCentres 6.Coleque 7.Friends 8. Reading9.Other (specify)
47	Have you attend any training programme related to PRI and how many times?		1.1time 2.2times 3.3times 4.4times 5.5times 6.above 5
48	If, Yes where you attend?		1. KILA 2.IRTC 3.Kurukshetra
49	What is your gain when attend that training programme and any suggestion?		1. Help to know panchayat raj system 2.73 rd Amendment Act 3.Kerala Panchayat Act 4.Improve Leadership Quality 5.Inprove Self Confidence 6.Improve Administrative Quality 7.All of the above 8. Others (specify)
50	How did men Panchayat members respond to your entry in to Grama Panchayat?		1. Very likely 2. Somewhat likely 3. Neither likely or unlikely 4. Somewhat unlikely 5. Very unlikely
51	How did other female members respond to your entry in to Grama Panchayat?		1. Very likely 2. Somewhat likely 3. Neither likely or unlikely 4. Somewhat unlikely 5. Very unlikely
52	Do you think you can take independent decisions in official matters?		1.Never 2.Rarely 3.Sometimes 4.often 5.Always
53	If, No who control or advice you?		1.Husband 2.Family 3.Brothers 4.Other members of the Family 5.Friends 6.Political Party 7.Other(Specify)
54	How much control do you feel in every day decision making?		1 .No control 2.Control over some decisions 3. Control over most decisions 4.Control over all decisions

55	Do you feel that you have the power to make important decisions that change the course of your life?		1. Totally unable to change life 2. Mostly unable to change life 3. Neither able nor unable 4. Mostly able to change life 5. Totally able to change life
56	Have you succeeded in attending meetings of panchayat committee without fail?		1. Never 2. Rarely 3. Sometimes 4. often 5. Always
57	If, No what is the main reason?		1. Personal Constrain 2. Family Constrain 3. Political Constrain
58	Which of the following qualities of personality have you developed through your participation in panchayat committee?		1. Self confidence 2. Assessment capacity 3. Leadership Quality 4. Decision Making Power 5. Morale 6. All the above 7. Other (specify)
59	Which of the following qualities of leadership have you developed through your participation in panchayat committee?		1. Planning 2. To co-ordinate 3. To supervises 3. Communication skill 4. All of the above 5. Other
60	Which of the following administrative skills have you developed through your participation in panchayat committee?		1. Quick and strong decisions 2. Judging Capacity 3. Doing things well 4. All the above 5. Other (specify)
61	Which of the following sociability traits have you developed through your participation in panchayat committee?		1. Interacting freely with others 2. Expressing ideas freely 3. Developing informal relations 4. Developing positive thinking 5. All the above 6. Others (Specify)
62	Whether they value your opinion in decision to be made in the meeting of panchayat committee?		1. Never 2. Rarely 3. Sometimes 4. often 5. Always
63	If, Always what decision you made?		1. Administrative 2. Development 3. Strategic 4. Economic 5. Public 6. Women Component Plan 7. All the above 8. Others (specify)
64	If, Never how does this usually come about?		1. Decision is imposed from party 2. The president decides and inform the other members 3. President asks members what they think and then decides 4. The members hold a discussion and decide together 5. Other specify
65	As a woman member who mostly co-operate with your duties?		1. Local body members 2. Your party members 3. Other Party members 4. Officials 5. Local People 6. Husband 7. All of the above 8. None
66	As an elected member, what affect you most adversely?		1. Time Constraints 2. Non co-operation of female members 3. Ignored by male members 4. Family Problems 5. Political Problems 6. All the above 7. Other (Specify)

67	Do you think women's entry in to politics has produced qualitative changes in public life?		1. Extremely 2.Very 3.Moderately 4.Slightly 5. Not at all
68	To great extent, how specify?		1.To Know women's Problems 2.Freely mingle with all people 3.Help women and old people 4. Mostly Ordinary women's share their problems to women representatives 5.When people need women members help their 6.All of the above
69	If are you ever been experienced any male domination in the functioning of panchayat committee?		1.Never 2.Rarely 3.Sometimes 4.often 5.Always
70	Did you conduct any leadership training programmes for women?		1.Never 2.Rarely 3.Sometimes 4.often 5.Always
71	Do you support women's reservation in State Assemblies and Parliaments?		1.Never 2.Rarely 3.Sometimes 4.often 5.Always

V. SOCIAL EMPOWERMENT AND ROLE OF FORMAL INSTITUTIONS

72	Do you know the functions and responsibilities of Grama Sabha?		1. Yes 2. No
73	As the convener of Grama Sabha could you convene its meeting as per rules?		1. Never 2. Rarely 3. Sometimes 4. Often 5. Always
74	Rate of attendance in Grama Sabha?		1.Less than 50 per cent 2 .50 per cent 3.More than 50 Per cent
75	If, less than 50 per cent what are the reasons?		1.Grama Sabha(GS) is seen as a forum of beneficiary selection 2.Most participating GS expecting benefits 3.Once a benefit is got, less likely to get the next 4.Benefits are limited to particular sections only 5.People are busy with their own personal affairs 6.Political bias in decision making 7. All of the above 8.Other
76	How to improve the participation of peoples in Grama Sabha?		1.Give orientation 2.Contect Awareness programme 3.Conduct discussions
77	Nature of discussion in Grama Sabha?		1.Related to welfare of the locality 2.Related to health facilities in locality 3.Related to social activities and problems in the locality 4.Related to cultural activities of the locality 5.All of the above

			6.Other
78	Positives of Grama Sabha?		1. Very Satisfied 2.Satisfied 3. Neither 4.Dissatisfied 5.Very dissatisfied
79	Negatives of Grama Sabha?		1. Very Satisfied 2.Satisfied 3. Neither 4.Dissatisfied 5.Very dissatisfied
80	As a woman do you find any difficulty in convening Grama Sabha meeting?		1.Never 2.Rarely 3.Sometimes 4.Often 5.Always
81	If, sometimes what are the difficulties?		1. Low participation of people 2.Non co-operation of other party people 3.Non co-operation of Peoples 4. All the above 5.Others (specify)
82	By spearheading Grama Sabha meetings, which of the following qualities of personality have you developed?		1. Leadership 2.Self confidence 3.Acquiring Knowledge 4. Assessment Capacity 5.Management Capacity 6.Morale 7.All the above
83	By organising Grama Sabha meetings which of the following leadership qualities and administrative skills have you developed?		1.Planning 2.Judging Capacity 3.Quick and Strong decisions 6.To supervise 7.Practical mindedness 8.Doing things well 9.All the above 10.Others (specify)
84	What are the new initiatives or innovative plan /programme you implemented in your ward for the better place to live?		1.New road 2.public pipe/well 3.irrigation facilities 4.New pond 5.Electricity Facilities 6.special plans for Women/Elders/Children 7.All of the above 8.Other (Specify)
85	You have any predetermined plans to implement in your ward?		1.Yes 2.No
86	If, Yes Specify?		1.New road 2.public pipe/well 3.irrigation facilities 4.New pond 5.Electricity Facilities 6.special plans for Women/Elders/Children 7.All of the above 8.Other (Specify)
87	Are you getting sufficient support from the people?		1.Never 2.Rarely 3.Sometimes 4.Often 5.Always
88	Generally speaking, would you say that most people in your ward can be trusted, or that you cannot be too careful in your dealing with other people?		1.Most people can be trusted 2.You cannot be too careful 3.Not trusted
89	In general, do you agree or disagree with the following statement?		1. Most of the people who live in this ward can be trusted 2. In this ward, one has to be alert or someone is likely to take advantage of you 3. Most of the people in this ward willing to help if

			you need it 4. Most of the people who live in this ward can't be trusted				
90	Your opinion on the level of trust in this panchayat over the last five years?		1. Very Satisfied 2.Satisfied 3.Neither 4.Dissatisfied 5.Very dissatisfied				
91	Whether the caste you belong to influence people to support your activities?		1.Always influence 2.Influence most of the time 3.Influence some times4.Rarely influence 5.Never Influence				
92	There are often differences in characteristic between people living in the same ward, to what extent do any such differences characterised your ward?		1. To a very great extent 2.To a great extent 3.Neither neither great nor small extent 4. To a small extent 5.To a very small extent				
			caste	income	religion	Political activity	Social status
93	Do any of these differences deter your activities?		1.Never 2.Rarely 3.Sometimes 4.Often 5.Always				
94	Do you have an experience in voluntary social service?		1.Yes 2.No				
95	If yes, specify		1.Mahila Samajam 2.Paliative Care 4.Agricultural Associations				
96	Were you an active member of formal institution before?		1.yes 2.No				
97	If yes, name of the organisation in which you are a member?		1. NGOs 2.SHGs 3.Kudumbhasree 3.NHGs 4.Sreyas 5. Other (specify)				
98	How long you have been a member of that organisation (specify)?		1.Less than 1year 2.2year 3.3year 4.4year 5.5year 6.above 5year				
99	Who suggested you to join the organisation?		1. Self 2.Husband 3.Other family members 4.organisational officials 5. Neighbours 6. Friends 7.Other (specify)				
100	Why did you join that organisation?		1.Social Benefit 2.Economic Benefit 3.Political Benefit 4.Other (specify)				
101	What was your status in that organisation?		1. Office barer 2.Member				

102	Do you think that membership in organisation help you to improve your political representation?		1.Never 2.Rarely 3.Sometimes 4.Often 5.Always
103	Do you think that organisations help the cause of women's empowerment?		1.Never 2.Rarely 3.Sometimes 4.Often 5.Always
104	As part of such organisation, do you get any training for improving your leadership?		1.Never 2.Rarely 3.Sometimes 4.Often 5.Always
105	What was the impact of that training?		1.Get knowledge about our rights 2.Get knowledge about govt schemes and benefit 3.increased self confidence 4.Actively participate in decision making in family 5.All of the above 6.Other (specify)
106	Did your colleague in the organisation help or motivate you to contest in panchayat election?		1.Never 2.Rarely 3.Sometimes 4.Often 5.Always
107	Did colleague in the organisation were extent support for the electoral process?		1.Never 2.Rarely 3.Sometimes 4.Often 5.Always
108	If yes, always, what type of support?		1. Filing nomination 2. Door to door publicity 3. Collection of election fund 4. Distribution of pamphlets 5. Casting votes 6.All of the above 7. Other (specify)
109	What were the benefits you achieved after joining the organisation?		1.Got knowledge about social, political and economic situations of the society 2.Family and people respect your decisions 3.Can express your views independently 4.Economic independence 5.All of the above 6.Others (specify)
110	What were the problems did you face after joining the organisations?		1. Non co-operation from family and husband has increased 2. Your daily work is badly affected 3. You have neglected children 4. You have additional stress for saving and repayment of loan 5. All the above 6.Other (specify)
111	Do you think after joining the organisation your participation at the local level has increased?		1. Much better 2.Somewhat better 3.Stayed the same 4. Somewhat worse 5. Much worse
112	As a member of organisation do you actively participate in;		1. In the meetings of village panchayat 2. The meetings of grama sabha 3. Participate in the

			electoral process 4. All the above
113	Did the membership in the organisation help you to improve your communication skills?		1.Never 2.Rarely 3.Sometimes 4.Often 5.Always
114	Do you think that your involvement in the organisation has given you more ability to negotiate and resolve conflicts?		1.Never 2.Rarely 3.Sometimes 4.Often 5.Always
115	Do you think that your involvement in the organisation helped to meet many practical needs of the community?		1.Never 2.Rarely 3.Sometimes 4.Often 5.Always
116	Mentioned your present involvement in the organisation?		1. Very High 2.Above Average 3.Average 4. Very Low 5.None

117. Who take the decisions in your family?

Decisions	Land	House	No: of children	Marriage of children	Education of children	
Self						
Husband						
Father in law						
Mother in law						
Combined						
Other members in the Family						

VI. ECONOMIC EMPOWERMENT

118	Who is the head of your house hold?		1.Your self 2.Husband 3.Father in law 3.Mother in law 4.Other (specify)
119	Do you own any property?		1.Yes 2.No
120	Did you take loan from any credit institutions?		1.Yes 2.No

121	If yes, which institution?		Institution	Amount	Purpose of spend	Due	
			Banks				
			NGOs				
			SHGs				
			Money lenders				
			Others				
122	Have you got the freedom to spend money without anyone's permission?		Clothing	Cosmetics	Kitchen items	Entertainment	other
1.Never 2.Rarely 3.Sometimes 4.Often 5.Always							
123	Does husband or father reduce their contributions to family expenses?		1. Almost always 2.Often 3.Sometimes 4. Seldom 5.Never				
124	Do you think that income generation is an essential element in empowering women?		1. Very important 2.Important 3.Fairly important 4.Slightly important 5.Not important				
125	Do you think that the improvement in women's education can help the empowerment of women?		1. Very important 2.Important 3.Fairly important 4.Slightly important 5.Not important				
126	Do you think that your financial independence has enhanced your self-esteem and self confidence?		1.Never 2.Rarely 3.Sometimes 4.Often 5.Always				
127	Do you think economic security is indispensable for women's participation in society?		1. Almost always 2.Often 3.Sometimes 4. Seldom 5.Never				

128	As member of panchayat you have ability to prepare accounts of the panchayat work?		1. Almost always 2.Often 3.Sometimes 4. Seldom 5.Never				
129	Do you have the ability to make payment of bills in panchayat works?		1.Never 2.Rarely 3.Sometimes 4.Often 5.Always				
130	Do you have any insurance policy?		1.Yes 2.No				

131	If Yes,		Sum assured	premium	Claimed amount
132	Do you have interested to context forthcoming elections?		1.Yes 2.No		
133	If No, reasons		1.Heath Problems 2.Family Problems 3.Deside political party 4.Political Problems 5.Give chance to other people 6.Personal Problems 7.General Ward		