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**KERALA INSTITUTE OF LOCAL ADMINISTRATION (KILA)**

Mulamkunnathukavu P O, Thrissur - 680 581, Kerala, India,
Ph: +91-487-2207000, 2201312, +91-487-2201062
Mail: info@kila.ac.in
Web: www.kila.ac.in


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WOMEN COMPONENT PLAN IMPLEMENTED BY THE LOCAL GOVERNMENTS OF KERALA

**25TH YEAR OF PEOPLE'S PLAN CAMPAIGN IN KERALA**

# WOMEN COMPONENT PLAN

## IMPLEMENTED BY

# THE LOCAL GOVERNMENTS OF KERALA

**STUDY REPORT**

**KERALA INSTITUTE OF LOCAL ADMINISTRATION (KILA)**
**Mulamgunnathkavu P.O. Thrissur, Kerala, INDIA**
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**25th Year of People's Plan Campaign in Kerala**
**Women Component Plan**
**Implemented by the Local Governments of Kerala**

**Chief Editor**
Dr. Joy Elamon
Director General, Kerala Institute of Local Administration (KILA)

**Prepared by**
Dr.Amrutha K P N
Dr. Amruthraj.RM
Rismiya R I
Moyi V
Sasikala K G
Shihab T M

**Cover Design**
Abhiram. K T K

**Layout**
Elzabeth Minu Mathews

**DTP**
Srilatha S

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**Kerala, INDIA**
**Email: info@kila.ac.in Website: www.kila.ac.in**

# FOREWORD

It has been 23 years since the beginning of decentralised planning in Kerala. The Women Component Plan is an innovative initiative by the State Government through local self-governments and decentralised planning. Not less than 10 per cent of the plan fund received by each local government has to be mandatorily allocated for Women Component Plan projects. Women development activities through general projects and Women Component Plan projects are aimed at improving the condition and status of women in Kerala.

Women Component Plan is based on the realisation that development cannot make significant strides without solving the specific issues of women who constitute more than half of our population. However, after examining the merits and demerits of women developmental activities that have been going on for the last 23 years, it became evident that a study was needed to improve Women Component Plan projects.

We are extremely happy to submit this study report, conducted by the resource persons of KILA and researchers in a fully participatory manner to the Government and the general public.

KILA expresses its immense gratitude to all the local governments that have collaborated with us in this endeavour.

**Dr. Joy Elamon**
Director General, KILA

# INTRODUCTION

It has been 23 years since Women Component Plan was launched as part of decentralised planning in the local self-governments in Kerala. Development can only be achieved by addressing the practical and strategic needs of women, who make up more than half of the population. So it was decided to allocate at least 10 per cent of the annual plan fund of the local self-governments for improving the condition and status of women. This initiative has helped improve the status of women in local self-governments in general and the visibility of women has been achieved in all walks of life. However, we realise that the status of women in the public sphere and in the domestic environment of Kerala has still not improved.

In the above context, KILA set up a study on Women Component Plan. KILA conducted this study in 134 local self-governments (Gram Panchayats, block panchayats, district panchayats, and corporations/ municipalities) of the 14 districts of Kerala. Women Component Plan projects implemented in the annual plan from 2010-11 to 2017-18 were selected for the study. The Gender School for Local Governance of KILA conducted this study with the support of the gender resource persons in KILA. Information for the study was collected from elected representatives, implementing officers and beneficiaries of the 134 local self-government institutions. Discussions during the course of the study helped elected representatives to enhance their perception on Women Component Plan. The implementing officers were also sensitized on how to implement Women Component Plan projects effectively in general. It also brought out a discussion on Women Component Plan at the local self-government level.

Based on this study, it is vital to improve systems like Jagratha Samithi and gender resource centre to achieve gender equality at the local level. We also expect that concepts such as the safety of women in all sectors, freedom of mobility, freedom of expression, access and control at all levels of life, conducive atmosphere in public spaces and sustainable development based on gender equality would come out as project proposals in the coming years in local self-governments.

We express our heartfelt gratitude to all the local self-governments who helped KILA in completing this study. We would like to thank Dr. Joy Elamon, Director General, KILA, Mr. Mathew Andrews, Assistant Director, KILA, and Mr. Madan Mohan, CEO, Kerala Gram Panchayat Association for their expert advice. We would also like to thank all the Gender Resource Persons who have worked tirelessly to gather information for this study.

**Dr. K P N Amrutha**

Gender School for Local Governance, KILA

# ACKNOWLEDGEMENT

This is a study on Women Component Plan of local self-governments, implemented from 2010-11 to 2017-18. It was conducted in a participatory manner. Apart from preparing a report, the study team provided adequate interventions in selected local self-governments in implementing Women Component Plan more effectively in future. The suggestions and support extended by Dr. Joy Elamon, Director General,KILA, at every stage was greatly helpful in preparing this report. The support of Mr. Mathew Andrews, Assistant Director, KILA, to this study report is invaluable. A bunch of discussions and workshops were conducted with people who were experts in this field to prepare this report. The insightful thoughts of Mr. Madan Mohan, CEO, Kerala Gram Panchayat Association, and the Resource Person of KILA have enriched this study report. Support of Ms. Shanthamma, Ms. PreethiUnnikrishnan, Dr. Dileep Kumar, Ms. Jayasree S, Ms. Rejitha G, Mr.Santhosh Kumar, Dr. Ramya, Ms. Beena Sunny and Ms. Anitha Baburaj, the Resource Persons of KILA and experts in this field have been very helpful in the initial stage of this report. We would like to thank Ms. Vineetha,M, Lecturer of KILA in Woman and Child Development, for her initial assistance. We remember all of them on this occasion with gratitude and love. We would like to express our sincere gratitude to the local government for collaborating with KILA to conduct this study. The service of 140 Resource Persons of KILA, who were part of the gender training and collection of information, is also invaluable. I express my heartfelt gratitude to them. This study would not have been successfully completed without detailed information from IKM on the projects of selected local self-governments of the last 8 years.We would like to take this

opportunity to express our gratitude to IKM and its officials. Thanks to RGSA coordinators of KILA for their help in coding the information received. Special thanks are due to Ms. Rani Sebastian for her valuable work in analysing the data which helped to prepare the report. I would like to take this opportunity to thank Ms. SrilathaS, DTP Operator, KILA, for typing the report. We would like to express our deepest gratitude and love to Ms. Sasikala K.G, Mr.Moyi.V and Mr.Shihab T.M who prepared this study report for KILA in this form. We express our special thanks to Dr. Amruthraj.R.M, Specialist in Women's Studies whose guidance enriched the report. Last but not the least, the tireless effort of Dr. K.P.N.Amrutha in leading this study and bringing out this report in this form has been noteworthy. I would like record my thanks and appreciation to all, on behalf of KILA.

**Rismiya R. I**

Training Associate, KILA

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**M B Rajesh**
Minister for Local Self Governments,
Rural Development and Excise
Government of Kerala

# 25 years of People's Planning - A Success story of decentralisation of power in India

The People's Plan Campaign is a unique initiative that has transformed the landscape of developmental politics in Kerala. This great experiment encapsulated the democratic achievements, Kerala made over the decades. It included the land reforms initiated by the first Communist government led by EMS Namputiripad, the government which was the product of larger movement for land in the pre-independent era and also included the innumerable struggles for land- rights and surplus land in the post – land reform period by the tenants across the state.

In 1996, the state launched the People's Plan Campaign, which was designed and implemented as a successful methodology for transferring fund, functions and functionary that constitutional amendments in 1992 envisaged as the necessary condition to make the devolution of power possible. The campaign and the related process empowered the local level leadership and people at large to plan and implement their own development projects, ensuring inclusive development. Potential of our decentralized government system which was nurtured by the People's

Planning process got its effective manifestation during the time of 2018 flood and Covid. Along with the Kudumbashree movement, decentralisation of power through the people's planning has achieved remarkable success in enhancing the quality of life of people of Kerala and expanding the vistas for economic wellbeing and social development.

Today, in yet another transformative moment of Nava Keralam, new responsibilities are placed confidently on the shoulders of local governments in Kerala. Government expects local governments to become the leaders of economic development by fostering the growth and employment on par with that of developed nations, as it has been in the case of human development. In the journey of creating a Nava Keralam, we also pin hope on our local self-government institutions to make Kerala waste free by clearing the waste produced in our own neighbourhoods through the sustainable systems.

The series of 25 books published by KILA is a valuable contribution to the knowledge base on decentralization, documenting the experiences of the People's Plan Campaign and capturing the essence of decentralization and the role of local governments in development. I am confident that these books will serve as a valuable resource for other states and countries that are striving to achieve sustainable development through decentralization.

I congratulate the team at KILA and the local governments of Kerala for their outstanding work and am proud of the achievements of decentralization in Kerala. I am confident that the state will continue to scale new heights in the years to come.

# 1
# STUDY ON WOMEN COMPONENT PLAN NEED AND RELEVANCE

## PANCHAYATRAJ SYSTEM

A two-tier system, including central and state governments defined by the Indian Constitution was the governing system in India in the initial phase. The 73rd and 74th Amendments to the Constitution in 1992, a milestone in the process of decentralisation, transferred more administrative rights to local governments and strengthened these institutions to become autonomous institutions with constitutional back up. Including 11th and 12thschedule to the Indian Constitution aimed at forming local self-government under central and state governments which can consequently bring financial development, cemented in social justice. Involvement of local body in responsible governance in addition to central and state governments was the first priority of a constitution. As a result, the three-tier panchayat system and municipalities became part of the Constitution, as did the central and state, which are important in the governance of India. Subsequently, general elections were held at five-year intervals in the three-tier government system, as had been done in the previous two-tier system. The discretion over the transfer of powers to the local bodies was vested in the respective state governments. As the part of the constitutional amendment, systems like the Gramsabha, wardsabha, district planning committee, ombudsman, tribunal, finance commission and election commission, where people could directly participate in administrative and development activities, were formed.

Local self-government institutions are a system that is directly accessible to the people and enables them to intervene in the developmental affairs of their area. The main feature of the threetier panchayat system is that people can be directly involved in the administration.

As part of the said constitutional amendment, one-third reservation for women and population-wise reservation for Scheduled Castes and Scheduled Tribes were ensured.

## DECENTRALISATION IN KERALA

Kerala began the efforts to strengthen its PRI institutions shortly after the formation of the state. The administrative reform committee, which was formed by the first government in 1957, suggested that the local government must be the pillar of public administration and development and passed a number of bills, including the District Council Bill, on decentralisation. The Kerala Panchayat Raj Act of 1960 and the Kerala Municipality Act of 1961 were in force in Kerala before the 73rd and 74$^{th}$constitutional amendments. The Kerala Panchayat Raj Act and the Kerala Municipality Act were passed by the Kerala Legislative Assembly in 1994. With the backing of these laws, new local governments were formed in Kerala in 1995. These were the first local governments in Kerala with constitutional back up.

## PEOPLE'S PLAN CAMPAIGN

Efforts were made to strengthen the local government system in Kerala, by leveraging the advantages of the Amendment to the Constitution. The Kerala Government, which came to power in 1996, initiated people's planning campaign on the premise that decentralisation, along with local planning and hence people's participation, was essential to overcome the development problems in Kerala. The People's Planning Campaign was

inaugurated on August 17, 1996. Many obstacles had to be overcome to implement decentralised planning. Although the Panchayat Raj Act came into force no rules had been framed for it, officials and institutions were not handed over to local governments, and elected representatives did not have the administrative experience to take on heavy responsibilities, statistics required for comprehensive planning were not available at the panchayat level and there was also a lack of technical expertise to prepare projects and plans.

People's planning campaign was the new approach introduced by the government to overcome these obstacles. Services of volunteers, experts, officials and the public were mobilised under the elected representatives informally who were not formally available to the local bodies.

It was decided to give 40 per cent of the State Plan Fund to the local self-governments and to overcome obstacles by using the people's planning campaign. Kerala is the one and only state which implemented decentralisation in its full sense. People's planning campaign really helped Kerala to achieve this stature in India.

Panchayat Raj Act has witnessed further amendments based on the suggestions of the Sen Committee. Local governments were given all the facilities to function as autonomous institutions. The necessary laws and regulations were made, along with the provision of autonomy, responsibilities, resources, institutions and officials.

Decentralisation of power in Kerala is characterised by; decentralisation, local level planning, participatory planning, sharing of responsibility, transparency, social justice, gender justice, accountability, people oriented systems, Gram sabhas and the Women's Component Plan.

## GENDER EQUALITY AND LOCAL GOVERNMENT

Women's rights are human rights. Therefore, the human rights violations faced by women deny the personal development of women in the world, thereby leaving a huge gap in human resource development. This is where gender equality becomes the goal of sustainable development.

The United Nations Declaration of Human Rights, which came into being November 7, 1967, decided to eliminate discrimination against women. Discrimination against women is a challenge to the dignity of mankind and there must be a change in the degrading status of women. Equal participation of women in the socio-economic, political and cultural spheres is their right. Equal rights in education, succession and governance were also defined in the above declaration. The UN convened the first women conference in Mexico on 1975. 1975 was declared as the International Year of Women which marked the beginning of the global debate on gender equality. 1975-1985 was recognised as the international decade for women. There was a declaration, recognising the contribution of women to society in various walks of life. The activities of the last five years were evaluated at the Second World Women's Conference convened in Copenhagen in 1980 and an action plan was approved with special emphasis on employment, health, education, property ownership, inheritance rights and child protection. In 1985, the Third World Women's Conference approved an action plan with an emphasis on world peace and development. The last 15 years of activities were evaluated at the prestigious conference in Nairobi. At the 1995 Beijing Conference, gender equality was declared as global agenda which also formulated an action plan for the next 20 years. UN Policy on Gender Equality was approved and the 12 areas mentioned in it highlight the unique issues of women globally.

1. Women and poverty
2. Education and training of women
3. Women and health
4. Violence against women and girls
5. Women and armed conflict
6. Women and the economy
7. Women in power and decision
8. Institutional Mechanisms
9. Human Rights of Women
10. Women and the media
11. Women and the environment
12. The girl child

An action plan has been prepared for the activities in these 12 areas. The progress of the programme was assessed every five years. Thus, the conference was convened continuously in the years 2000, 2005 and 2010 to assess the progress of the activities. In 2015, Beijing revised its action plan to Beijing+20.

As part of this action plan, India has also recognised the Decade of Women from 1975 to 1985 and has formulated and implemented a number of women's development initiatives through our Five Year Plans. The Government of India and women's organisations have formulated a number of action plans recognising that the elements of global discrimination against women apply to India as well.

The right to equality is one of the fundamental rights enshrined in the Constitution of India. The Constitution of India, which treats all human beings equally, irrespective of race, creed or gender, guarantees equalities and equal opportunity for all women, children, the elderly, dalits and tribes. The Constitution stipulates that social justice and gender equality must be ensured in government programmes and development activities at all

levels. According to this, equality in positions and social justice should be accessible to all gender and sex categories in the economic, political, social and cultural spheres.

Despite all the efforts of the Government of India to include women in the development process, it was only the Ninth Plan that decided that women's issues should be included in the development agenda and special emphasis should be given to women's empowerment. Panchayat Raj Act which was introduced in 1994 gave more opportunities for the participation of women. Reservation of 33 per cent seats for women at all levels of the three-tier panchayat system and municipal system helped to ensure the representation of women in the local government system in Kerala.

Subsequently, the Government of Kerala, which came to power after the 1996 elections, formed the People's Planning Campaign and initiated the process of decentralisation by giving money, power and staff to local governments. Significant changes were made in the social structure by allowing population-wise reservation for Scheduled Castes and Scheduled Tribes. Women's working groups, representation of women in every working group, one third participation of women in every committee, defined participation of women in Gram sabhas, separate subject group for discussing the particular issues of women in Gram sabhas, 50 per cent of women's participation in subcommittees of Gram sabhas and 50 per cent of participation of women in development seminars were also ensured by the Government of Kerala. Since 2010, 52 per cent of local governments have women as members and leaders.

The policy approach in the first Five Year Plan was oriented towards welfare and believed that when all became well off, women would also benefit from it. At the end of each Five Year Plan, developmental approaches turned its attention to the unique situation of women. Real development was deemed

to be the development of all resources, including sustainable and renewable human resources. If all the benefits of development could be distributed fairly, it would be considered real development.

Development ensures all the basic human needs such as food, shelter, the right to participate in decision-making that affect them, and everything they need to live with dignity. An individual's basic existence and identity, security and liberty can be protected and all the potential of human resource can also be developed and utilised. Development can only be meaningful if it involves the active participation of women and transgenders at all stages of the development process.

Empowerment of individuals and groups become necessary only in the social context where resources and accessibility to power of people who are marginalised, based on their caste, class, ethnicity and gender, are determined.

Women friendly governance needs to be developed at the local level. Analysing accurately the causes of discrimination and exploitation of women can form a developmental perspective that includes efforts and actions to eradicate their root causes.

Kerala stands at the forefront of living standards and indicators of social development compared to other states in India. This is because women in Kerala are more advanced in terms of sex ratio, education and health.

A relevant question arises now; do women in Kerala who constitute more than half of the population get equal status and justice in the society? Although the proportion of women in the population is positive, it is not favorable in the case of children of 0 to 6. Girls and women are subjected to a lot of violence in their families, workplaces and public places. Although women constitute more than 52 per cent of the local bodies, there is no

proportional representation of women in the Legislative Assembly, Parliament and other bodies of power, without reservation. Although women are far ahead in terms of education, they lag behind the national average in employment participation rates. Although many women enter the workforce (unorganised sector) through the Kudumbashree Mission and others, it needs to be studied whether the income generated from it contributes to the growth of women's assets or is spent solely on the survival of the whole family. The increasing workload of women in the existing social system of Kerala needs to be examined critically.

There is a clear situation in Kerala where gender equality needs to be given priority in the local government system. There has been a significant increase in the number of atrocities between 1995 and 2018. Systems such as the Jagratha Samithi, which has been set up to prevent and combat the atrocities mentioned above, need to be made more effective. There is no sustainability for lucrative employment ventures. Many issues like these require strong intervention.

The decentralised planning activities of the last 22 years have achieved a lot. Kerala has been able to make great strides in many areas, including access to drinking water, sanitation, housing and other infrastructure development, manufacturing-oriented activities, and care for the needy and vulnerable. Another notable achievement has been the success in reaching out to more women through self-help groups, employment ventures. The visibility of women has also been developed through the Kudumbashree Mission. It is certain that the condition of women has improved, as a result. This has led to an increase in the participation of women in local self-government.

The Women's Development Working Group - a special working group - has been set up in every local government to discuss women's issues, prepare

women's development plans, conduct necessary studies, discussions and gather information.

There was a special subject group to discuss woman's issues and make solutions and plans at the development seminars on preparation of local government Annual Plan/Five Year Plan. In addition, representation of women is mandatory in all working groups.

A special chapter on issues of women is prepared in status report and plan report. The report consists of solutions, governance policies and development strategies based on the data collected on women's issues. Through Kudumbashree, ADS and CDS, an extensive women's organisation has been set up involving 43 lakh women. Kudumbashree has grown into a robust system for undertaking and implementing central and state government schemes such as *Asraya* and the Employment Guarantee Scheme.

It was suggested that women's status should be studied to understand the issues of women in the area and to formulate women's development plans.

Jagratha Samithis were made mandatory to address women's issues, atrocities, discrimination and exploitation at the local level, like the Women's Commission at the state level. Details of their structure and functions are defined through the guidelines.

**WOMEN COMPONENT PLAN**

Gender has been the subject of in-depth discussion at the local government level. Laws and existing systems which promote equality in gender status and which hold special consideration towards women brought desirable achievements in favour of women. From the outset of the Ninth Five Year Plan, it was suggested that 10 per cent of the plan outlay allocated by the government at each local government level should be spent on formulating

plans for the special problems of women. At the same time, it was also decided to ensure consideration for women in general projects.

However, in the first year of the Ninth Plan, only a nominal amount was set aside for women's development projects and only a small amount was spent on it. In the planning guidelines for the year 1998-99, it was proposed that 10 per cent of the total plan outlay should be spent for women's development projects and on that basis, approval should be given to the schemes of the local bodies. For the last 22 years, women development activities have been going on in Kerala under the name of Women Component Plan (WCP). Unlike other states in India, the Women Component Plan, which is being implemented n Kerala, has opened up great potential for development for women in Kerala.

The Women Component Plan is a revolutionary activity as it is the first attempt to address women's status and issues in local development and governance. The basic needs of women were recognised locally. There have also been plans to increase the income of women. There have also been non-traditional schemes to enhance the status of women. Although there were many schemes for women, they were found to have limitations. There is a special situation where social status remained unchanged even when the emphasis was on economic needs.

In the above context, a comprehensive study is essential on the Women Component Plan implemented in Kerala in the last 20 years by the local self-government institutions. Although studies have been conducted focusing on a few local bodies, no extended study has been conducted at the state level so far. This study aims at how the WCP can be involved in the planning process to enhance the status of women by leveraging all the positive factors. This study analyses the extent to which the Women Component Plan has been instrumental in resolving specific problems faced

by women and to understand the existing obstacles for the effective implementation of the Women Component Plan locally. This study also intends to submit proposals for changes in government guidelines.

# 2
# REVIEW OF LITERATURE

For a conducive and in-depth study on the Women Component Plan implemented by the local bodies in Kerala, it is necessary to know the convolutions and characteristics of the Panchayati Raj system in India and the people's planning campaign in Kerala. In addition, a detailed overview of various perspectives on development and gender equality and equity, as well as studies and observations are also very relative with such a research. Numerous studies have already been conducted on the Women Component Plan inside and outside Kerala. All valuable information available from the above studies were utilised in this attempt to understand and realise the research gaps and then arrive at the main objectives of this research and research questionnaire. This chapter only contains relevant findings from some of the studies used for this purpose.

**Following are the key findings on women empowerment in the 2009 report of the Ommen Committee appointed by the Government of Kerala to evaluate decentralised planning and development.**

1. The importance given by local self-governments to promoting decentralisation, with emphasis on the democratic process, is crucial.
2. The reservation of leadership positions in local government bodies for women was a right decision which was very necessary and important.
3. Further reforms and decisions need to be implemented to bring more empowerment of women in society. The Government of Kerala has

already pledged a number of significant reforms in 'LSGIs and annual plan formulation with the objective of achieving gender equality and equity, including the mandatory provision of 10 percent fund allocation of the total plan outlay to the Women Component Plan. As part of this, the government has directed all the local bodies in Kerala to conduct a study on the status of women and prepare a status report, and subsequently, design activities for the Women Component Plan based on it.

4. It is understood from the studies carried out in the rural/urban self-government that, women community, especially from the backward classes made themselves significant through their active participation and presence in Gramsabhas/ward councils.
5. The report points out that while analysing women's participation in working groups and development seminars it was alarmingly seen that there was no active and continuous participation of women in these committees. It is a matter of concern that, despite the strong participation and involvement of women in development seminars in some Gram Panchayats, the participation of women in working groups, which is the main process for escalating problems and taking decisions at the higher level, is seen to be very meagre in almost all Gram / urban panchayats.
6. The report suggests that there is a need to create awareness on the need for equal participation and not just gender representation in all areas of policy making, as well as planning and implementation.
7. The Women Component Plan, which was formulated as part of decentralised planning, was an extremely important step towards achieving gender equality.
8. The directive that 10 per cent of the annual plan outlay should be utilised for welfare activities of women through the Women

Component Plan is an important policy approach to achieve the goal of gender equality. Another suggestion to make a comparative study of the costs of welfare schemes for women and how much they actually contributed for the gender equality deserves equal importance.

9. An important decision in this regard was the implementation of special monitoring committees in the early stages of the people's plan campaign to monitor the projects aimed at gender equality and to evaluate the qualitative changes they would bring.
10. The committee considers that the Kudumbashree, which is presently functioning as a sub-system of the Panchayat Raj institutions, needs to be revived as a basic component of women empowerment activities.
11. While stating that the role of the Kudumbashree movement in the decentralised planning process and women empowerment was creative in the state, the committee also holds the view that, in order to strengthen the functioning of the Panchayat Raj institutions and make it more effective and transparent, the Kudumbashree movement needs to have further development in capacity building to work along with the local bodies. This would ensure that suitable action and corrective measures that require foresight are also implemented.
12. Empowerment of women cannot be perfected by one-third reservation of women or with their quantitative presence. Measuring the level of women empowerment should be by taking into account of the extent to which women power and its impact are conducive to the autonomy of institutions in relevant sectors. The report has underlined its finding that the developmental and political perspectives of political parties are also very crucial.

**Following are the main conclusions of an article published in the Indian Journal of Gender Studies in 2015, VijayakumarSarabu explaining the development perspective incorporating gender, in the Indian context.**

1. In a general evaluation, the fact is that the Gram Panchayats in Kerala have not been able to achieve the envisaged and targeted achievements of the Women Component Plan effectively.
2. Another fact is that despite a special component plan, women community has not been able to achieve the full share of what they deserve and are entitled to, through the project implementation of
3. WCP.
4. Often the Women Component Plan is not subjected to serious discussions and proper analysis in the Gram sabhas. The study assesses that active participation of elected women representatives
5. in the design and formulation of WCP projects is inadequate. At the same time, it has been also found that women elected representatives too are focusing more on projects in other areas such as construction of roads and supply of drinking water, etc. The study concludes that the pressing need for projects which are essential for the general public may be taking precedence in Gramsabhas may be the major cause of this situation.
6. Studies have reached conclusions that, when elected women representatives are faced with the pressures of public interest in her constituency and critical needs of women they are often compelled to place more emphasis on the interests of the general public than the interests of women. Due to these reasons it is an indisputable reality that despite considerable women participation, the need of poor and marginalised women community remains unaddressed. Also the active participation and vigilant involvement from the women community was highly visible in the WCP project formulation and

implementation. Inspite of all these positive factors, the quality and achievements of the WCP have not been as effective as expected even though the WCP was a special component plan envisaged and introduced exclusively for the women empowerment.

7. Most of the micro and small enterprises started under the Women Component Plan are now defunct. Most of the micro and small enterprises currently in operation are owned by individuals. In short, it is a fact that the introduction of the Women Component Plan has not been able to strategically address the issues related to gender equality or to formulate and implement humanitarian initiatives that would enable the economic freedom of society.
8. The study points out that panchayats are reluctant to undertake schemes such as karate training for girls and separate toilets for women in public places. Although the panchayats are implementing schemes for training in masonry and auto driving,etc., under the Women Component Plan, none of the beneficiaries of such programmes is seen to be working in such areas or using it as a livelihood.
9. Women are facing many limitations in achieving equal status in the male-dominated fields of skill in the present social system of Kerala. Above all, the study assesses that although there are several organisations currently working for the advancement of women in the state, these organisations are not actively intervening for the timely and effective accomplishment of the goal and motto of the comprehensive Component Plan for Women (Women Component Plan).

**Relevant excerpts from the paper jointly prepared by K. Gireeshan and Jose Chathukulam and published in the Samyuktha - Journal of Women**

**Studies in 2009 on "Women Component Plan management- Rising issues in Local Governments".**

1. As pointed out in the study, a radical review of the activities related to the implementation of the Women Component Plan at the state level is required at this stage.
2. The study assessed that compared to the project implementation activities of other categories, projects and achievements that directly benefit the women community are structurally limited.
3. The main challenge faced by LSGIs in linking gender issues with planning processes is the adverse impact of various hurdles that come in the different stages of execution. To this end, in addition to developing various strategies such as advocacy, monitoring and exertion of pressure on stakeholders, reform sessions also need to be organised to create awareness among Panchayat Raj institutions to make them more women friendly.
4. The study also points out that the efforts of women organisations and social workers are essential to achieve the declared objectives of the Women Component Plan and to facilitate the execution process.
5. There have been some attempts at the local government level to formulate and implement plans with a clear objective to address issues directly related to gender equality with a practical approach. However, the study report also points out that most of these projects have not been implemented.
6. In addition, it has been found that the implementation expenditure targets of projects that directly benefit the women community are relatively low when compared to other category schemes.
7. This study assesses that the projects directly benefiting women community structurally, are very limited compared to general category projects and project activities.

**Given below are the some of the findings from the study "Women Component Plan in Kerala" prepared by Leelakumari, Ommen John, and M. PareethBava Khan for the State Institute of Rural Development, Kottarakara, in 2001.**

1. The importance of asserting gender equality in the planning process has been recognised through the introduction of Women Component Plan.
2. The Women Component Plan schemes have been able to significantly increase the level of benefits available to women in general especially to those who are divorced, widows and families, including unmarried women.
3. Capacity building of elected women representatives and Women Task Forces has been significantly expanded through the Women Component Plan.
4. The fact is that from a comprehensive analysis of data and available in the documents, the Women Component Plan has gained relatively little prominence in people's planning campaign. It can also be seen that there is a lack of conceptual clarity in the Women Component Plan guidelines. For instance, the guidelines of the Women Component Plan do not include any suggestions for solutions to the problems faced mainly by adolescent girls.

**Following are the major findings of a study on 'Gender based violence in Kerala', conducted by Sakhi Women Resource Centre, Thiruvananthapuram, in 2006.**

1. Equal participation of women in the decision-making process is essential for establishing democracy in its true conceptual spirit in the local government institutions. The political machinery that is the heart and

guardians of democracy must strive to ensure that women are given equal importance and participation in the decision-making process.

2. Gender equality can be achieved in its defined sense only if gap in gender equality is eliminated, equal control over resources achieved, freedom from discrimination, exploitation and aggression accomplished, and free decision-making power, freedom to move freely and equal opportunities for equal participation in technical and vocational education are provided.
3. Compulsory provision of 33 per cent reservation for women and proportional reservation for SC/ST in local bodies was a milestone in the process of decentralisation. In this way, participation of women increased and women became more inspired to be in the leadership positions.
4. In Kerala, several attempts have been made in the decentralised planning process to integrate development approaches and gender status.
5. The Women Component Plan and related laws and guidelines led to the realisation that issues in traditional subordination and oppression cannot be dismantled by activities aimed at resolving temporary needs and issues and increasing financial capacity but only by creating links to backward and forward categories, with continuous and meticulous inspection and the possibility of a holistic and comprehensive study analysis.
6. The Women Component Plan guidelines clearly indicate that allocation for projects such as roads, toilets, home electrification and smokeless stoves, which are equally beneficial to men and women, should be from the general plan only. Similarly schemes like kitchen gardens, poultry/cattle rearing etc. should also not be funded from the Women

Component Plan outlay. Or in such funded projects, full control and management of the schemes should be vested in only in women.

7. Funds of Women Component Plan may be allocated for the construction of anganwadi buildings which can also be used as community halls for women, but those funds should not be allocated for anganwadi programmes or pre-primary education programmes.
8. It was assessed that a broad study on the status of women should be conducted as part of the Women Component Plan and such study would help to address the existing issues of practical and strategic gender issues and gender equality and equity. But the fact remains that, for various reasons, most of the local bodies have not done the status study and prepared a status report on women.
9. Women have been able to grow in self-confidence and to some extent get rid of their traditional submissiveness by earning income which can be used freely and independently. This increases the chances of women being more communicative and sharing their knowledge among them.
10. The Women Component Plan has promoted the participation of women in the Gram sabhas and motivated them to be actively involved and participate in various stages, right from the formulation of the project to its implementation. At the same time, patriarchy in the process of decentralised planning has gradually been declining.
11. A closer look reveals that although participation of women in the process of political decision-making has become increasingly possible, there are still many questions that need to be answered beyond that.
    - Is male participation in Gram sabhas and working groups declining?
    - Is participation of women considered as a tool only to fill the numerical gap and meet the quorum?
    - Is female participation actively and creatively used in these processes?

- Are there serious discussions and assessments on issues like gender equality, social justice, issues of marginalised people etc.,at any level?
- Is there adequate gender consideration and participation in the process of critical decision-making in the areas of social justice and sustainable development?
- Is it possible to achieve the real benefit of decentralisation and express and disseminate knowledge and expertise in such a way so that the female voice is heard clearly and noticeably without the influence of caste, class and gender discrimination, especially in a patriarchal society which is dominated by social inequality, caste, male dominant ideologies and power?

In the light of above questions local governments need to take up and implement gender mainstreaming activities.

**Key findings of the book, 'Decentralisation, Experiences in Kerala' written by K. Rajesh and published by the Kerala Sasthrasahithya Parishad in 2011:**

1. One of the basic objectives of the people's plan campaign was to empower the weaker sections of the society including women.
2. The idea of a women's status study was conceived as a more comprehensive and participatory approach based on the evaluation of the activities undertaken so far in the last phase of peoples plan campaign movement.
3. Although great progress has been achieved in housing, construction of toilets, development of roads and access to drinking water as part of the people's campaign, democratisation and development of vulnerable groups, including women and have not progressed much.

4. Women empowerment and gender equality were included as an important area of trainings conducted as part of people's plan campaign.
5. The status of women in Kerala is far ahead of the Indian average in terms of primary indicators such as literacy, sex ratio, life expectancy and age of marriage. However, when secondary indicators such as the rate of employment, participation, capacity for income generation, domestic and other forms of violence, and decisionmaking opportunities and capacity are considered, gender equality does not appear to be equivalent in this state where the primary indicators are high.
6. The Women Component Plan was the main approach adopted by people's planning campaign for gender equality.
7. The issue of gender equality was ignored in the development reports prepared in most of the LSGIs.
8. Most of the projects formulated as part of the Women Component Plan adopted traditional gender-based labour segregation methods.
9. The Women Component Plan was limited to mere schemes for generating income rather than giving the control over resources to women and leading them to new areas of possibilities.
10. The concept of Women Component Plan was born out of the basic understanding that women should take up income generating activities as well as existing household responsibilities without any change.
11. The Women Component Plan has become a repetition of projects that could be taken up as general projects.
12. The magnitude and importance given during the Ninth Plan Year to gender equality, gender issues could not be reflected in the plans of the local bodies in later years.
13. That gender equality takes backseat in the perception of volunteers/ social workers is evident. Despite numerous attempts made during the

9th plan, adequate numbers of suitable women volunteers were not found as key resource persons and district level resource persons.

14. Later this affected the quality of the projects and the perspective that at least one third of the resource persons should be women couldn't be realised.
15. Most of the schemes prepared by the local bodies were aimed at addressing the practical needs faced by women in their day-today lives. But there have been no significant attempts to identify their strategic needs and to formulate new ideas or turn them into projects that could transform their status in the society.
16. The SHGs, which were widely formed in the state, later became instrumental in disbursing the funds of the Women Component Plan. Most of these women were able to perform income-generating activities along with household responsibilities. These became tacit acknowledgment of the traditional gender responsibilities that existed in society.
17. Women Component Plan focused on changing the mindset of women only. There were no plans to address the patriarchal social organisation or male community that controlled them, or to change their gender perspectives.
18. No serious attempts have been made to change office systems under direct control of local governments and the health facilities, including primary health care centers, which are more frequented by women community, into more women friendly.
19. Various studies carried out in these areas in many local governments have pointed out the impact of the Women Component Plan. Studies indicate that with the advent of the Women Component Plan, there has been an increase in the direct benefits to women and women development has become an agenda in the functioning of local bodies.

20. Attempts to evaluate the outcomes of training sessions or to follow them up have rarely been made.
21. There has been a tendency to divert the funds from the Women Component Plan into infrastructure projects such as marketing complexes, training centres, etc.
22. The study also indicates that no feasible plan has been found for dealing with the reproductive health issues of women, occupational diseases or public health issues.

**Following are excerpts from a thesis by Manu Alphonse on 'WCP - Holistic Gender Budgeting Tool' which was presented during the Gender Budgeting Workshop held on 22-24 September, 2003, at the Centre for Women Studies, Utkal University.**

1. During the Ninth Five Year Plan period (1997-2002) the Government of Kerala launched the Women Component Plan (WCP) for comprehensive women's development.
2. The Women Component Plan (WCP) was designed with the objective of utilising it as an important tool to achieve the goals of women empowerment and gender budgeting.
3. The Women Component Plan was articulated with the objective of implementing more effective and targeted activities by integrating existing schemes and services that were closely linked to women and focused only on women.

**Relevant excerpts from an article published in the Indian Journal of Gender Studies in 2014 by NishaVelappan Nair and John S. Moolakkatt of the Mahatma Gandhi University, analysing the merits and demerits of the comprehensive Women Component Plan (WCP) which was implemented in Kerala.**

1. It can be seen that there is a significant difference between the expenditure target achievement indicator of the developmental projects of women when compared to the expenditure target achievement indicator of projects in general and SC / ST sectors.
2. The Women Component Plan has generally been neglected and considered as an incompetent project to achieve higher development goals.
3. It can be seen that local authorities are focusing on the success of the projects in other areas, ignoring the Women Component Plan projects in order to achieve the general plan goals of the panchayat and achieve the plan fund expenditure target.
4. No importance is given to ascertain how efficiently the fund which is earmarked for the Women Component Plan in the state and panchayat level is being utilised and also there is no clear mechanism for this purpose.
5. It is unfortunate that neither the State Planning Board nor the Local self-government Department has conducted any comprehensive assessment or study in these areas to date, with the exception of a few surveys conducted in the first two years of participatory development and a subsequent survey conducted by a women's group called Sakhi.
6. No one working in the relevant fields can be seen to have any concern about the issues that exist in society regarding gender equality.
7. Although Kudumbashree and the concepts of gender equality are two sides of the same coin, the fact is that they do not make any significant contribution to gender equality and empowerment of women.
8. The only solution to the above situation is to inculcate a strong awareness about empowerment of women and gender equality in the projects of these sectors through the strong intervention of the beneficiary group.

9. From the analysis of the gender ratio in the overall budget of the state government and from the perspective of gender ratio in the overall budget of the state and also from the standpoint of gender ratio in the state budget, there is potential for further development in this sector.
10. Despite the existence of various issues and weaknesses, the implementation of the Women Component Plan and the strict requirement of allocating 10 per cent of the annual plan outlay for projects which identify the particular situation and prioritise the need of women have paved the way for the empowerment of women and gender equality in Kerala like nowhere else in India.
11. Women's organisations working in this field and the elected women representatives under the local government need to move hand in hand to formulate more innovative schemes focusing on women empowerment and gender equality.
12. The Global Development Report 2012 emphasises the need for gender equality in radical development processes. Equal participation can improve the quality and quantity of developmental achievements and productivity. The benefits of gender equality are very conducive to improving the quality of social attitudes and institutions. Economic development alone will not eliminate gender discrimination. On the contrary, it is imperative to adopt corrective policies to reduce the gap between gender differences.
13. Gender equality, which is essential for creating comprehensive development, should be the guideline for a development approach. This is an indispensable part of the most accurate economic policy making.
14. Even though there are achievements and unavoidable participation of women in the education sector, areas like healthcare of women, politics and economics how a dismal record of male–female equality.

15. The Global Development Report, 2012, points out that there are four areas that need to be prioritised in policy making to achieve gender equality:
    a) Activities aimed at the education of women and those addressing maternal mortality related to pregnancy and childbirth.
    b) Activities to reduce the existing gender gap in economic, income and productivity levels
    c) Strong and effective awareness campaigns in society to reduce gender discrimination
    d) Measures to limit the recurrence of gender discrimination that has continued for generations

**The following are the key observations in the face-to-face research report on the Women Component Plan conducted by the Institute of Management in Government in 2017.**

1. The Government of India has given great importance to the components of the Women Component Plan in the IX and X Five Year Plan. For the first time in the history of the Five Year Plans, Women Component Plan has been included with a focus on gender issues to be considered as a major focus with a view to improving the status of women in society.
2. The Government of Kerala has made the Women Component Plan a mandatory component at the local body level and directed all local governments in the Ninth Plan norms to allocate not less than 10 per cent of the annual plan outlay for schemes aimed exclusively at women development.
3. The Women Component Plan aims to give priority to objectives such as gender equality, raising of income and identifying and recognising the practical and strategic gender needs of women.

4. The Government of Kerala Guidelines for Women Component Plans have laid down clear guidelines on the areas to be emphasised and the nature of the schemes in Women Component Plan. The main instructions involved are described below.
   a. Projects such as roads, toilets, electrification, equipments, smokeless stoves, etc., which are equally beneficial for men and women, should not be included in the Women Component Plan. However, district panchayats and corporations can undertake housing projects under the Women Component Plan.
   b. Projects such as vegetable cultivation, goat and poultry rearing should not be included in the Women Component Plan.

      Similarly, funds should not be allocated for the distribution of nutrients in anganwadi and pre-primary education programmes, in the Women Component Plan. Besides, funds should not be allocated from WCP for the construction of buildings for anganwad is which do not have the facilities to hold meetings, etc.
   c. As far as possible, Women Component Plan projects should be carried out through institutions/agencies such as women self-help groups, neighbourhood groups or other similar organisational setups and cooperative societies. The Financial Aid Scheme of Thrift-Credit Schemes for BPL Families recommended by Kudumbashree, SHGs and neighbourhood groups should be included in the Women Component Plan.
   d. Special consideration should be given in the Women Component Plan for projects aimed at creating facilities for infrastructure development and entrepreneurship development aimed at small entrepreneurships owned by women and marketing facilities.
   e. Subject to the existing rules and regulations, schemes providing financial assistance to cottage industries recommended by the

Department of Industries can be undertaken in the Women Component Plan.

f. Projects for comprehensive study on the status of women in the respective areas could be undertaken by the Gram Panchayats and municipalities in the Women Component Plan.

**Relevant references from an article published by Mr. PreronaBuraGohain on 'Gender inequality and development in Indian scenario: consequence, causes, challenges and cures'in IOSR Journal of Humanities and Social Sciences in 2016, is given below.**

1. The diverse human development created only on the basis of wealth and resources is a major cause of gender discrimination. There will be variations in the degree and severity of gender discrimination by country to country and from time to time. Improved socioeconomic status of individuals alone does not mean that there is no gender discrimination.
2. It has been recognised and approved globally, especially in India and in neighbouring countries, the importance of empowerment of women, protection of the rights of women and gender equality in achieving greater levels of socio-economic development achievements.
3. Women play an important and crucial role in all spheres of society. Women, like men, are equally involved and contributing to the progress and development of the country. The development of gender status and its interconnected concepts of discrimination are major obstacles to achieving gender equality.

**In an article written by Mr. M.Shreekumar and published in the journal of economic and development studies on 'Non-discrimination and the development of women's status in India' in 2012, it has been evaluated as follows:**

1. Education nurtures the development of proficiency levels, qualitative attitudinal changes and instincts, practical knowledge and building increased level of self-confidence, etc., of an individual. This leads to increased employment opportunities and availability of more income generation services.
2. Educational empowerment of women is one of the most primary factors in alleviating the level of gender discrimination and helping their upliftment.
3. Job availability and employment are important factors contributing to the acceptable and qualitative improvement of the socioeconomic status of women. A woman, who has a job and a source of income from it, gets a significant position even among her own family members. Women can achieve financial independence through employment.
4. Development of women is made possible only by the attainment of independent economic status and resources through employment in the existent social conditions in which the women of our country largely have to depend on others for their daily livelihood. Financial self-sufficiency is a necessary factor in liberating women from traditional concepts of femininity and achieving increased selfconfidence. Moreover, the economic self-sufficiency of women will be a major impetus for national economic progress. It will also help in achieving gender equality in society through existing laws, the expansion of education of women and the increase in employment opportunities.
5. It is impractical to achieve real development progress for a society or a country without the significant participation of women.
6. Any society that can eliminate gender inequality can easily ensure participation of women in development-oriented areas and achieve basic development benefits.

In the light of the above assessments, the purpose of this study is to examine the projects of Women Component Plan implemented in the last few years in various local bodies in the state and to evaluate the impact they have created in society.

# 3
# METHODOLOGY

The People's Planning Campaign in Kerala started from the Ninth Five Year Plan. As part of this, it was proposed to set up special projects for the upliftment of women with the objective of bringing women into the mainstream and to set aside at least 10 per cent of the plan outlay available to local bodies for this purpose. The Women Component Plan was to include projects that meet the basic needs of women as well as those that enhance their social status.

The study was conducted in selected local bodies from 14 districts of Kerala to ascertain whether the Women Component Plan, an integral part of the annual plan implemented by the local governments for the last 22 years, is capable of improving the status of women in Kerala, uplifting their socio-economic and political status and resolving issues. The objectives of the study and the methods adopted to conduct the study are given below.

## NEED OF THE STUDY

Some studies have already been done on the formulation and expenditure of the Women Component Plan. There have been some other studies focusing on some specific local bodies to understand how the projects in this plan have addressed the practical needs of women. However no studies have been conducted so far in Kerala examining directly the activities of local self-governments all over Kerala to analyse the role of Women Component Plan in uplifting the status of women in general and the obstacles in implementing them. There have been obstacles in the

formulation and implementation of projects. Guidelines from the Ninth Plan to the Thirteenth Plan are also examined as part of this study. The findings and details obtained from this can help in the effective implementation of the Women Component Plan in future.

The study collected data on Women Component Plan projects for the eight years from 2010-11 to 2017-18. In addition to evaluating the nature of the projects, formation process, implementation and monitoring have also been carried out. Qualitative and quantitative methods of data collection were used.

The purpose of this study is to assess the gender concerns in planning and the nature of projects prepared for women.

**OBJECTIVES**

1. To examine the projects under the Women Component Plan and to evaluate the role played in uplifting the status of women in Kerala.
2. To check whether adequate projects are included in the Women Component Plan to address gender issues within the respective local bodies.
3. To evaluate whether the projects meet the practical and strategic needs of women.
4. To identify the obstacles and challenges in the formation and implementation phases of the Women Component Plan.
5. To assess how strongthe existing monitoring system of the Women Component Planis.
6. To examine the effectiveness of the existing project guidelines from time to time in the implementation of the Women Component Plan.

## I. The status of women

### Financial status

Evaluate the adequacy of Women Component Plan to raise the financial status of women by examining their annual income growth, economic freedom, savings, ownership of property/vehicle/house/pets, etc. The available information is recorded using the numerical coding method.

A high score indicates a high status.

### Status as an individual

Examining whether development activities of women in local bodies enhance the status of women as an individual, depends on :a) increasing the confidence of the beneficiary women, b) ability to overcome crises in the family and community, c) ability to meet their own needs, d) respect from the community and e) simplification/easing of domestic work. The condition in which the best score is obtained indicates a high rank.

### Social status

Following points are assessed to measure the status of women in society; the power to make decisions in certain matters in the family (birth control, education, marriage of children), freedom to travel safely according to own interests, visibility in public places, sharing of household jobs, opportunity for knowledge and recreational activities.

Higher marks show higher status.

### Political status

Political status is determined on the basis of leadership skills of women, political observation and self-determination, participation in social organisations and freedom to make decisions in them, and Kudumbashree activities.

A high score indicates a high status.

## II. Gender based issues Personal

There are specific problems that individuals experience only because they are women. Some of the components which society considers as the major issues of women that need to be addressed are; simplification of domestic work, intervention in domestic violence, participation in occupations other than domestic work, enhancement of skills, reduction of stress and solving the health problems faced by women at different stages of life. It also considered whether the Women Component Plan has been able to address the above issues.

### Social

Social issues of women are assessed by examining their participation in public spaces and events, public safety, and the recognition they receive in the community/family.

The scales are arranged accordingly.

### Workplace

Problems faced by women in relation to employment in an area are assessed by examining factors such as workplace infrastructure,labour skills of women, safety at the workplace, prevention of violence, available income, and organisational skills in self-employment.

### Cultural

Changes in the traditional attire of women and plans and projects for artistic/sporting/literary advancement have been considered to evaluate cultural involvement of women.

## III. Practical and strategic needs

Examine whether the women development project implemented by the local body is capable of ensuring practical and strategic requirements such

as housing, sanitation, food security, drinking water, employment, income, political involvement of women, knowledge of legal procedures and grievance redressal systems, property rights and ownership.

## IV. Challenges of Women Component Plan

*Formulation and implementation of projects*

The exact procedures to be followed in formulating projects have been evaluated. The activities of the Governing Body, the Welfare Standing Committee and the Women's Development Working Group, as well as the involvement of women elected representatives at various stages in the preparation of the status report, are examined.

The study examines whether issues related to purchase, transparency in beneficiary selection, role of the local body and the Standing Committees in project implementation and availability of beneficiary share are affecting plan implementation.

## V. Monitoring

To examine whether the Women Development Working Group monitors the progress of projects from its formulation to its completion properly and to verify if any upper level monitoring system is there to monitor Women Component Plan.

## VI. Other obstacles

Other hurdles examined in the implementation of the Women Component Plan are the project guidelines issued by the government, different audit objections and lack of availability of training.

## FIELD OF STUDY

The study was conducted among the elected representatives, officials and beneficiaries of the schemes in the local bodies. Because of the large population size and similarities among them, a few from the group, based on convenience, were used for the study.

Local self-government institutions (district panchayats/block/Gram panchayats/municipalities) from 14 districts of Kerala have been studied.

### *District panchayat*

All the 14 district panchayats have been selected.

The study included local bodies representing the three diverse areas of Kerala namely highlands, midlands and coastal areas (*Idanad, Malanad and Theera pradesham*). Demographic differences are also included in the sampling.

### *Block panchayat*

There are a total of 152 block panchayats in Kerala. Each block was selected by the Random Sampling Method from the list of blocks in the district to include one block from each district. The following is the list of selected blocks.

| District | Block panchayat |
|---|---|
| Thiruvananthapuram | Vellanad |
| Kollam | Mukhathala |
| Pathanamthitta | Pandalam |
| Alappuzha | Kanjikuzhi |
| Kottayam | Vaikom |
| Idukki | Kattappana |
| Ernakulam | Mulamthuruthi |
| Thrissur | Pazhayannur |

| | |
|---|---|
| Palakkad | Attappadi |
| Malappuram | Tanur |
| Kozhikode | Balussery |
| Kannur | Koothuparamba |
| Kasaragod | Kanjangad |

***Gram Panchayat***

The sampling was done in such a way so as to represent 10 per cent of the total number of Gram Panchayats in each district. The Gram Panchayats were also selected through Random Sampling Method. The list is added below.

| District | Gram Panchayat |
|---|---|
| Thiruvanathapuram | Puvvar |
| | Malayankeezhu |
| | Perumkadavila |
| | Aryanad |
| | Pothankodu |
| | Kattakada |
| | Anjuthengu |
| Kollam | Kulashekharapuram |
| | Kunnathur |
| | Pathanapuram |
| | Kulathupuzha |
| | Neendakara |
| | Kundara |
| | Chadayamangalam |
| pathanamthitta | Kunnamthanam |
| | Koipuram |
| | Seethathodu |

| | |
|---|---|
| | Thannithodu |
| | Erathu |
| Alapuzha | Ezhupunna |
| | Thaneermukkam |
| | Muhamma |
| | Venmani |
| | Nuranadu |
| | Muthukulam |
| | Thakazhi |
| Kottayam | Thalayazham |
| | Aymanam |
| | Kaduthuruthi |
| | Vazhur |
| | Ramanapuram |
| | Meenadam |
| | Kattikal |
| Idukki | Muttam |
| | Adimali |
| | Karimkunnam |
| | Velliyamattam |
| | vandiperiyar |
| Eranakulam | Kaladi |
| | Vadakkekara |
| | Cheranallur |
| | Mulammundhuruthi |
| | Manjalalur |
| | Paingotur |
| | Kattambuzha |
| | chellanam |
| Thrissur | Vadakkokkadu |

| | |
|---|---|
| | Erumapetti |
| | Thiruvwillamala |
| | Mulamkunthaukavu |
| | Thalikulam |
| | Manalur |
| | Thrikur |
| | Muriyad |
| | Athirappalli |
| Palakkad | Thrithala |
| | Vaniyankulam |
| | Vellinezhi |
| | Agali |
| | Kongadu |
| | Kozhinjabara |
| | Mututhala |
| | Muthalamada |
| | Nenmara |
| Malapuram | Pothukkallu |
| | Areekodu |
| | Porur |
| | Karulay |
| | Keezhatur |
| | Kalpakanjeri |
| | Thenjipalam |
| | Vettam |
| | Edappal |
| Kozhikode | Choredu |
| | Edacheri |
| | Karasheri |

| | |
|---|---|
| | Kayenna |
| | Narikkuni |
| | Thamarasheri |
| | Kadalundi |
| Kannur | Peravur |
| | Kalliyasheri |
| | Alakkodu |
| | Muzhappilangadi |
| | Pappinisheri |
| | Chokkli |
| | Peralasheri |
| | Thillankeri |
| Wayanad | Vaithiri |
| | Meenangadi |
| | Thirunelli |
| Kasargod | Manjeshwaram |
| | Balal |
| | Madhur |
| | Valiyaparamba |

***Municipalities***

There are 87 municipalities and 6 corporations in total, of which 10 municipalities and one corporation have been studied. Random Sampling was used as the method.

| **District** | **Municipalities/corporations** |
|---|---|
| Kollam | Punalur/Paravur municipalities Kollam corporation |
| Alapuzha | Chengannur |
| Kottayam | Ettumanur |

| | |
|---|---|
| Eranakulam | Aluva |
| Thrissur | Kunnamkulam |
| Palakkadu | Shornur |
| Malapuram | Nilambur |
| **District** | **Municipalities/corporations** |
| Kozhikodu | Koyilandi |
| kannur | Thalassery |

## Collection of data and analysis

### Tools of data collection

**I. Direct interview**

Data was collected through direct interviews with the beneficiaries of the Women Component Plan, officials and elected representatives. The questionnaire included questions related to the economic, social, personal and political status of women in the respective local bodies, specific issues faced by women in the area, challenges and obstacles in the implementation of the Women Component Plan, various practical and critical needs of women and views on plan guidelines.

Interviews were conducted with:

1) the beneficiaries
2) the implementing officers
3) Chairperson of the Welfare Standing Committee,
4) Chairperson of the Women Development Working Group

**II. Focus group discussions**

Two focus group discussions were held in each local body. Discussion was held with:

a. Kudumbashree workers, Asha workers, SC promoters, Anganwadi workers, Gender Resource Centre members, literacy motivators
b. Various women/political organisations/ former elected women representatives

The first group discussed how much the Women Component Plan had helped to raise the status of women in the respective local bodies, how successful it was in resolving the specific problems faced by women, the role of the participants at various stages from project formulation to monitoring, and suggestions for improving the Women Component Plan.

The second focus group discussed their knowledge and experience regarding the Women Component Plan, the contributions/interventions of the organisations they represented, and suggestions for improving the Women Component Plan.

**Secondary source**

The analysis of the projects in the Women Component Plan has been done based on the information received through IKM. Following are the information collected as secondary source:

a. Eight years' total plan outlay of local self-government from 20102011 to 2017-2018,
b. Women Component Plan outlay,
c. expenditure on projects under Women Component Plan,
d. Women Component Plan fund allocation,
e. allocation of Women Component Plan in (general, SCP,TSP),
f. special projects prepared in various sectors such as health, education, arts/sports/culture/recreation, capacity building, infrastructure, finance, prevention of violation and exploitation and empowerment.

**Analysis**

Once the collected data was analysed, elucidated and completed the data was transferred into numerical information and a codebook prepared for statistical analysis, using computer. The analysis was done through Frequency Distribution on a percentage basis. Various Categorical Variables were used for the analysis.

## Report preparation

**1. Study on Women Component Plan- relevance and importance**

The report includes the following chapters.

This chapter describes the Panchayat Raj system and the people's planning movement in Kerala. It also introduces the local government, gender equality and the Women Component Plan on which this study is based.

**2. Review of literature**

There are numerous studies and review reports on women's development activities being implemented at the local level in Kerala since 1997. They all have helped this study. Relevant parts of some of them are explained in this chapter.

**3. Methodology of the study**

This chapter deals with the methods and tools adopted to conduct this study. It contains the need of study, objectives, field of study, data collection and analysis.

**4. Analysis**

***I. Project analysis***

All the schemes implemented by the local governments during the period 2010-11 to 2017-18 under the name of Women Component Plan have been used for this analysis. Allocations and expenditure made in various sectors,

categories and in Women Component Plan are examined on a district-wise basis.

***II. Status of women***

Analyse the extent to which the Women Component Plan in the local self-government has helped to uplift the economic, personal, socio-political status of women after codifying the data collected from the beneficiaries of Women Component Plan, elected representatives, officials, public and social and political activists through various tools of data collection. Analysis of state level and below it, district level has been made with the help of graphs.

***III. Gender issues***

This section analyses the role of the Women Component Plan in solving the specific problems faced by women in society.

***IV. Gender needs***

The practical and strategic needs of women are different. This chapter attempts to examine whether Women Component Plan was capable of satisfying their needs.

***V. Obstacles and challenges***

This section analyses the various difficulties faced by the local bodies in the formation and implementation of the Women Component Plan.

***VI. Guidelines analysis***

Guidelines have been made available to local governments through the orders by the state government for the implementation of the Women Component Plan since 1997. An analysis has been carried out to know how helpful it was to implement the project.

### *VII. Analysis of focus group discussions*

Two focus group discussions were held at each institution. In order to facilitate more qualitative discussions on the details collected through direct interview, information from focus group discussions is analysed here.

## 5. Findings and suggestions

This chapter explains some of the facts that the study team found. It also puts forward some suggestions to improve the project in the future.

# 4
# ANALYSIS

The scientific analysis of the data collected as part of this study is explained here. Qualitative and quantitative information is analysed using a set of technical methods. This chapter contains the study analysis based on general analysis of data on Women Component Plan implemented in local bodies over the past eight years (i.e 2010-11 to 2017-18), interviews, focus group discussions, case study, etc.

**Allocation and expenditure of Women Component Plan**

The formulation, implementation, quality and efficiency of the Women Component Plan depend up on certain factors. Understanding and awareness about the gender equality of the groups involved in these activities are important factors. The attitude of the governing body in this regard, the attitude of elected representatives, the views of officers especially implementing officers, the discussions in the Gram sabhas and the expertise of the working group members are all factors that profoundly influence the formation and implementation of Women Component Plan. It needs to be identified to what extent these quantitatively and qualitatively impact the effectiveness of the Women Component Plan and also the perception of society regarding gender equality.

Following are the findings on the allocation and expenditure of the Women Component Plan from the period 2010-11 to 2017-18.

As it is mandatory to allocate at least 10 per cent of the plan fund on Women Component Plan, Local self-governments tend to limit the amount to only 10 per cent.

- In some districts in the early years, some of the local selfgovernments were forced at the end of the financial year to take the unused fund of women component plan for the projects as per the order of the government which are compulsory projects proposed by the government (Eg.-E.M.S. housing project, Ashraya). When examined through the Sulekha software it was found that this tendency makes the allocation of the local self-government below 10 per cent. It affects the percentage of the total district.
- Some of the municipalities under study were formed (new municipalities) only midway during the study period so their allocation percentage is low.
- The allocation for block panchayats, district panchayats and municipal corporations is almost 16 per cent across the state. A major portion of this is used for housing, constructing anganwadi buildings and industrial buildings. About one-third of the funds are earmarked for the projects in the productive sector and half to the service sector.
- Less than one per cent of funds has only been set aside for the JagrathaSamithi, Gender Resource Centre and recreational and rest facilities. It should be noted, along with the above fact that from 1997 to 2018, violence against women and the suicide rate among girls has increased.
- More than half of the allotted amount is in the general category and the rest is in the Scheduled Castes and Scheduled Tribes category.
- Looking at the sector in terms of production, services and infrastructure, it is found that on an average 60 per cent of the local bodies are more focused on the service sector. The manufacturing sector is just a tad below and the infrastructure sector is 7 per cent below in allocation. An average of 5 per cent has been set aside for certain projects without

mentioning the division of sector (Indira Awas Yojana, EMS Housing Scheme, Ashraya scheme, etc).

- When the expenditure of Women Component Plan is examined 66.75 per cent of the total allocation has been utilised, and when examining the total project outlay only 8 per cent has been utilised.
- Only two thirds of the allocation in the agricultural sector has been utilised. WCP has not been able to bring women into agriculture.
- Low technical skills of women need to be addressed.
- Less than one per cent is allocated to Jagratha Samithis, and if leisure programmes and arts, sports and cultural sectors are considered, utilisation is even less.

It can be seen from the fact that most of the allocations and expenditure are in the service sector and that the local bodies mainly focus on the welfare of women. It has been identified that the Women Component Plan has not been able to adequately address individual capacity building, employment/income/physical security of women and these areas have to be focused on, in the years to come.

## I. PROJECT ANALYSIS

**Allocation of Women Component Plan**

**Table 1**

**Gram Panchayat level (amount in lakhs)**

| District | Total plan allocation | Allocation for Women Component Plan | Percentage |
|---|---|---|---|
| Thiruvananthapuram | 13,904.05 | 1,452.95 | 10.45 |
| Kollam | 17,106.93 | 1,655.87 | 9.68 |
| Pathanamthitta | 10,864.09 | 1,016.07 | 9.35 |
| Alappuzha | 11,324.03 | 1,195.18 | 10.55 |

| | | | |
|---|---|---|---|
| Kottayam | 9,814.25 | 973.73 | 9.92 |
| Idukki | 15,926.21 | 1,537.15 | 9.65 |
| Ernakulam | 14,622.63 | 1,431.21 | 9.79 |
| Thrissur | 18,518.01 | 1,979.56 | 10.69 |
| Palakkad | 22,500.12 | 2,516.03 | 11.18 |
| Malappuram | 15,760.15 | 1,639.16 | 10.4 |
| Kozhikode | 11,810.89 | 1,134.53 | 9.61 |
| Kannur | 10,102.23 | 991.46 | 9.81 |
| Wayanad | 12,339.58 | 1,283.2 | 10.4 |
| Kasargod | 7,706.52 | 814.52 | 10.56 |
| **Total** | **1,92,299.69** | **19,620.62** | **10.2** |

**Table 2**

**Block panchayat level(in lakhs)**

| District | Total plan allocation | Allocation for Women Component Plan | percentage |
|---|---|---|---|
| Thiruvananthapuram | 4549 | 529.82 | 11.65 |
| Kollam | 3,298.04 | 868.31 | 26.33 |
| Pathanamthitta | 2,372.94 | 270.65 | 11.41 |
| Alappuzha | 2,113.92 | 266.51 | 12.61 |
| Kottayam | 2,073.03 | 231.9 | 11.19 |
| Idukki | 3,670.54 | 702.11 | 19.13 |
| Ernakulam | 2,019.29 | 276.82 | 13.71 |
| Thrissur | 4,749.04 | 581.87 | 12.25 |
| Palakkad | 3,976.42 | 703.21 | 17.68 |
| Malappuram | 2,651.65 | 570.04 | 21.5 |

| | | | |
|---|---|---|---|
| Kozhikode | 3,330.81 | 463.87 | 13.93 |
| Kannur | 1,801.44 | 272.74 | 15.14 |
| Wayanad | 5,297.01 | 646.37 | 12.2 |
| Kasargod | 2,399.94 | 466.17 | 19.42 |
| **Total** | **44,303.07** | **6,850.39** | **15.46** |

**Table3**

**District panchayat level (amount in lakhs)**

| District | Total plan allocation | Allocation for Women Component Plan | Percentage |
|---|---|---|---|
| Thiruvananthapuram | 37,031.17 | 4,483.17 | 12.11 |
| Kollam | 35,689.10 | 6,738.66 | 18.88 |
| Pathanamthitta | 20,243.55 | 3,728.56 | 18.42 |
| Alappuzha | 27,027.43 | 3,612.25 | 13.36 |
| Kottayam | 24,468.16 | 3,336.78 | 13.64 |
| Idukki | 28,421.52 | 3,984.56 | 14.02 |
| Ernakulam | 30,835.49 | 4,296.26 | 13.93 |
| Thrissur | 36,536.74 | 5,513.44 | 15.09 |
| Palakkad | 47,226.15 | 7,685.99 | 16.27 |
| Malappuram | 42,808.31 | 6,527.01 | 15.25 |
| Kozhikode | 29,158.03 | 4,096.84 | 14.05 |
| Kannur | 25,587.07 | 3,411.59 | 13.33 |
| Wayanad | 20,021.32 | 3,880.12 | 19.38 |
| Kasargod | 17,666.30 | 2450.2 | 13.87 |
| **Total** | **4,22,720.34** | **63,745.43** | **15.08** |

**Table 4**

**Municipal Corporation level(amount in lakhs)**

| District | Total plan allocation | Allocation for Women Component Plan | Percentage |
|---|---|---|---|
| Kollam | 44,418.35 | 7,186.16 | 16.18 |
| Punalur | 7,246.16 | 1,005.73 | 13.88 |
| Paravur | 5,385.77 | 946.82 | 17.58 |
| Chengannur | 2,824.25 | 580.73 | 20.56 |
| Ettumanoor | 1,309.66 | 86.8 | 6.63 |
| Aluva | 1,896.77 | 158.52 | 8.36 |
| Kunnamkulam | 6,589.84 | 646.29 | 9.81 |
| Shornur | 5,918.88 | 596.86 | 10.08 |
| Nilambur | 4,209.32 | 329.24 | 7.82 |
| Koyilandy | 7,627.92 | 965.35 | 12.65 |
| Thalassery | 8,435.68 | 746.55 | 8.85 |
| **Total** | **95,862.6** | **13,249.05** | **13.82** |

10.2 per cent of the total plan fund is allocated at Gram Panchayat level
15.46 per cent of the total plan fund is allocated at block panchayat level
15.08 per cent of the total plan fund is allocated at district panchayat level
13.82 per cent of the total plan fund is allocated at corporation/ municipality
As it is mandatory to allocate at least 10 per cent of the plan fund on Women Component Plan, local self-governments tend to limit the amount to exactly 10 per cent. Some of the municipalities under study were formed as new municipalities during the period of study and they seem to have a reduced percentage of allocation.

## Allocation – Category Wise

### Table 5

### Grampanchayat level (amount in lakhs)

| District | General | | Scheduled Caste | | Scheduled Tribe | |
|---|---|---|---|---|---|---|
| | fund | per cent | fund | per cent | fund | per cent |
| Thiruvananthapuram | 971.55 | 66.87 | 456.59 | 31.42 | 24.81 | 1.71 |
| Kollam | 1,046.28 | 63.18 | 593.24 | 35.83 | 16.35 | 0.99 |
| Pathanamthitta | 668.16 | 65.76 | 343.49 | 33.81 | 4.42 | 0.43 |
| Alapuzha | 684.25 | 57.25 | 501.97 | 42 | 8.96 | 0.75 |
| Kottayam | 677.35 | 69.56 | 288.5 | 29.63 | 7.88 | 0.81 |
| Idukki | 819.63 | 53.32 | 432.18 | 28.12 | 285.34 | 18.56 |
| Eranakulam | 1,110.29 | 77.58 | 297.85 | 20.81 | 23.07 | 1.61 |
| Kottyam | 1,013.35 | 51.19 | 915.34 | 46.24 | 50.87 | 2.57 |
| Palakkad | 1,307.13 | 51.95 | 981.58 | 39.01 | 227.32 | 9.04 |
| Malapuram | 916.64 | 55.92 | 647.86 | 39.52 | 74.66 | 4.56 |
| Kozhikodu | 701.98 | 61.88 | 429.69 | 37.87 | 2.86 | 0.25 |
| Kannur | 732.7 | 73.9 | 210.8 | 21.26 | 47.96 | 4.84 |
| Wayanad | 676.33 | 52.71 | 91.38 | 7.12 | 515.49 | 40.17 |
| Kasargod | 625.34 | 76.78 | 171.73 | 21.08 | 17.45 | 2.14 |
| Total | **11,950.98** | **60.91** | **6,362.2** | **32.43** | **1,307.44** | **6.66** |

### Table 6

### Block panchayat level (amount in lakhs)

| District | General | | Scheduled Caste | | Scheduled Tribe | |
|---|---|---|---|---|---|---|
| | fund | per cent | fund | per cent | fund | per cent |
| Thiruvananthapuram | 511.74 | 96.59 | 18.08 | 3.41 | 0 | 0 |

| | | | | | | |
|---|---|---|---|---|---|---|
| Kollam | 530.02 | 61.04 | 338.29 | 38.96 | 0 | 0 |
| Pathanamthitta | 159.38 | 58.89 | 111.27 | 41.11 | 0 | 0 |
| Alappuzha | 213.42 | 80.08 | 52.07 | 19.54 | 1.02 | 0.38 |
| Kottayam | 202.36 | 87.26 | 29.54 | 12.74 | 0 | 0 |
| Idukki | 587.09 | 83.62 | 115.02 | 16.38 | 0 | 0 |
| Ernakulam | 122.25 | 44.16 | 154.57 | 55.84 | 0 | 0 |
| Thrissur | 329.87 | 56.69 | 252 | 43.31 | 0 | 0 |
| Palakkad | 467.74 | 66.51 | 16.79 | 2.39 | 218.68 | 31.1 |
| Malappuram | 464.83 | 81.54 | 105.21 | 18.46 | 0 | 0 |
| Kozhikode | 223.48 | 48.18 | 219.75 | 47.37 | 20.64 | 4.45 |
| Kannur | 165.64 | 60.73 | 44.95 | 16.48 | 62.15 | 22.79 |
| Wayanad | 390.42 | 60.4 | 10.18 | 1.58 | 245.77 | 38.02 |
| Kasaragod | 397.44 | 85.26 | 30.48 | 6.54 | 38.25 | 8.2 |
| **Total** | **4,765.68** | **69.56** | **1,498.2** | **21.88** | **586.51** | **8.56** |

**Table 7**

**District panchayat level (amount in lakhs)**

| District | General | | Scheduled Caste | | Scheduled Tribe | |
|---|---|---|---|---|---|---|
| | fund | per cent | fund | per cent | fund | per cent |
| Thiruvananthapuram | 3,491.34 | 77.88 | 920.42 | 20.53 | 71.41 | 1.59 |
| Kollam | 4,656.35 | 69.1 | 1,967.64 | 29.2 | 114.67 | 1.7 |
| Pathanamthitta | 1,947.53 | 52.23 | 1,633.59 | 43.81 | 147.44 | 3.96 |
| Alappuzha | 2,526.99 | 69.96 | 1,076.44 | 29.8 | 8.82 | 0.24 |
| Kottayam | 2,349.52 | 70.41 | 824.63 | 24.71 | 162.64 | 4.88 |
| Idukki | 3,337.33 | 83.76 | 492.02 | 12.35 | 155.21 | 3.89 |
| Ernakulam | 3,690.03 | 85.89 | 594.67 | 13.84 | 11.56 | 0.27 |

| | | | | | | |
|---|---|---|---|---|---|---|
| Thrissur | 1,962.82 | 35.6 | 3,515.34 | 63.76 | 35.28 | 0.64 |
| Palakkad | 3,156.83 | 41.07 | 4,339.31 | 56.46 | 189.85 | 2.47 |
| Malappuram | 5,917.62 | 90.66 | 553.42 | 8.48 | 55.97 | 0.86 |
| Kozhikode | 3,526.51 | 86.08 | 570.33 | 13.92 | 0 | 0 |
| Kannur | 3,182.22 | 93.28 | 139.67 | 4.09 | 89.7 | 2.63 |
| Wayanad | 2,798.57 | 72.13 | 186.72 | 4.81 | 894.83 | 23.06 |
| Kasargod | 2,313.9 | 94.44 | 75 | 3.06 | 61.3 | 2.5 |
| **Total** | **44,857.56** | **70.37** | **16,889.2** | **26.49** | **1,998.68** | **3.14** |

**Table 8**

**Corporation/municipality level (amount in lakhs)**

| District | General | | Scheduled Caste | | Scheduled Tribe | |
|---|---|---|---|---|---|---|
| | fund | per cent | fund | per cent | fund | per cent |
| Kollam | 6,628.21 | 92.24 | 557.95 | 7.76 | 0 | 0 |
| Punalur | 559.33 | 55.62 | 419 | 41.66 | 27.4 | 2.72 |
| Paravoor | 563.6 | 59.53 | 383.22 | 40.47 | 0 | 0 |
| Chengannur | 227.35 | 39.15 | 353.38 | 60.85 | 0 | 0 |
| Ettumanoor | 85.3 | 98.27 | 1.5 | 1.73 | 0 | 0 |
| Aluva | 148 | 93.36 | 10.52 | 6.64 | 0 | 0 |
| Kunnamkulam | 349.49 | 54.08 | 296.8 | 45.92 | 0 | 0 |
| Shornur | 217.52 | 36.44 | 379.34 | 63.56 | 0 | 0 |
| Nilambur | 296.35 | 90.01 | 27.89 | 8.47 | 5 | 1.52 |
| Koyilandy | 584.73 | 60.57 | 380.62 | 39.43 | 0 | 0 |
| Thalassery | 614.23 | 82.28 | 132.32 | 17.72 | 0 | 0 |
| **Total** | **10,274.11** | **77.55** | **2,942.54** | **22.21** | **32.4** | **0.24** |

When it is examined at the Gram Panchayat level, 60.91 per cent of the fund is allocated for general category, 32.43 per cent for SC category and 6.66 per cent for ST category.

When it is examined at the block panchayat level, 69.56 per cent of the fund is allocated for general category, 21.88 per cent for SC category and 8.56 per cent for ST scheme.

When it is examined at the district panchayat level, 70.18 per cent is included in the general category, 26.68 per cent in the Scheduled Castes category and 3.14 per cent in the Scheduled Tribes category.

When it is examined at the municipal/corporation level 77.55 per cent of the fund is allocated for general category, 22.21 per cent for SC category and 0.24 per cent for ST category.

**Allocation – sector-wise**

**Table 9**

**Gram Panchayat level (amount in lakhs)**

| District | Production | | Service | | Infrastructure | | Others | |
|---|---|---|---|---|---|---|---|---|
| | fund | per cent | fund | per cent | fund | per cent | fund | per cent |
| Thiruvananthapuram | 883.73 | 60.82 | 545.05 | 37.51 | 24.17 | 1.67 | 0 | 0 |
| Kollam | 707 | 42.7 | 909.81 | 54.94 | 28.8 | 1.74 | 10.26 | 0.62 |
| Pathanamthitta | 503.72 | 49.57 | 483.72 | 47.61 | 14.34 | 1.41 | 14.29 | 14.41 |
| Alappuzha | 606.46 | 50.74 | 550.35 | 46.05 | 0 | 0 | 38.37 | 3.21 |
| Kottayam | 448.44 | 46.05 | 478.08 | 49.1 | 16.25 | 1.67 | 30.96 | 3.18 |
| Idukki | 629.71 | 40.97 | 753.11 | 48.99 | 141.83 | 9.23 | 12.5 | 0.81 |
| Ernakulam | 550.83 | 38.49 | 775.73 | 54.2 | 70.5 | 4.92 | 34.15 | 2.39 |
| Thrissur | 529.46 | 26.75 | 1,322.49 | 66.81 | 41.62 | 2.1 | 85.99 | 4.34 |
| Palakkad | 542.67 | 21.57 | 1,819.05 | 72.3 | 83.43 | 3.31 | 70.88 | 2.82 |

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| Malappuram | 570.12 | 34.78 | 943.25 | 57.54 | 44.06 | 2.69 | 81.73 | 4.99 |
| Kozhikode | 386.7 | 34.09 | 713.96 | 62.93 | 12.07 | 1.06 | 21.8 | 1.92 |
| Kannur | 496.49 | 50.08 | 440.17 | 44.39 | 15.68 | 1.58 | 39.12 | 3.95 |
| Wayanad | 281.41 | 21.93 | 771.99 | 60.16 | 141.63 | 11.04 | 88.17 | 6.87 |
| Kasaragod | 234.75 | 28.82 | 500.37 | 61.43 | 69.16 | 8.49 | 10.24 | 1.26 |
| **Total** | **7,371.49** | **37.57** | **11,007.13** | **56.1** | **703.54** | **3.59** | **538.46** | **2.74** |

**Table 10**

**Block panchayat level (amount in lakhs)**

| District | Production | | Service | | Infrastructure | | Others | |
|---|---|---|---|---|---|---|---|---|
| | Amount | per cent | Amount | per cent | Amount | per cent | Amount | per cent |
| Thiruvananthapuram | 479.35 | 90.47 | 50.47 | 9.53 | 0 | 0 | 0 | 0 |
| Kollam | 131.75 | 15.17 | 736.56 | 84.83 | 0 | 0 | 0 | 0 |
| Pathanamthitta | 142.16 | 52.53 | 108.62 | 40.13 | 0 | 0 | 19.87 | 7.34 |
| Alappuzha | 155.61 | 58.39 | 107.6 | 40.37 | 3.3 | 1.24 | 0 | 0 |
| Kottayam | 148.54 | 64.05 | 83.36 | 35.95 | 0 | 0 | 0 | 0 |
| Idukki | 596.47 | 84.95 | 98.84 | 14.08 | 6.8 | 0.97 | 0 | 0 |
| Ernakulam | 156.83 | 56.65 | 109.59 | 39.59 | 10.4 | 3.76 | 0 | 0 |
| Thrissur | 221.07 | 38 | 315.35 | 54.2 | 20.45 | 3.5 | 25 | 4.3 |
| Palakkad | 309.57 | 43.92 | 58.56 | 8.34 | 0 | 0 | 335.08 | 47.74 |
| Malappuram | 38.87 | 6.82 | 450.72 | 79.07 | 0 | 0 | 80.45 | 14.11 |
| Kozhikode | 87.78 | 18.92 | 331.56 | 71.48 | 1.88 | 0.41 | 42.65 | 9.19 |
| Kannur | 37.57 | 13.77 | 196.14 | 71.92 | 1.75 | 0.64 | 37.28 | 13.67 |
| Wayanad | 187.75 | 29.05 | 178.2 | 27.57 | 5.15 | 0.8 | 275.27 | 42.58 |
| Kasargod | 57.92 | 12.42 | 303.27 | 65.06 | 104.98 | 22.52 | 0 | 0 |
| **Total** | **2,751.24** | **40.16** | **3,128.84** | **45.67** | **154.71** | **2.26** | **815.6** | **11.91** |

## Table 11

## District panchayat level (amount in lakhs)

| District | Production | | Service | | Infrastructure | | Others | |
|---|---|---|---|---|---|---|---|---|
| | amount | per cent | amount | per cent | amount | per cent | amo unt | per cent |
| Thiruvananthapu ram | 2,140.48 | 47.75 | 2,278.38 | 50.82 | 64.31 | 1.43 | 0 | 0 |
| Kollam | 2,651.44 | 39.35 | 4,048.05 | 60.07 | 39.17 | 0.58 | 0 | 0 |
| Pathanamthitta | 318.48 | 8.54 | 3,410.08 | 91.46 | 0 | 0 | 0 | 0 |
| Alappuzha | 1,175.49 | 32.54 | 2,208.79 | 61.15 | 210.73 | 5.83 | 17.24 | 0.48 |
| Kottayam | 782.75 | 23.45 | 1,583.15 | 47.45 | 970.88 | 29.09 | 0 | 0 |
| Idukki | 1,329.1 | 33.36 | 2,467.80 | 61.93 | 187.66 | 4.71 | 0 | 0 |
| Ernakulam | 1,528.68 | 35.58 | 2,551.04 | 59.38 | 216.54 | 5.04 | 0 | 0 |
| Thrissur | 1,014.07 | 18.39 | 3,176.37 | 57.61 | 1323 | 24 | 0 | 0 |
| Palakkad | 4,204.77 | 54.71 | 3,379.02 | 43.96 | 102.2 | 1.33 | 0 | 0 |
| Malappuram | 1,289.3 | 19.75 | 4,526.06 | 69.35 | 696.65 | 10.67 | 15 | 0.23 |
| Kozhikode | 743.55 | 18.15 | 3,346.89 | 81.69 | 6.4 | 0.16 | 0 | 0 |
| Kannur | 1,536.53 | 45.04 | 1,688.12 | 49.48 | 181.94 | 5.33 | 5 | 0.15 |
| Wayanad | 1,217.56 | 31.38 | 2,464.56 | 63.52 | 198 | 5.1 | 0 | 0 |
| Kasargod | 1,220.54 | 49.81 | 1,059.66 | 43.25 | 170 | 6.94 | 0 | 0 |
| **Total** | **21,152.74** | **33.18** | **38,187.97** | **59.91** | **4,367.48** | **6.85** | **37.24** | **0.06** |

## Table 12

## Corporation/municipality level (amount in lakhs)

| District | Production | | Service | | Infrastructure | | Others | |
|---|---|---|---|---|---|---|---|---|
| | amount | per cent | amount | per cent | amount | per cent | amount | per cent |
| Kollam | 595.03 | 8.28 | 6,302.52 | 87.7 | 1 | 0.02 | 287.6 | 4 |
| Punalur | 105.36 | 10.48 | 860.37 | 85.55 | 10 | 0.99 | 30 | 2.98 |

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| Paravur | 132.58 | 14 | 812.44 | 85.81 | 0 | 0 | 1.8 | 0.19 |
| Chengannur | 22.87 | 3.94 | 527.9 | 90.9 | 14.01 | 2.41 | 15.95 | 2.75 |
| Ettumanoor | 27.19 | 31.32 | 36.46 | 42 | 23.15 | 26.67 | 0 | 0 |
| Aluva | 36.04 | 22.73 | 96.75 | 61.03 | 5.73 | 3.62 | 20 | 12.62 |
| Kunnamkulam | 62.2 | 9.62 | 504.61 | 78.08 | 79.48 | 12.3 | 0 | 0 |
| Shornur | 112.04 | 18.77 | 424.07 | 71.05 | 37.65 | 6.31 | 23.1 | 3.87 |
| Nilambur | 68.91 | 20.93 | 243.68 | 74.01 | 16.65 | 5.06 | 0 | 0 |
| Koyilandy | 101.93 | 10.56 | 829.85 | 85.96 | 30 | 3.11 | 3.57 | 0.37 |
| Thalassery | 53.45 | 7.16 | 576.01 | 77.16 | 89.96 | 12.05 | 27.13 | 3.63 |
| **Total** | **1,317.6** | **9.94** | **11,214.66** | **84.65** | **307.63** | **2.32** | **409.2** | **3.09** |

When it is examined at the Gram Panchayat level, 56.1 per cent has been earmarked for the service sector, 37.57 per cent for the productive sector and 3.59 percent for the infrastructure sector. 2.74 per cent has been set aside for projects which are not included in the division of sectors (Indira Awas Yojana, EMS housing scheme, Ashraya scheme and others).

When it is examined at the block panchayat level, 45.67 per cent has been earmarked for the service sector, 40.16 per cent for the productive sector and 2.26 per cent for the infrastructure sector. 11.91 per cent has been earmarked for projects not included in the division of sectors. At the district panchayat level, 59.91 per cent of funds have been set aside for the service sector, and 33.18 per cent for the productive sector and 6.85 per cent for the infrastructure sector and 0.06 per cent has been earmarked for projects which are not included in the division of sectors.

When it is at the municipal/corporation level, 84.65 per cent has been allocated to the service sector, 9.94 per cent to the productive sector and 2.32 per cent to the infrastructure sector. 3.09 per cent has been earmarked for projects not included in the division of sectors.

From this analysis, it would seem that more emphasis has been given to the service sector, across all local self-governments.

**Expenditure of Women Component Plan**

**Table 13**

**Gram Panchayat level (amount in lakhs )**

| District | Allocation | Expenditure | Percent-age of the allocation | Percentage of total allocation |
|---|---|---|---|---|
| Thiruvananthapuram | 1,452.95 | 1,124.47 | 77.39 | 8.09 |
| Kollam | 1,655.87 | 1,225.74 | 74.02 | 7.17 |
| Pathanamthitta | 1,016.07 | 760.27 | 74.83 | 7 |
| Alappuzha | 1,195.18 | 894.25 | 74.82 | 7.9 |
| Kottayam | 973.73 | 737.61 | 75.75 | 7.51 |
| Idukki | 1,537.15 | 856.48 | 55.71 | 5.38 |
| Ernakulam | 1,431.21 | 887.19 | 61.99 | 6.07 |
| Thrissur | 1,979.56 | 1,451.06 | 73.3 | 7.84 |
| Palakkad | 2,516.03 | 1,645.99 | 65.42 | 7.32 |
| Malappuram | 1,639.16 | 1,092.82 | 66.67 | 6.93 |
| Kozhikode | 1,134.53 | 798.28 | 70.36 | 6.76 |
| Kannur | 991.46 | 718.84 | 72.5 | 7.12 |
| Wayanad | 1,283.20 | 934.07 | 72.79 | 7.57 |
| Kasargod | 814.52 | 616.14 | 75.64 | 7.99 |
| **Total** | **19,620.62** | **13,743.21** | **70.04** | **7.15** |

## Table 14

## Block panchayat level (amount in lakhs)

| District | Allocation | Expenditure | Percentage of the allocation | Percentage of total allocation |
|---|---|---|---|---|
| Thiruvananthapuram | 529.82 | 472.32 | 89.15 | 10.38 |
| Kollam | 868.31 | 786.95 | 90.63 | 23.86 |
| Pathanamthitta | 270.65 | 200.25 | 73.99 | 8.44 |
| Alappuzha | 266.51 | 217.73 | 81.7 | 10.3 |
| Kottayam | 231.9 | 200.02 | 86.25 | 9.65 |
| Idukki | 702.11 | 416.28 | 59.29 | 11.34 |
| Ernakulam | 276.82 | 195.56 | 70.64 | 9.68 |
| Thrissur | 581.87 | 525.26 | 90.27 | 11.06 |
| Palakkad | 703.21 | 375.32 | 53.47 | 9.44 |
| Malappuram | 570.04 | 491.41 | 86.2 | 18.53 |
| Kozhikode | 463.87 | 381.49 | 82.24 | 11.45 |
| Kannur | 272.74 | 219.05 | 80.31 | 12.16 |
| Wayanad | 646.37 | 499.46 | 77.27 | 9.43 |
| Kasargod | 466.17 | 381.64 | 81.87 | 15.9 |
| **Total** | **6,850.39** | **5,362.74** | **78.28** | **12.1** |

## Table 15

## District panchayat level (amount in lakhs)

| District | Allocation | Expenditure | Per cent-age of the allocation | Per centage of total allocation |
|---|---|---|---|---|
| Thiruvananthapuram | 4,483.17 | 2,707.70 | 60.4 | 7.31 |
| Kollam | 6,738.66 | 4,787.19 | 71.04 | 13.41 |
| Pathanamthitta | 3,728.56 | 3,513.84 | 94.24 | 17.36 |
| Alappuzha | 3,612.25 | 2,884.57 | 79.85 | 10.67 |

| | | | | |
|---|---|---|---|---|
| Kottayam | 3,336.78 | 1,414.00 | 42.38 | 5.77 |
| Idukki | 3,984.56 | 1,400.22 | 35.14 | 4.93 |
| Ernakulam | 4,296.26 | 2,112.99 | 49.18 | 6.85 |
| Thrissur | 5,513.44 | 2,626.28 | 47.63 | 7.19 |
| Palakkad | 7,685.99 | 4,056.14 | 52.77 | 8.59 |
| Malappuram | 6,527.01 | 2,963.20 | 45.4 | 6.92 |
| Kozhikode | 4,096.84 | 2,128.55 | 51.95 | 7.3 |
| Kannur | 3,411.59 | 1,705.90 | 50 | 6.67 |
| Wayanad | 3,880.12 | 1,397.86 | 36.02 | 6.98 |
| Kasargod | 2,450.20 | 1,019.03 | 41.59 | 5.77 |
| **Total** | **63,745.44** | **34,717.47** | **54.46** | **8.21** |

**Table 16**

**Corporation/municipal level (amount in lakhs)**

| District | Allocation | Expendi-ture | Percentage of the allocation | Percentage of total allocation |
|---|---|---|---|---|
| Kollam | 7,186.16 | 4,226.17 | 58.81 | 9.51 |
| Punalur | 1,005.73 | 821.67 | 81.7 | 11.34 |
| Paravur | 946.82 | 637.99 | 67.38 | 11.85 |
| Chengannur | 580.73 | 216.78 | 37.33 | 7.67 |
| Ettumanoor | 86.8 | 27.5 | 31.68 | 2.1 |
| Aluva | 158.52 | 107.01 | 67.5 | 5.64 |
| Kunnamkulam | 646.29 | 257.8 | 39.89 | 3.91 |
| Shornur | 596.86 | 314.16 | 52.63 | 5.31 |
| Nilambur | 329.24 | 288.04 | 87.49 | 6.84 |
| Koyilandy | 965.35 | 638.3 | 66.12 | 8.37 |
| Thalassery | 746.55 | 319.8 | 42.84 | 3.79 |
| **Total** | **13,249.05** | **7,855.22** | **59.28** | **8.19** |

When the Women Component Plan expenditure of Gram Panchayat at the state level is examined 70.04 per cent of the total allocation has been utilised. It has been proposed to set aside a minimum of 10 per cent of the total plan allocation, but only 7.12 per cent of the total plan allocation has been spent.

When the expenditure of Women Component Plan at the block panchayat is examined, 83.4 per cent of the total allocation has been utilised. It has been proposed to set aside a minimum of 10per cent of the total plan allocation, but it is found that 13.09per cent of the total allocation has been spent.

When the expenditure of Women Component Plan at district panchayats is examined, 54.46 per cent of the total allocation has been utilised. It has been proposed to set aside a minimum of 10 per cent of the total plan allocation, but only 8.21 per cent of the total plan allocation has been spent. When the expenditure of Women Component Plan at municipality/corporation is examined, 59.28 per cent of the total allocation has been utilised. It has been proposed to set aside a minimum of 10per cent of the total plan allocation, but only 8.19per cent of the total allocation has been spent.

## Category-wise expenditure

Table 17
Grama panchayat level (amount in lakhs)

| District | General | | | Scheduled caste | | | Scheduled tribe | | |
|---|---|---|---|---|---|---|---|---|---|
| | Allocated | Expenditure | per cent | Allocated | Expenditure | per cent | Allocated | Expenditure | per cent |
| Thiruvananthapuram | 971.55 | 828.79 | 85.31 | 456.59 | 280.83 | 61.5 | 24.81 | 14.85 | 59.87 |
| Kollam | 1,046.28 | 844.78 | 80.74 | 593.24 | 373.98 | 63.04 | 16.35 | 6.98 | 42.71 |
| Pathanamthitta | 668.16 | 522.65 | 78.22 | 343.49 | 235.39 | 68.53 | 4.42 | 2.23 | 50.53 |
| Alappuzha | 684.25 | 568.31 | 83.06 | 501.97 | 320.15 | 63.78 | 8.96 | 5.79 | 64.69 |
| Kottayam | 677.35 | 569.12 | 84.02 | 288.5 | 165.08 | 57.22 | 7.88 | 3.41 | 43.32 |
| Idukki | 819.63 | 508.86 | 62.08 | 432.18 | 119.96 | 27.76 | 285.34 | 227.66 | 79.78 |
| Ernakulam | 1,110.29 | 714.65 | 64.36 | 297.85 | 160.11 | 53.75 | 23.07 | 12.43 | 53.87 |
| Thrissur | 1,013.35 | 763.34 | 75.33 | 915.34 | 668.7 | 73.05 | 50.87 | 19.02 | 37.38 |
| Palakkad | 1,307.13 | 846.7 | 64.78 | 981.58 | 672.91 | 68.55 | 227.32 | 126.38 | 55.59 |
| Malappuram | 916.64 | 545.64 | 59.53 | 647.86 | 490.02 | 75.64 | 74.66 | Av57.16 | 76.56 |
| Kozhikode | 701.98 | 530.68 | 75.6 | 429.69 | 265.48 | 61.78 | 2.86 | 2.12 | 74.11 |
| Kannur | 732.7 | 552.55 | 75.41 | 210.8 | 136.89 | 64.94 | 47.96 | 29.4 | 61.29 |
| Wayanad | 676.33 | 546.94 | 80.87 | 91.38 | 70 | 76.6 | 515.49 | 317.13 | 61.52 |
| Kasargod | 625.34 | 478.78 | 76.56 | 171.73 | 126.63 | 73.74 | 17.45 | 10.73 | 61.53 |
| **Total** | **11,950.98** | **8,821.79** | **73.82** | **6,362.2** | **4,086.13** | **64.22** | **1,307.44** | **835.29** | **63.89** |

Table 18
Block panchayat level (amount in lakhs )

| District | General | | | Scheduled caste | | | Scheduled tribe | | |
|---|---|---|---|---|---|---|---|---|---|
| | Allocated | Expenditure | per cent | Allocated | Expenditure | per cent | Allocated | Expenditure | per cent |
| Thiruvananthapuram | 511.74 | 459.04 | 89.7 | 18.08 | 13.28 | 73.45 | 0 | 0 | 0 |
| Kollam | 530.02 | 451.63 | 85.21 | 338.29 | 335.32 | 99.12 | 0 | 0 | 0 |
| Pathanamthitta | 159.38 | 118.83 | 74.56 | 111.27 | 81.42 | 73.17 | 0 | 0 | 0 |
| Alappuzha | 213.42 | 177.03 | 82.95 | 52.07 | 39.68 | 76.2 | 1.02 | 1.02 | 100 |
| Kottayam | 202.36 | 178.45 | 88.18 | 29.54 | 21.57 | 73.02 | 0 | 0 | 0 |
| Idukki | 587.09 | 327.55 | 55.80 | 115.02 | 88.73 | 77.14 | 0 | 0 | 0 |
| Ernakulam | 122.25 | 94.92 | 77.64 | 154.56 | 100.64 | 65.11 | 0 | 0 | 0 |
| Thrissur | 329.87 | 274.65 | 83.26 | 252 | 250.61 | 99.45 | 0 | 0 | 0 |
| Palakkad | 467.74 | 173.52 | 37.1 | 16.79 | 9.785 | 58.28 | 218.68 | 192.015 | 87.8 |
| Malappuram | 464.83 | 408.95 | 87.98 | 105.21 | 82.46 | 78.38 | 0 | 0 | 0 |
| Kozhikode | 223.48 | 159.68 | 71.45 | 219.75 | 201.87 | 91.86 | 20.64 | 19.94 | 96.6 |
| Kannur | 165.64 | 140.1 | 84.58 | 44.95 | 20.55 | 45.7 | 62.15 | 58.4 | 93.97 |
| Wayanad | 390.42 | 264.2 | 67.67 | 10.18 | 5 | 49.12 | 245.77 | 230.26 | 93.69 |
| Kasargod | 397.44 | 328.34 | 82.61 | 30.48 | 15.05 | 49.38 | 38.25 | 38.25 | 100 |
| **Total** | **4,765.68** | **3,556.89** | **74.64** | **1,498.19** | **1,265.97** | **84.5** | **586.51** | **539.88** | **92.05** |

Table 19
District panchayat level (amount in lakhs)

| District | General | | | Scheduled caste | | | Scheduled tribe | | |
|---|---|---|---|---|---|---|---|---|---|
| | Allocated | Expenditure | per cent | Allocated | Expenditure | per cent | Allocated | Expenditure | per cent |
| Thiruvananthapuram | 3,491.34 | 2,257.79 | 64.67 | 920.42 | 380.32 | 41.32 | 71.41 | 69.59 | 97.45 |
| Kollam | 4,656.35 | 2,896.08 | 62.2 | 1,967.64 | 1,776.44 | 90.28 | 114.67 | 114.67 | 100 |
| Pathanamthitta | 1,947.53 | 1,789.16 | 91.87 | 1,633.59 | 1,601.6 | 98.04 | 147.44 | 123.08 | 83.48 |
| Alappuzha | 2,526.99 | 2,219.48 | 87.83 | 1,076.44 | 658.27 | 61.15 | 8.82 | 6.82 | 77.32 |
| Kottayam | 2,349.52 | 1,069.36 | 45.51 | 824.63 | 299.11 | 36.27 | 162.64 | 45.52 | 27.98 |
| Idukki | 3,337.33 | 1,268.93 | 38.02 | 492.02 | 108.23 | 22 | 155.21 | 23.06 | 14.85 |
| Ernakulam | 3,690.03 | 1,826.67 | 49.5 | 594.67 | 283.86 | 47.73 | 11.56 | 2.46 | 21.29 |
| Thrissur | 1,962.82 | 1,356.24 | 69.09 | 3,515.34 | 1,267.76 | 36.06 | 35.28 | 2.28 | 6.46 |
| Palakkad | 3,156.83 | 1,463.50 | 46.36 | 4,339.31 | 2,546.84 | 58.69 | 189.85 | 45.8 | 24.12 |
| Malappuram | 5,917.62 | 2,631.60 | 44.47 | 553.42 | 331.6 | 59.92 | 55.97 | 0 | 0 |
| Kozhikode | 3,526.51 | 1,744.16 | 49.46 | 570.33 | 384.39 | 67.4 | 0 | 0 | 0 |
| Kannur | 3,182.22 | 1,586.60 | 49.86 | 139.67 | 58.7 | 42.03 | 89.7 | 60.6 | 67.56 |
| Wayanad | 2,798.57 | 1,077.48 | 38.5 | 186.72 | 76.86 | 41.16 | 894.83 | 243.53 | 27.21 |
| Kasargod | 2,313.90 | 898.58 | 38.83 | 75 | 75 | 100 | 61.3 | 45.45 | 74.14 |
| **Total** | **44,857.56** | **24,085.63** | **56.69** | **16,889.20** | **9,848.98** | **58.32** | **1,998.68** | **782.86** | **39.16** |

Table 20
Corporation/municipal level (amount in lakhs )

| District | General | | | Scheduled caste | | | Scheduled tribe | | |
|---|---|---|---|---|---|---|---|---|---|
| | Allocated | Expendi-ture | per cent | Allocated | Expendi-ture | per cent | Allo-cated | Expendi-ture | per cent |
| Kollam | 6,628.21 | 4,093.64 | 61.76 | 557.95 | 132.53 | 23.75 | 0 | 0 | 0 |
| Punalur | 559.33 | 520.18 | 93.00 | 419.00 | 287.03 | 68.50 | 27.4 | 14.46 | 52.77 |
| Paravur | 563.60 | 398.85 | 70.77 | 383.22 | 239.14 | 62.40 | 0 | 0 | 0 |
| Chengannur | 227.35 | 136.96 | 60.24 | 353.38 | 79.82 | 22.59 | 0 | 0 | 0 |
| Ettumanoor | 85.30 | 27.5 | 32.24 | 1.50 | 0.00 | 0.00 | 0 | 0 | 0 |
| Aluva | 148,00 | 104.51 | 70.61 | 10.52 | 2.50 | 23.76 | 0 | 0 | 0 |
| Kunnamkulam | 349.49 | 162.65 | 46.54 | 296.80 | 95.15 | 32.06 | 0 | 0 | 0 |
| Shornur | 217.52 | 139.12 | 63.96 | 379.34 | 175.04 | 46.14 | 0 | 0 | 0 |
| Nilambur | 296.35 | 256.38 | 86.51 | 27.89 | 26.66 | 95.59 | 5.00 | 5.00 | 100.00 |
| Koyilandy | 584.73 | 436.07 | 74.58 | 380.62 | 202.23 | 53.13 | 0 | 0 | 0 |
| Thalassery | 614.23 | 276.58 | 45.03 | 132.32 | 43.22 | 32.66 | 0 | 0 | 0 |
| **Total** | **10,274.11** | **6,552.44** | **63.78** | **2,942.54** | **1,283.32** | **43.61** | **32.4** | **19.46** | **60.06** |

When expenditure is examined by category at the Gram Panchayat level, the percentage of expenditure allocation to the respective categories is given below.

General category - 73.82per cent
Scheduled Castes - 64.22per cent
Scheduled Tribes - 63.89per cent

When the expenditure is examined by category at the block panchayat level, the percentage of expenditure allocated to the respective category is as follows.

General category - 73.19per cent
Scheduled Castes - 84.49per cent
Scheduled Tribes - 92.05 per cent

At the district panchayat level, the percentage of expenditure allocation to the respective category is seen to be:

General category - 56.61per cent
Scheduled Castes - 58.31 per cent
Scheduled Tribes - 39.16per cent

At the municipal/ corporation level, category-wise percentage of the expenditure allocation is:

General category - 63.77per cent
Scheduled Castes - 43.61per cent
Scheduled Tribes - 60.08per cent

Table 21
Sector-wise expenditure Gramapanchayat level (amount in lakha)

| District | Productive | | | Service | | | Infrastructure | | | Others | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Allocated | Expendi-ture | per cent | Allocated | Expend-iture | per cent | Allo-cated | Ex-pendi-ture | per cent | Allo-cated | Ex-pendi-ture | per cent |
| Thiruvanan-thapuram | 883.73 | 721.74 | 81.67 | 545.05 | 388.65 | 71.3 | 24.17 | 14.07 | 58.21 | 0 | 0 | 0 |
| Kollam | 707 | 567.83 | 80.32 | 909.81 | 646.33 | 71.04 | 28.8 | 2.11 | 7.33 | 10.26 | 9.48 | 92.4 |
| Pathanamthitta | 503.72 | 373.6 | 74.17 | 483.72 | 368.39 | 76.16 | 14.34 | 3.99 | 27.82 | 14.29 | 14.28 | 99.93 |
| Alappuzha | 606.46 | 419.06 | 69.1 | 550.35 | 440.78 | 80.09 | 0 | 0 | 0 | 38.37 | 34.41 | 89.68 |
| Kottayam | 448.44 | 357.98 | 79.83 | 478.08 | 340.79 | 71.28 | 16.25 | 8.06 | 49.6 | 30.96 | 30.79 | 99.43 |
| Idukki | 629.71 | 275.48 | 43.75 | 753.11 | 535.51 | 71.11 | 141.83 | 38.99 | 27.49 | 12.5 | 6.5 | 52 |
| Ernakulam | 550.83 | 339.87 | 61.7 | 775.73 | 484.36 | 62.44 | 70.5 | 40.57 | 57.55 | 34.15 | 22.4 | 65.59 |
| Thrissur | 529.46 | 365.53 | 69.04 | 1,322.49 | 986.29 | 74.58 | 41.62 | 35.82 | 86.06 | 85.99 | 63.42 | 73.75 |
| Palakkad | 542.67 | 324.74 | 59.84 | 1,819.05 | 1,257.93 | 69.15 | 83.43 | 4.22 | 5.06 | 70.88 | 59.08 | 83.35 |
| Malappuram | 570.12 | 375.58 | 65.89 | 943.25 | 653.28 | 69.26 | 44.06 | 4.99 | 11.33 | 81.73 | 58.97 | 72.15 |
| Kozhikode | 386.7 | 274.73 | 71.04 | 713.96 | 493.32 | 69.1 | 12.07 | 8.43 | 69.84 | 21.8 | 21.8 | 100 |
| Kannur | 496.49 | 388.05 | 78.16 | 440.17 | 290.55 | 66.01 | 15.68 | 15.68 | 100 | 39.12 | 24.55 | 62.76 |
| Wayanad | 281.41 | 147.71 | 52.49 | 771.99 | 651.82 | 84.43 | 141.63 | 46.56 | 32.87 | 88.17 | 87.98 | 99.78 |
| Kasargod | 234.75 | 149.24 | 63.57 | 500.37 | 409.37 | 81.81 | 69.16 | 47.48 | 68.65 | 10.24 | 10.06 | 98.24 |
| **Total** | **7,371.49** | **5,081.1491** | **68.93** | **11,007.13** | **7,947.37** | **72.2** | **703.54** | **270.97** | **38.52** | **538.46** | **443.73** | **82.41** |

Table 22
Block panchayat level (amount in lakhs)

| District | Production | | | Service | | | Infrastructure | | | Others | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Allocated | Expenditure | per cent | Allocated | Expenditure | per cent | Allocated | Expenditure | per cent | Allocated | Expenditure | per cent |
| Thiruvananthapuram | 479.35 | 422.09 | 88.05 | 50.47 | 50.23 | 99.5 | 0 | 0 | 0 | 0 | 0 | 0 |
| Kollam | 131.75 | 64.74 | 49.14 | 736.56 | 722.21 | 98.05 | 0 | 0 | 0 | 0 | 0 | 0 |
| Pathanamthitta | 142.16 | 95.3 | 67.04 | 108.62 | 85.07 | 78.32 | 0 | 0 | 0 | 19.88 | 19.9 | 100 |
| Alappuzha | 155.6 | 125.09 | 80.39 | 107.6 | 89.34 | 83.03 | 3.3 | 3.3 | 100 | 0 | 0 | 0 |
| Kottayam | 148.54 | 119.72 | 80.6 | 83.36 | 80.3 | 96.32 | 0 | 0 | 0 | 0 | 0 | 0 |
| Idukki | 596.47 | 329.77 | 55.29 | 98.84 | 80.66 | 81.61 | 6.8 | 5.85 | 86.03 | 0 | 0 | 0 |
| Ernakulam | 156.83 | 108.43 | 69.14 | 109.59 | 78.73 | 71.84 | 10.4 | 8.4 | 80.77 | 0 | 0 | 0 |
| Thrissur | 221.07 | 184 | 83.23 | 315.35 | 312.08 | 98.96 | 20.45 | 4.18 | 20.44 | 25 | 25 | 0 |
| Palakkad | 309.57 | 60.82 | 19.65 | 58.56 | 27.15 | 46.36 | 0 | 0 | 0 | 335.08 | 287 | 86 |
| Malappuram | 38.87 | 16.9 | 43.48 | 450.72 | 409.07 | 90.76 | 0 | 0 | 0 | 80.46 | 65.5 | 81 |
| Kozhikode | 87.78 | 50.83 | 57.91 | 331.56 | 287.13 | 86.6 | 1.88 | 1.7 | 90.43 | 42.65 | 41.8 | 98 |
| Kannur | 37.57 | 18.4 | 48.98 | 196.14 | 169.76 | 86.55 | 1.75 | 1.72 | 98.29 | 37.29 | 29.2 | 78 |
| Wayanad | 187.75 | 87.48 | 46.59 | 178.2 | 133.62 | 74.98 | 5.15 | 3.09 | 60 | 275.27 | 275 | 100 |
| Kasargod | 57.92 | 25.5 | 44.02 | 303.27 | 257.19 | 84.8 | 104.98 | 98.95 | 94.26 | 0 | 0 | 0 |
| **Total** | **2,751.23** | **1,709.07** | **62.12** | **3,128.84** | **2,782.54** | **88.93** | **154.71** | **127.19** | **82.21** | **815.62** | **744** | **91** |

## Table 23
## District panchayat level (amount in lakhs)

| District | Production | | | Service | | | Infrastructure | | | Others | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Allocated | Expenditure | per cent | Allocated | Expendi-ture | per cent | Allocated | Expend-iture | per cent | Allocat-ed | Ex-pendi-ture | per cent |
| Thiruvananthapu-ram | 2,140.48 | 1,595.76 | 74.55 | 2,278.38 | 1,066.17 | 46.79 | 64.31 | 45.77 | 71.17 | 0 | 0 | 0 |
| Kollam | 2,651.44 | 985.01 | 37.15 | 4,048.05 | 3,796.63 | 93.79 | 39.17 | 5.55 | 14.17 | 0 | 0 | 0 |
| Pathanamthitta | 318.48 | 197.83 | 62.12 | 3,410.08 | 3,316.01 | 97.24 | 0 | 0 | 0 | 0 | 0 | 0 |
| Alappuzha | 1,175.49 | 793.09 | 67.47 | 2,208.79 | 1,932.15 | 87.47 | 210.73 | 150 | 71.18 | 17.24 | 9.33 | 54 |
| Kottayam | 782.75 | 515.98 | 65.92 | 1,583.15 | 435.34 | 27.5 | 970.88 | 462.68 | 47.66 | 0 | 0 | 0 |
| Idukki | 1,329.10 | 380.46 | 28.63 | 2,467.80 | 987.09 | 40 | 187.66 | 32.67 | 17.41 | 0 | 0 | 0 |
| Ernakulam | 1,528.68 | 883.72 | 57.81 | 2,551.04 | 1,122.43 | 44 | 216.54 | 106.84 | 49.34 | 0 | 0 | 0 |
| Thrissur | 1,014.07 | 588.89 | 58.07 | 3,176.37 | 1,075.09 | 33.84 | 1323 | 962.3 | 72.74 | 0 | 0 | 0 |
| Palakkad | 4,204.77 | 1,384.7 | 32.93 | 3,379.02 | 2,620.28 | 77.55 | 102.2 | 51.16 | 50.06 | 0 | 0 | 0 |
| Malappuram | 1,289.30 | 548.09 | 42.51 | 4,526.06 | 1,801.36 | 39.8 | 696.65 | 613.75 | 88.1 | 15 | 0 | 0 |
| Kozhikode | 743.55 | 555.11 | 74.66 | 3,346.89 | 1,569.60 | 46.9 | 6.4 | 3.84 | 60 | 0 | 0 | 0 |
| Kannur | 1,536.53 | 892.32 | 58.07 | 1,688.12 | 696.35 | 41.25 | 181.94 | 117.23 | 64.43 | 5 | 0 | 0 |
| Wayanad | 1,217.56 | 530.76 | 43.59 | 2,464.56 | 843.96 | 34.24 | 198 | 23.14 | 11.69 | 0 | 0 | 0 |
| Kasargod | 1,220.54 | 606.05 | 49.65 | 1,059.66 | 402.84 | 38.02 | 170 | 10.14 | 5.96 | 0 | 0 | 0 |
| **Total** | **21,152.74** | **10,457.77** | **49.44** | **38,187.97** | **21,665.30** | **56.73** | **4,367.48** | **2,585.07** | **59.19** | **37.24** | **9.33** | **25** |

Table 24
Corporation/municipality level (amount in lakhs)

| District | Production | | | Service | | | Infrastructure | | | Others | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Allocat-ed | Expend-iture | per cent | Allocated | Expendi-ture | per cent | Allo-cated | Ex-pendi-ture | per cent | Allo-cated | Ex-pendi-ture | per cent |
| Kollam | 595.03 | 284.42 | 47.8 | 6,302.52 | 3,853.04 | 61.13 | 1 | 0 | 0 | 287.61 | 88.7 | 31 |
| Punalur | 105.36 | 63.81 | 60.56 | 860.37 | 727.86 | 84.6 | 10 | 0 | 0 | 30 | 30 | 100 |
| Paravur | 132.58 | 58.28 | 43.96 | 812.44 | 579.51 | 71.33 | 0 | 0 | 0 | 1.8 | 0.2 | 11 |
| Chengannur | 22.87 | 6.88 | 30.08 | 527.90 | 182.65 | 34.6 | 14.01 | 12.4 | 88.51 | 15.95 | 14.9 | 93 |
| Ettumanoor | 27.19 | 17.3 | 63.63 | 36.46 | 8.97 | 24.6 | 23.15 | 1.23 | 5.31 | 0 | 0 | 0 |
| Aluva | 36.04 | 8.27 | 22.95 | 96.75 | 73.01 | 75.46 | 5.73 | 5.72 | 99.83 | 20 | 20 | 100 |
| Kunnamku-lam | 62.20 | 9.96 | 16.01 | 504.61 | 229.4 | 45.46 | 79.48 | 18.44 | 23.2 | 0 | 0 | 0 |
| Shornur | 112.04 | 9.07 | 8.1 | 424.07 | 272.88 | 64.35 | 37.65 | 17.21 | 45.71 | 23.1 | 15 | 65 |
| Nilambur | 68.91 | 54.83 | 79.57 | 243.68 | 222.62 | 91.36 | 16.65 | 10.59 | 63.6 | 0 | 0 | 0 |
| Koyilandy | 101.93 | 39.44 | 38.69 | 829.85 | 597.11 | 71.95 | 30 | 0 | 0 | 3.57 | 1.75 | 49 |
| Thalassery | 53.45 | 16.93 | 31.68 | 576.01 | 238.03 | 41.32 | 89.96 | 50.44 | 56.07 | 27.13 | 14.4 | 53 |
| **Total** | **1,317.60** | **569.19** | **43.2** | **11,214.66** | **6,985.08** | **62.29** | **307.63** | **116.04** | **37.72** | **409.16** | **185** | **45** |

When the Women Component Plan expenditure of the Gram Panchayats is examined, 68.93 percent of the allocation falls in the productive sector, 72.20 percent in the service sector, 32.88 percent in the infrastructure sector and 82.40 percent in others.

In the case ofblock panchayats, 62.14 percent of the allocation is in the productive sector, 90.62 per cent in the service sector, 59.63 per cent in the infrastructure sector and 83.18 per cent in others.

As far asWCP expenditure indistrict panchayats is concerned, 49.43 percent of the allocation is in the productive sector, 56.73 percent in the service sector, 59.18 percent in the infrastructure sector and 25.04 percent in others.

When the Women Component Plan expenditure of municipalities/ corporations is examined, 43.19 percent of the allocation is in the productivesector, 62.28 per cent in the service sector, 37.72 per cent in the infrastructure sector and 45.19 per cent in others.

**Analysis of projects in different subject areas**

**Table 25**

**Gram Panchayat Level**

| Sub sectors | Per centage of fund allocation for Women Component Plan | Percentage of expenditure |
|---|---|---|
| Industry | 8.55 | 3.76 |
| Agriculture | 7.87 | 5.64 |
| Animal husbandry | 21.16 | 15.76 |
| Fishing | 0.12 | 0.1 |
| Anganwadi | 3.81 | 3.47 |
| Empowerment | 0.47 | 0.13 |
| JagrathaSamithi | 0.28 | 0.19 |
| Arts and sports | 0.25 | 0.1 |

| | | |
|---|---|---|
| Education | 1.00 | 0.54 |
| Gender Resource Centre | 0.01 | 0.09 |
| Computerisation | 0.09 | 0.06 |
| Health | 0.92 | 0.72 |
| Dairy development | 0.78 | 0.67 |
| Drinking water | 0.29 | 0.16 |
| Energy and irrigation | 0.04 | 0.01 |
| Waste disposal | 0.99 | 0.37 |
| Building | 3.07 | 1.11 |
| Home | 28.48 | 19.45 |
| Nutrition | 7.39 | 7.29 |
| Marriage financing | 9.21 | 7.8 |
| Social welfare | 4.44 | 1.92 |
| Others | 0.78 | 0.7 |
| **Total** | 100 | 70.04 |

**Sub Sectors Block panchayats**

| Sub sectors | Per centage of fund allocation for Women Component Plan | Per centage of expenditure |
|---|---|---|
| Industry | 13.12 | 7.93 |
| Agriculture | 13.70 | 8.94 |
| Animal husbandry | 12.04 | 9.96 |
| Anganwadi | 3.09 | 2.92 |
| Empowerment | 1.99 | 1.48 |
| Arts and sports | 0.43 | 0.32 |
| Education | 1.24 | 1.04 |
| Gender Resource Centre | 0.33 | 0.06 |
| Health | 1.55 | 0.72 |
| Dairy development | 1.01 | 1.01 |
| Road | 0.28 | 0.27 |

| | | |
|---|---|---|
| Waste treatment | 2.19 | 1.34 |
| Building | 0.6 | 0.28 |
| Home | 48.22 | 46.96 |
| Others | 0.21 | 0.17 |
| Total | 100 | 83.4 |

**Table 27**

**District panchayats**

| Sub sectors | Percentage of fund allocation for Women Component plan | Percentage of expenditure |
|---|---|---|
| Animal husbandry | 2.37 | 1.55 |
| Agriculture | 7.28 | 3.08 |
| Health | 5.63 | 2.21 |
| Industry | 18.47 | 6.4 |
| Women and child welfare | 0.49 | 0.17 |
| No sectors mentioned (Eg: For Ashraya) | 17.11 | 15.1 |
| Building | 3.17 | 1.21 |
| School bus | 0.73 | 0.73 |
| Waste treatment | 17.7 | 9.47 |
| Social welfare | 8.61 | 5.14 |
| Occupational skills | 1.82 | 0.71 |
| Transport | 0.08 | 0.05 |
| Tourism | 0.03 | 0.03 |
| Anganwadi | 0.63 | 0.48 |
| Education | 12.08 | 4.8 |
| Arts and sports | 1.94 | 0.56 |
| Fishing | 1.41 | 1.03 |
| Others | 0.45 | 1.74 |
| **Total** | **100** | **54.46** |

**Table 28**

**Municipalities/Corporations**

| Sub Sectors | Percentage of fund allocation for Women Component Plan | Per centage of expenditure |
|---|---|---|
| Agriculture | 1.91 | 1.61 |
| Anganwadi | 1.28 | 0.9 |
| Animal husbandry | 2.92 | 1.52 |
| Arts and sports | 0.23 | 0.1 |
| Computerisation | 0.01 | 0.01 |
| Drinking water | 0.68 | 0.32 |
| Education | 0.51 | 0.34 |
| Health | 2.26 | 1.32 |
| Housing | 68.4 | 42.89 |
| Industry | 4.99 | 1.16 |
| Women and Child welfare | 0.35 | 0.33 |
| For projects such as Aashraya which are not part of any sector | 3.15 | 1.42 |
| Nutrition | 3.41 | 3.33 |
| Building | 2.29 | 0.81 |
| Waste treatment | 0.45 | 0.08 |
| Social welfare | 6.48 | 2.7 |
| Others | 0.69 | 0.44 |
| Total | 100 | 59.28 |

**Gram Panchayats**

Following are the information available when the allocation and expenditure of various sub sectors of Women Component Plan of the Gram Panchayats were examined.

Gram Panchayats have made maximum allocation for housing under the Women Component Plan (28.48per cent)

Animal husbandry is another important allocation area (21.16per cent)

Allocation has been made for anganwadi building (3.81per cent), financial assistance for marriage (9.21per cent) and anganwadi nutrition (7.39per cent) which should not have been allocated from the Women Component Plan.

Housing (19.45per cent) and Animal husbandry (15.76per cent) accounted for the majority of the expenditure.

Nominal allocations and expenditure have been made for education (1per cent), women empowerment (0.47per cent), arts and sports and culture (0.25per cent), JagrathaSamithi (0.28per cent) and gender resource centres (0.01per cent).

**Block panchayats**

About half (48.22per cent) of the funds from Women Component Plan of the block panchayatshasbeen earmarked for housing.

Allocations have also been made for small scale industries (13.12per cent), agriculture (13.7per cent) and animal husbandry (12.04per cent).

Nominal allocations have been made in the areas of women empowerment, arts, sports, culture, health, gender resource centres, etc.

Out of 83.4per cent of the total expenditure of the Women Component Plan, 46.96per cent was spent on housing.

**District panchayats**

More allocationsfrom theWomen Component Plan of the district panchayats have been made for small industries (18.47per cent), housing (17.11per cent), sanitation and waste management (17.7per cent) and education (12.08per cent).

The total cost of the Women Component scheme is 54.46 per cent. Of this, 15.1per centhas been spent on housing and 9.47per centon sanitation

18.47per cent has been earmarked for small scale industries but only 6.4per cent has been spent.

**Municipalities/corporations**

68.39 per cent of the Women Component Plan at the municipal/ corporation level is earmarked for housing. All other areas appear to be nominally allocated.

Out of 59.28 per cent of the total expenditure, 42.89 per cent was spent on housing.

Expenditure in all other sectors was only 16.39 per cent.

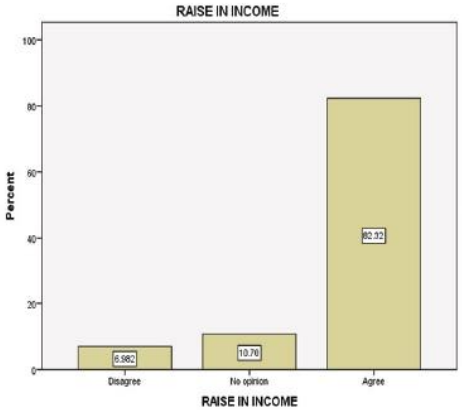
From these statistics, it can be assumed that insufficient provisions

## II. ANALYSIS RELATED TO THE STATUS

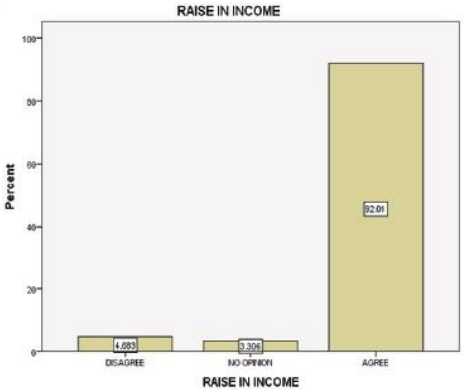
### A. Financial status

#### 1) Increase in income

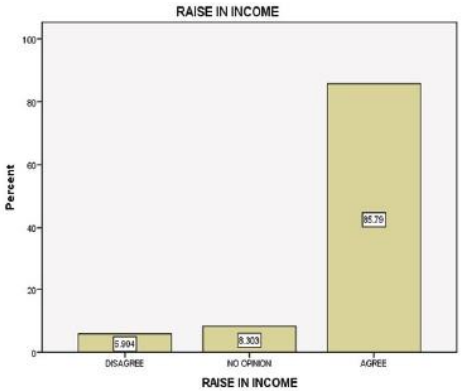
**Beneficiaries**




**Elected Representatives**



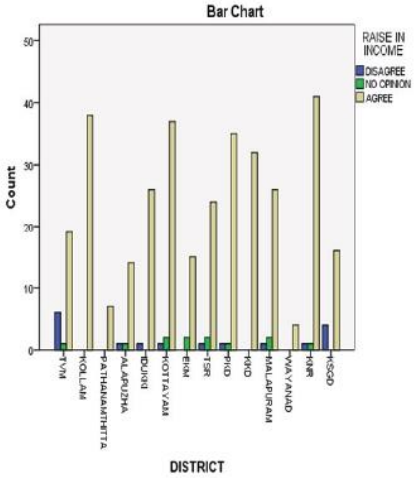

**Officials**



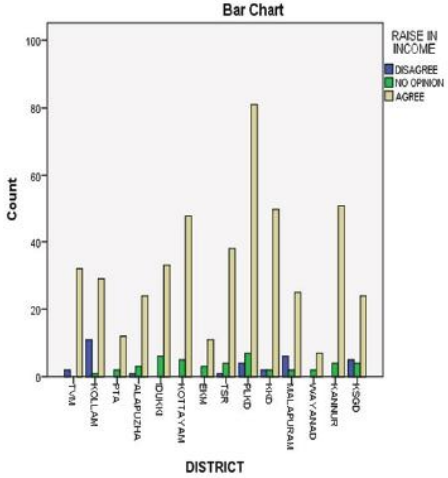

According to the collected data,82.32 per cent of beneficiaries,92.0 percent of elected representatives and 85.79 percent of the officers reported that there is considerable increase in income of women.

# District Level Data given below

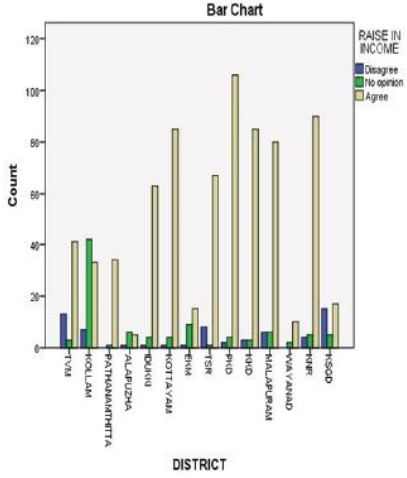
## Beneficiaries




## Elected Representatives

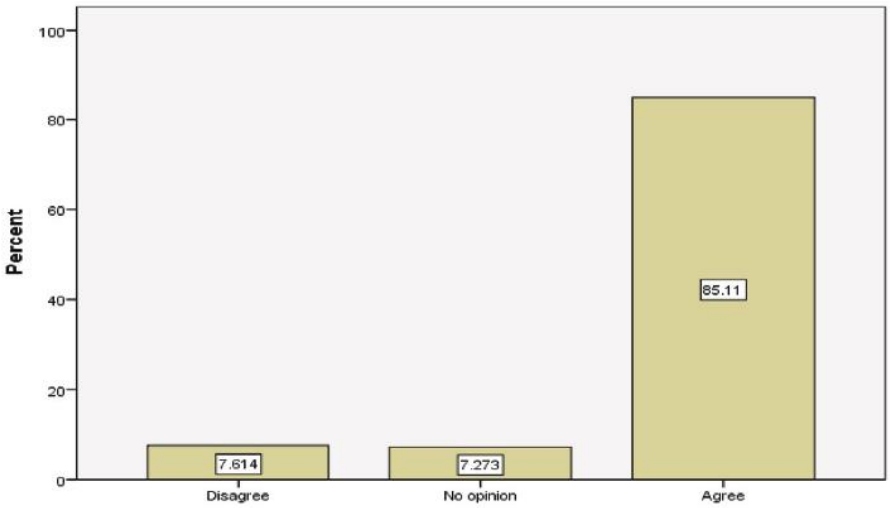



## Officials



## 2) Funding

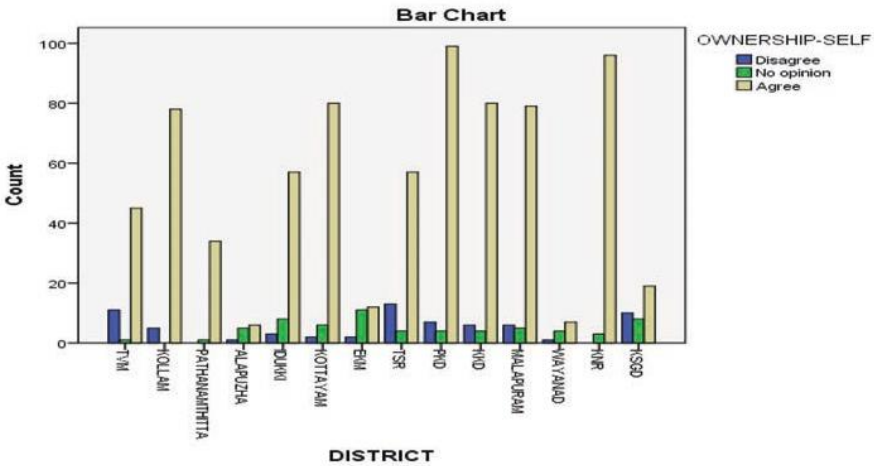
### Beneficiaries




85 percent of the beneficiaries said that they could use their income as they wished.

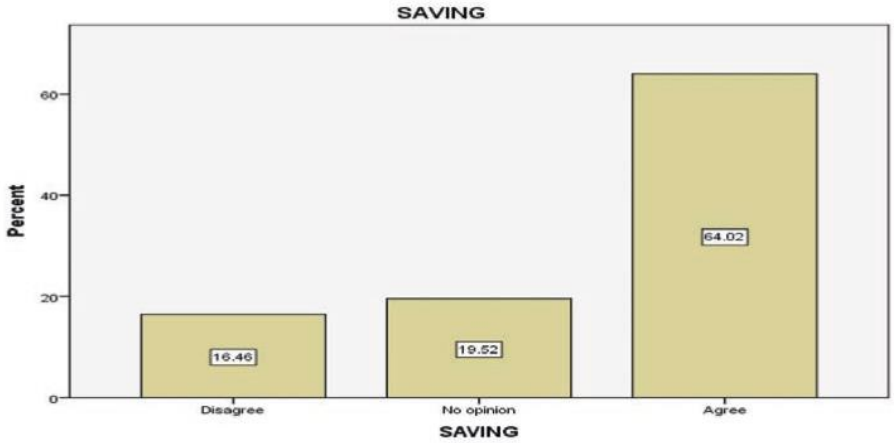
### District Level Data given below

### Beneficiaries



## 3) Savings

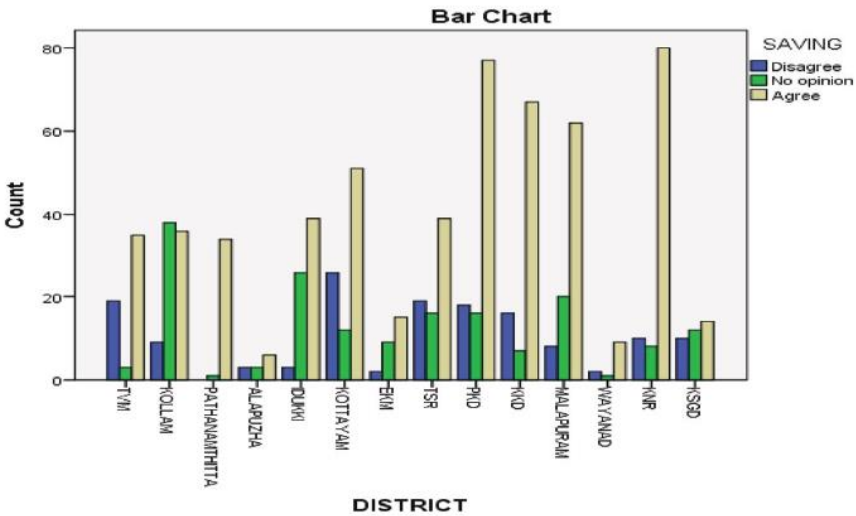
### Beneficiaries




64.02 per cent of the beneficiaries stated that a certain amount of money could be set aside for savings.

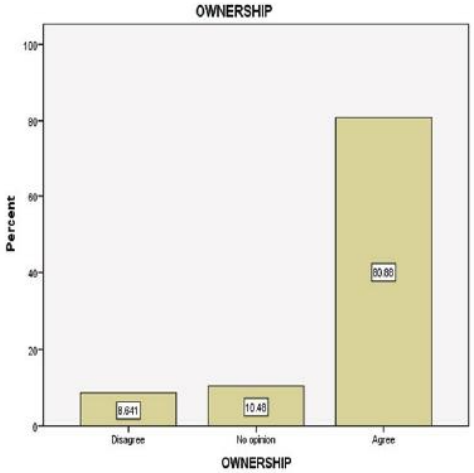
### District Level Data given below

### Beneficiaries

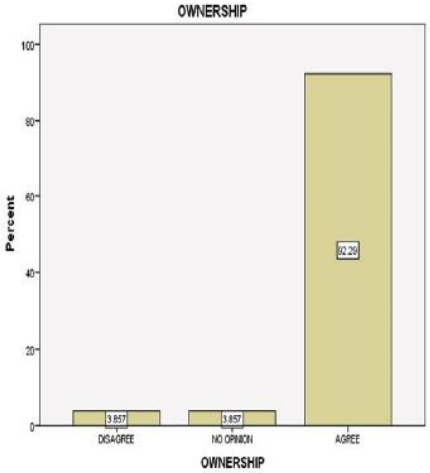


## 4) Ownership

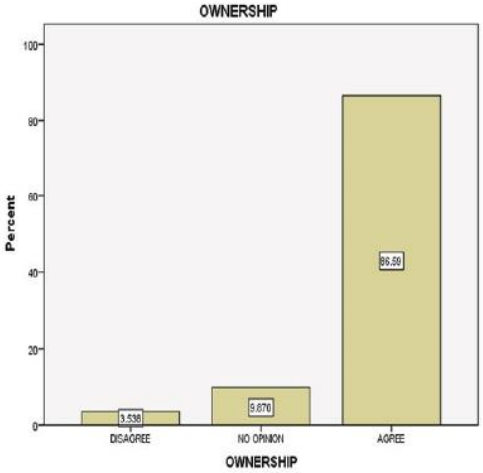
**Beneficiaries**




**Elected Representatives**



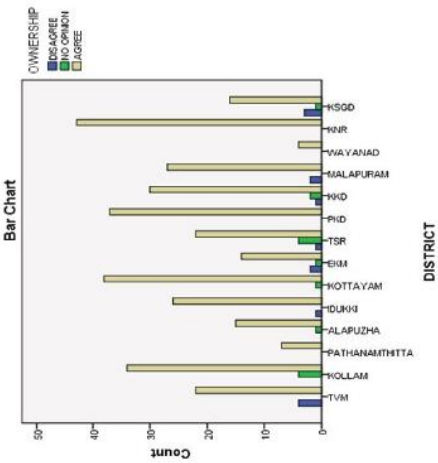

**Officials**



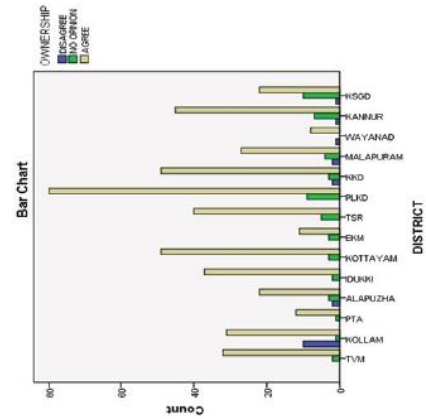

80.88 per cent of the beneficiaries, 92.29 per cent of the elected representatives and 86.59 per cent of the officials said that they had acquired property/vehicle, house, cattles or some other assets.

# District Level Data given below

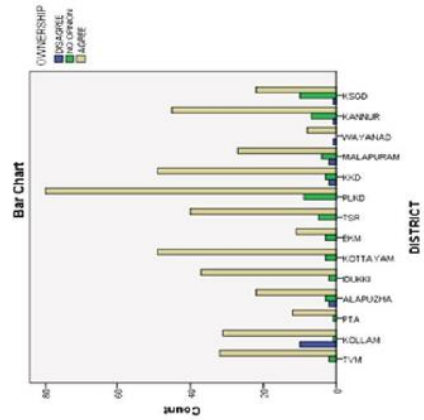
## Beneficiaries




## Elected Representatives

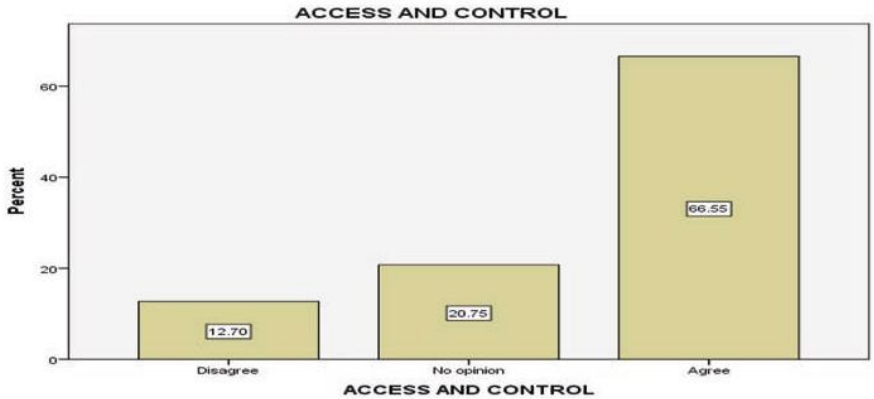



## Officials



## 5) Access and control over property

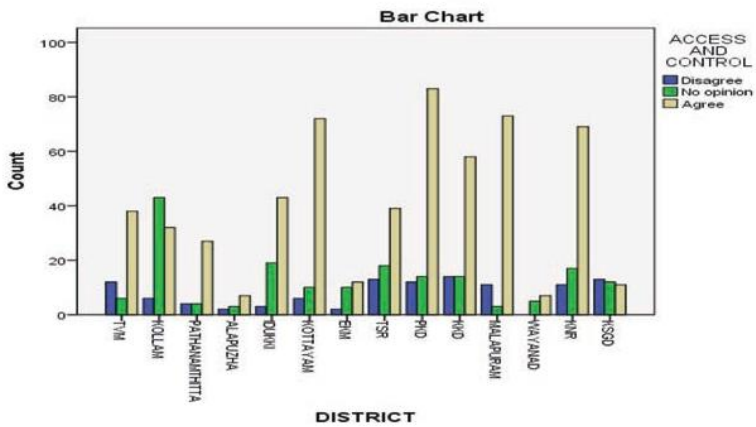
### Beneficiaries




About 66.55 per cent of the beneficiaries stated they had control and access over their property.

## District Level Data given below

### Beneficiaries

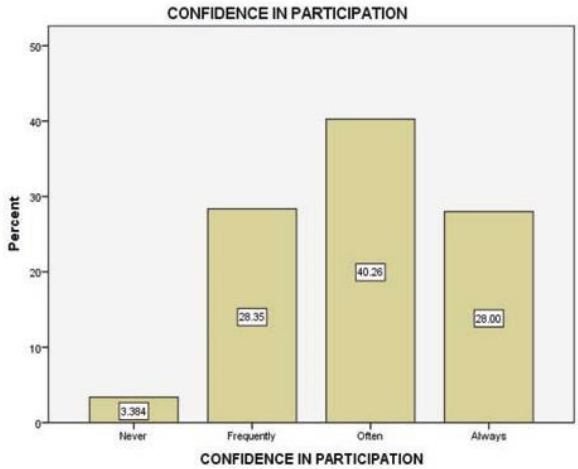



Factors such as increase in income, fiscal management and ownership which determine economic status went up while savings and control were found to be less than 70per cent.

## B. Personal status

### 1) Self confidence

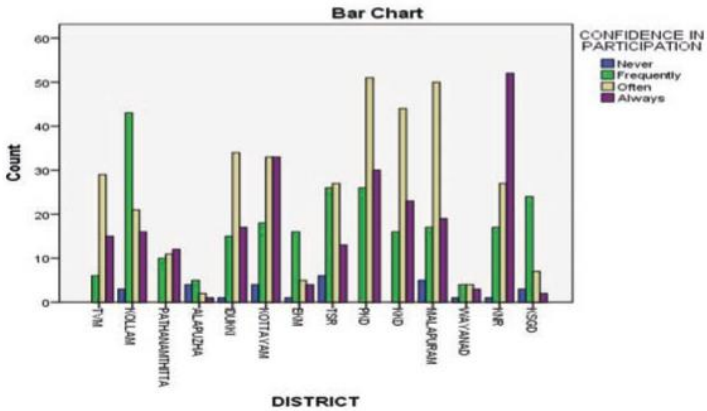
### Beneficiaries




40.26 per cent of the respondents said that they often participated in public and social events with confidence. 28per cent of the respondents replied that their confidence level has definitely been increased.

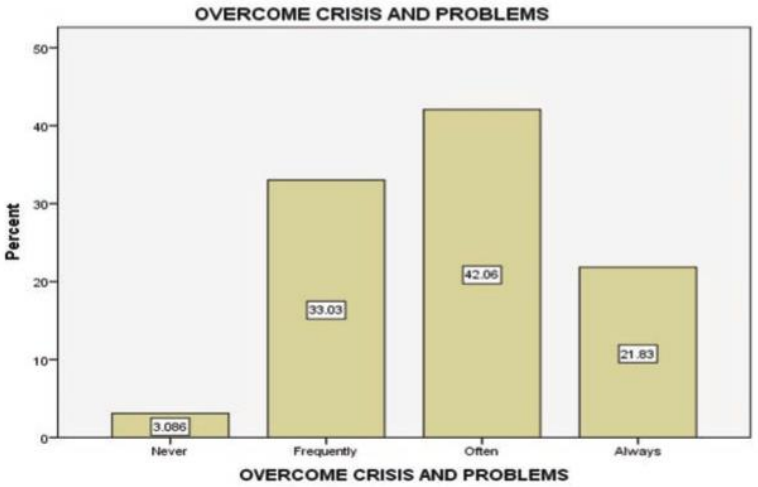
### District Level Data given below

### Beneficiaries



## 2) Overcoming crisis and problems

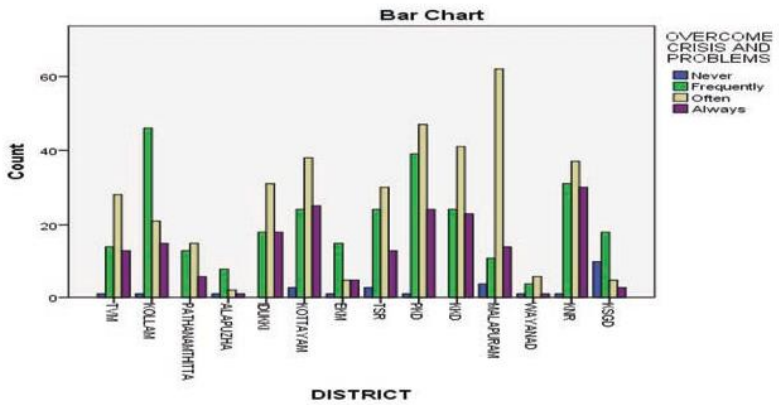
### Beneficiaries




42.06 percent of the respondents were often able to overcome crises faced in the family and the community and 33.03 percent of the respondents were frequently able to overcome the crises faced in the family and the community

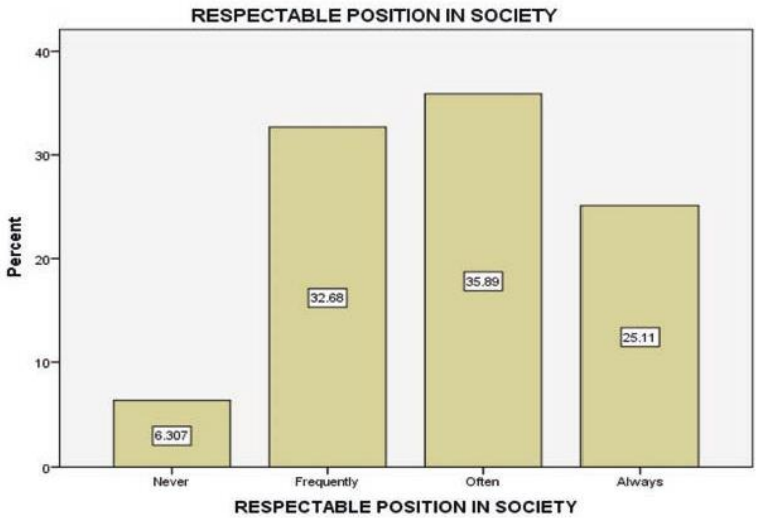
## District Level Data given below

### Beneficiaries



## 3) Respect

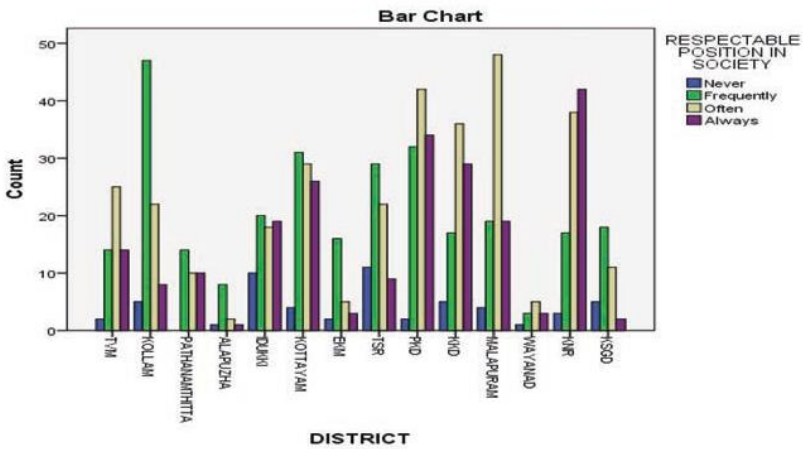
### Beneficiaries




While 35.89 percent of the beneficiaries said that they were mostly respected in society as an individual and 32.68 per cent of the respondents were only frequently respected in the society as an individual.

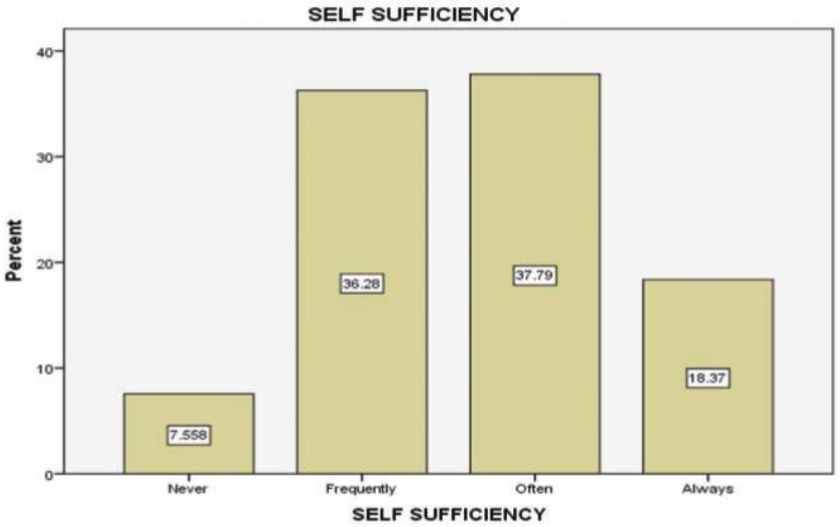
### District Level Data given below

### Beneficiaries



## 4) Self-sufficiency

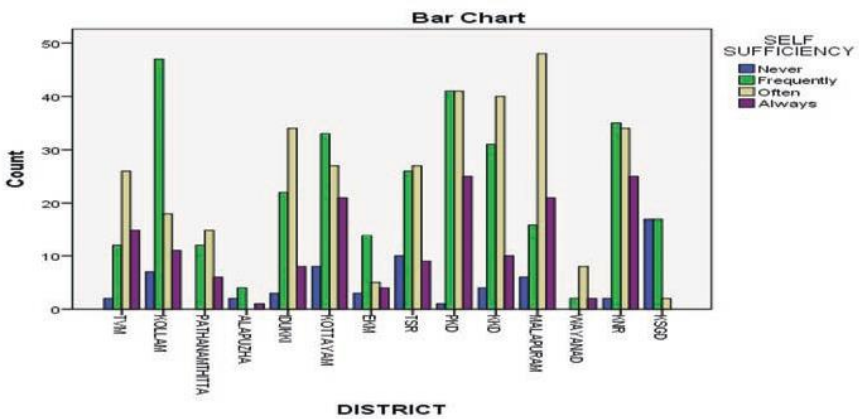
### Beneficiaries




37.79 per cent of the respondents replied that they were often able to fulfil their own needs and 36.28 per cent of the respondents replied that they were able to do frequently.

## District Level Data given below

### Beneficiaries



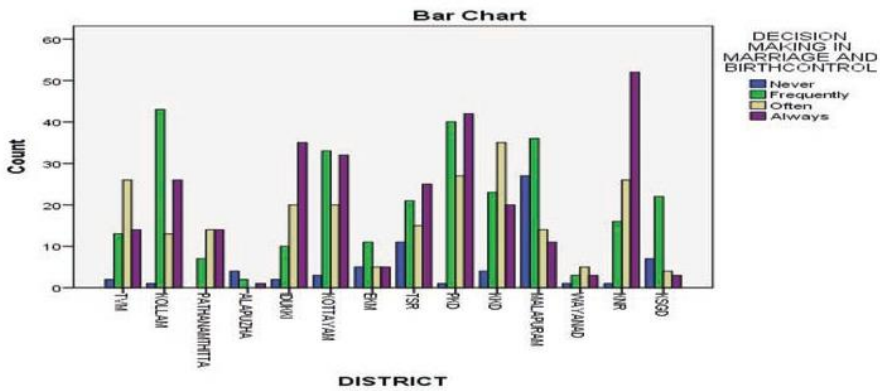
## 5) Power of decision-making

### Beneficiaries

33.06 per cent of the beneficiaries responded by saying that they mostly get e power to take decisions on birth control and marriage of child and 32.71 percent of the respondents were frequently able to do so.

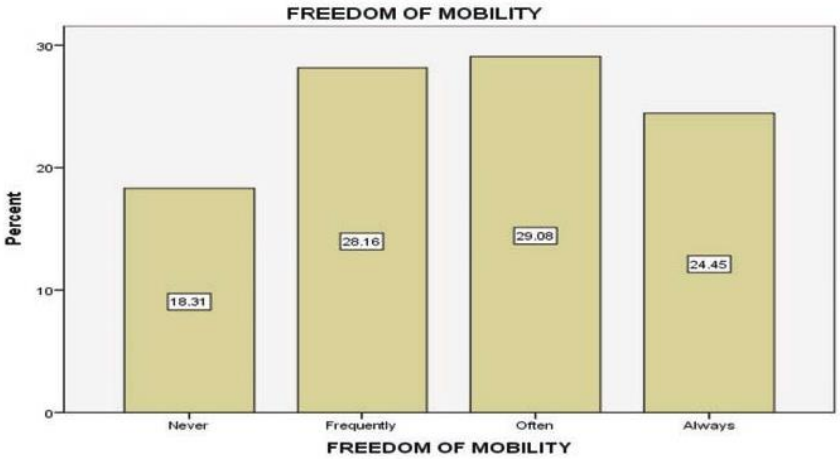
## District Level Data given below

### Beneficiaries



## 6) Freedom of movement

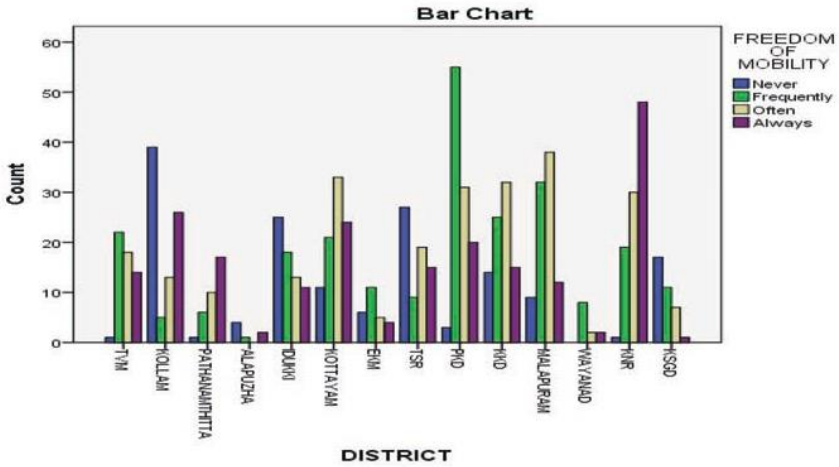
### Beneficiaries




29.08 per cent of respondents replied that it was often possible to travel on their own and 28.16 per cent of respondents replied that it was sometimes possible, while 18.31 per cent of respondents replied that it was never possible.

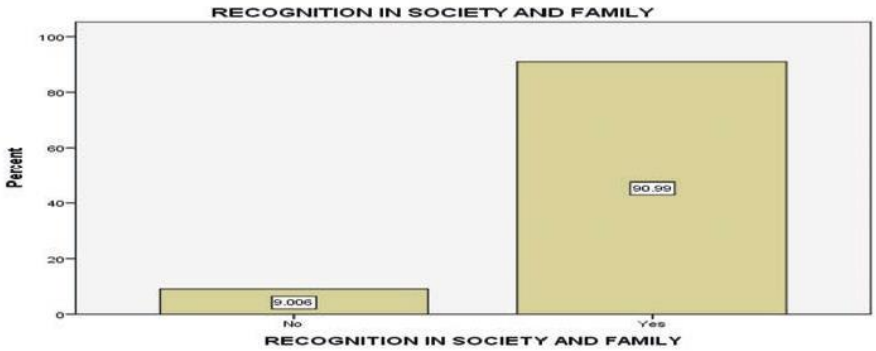
## District Level Data given below

### Beneficiaries



## 7) Recognition

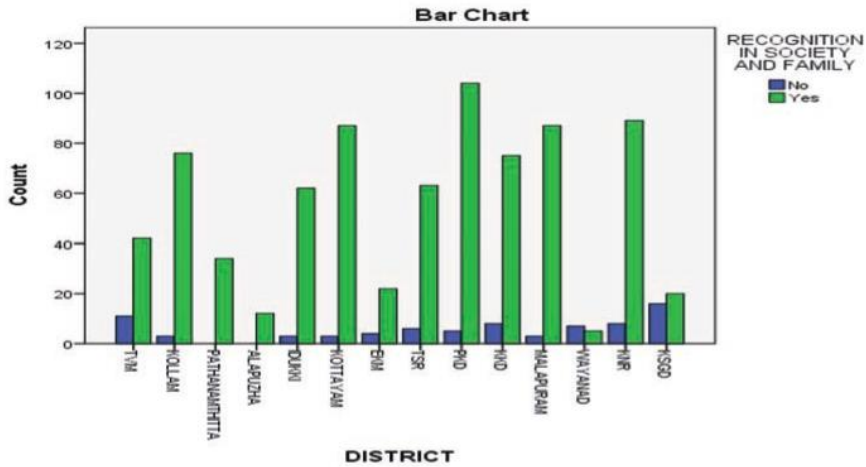
### Beneficiaries




91per cent of the beneficiaries replied that their views were accepted in the family and community.

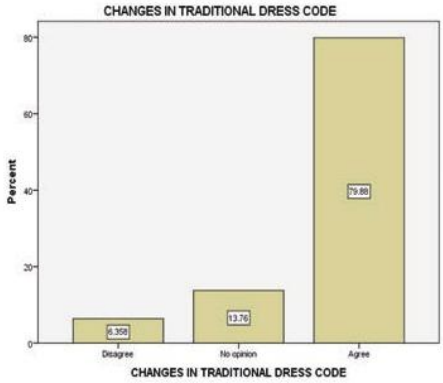
## District Level Data given below

### Beneficiaries

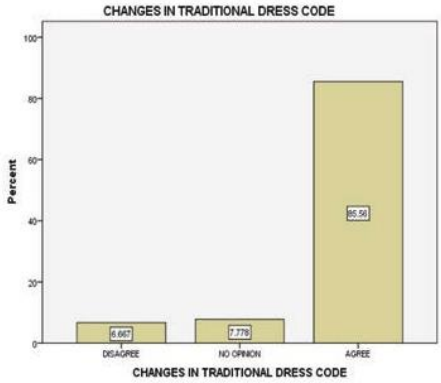


## 8) Freedom of dressing

**Beneficiaries**



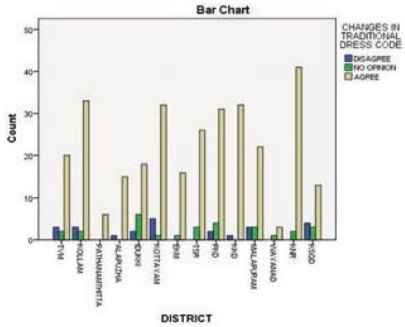

**Elected Representatives**



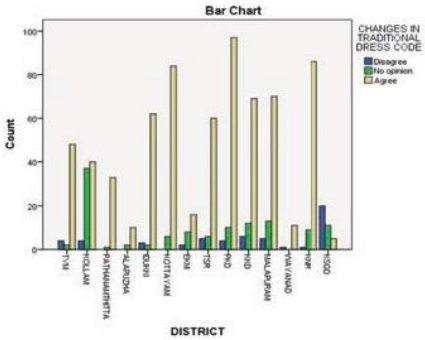

79.88 per cent of the beneficiaries and 85.56 per cent of the elected representatives stated that the traditional dress code has changed over time as a result of greater involvement in public spaces.

## District Level Data given below

**Beneficiaries**




**Elected Representatives**

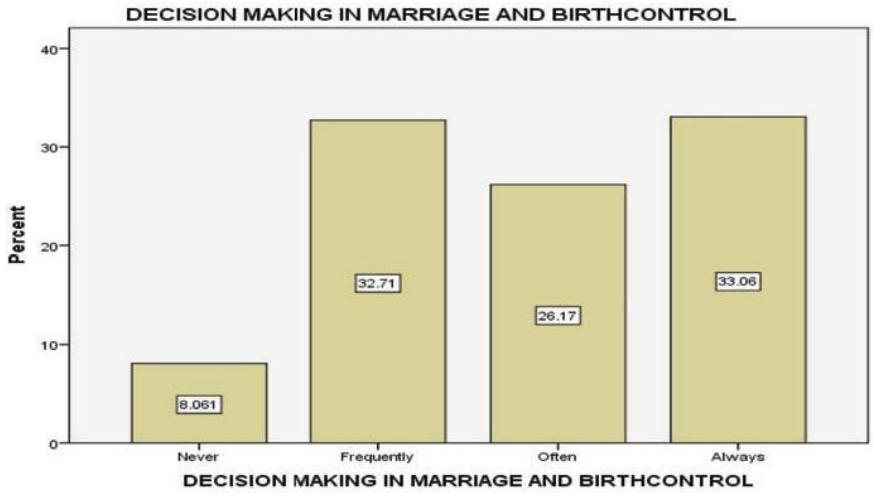



It was observed that there was less than 50per cent rise in the key factors in elevating the status of a person such as; confidence, ability to overcome crises, increased self-esteem, self-sufficiency, decision-making power and freedom of movement. Recognition and freedom of their dress codes were also considered to have increased significantly.

## C) Social status

### 1) Power to make decisions

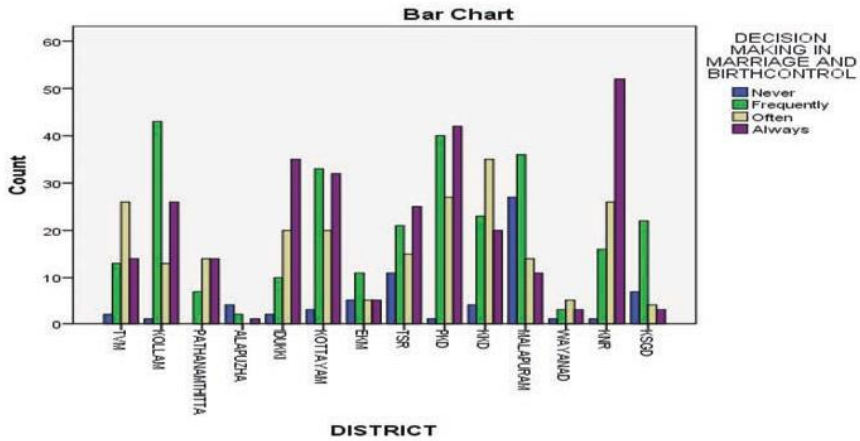
Beneficiaries




33.06 per cent of the respondents stated that they always had the power to make decisions on birth control and marriage of their child and 32.71 per cent of the respondents said they were often able to do so.

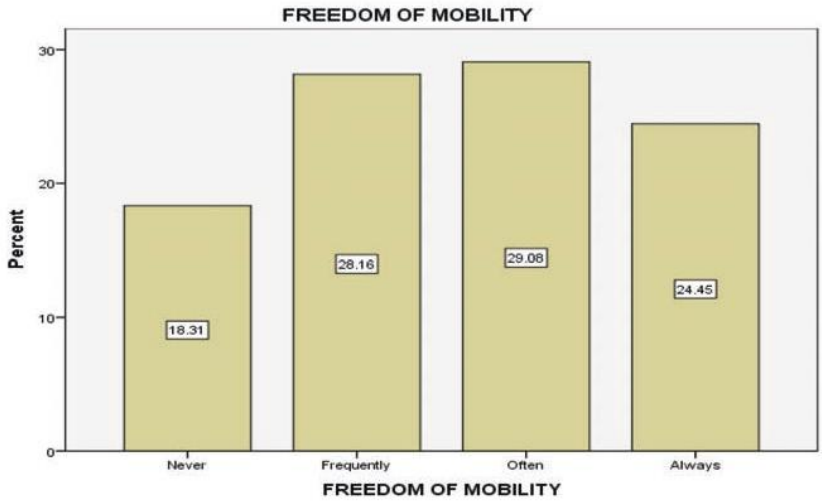
**District Level Data given below**

Beneficiaries



## 2) Freedom of movement

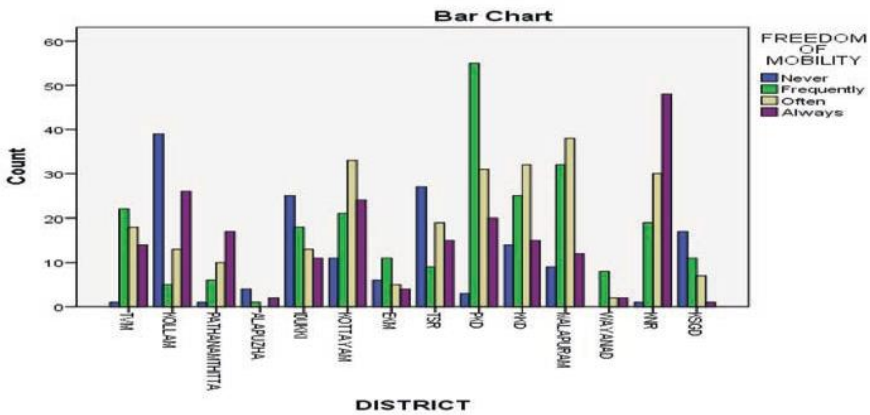
### Beneficiaries




29.08 per cent of the respondents stated that it was often possible to travel on their own, while 28.16 per cent of the respondents were of the opinionthat it was sometimes possible and 18.31 per cent stated that it was never possible

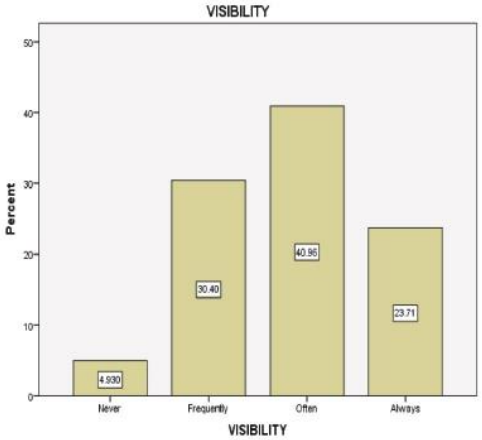
## District Level Data given below

### Beneficiaries

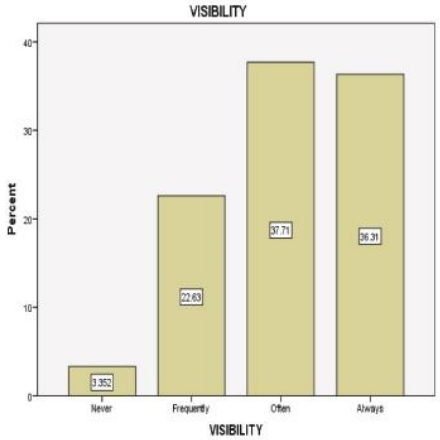


## 3) Visibility

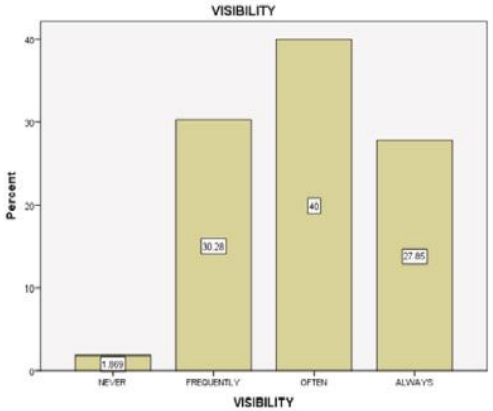
**Beneficiaries**




**Elected Representatives**



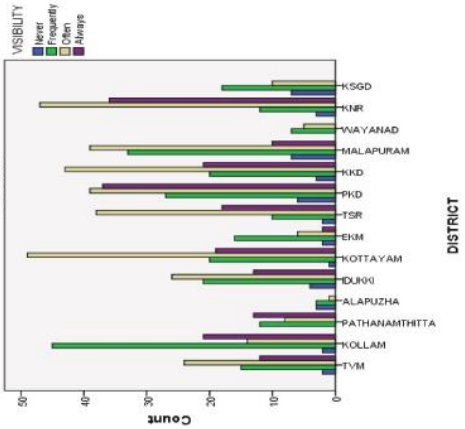

**Officials**



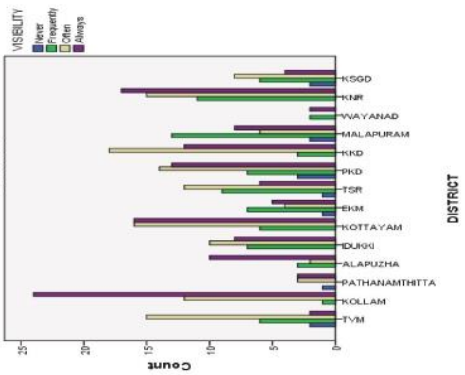

40.96 per cent of the beneficiaries, 37.71 per cent of the elected representatives and 40 per cent of the officials said that the visibility of women in public places had increased a lot.

## District Level Data given below

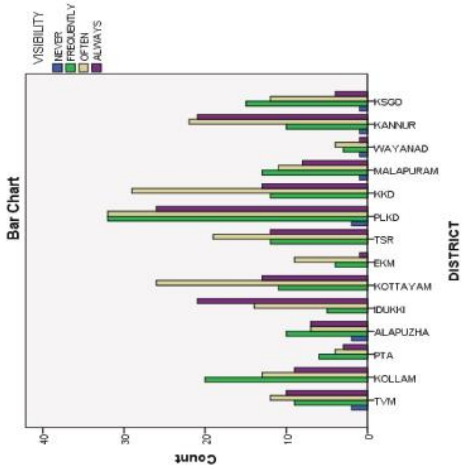
### Beneficiaries




### Elected Representatives

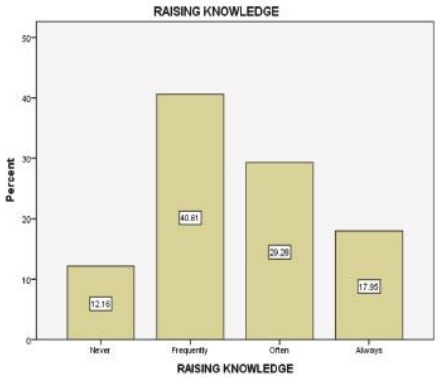



### Officials

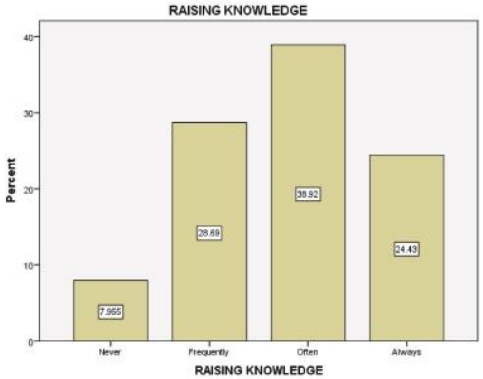


## 4) Increase in knowledge

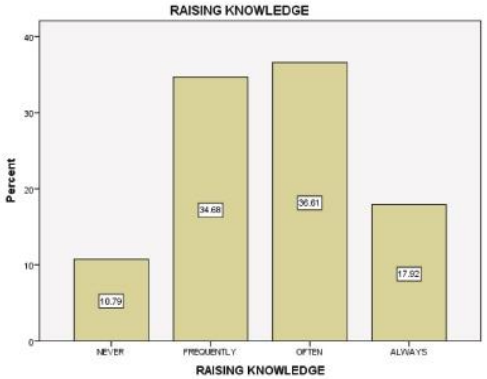
### Beneficiaries




### Elected Representatives



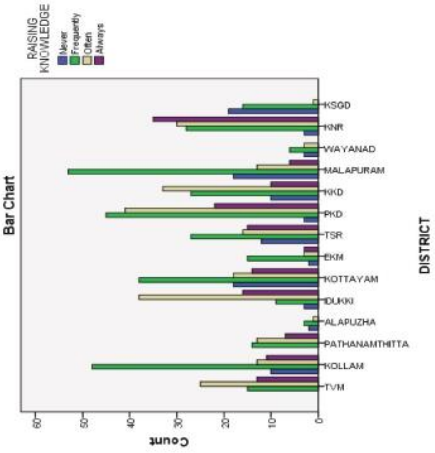

### Officials



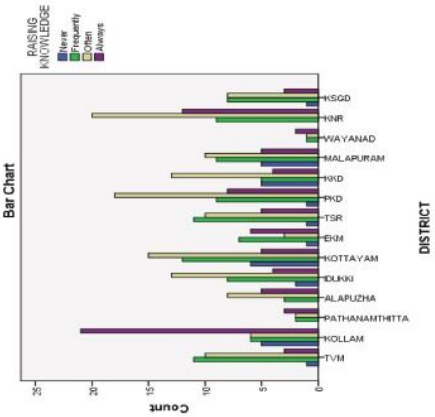

About 40.61 per cent of the beneficiaries said that projects in the Women Component Plan have often increased their knowledge. 38.92 per cent of the elected representatives and 36.61 per cent of the officials have done best on this parameter.

# District Level Data given below

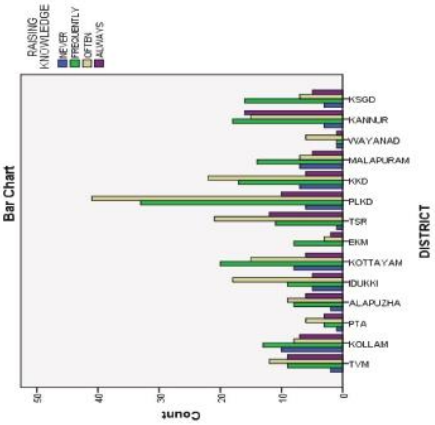
## Beneficiaries




## Elected Representatives

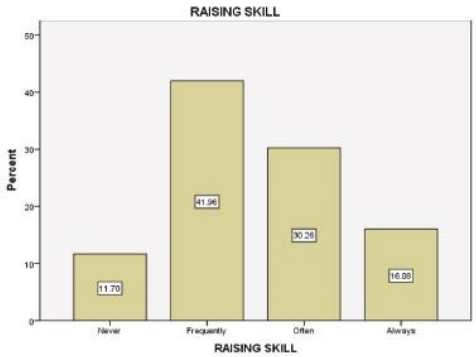



## Officials

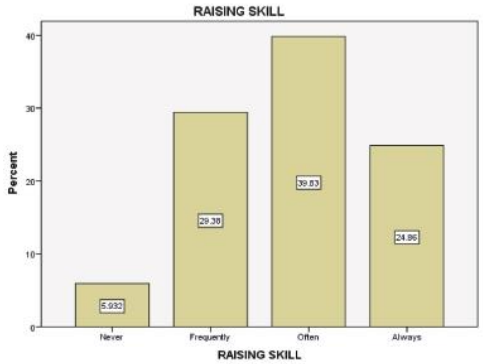


## 5) Skill enhancement

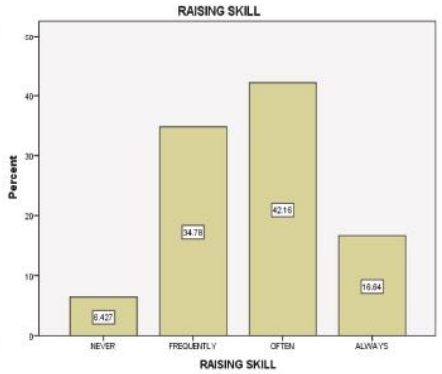
**Beneficiaries**




**Elected Representatives**



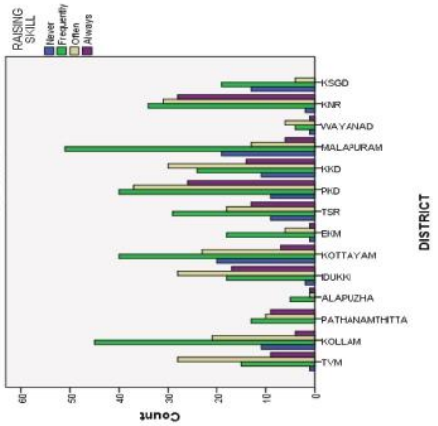

**Officials**



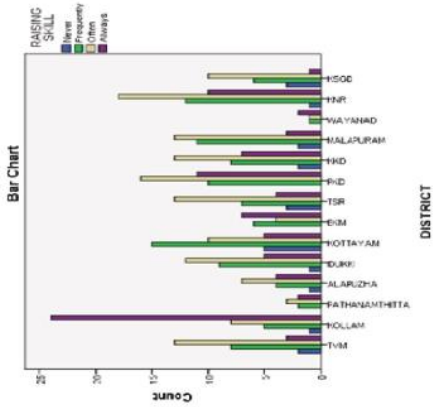

49.16 per cent of the beneficiaries said that they have been able to increase their skills at some point, while 39.83 per cent of the elected representatives and 42.16 per cent of the officials said that they have been able to increase their skills.

## District Level Data given below

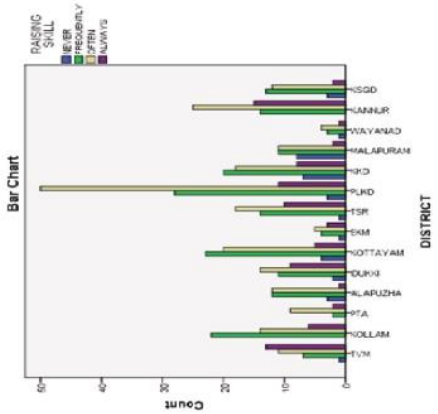
### Beneficiaries




### Elected Representatives

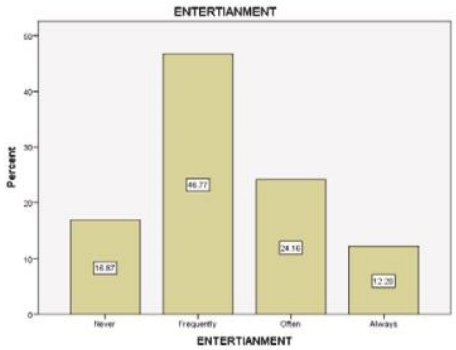



### Officials

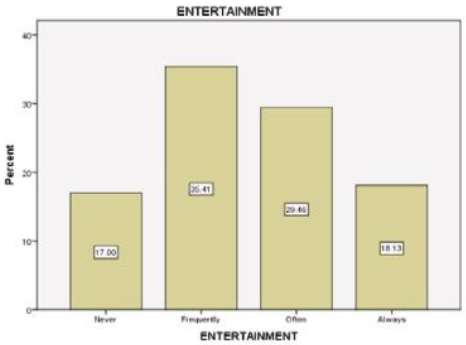


## 6) Entertainment activities

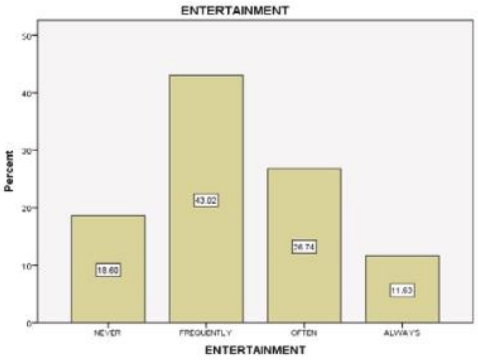
**Beneficiaries**




**Elected Representatives**



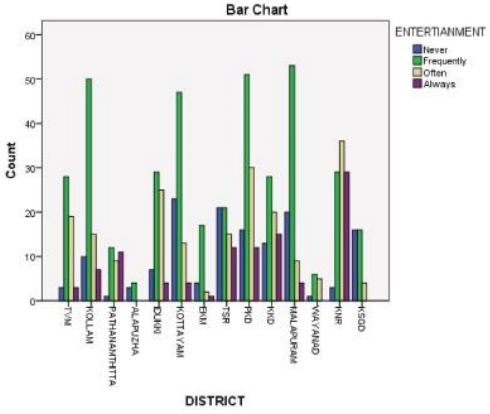

**Officials**



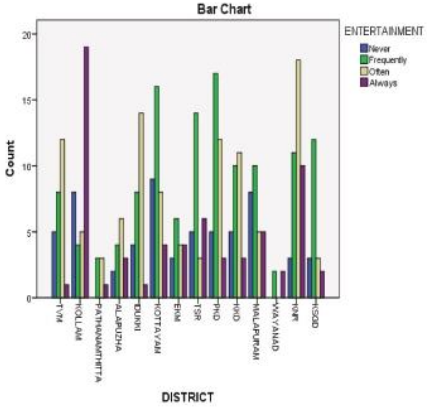

46.77 per cent of the beneficiaries, 35.41 per cent of the elected representatives and 43.02 per cent of the officials said that the projects related to entertainment activities were not that much implemented well.

## District Level Data given below

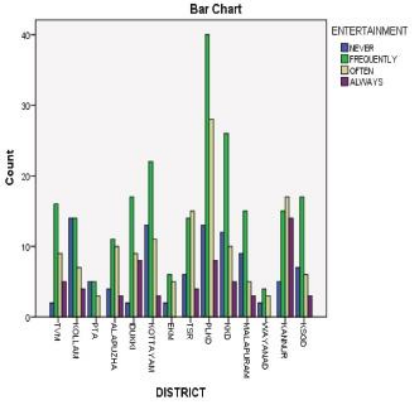
### Beneficiaries




### Elected Representatives




### Officials

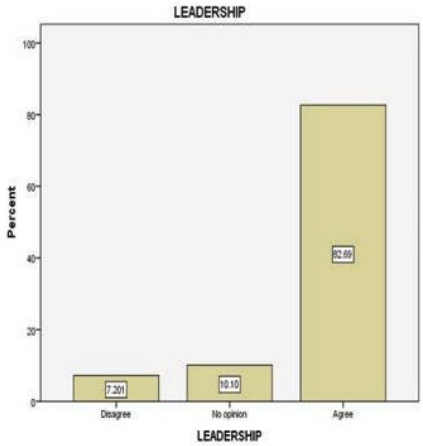



Factors such as freedom of decision, freedom of movement, visibility, knowledge, skill and recreation were considered up to less than 40 per cent only.

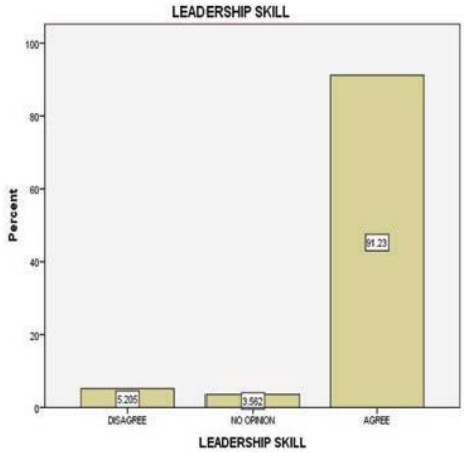
## D) Political status

### 1) Leadership

**Beneficiaries**



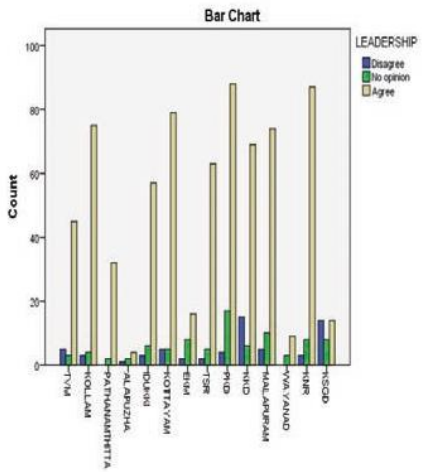

**Elected Representatives**



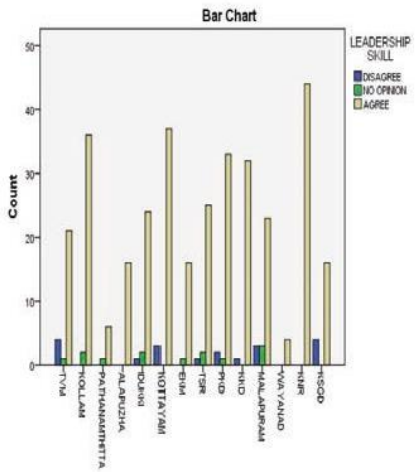

82.69 per cent beneficiaries and 91.23 per cent elected representatives stated that leadership skills of women had increased as part of the plan.

### District Level Data given below

**Beneficiaries**

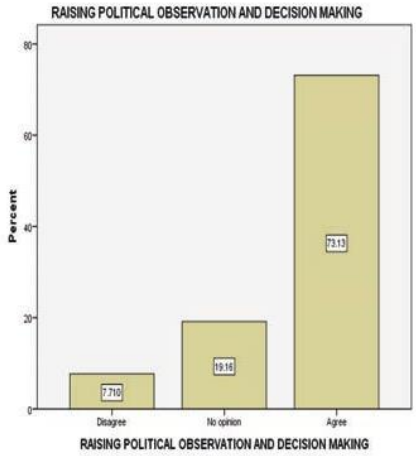



**Elected Representatives**

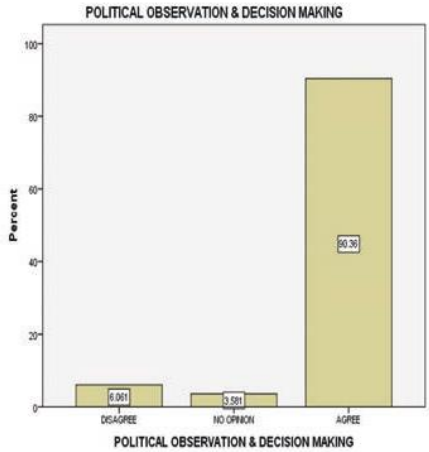


## 2) Political observation and self-determination

### Beneficiaries



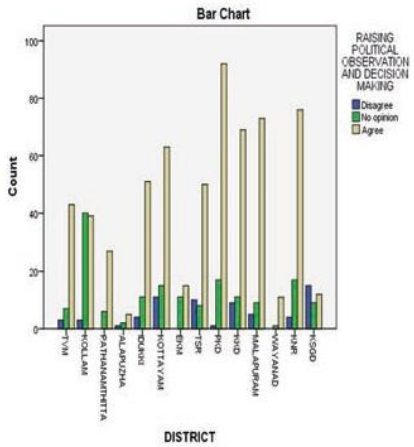

### Elected Representatives



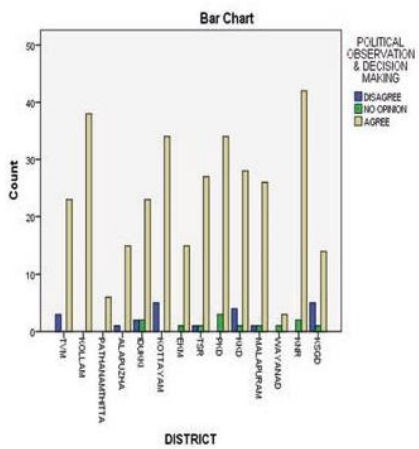

73.13 per cent of the beneficiaries and 90.36 per cent of the elected representatives stated that political observation and self-determination have increased.

## District Level Data given below

### Elected Representatives

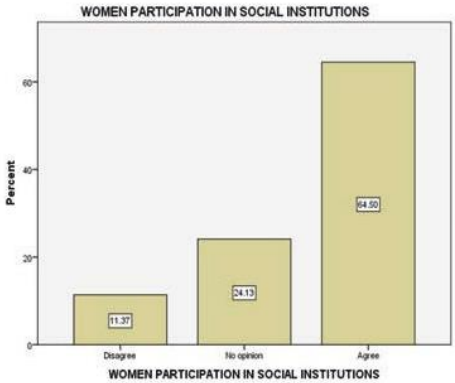



### Officials

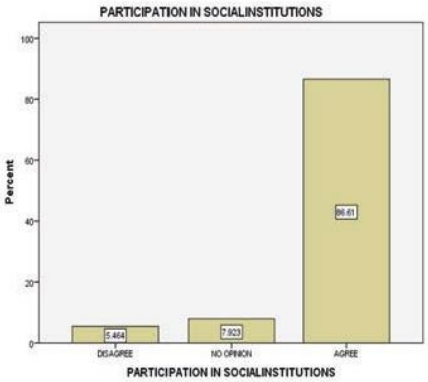


## 3) Involvement in social institutions

**Beneficiaries**



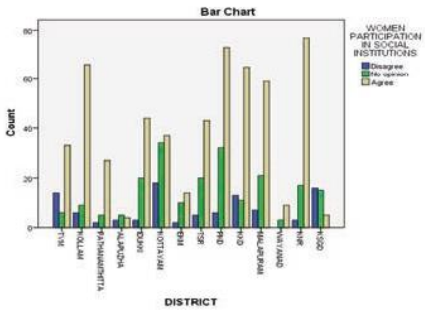

**Elected Representatives**



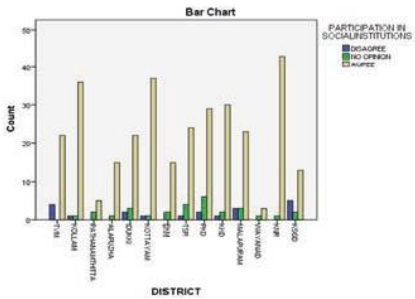

64.50 per cent of the beneficiaries and 86.61 per cent of the elected representatives agreed that the participation of women in libraries, clubs and development committees had increased.

## District Level Data given below

**Beneficiaries**

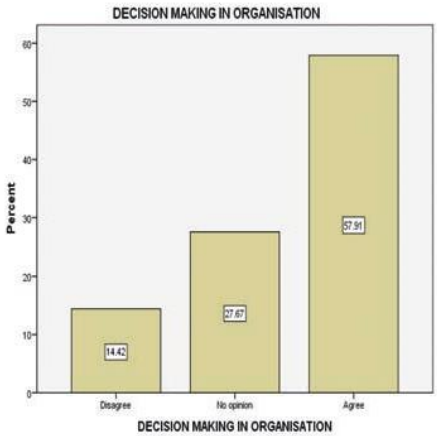



**Elected Representatives**

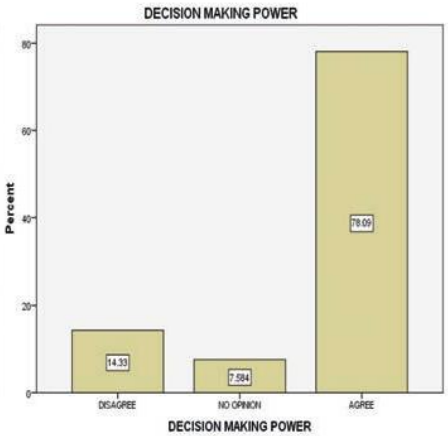


## 4) Decision making power in socio-political organisations

**Beneficiaries**



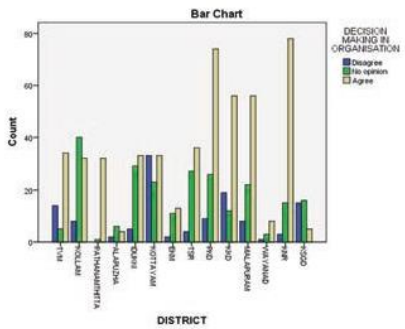

**Elected Representatives**



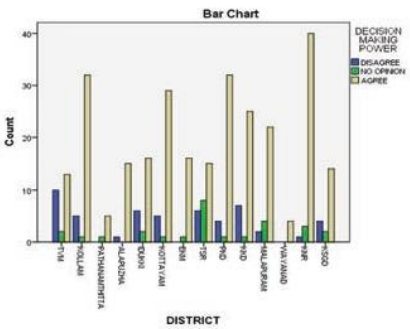

Only 57.91 per cent of the beneficiaries said that the participation of women in various socio-political organisations had been increased, while 78.09 per cent of the elected representatives had the same opinion.

## District Level Data given below

**Beneficiaries**

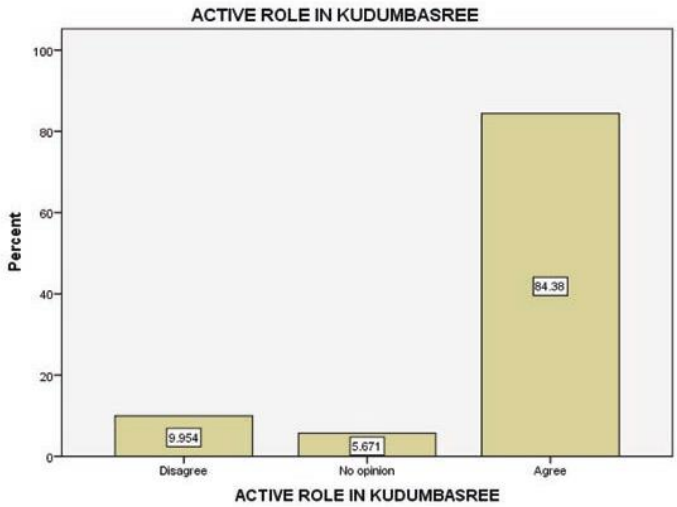



**Elected Representatives**



## 5) Participation in Kudumbashree

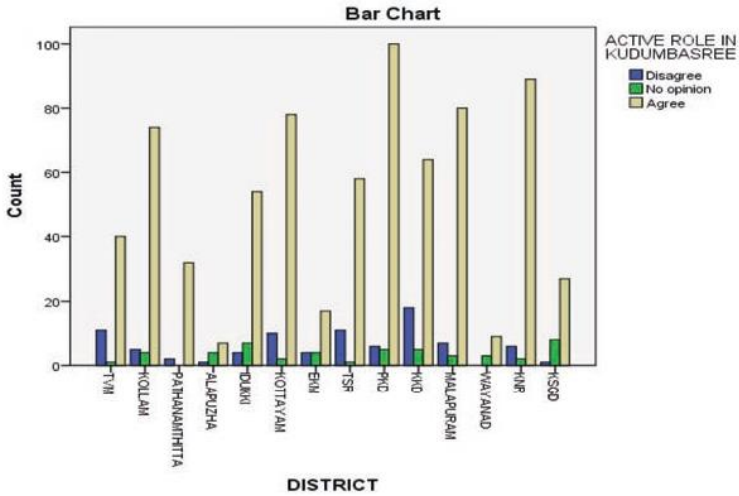
### Beneficiaries




84.38 per cent of the beneficiaries agreed that they have been able to ensure active participation in Kudumbashree activities.

## District Level Data given below

### Beneficiary



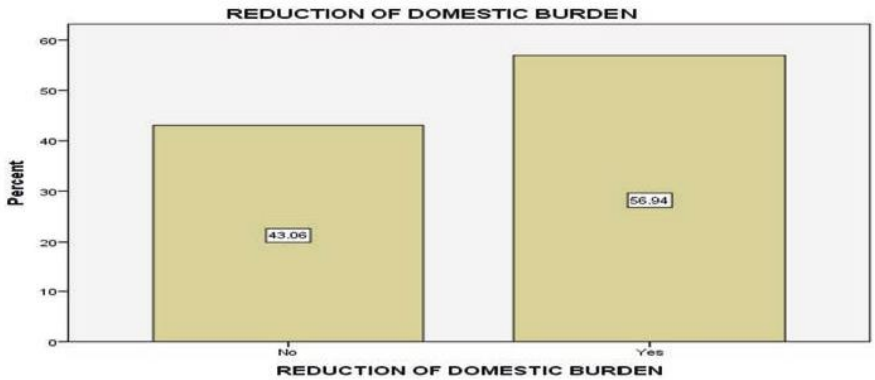
The data indicate an increase in the political status of women in terms of leadership, self-determination and political observation, sociopolitical organisational participation, decision-making ability and active participation in Kudumbashree.

# III. ANALYSIS OF GENDER ISSUES

## A. Personal

### 1) Domestic workload

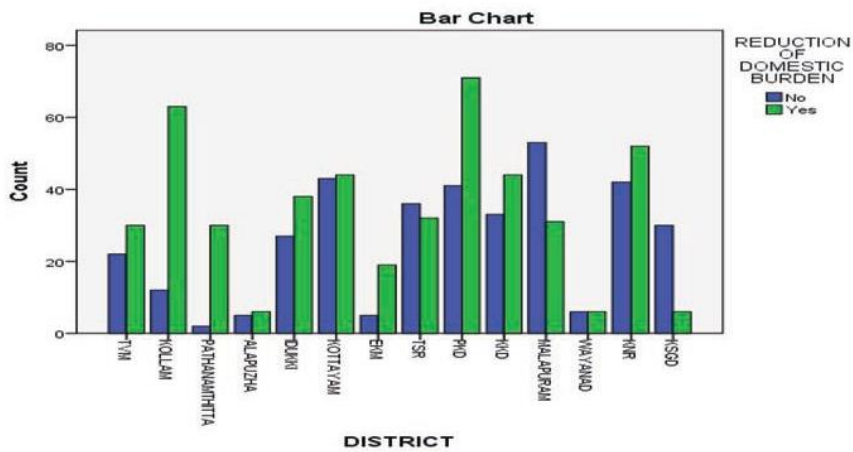
Beneficaries




Only 56.94 per cent of the respondents said that the workload at home could be reduced.

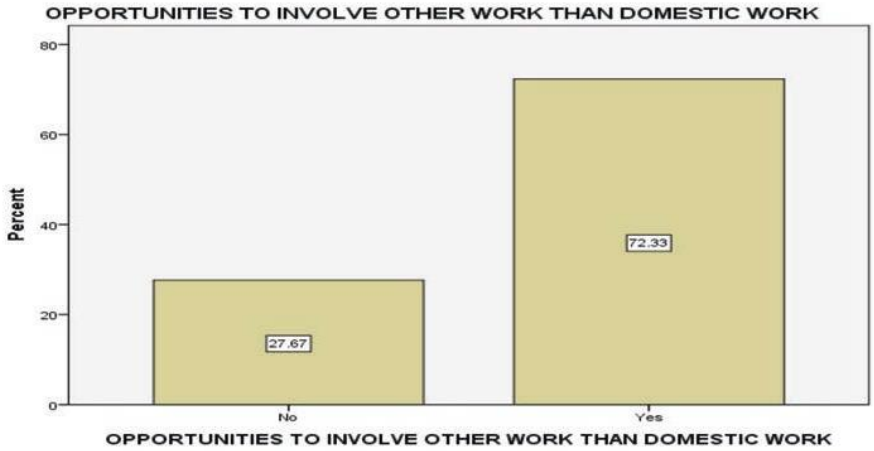
### District Level Data given below

Beneficiaries



## 2) Generation of job opportunities

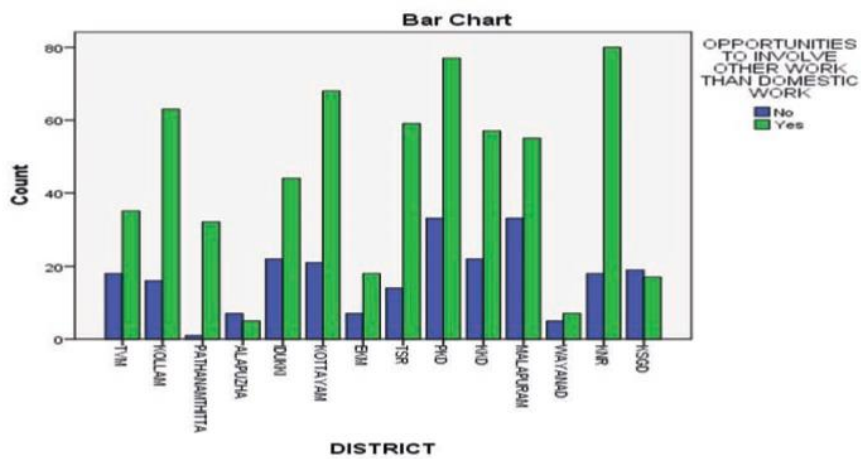
### Beneficiaries




72.33 per cent of the beneficiaries said that the Women Component Plan provided them opportunities to pursue occupations other than domestic work.

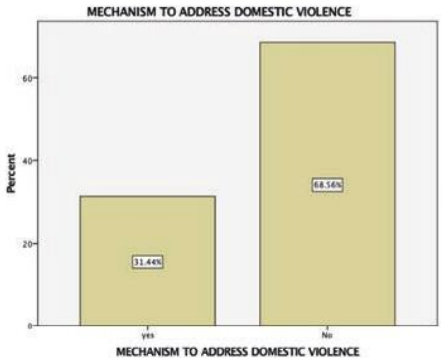
## District Level Data given below

### Beneficiaries

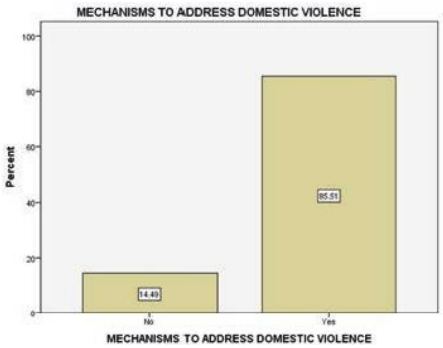


## 3) Domestic violence - interventions

**Beneficiaries**



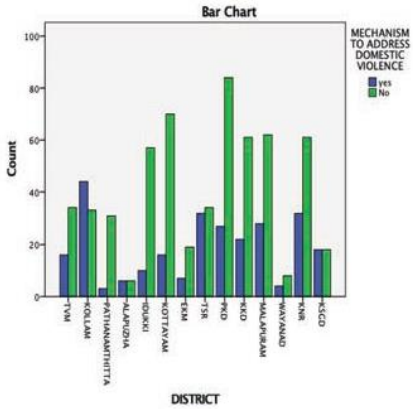

**Elected Representatives**



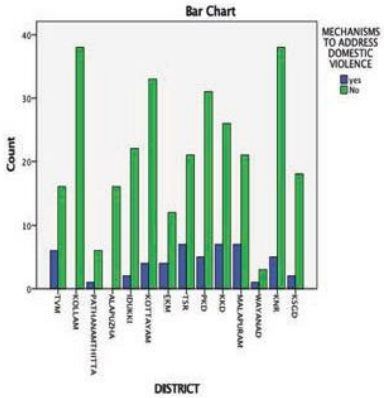

31.44 per cent beneficiaries and 85.51 per cent elected representatives said that interventions were being made to address the issues of domestic violence within the local government.

## District Level Data given below

**Beneficiaries**

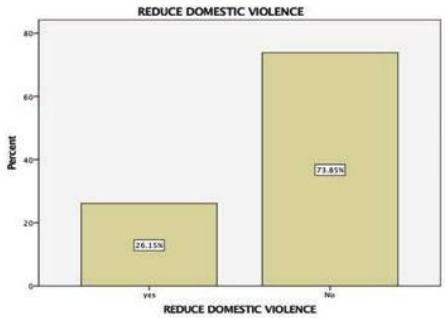



**Elected Representatives**

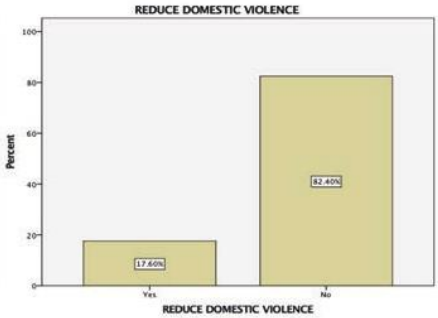


## 4) Domestic violence- current situation

**Beneficiaries**



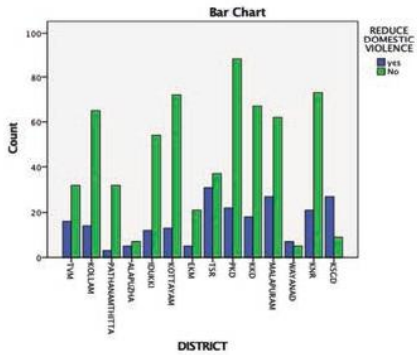

**Elected Representatives**



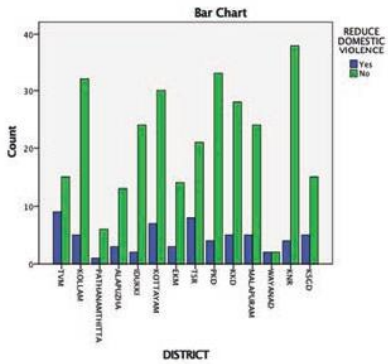

26.15 per cent of the beneficiaries and 17.60 per cent of the elected representatives reportedthat there was a decrease in domestic violence in their local bodies.

## District Level Data given below

**Beneficiaries**

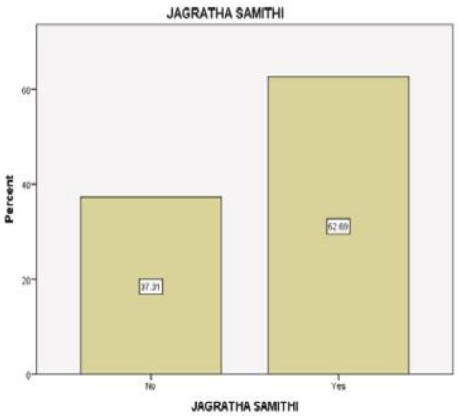



**Elected Representatives**

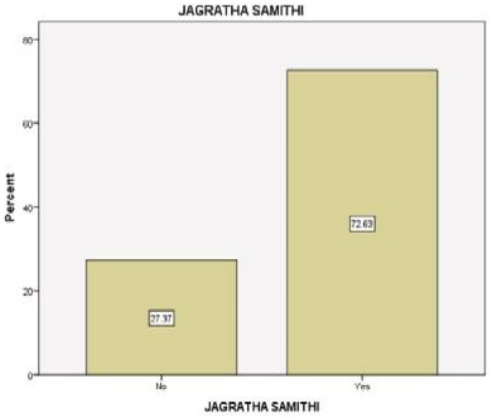


## 5) Activities of JagrathaSamithi

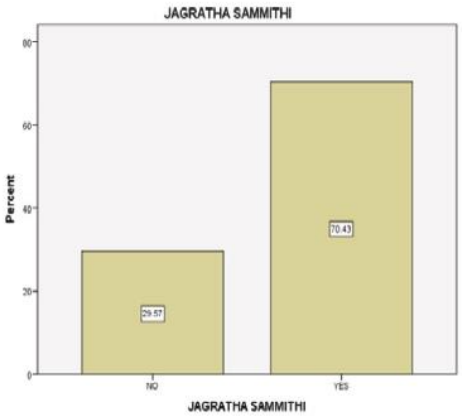
**Beneficiaries**




**Elected Representatives**



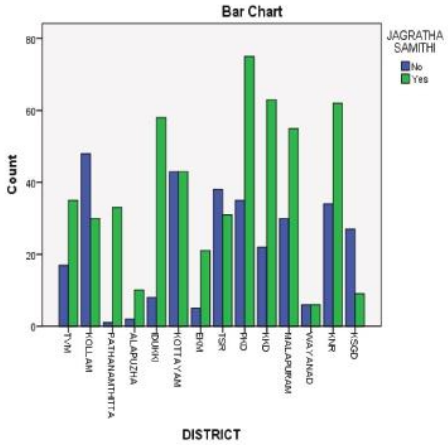

**Officials**



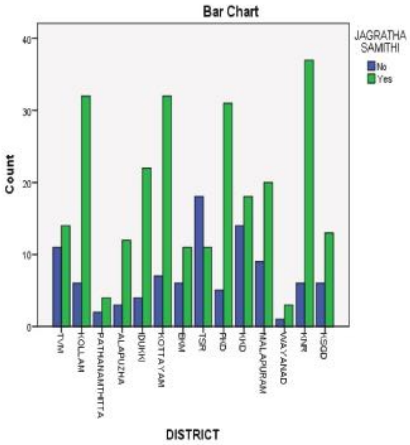

According to 62.69 per cent beneficiaries, 72.63 per cent elected representatives and 70.43 per cent officials, the Jagratha Samithi functioned well within the local bodies.

# District Level Data given below

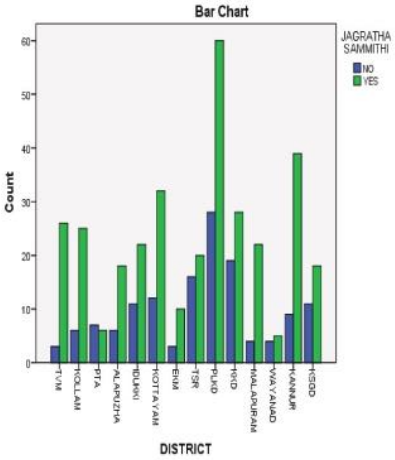
## Beneficiaries




## Elected Representatives

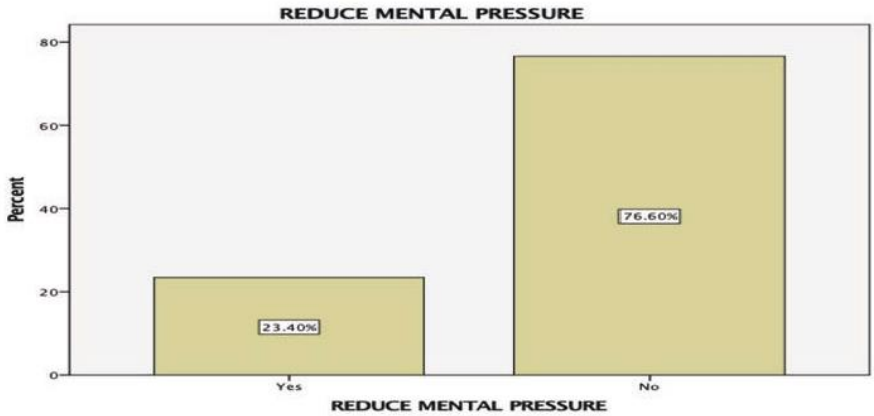



## Officials



## 6) Reduction in mental stress

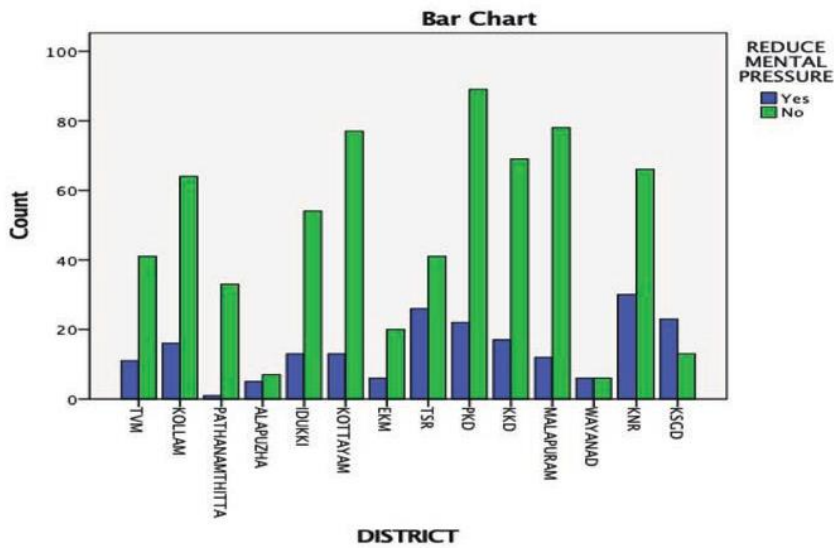
### Beneficiaries




23.40 per cent of beneficiaries stated that the projects have helped to alleviate their mental stress.

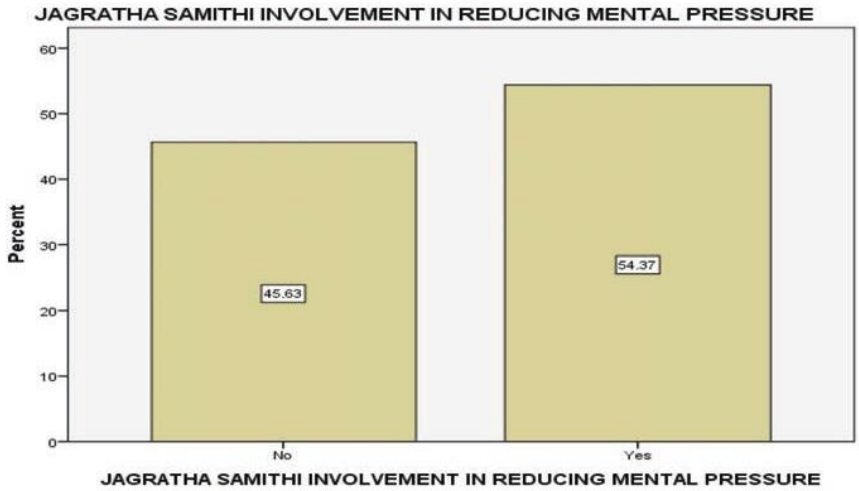
## District Level Data given below

### Beneficiaries



## 7) Involvement of Jagratha Samithi in reducing mental stress

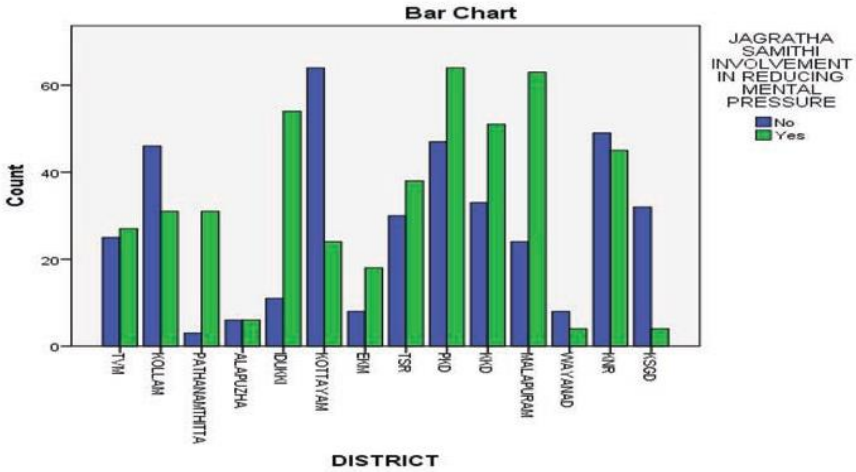
### Beneficiaries




Only 54.37 per cent of the respondents said that the activities of JagrathaSamithiplayed a considerable role inreducing theirmental stress.

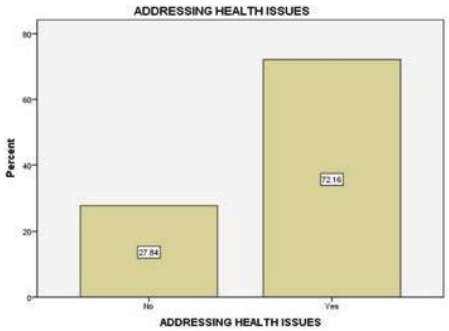
## District Level Data given below

### Beneficiaries

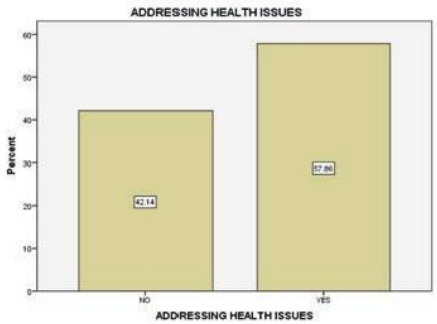


## 8) Addressing health problems

### Elected Representatives



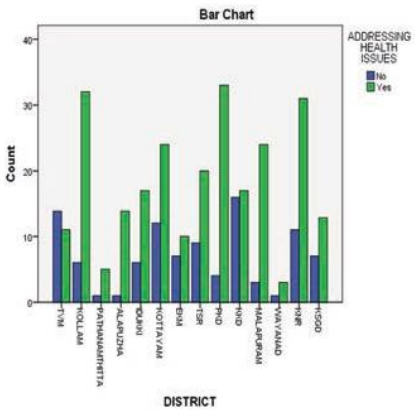

### Officials



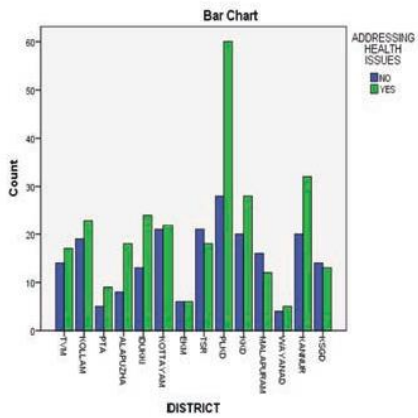

According to 72.16 per cent of the elected representatives and 57.86 per cent of the implementing officers, projects had been formulated to address the health issues of women at different ages.

## District Level Data given below

### Elected Representatives

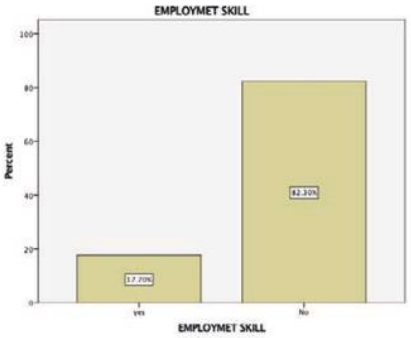



### Officials

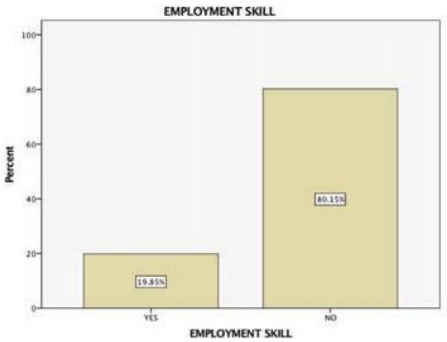


## 9) Increasing employment skills

### Elected Representatives



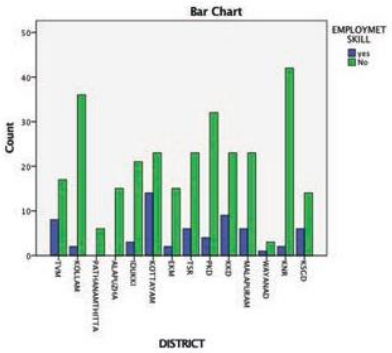

### Officials



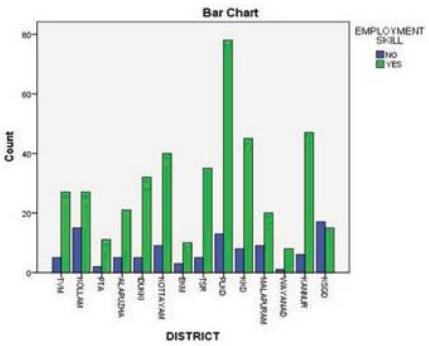

17.70 per cent of the elected representatives and 19.85 per cent of the officials say that projects have been implemented to increase the employment skills of the beneficiaries.

## District Level Data given below

### Elected Representatives

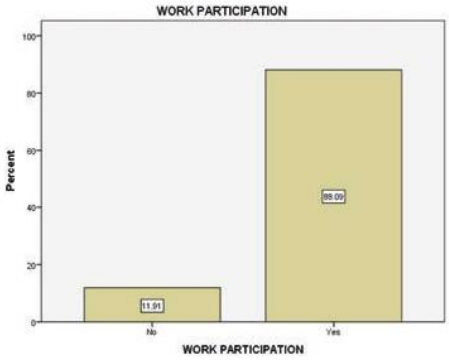



### Officials

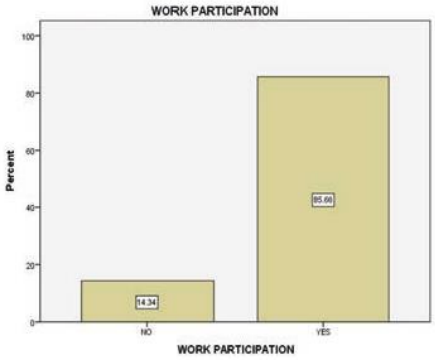


## 10) Participation in employment

**Elected Representatives**



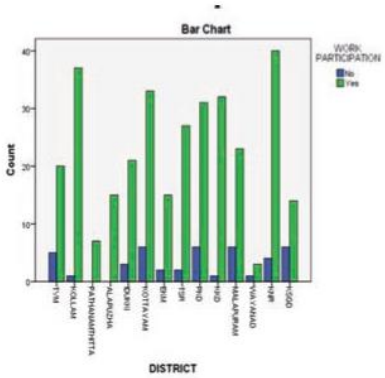

**Officials**



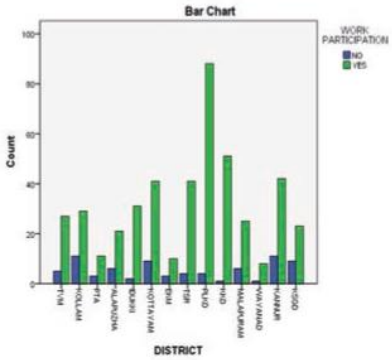

88.09 per cent of the elected representatives and 85.66 per cent of the officials stated that participation in employment had increased.

### District Level data is given below

**Elected Representatives**




**Officials**

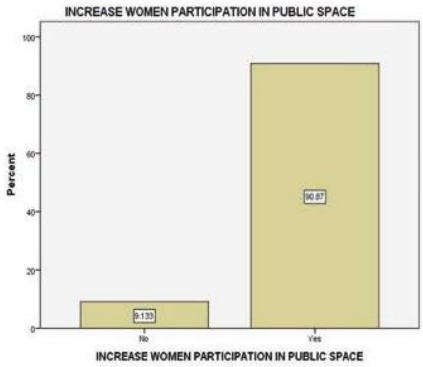



The Women Component Plan has been shown to be relatively effective in reducing domestic workload, increasing employment opportunities, addressing the health issues of women and workforce participation in employment as well as in the involvement of the Jagratha Samithi. However, there are not enough plans in place to deal with domestic violence, employment skills and stress reduction.

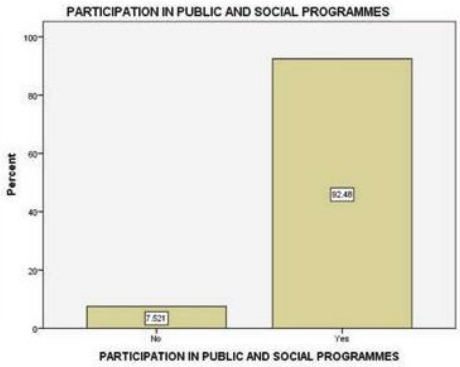
## B. Social

### 1) Participation of women in public places

**Beneficiaries**



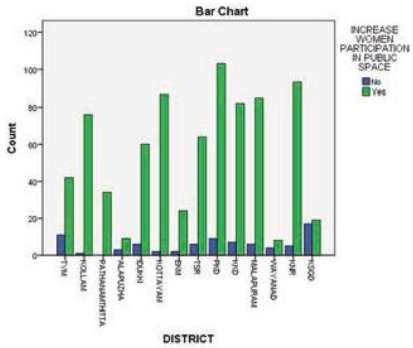

**Elected Representatives**



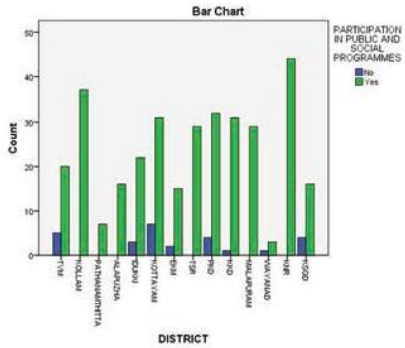

90.87 per cent of the beneficiaries and 92.48 per cent of the elected representatives reported that women were now more likely to participate in public places and social events.

### District Level data is given below

**Elected Representatives**

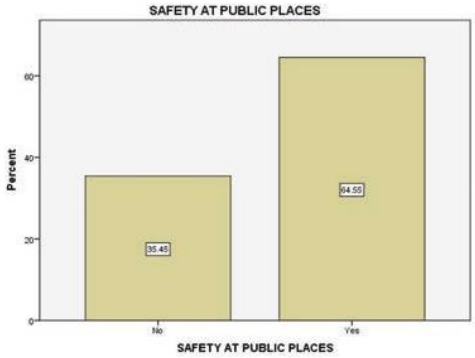



**Beneficiaries**

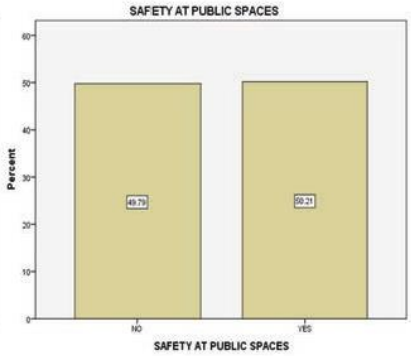


## 2) Safety of women

### Elected Representatives



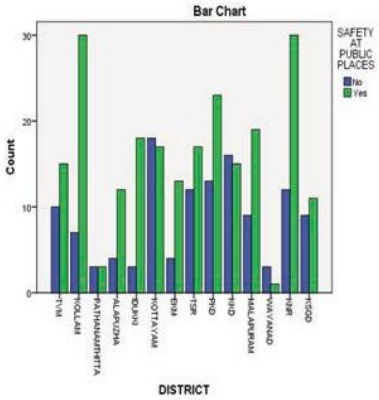

### Officials



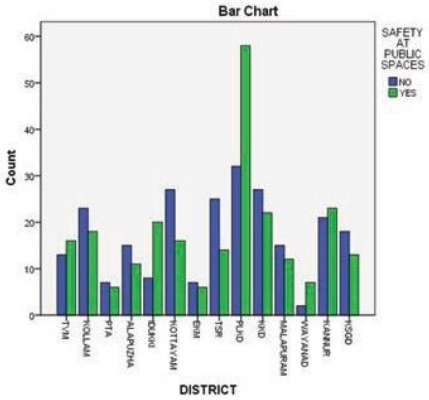

64.55 per cent of the elected representatives and only 50.21 per cent of the executive officers stated that projects have been set up to ensure the safety of women in public places.

## District Level data is given below

### Elected Representatives

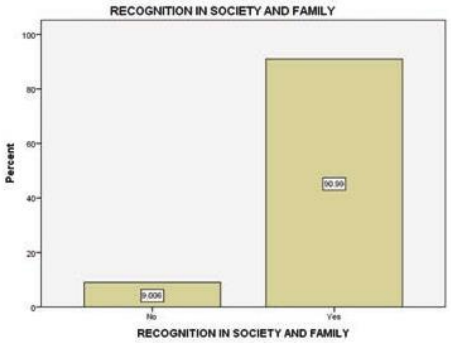



### Officials

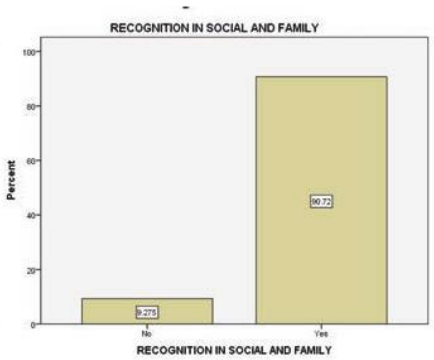


## 3) Recognition in the society and family (social recognition)

**Beneficiaries**



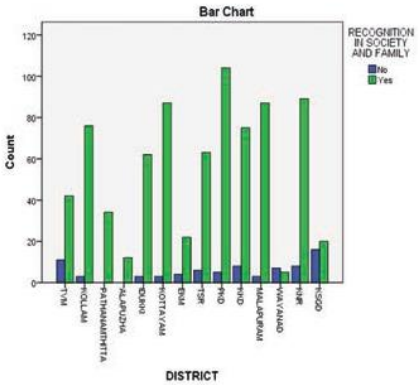

**Elected Representatives**



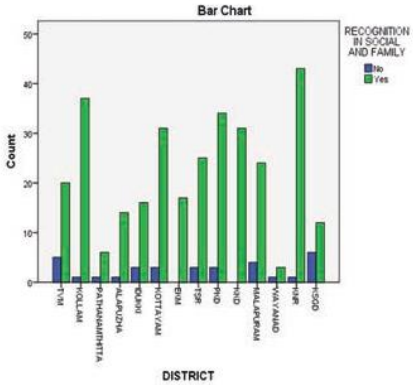

91 per cent of the beneficiaries and 90.72 of the elected representatives have stated that recognition of women in the family and society has increased.

## District Level data is given below

**Beneficiaries**

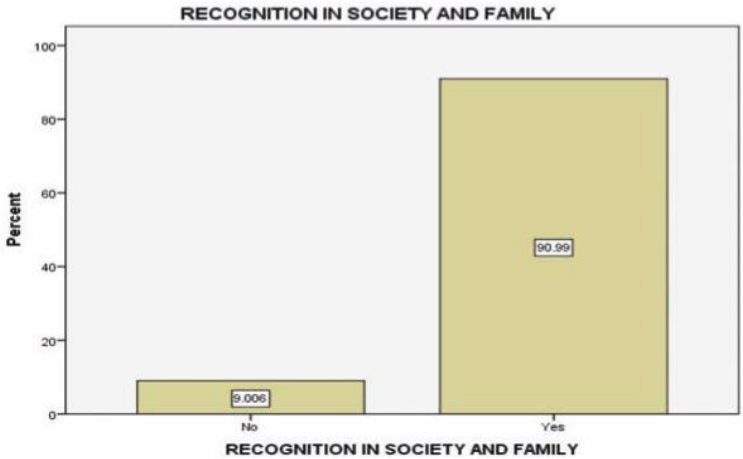



**Elected Representatives**



## 4) Acceptability of views

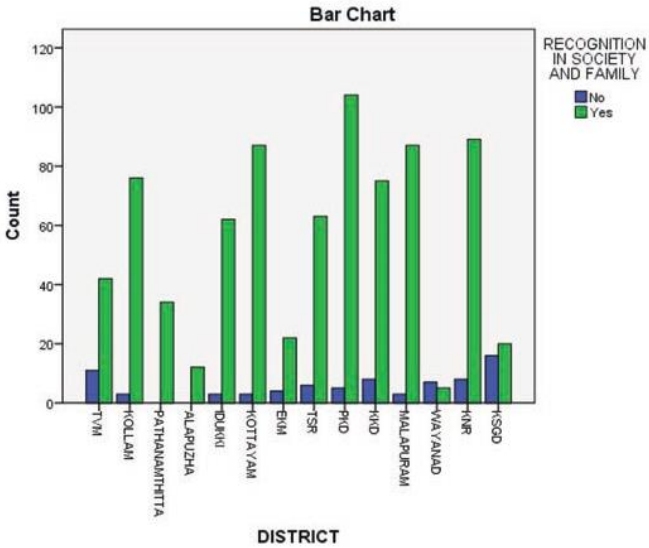
### Beneficiaries




91 per cent of the beneficiaries said that their views were accepted in the family and community.

### District Level data is given below

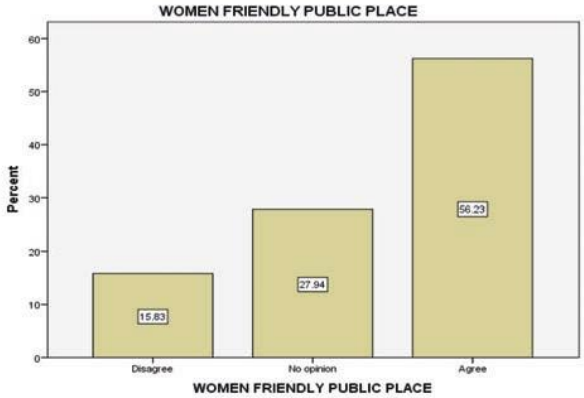
### Beneficiaries



Examination of factors such as participation of women in public spaces, security of women, social acceptance and acceptability of views show that activities of women development, apart from security of women, have been significantly involved in gender issues.

## 5) Women Friendly workplace

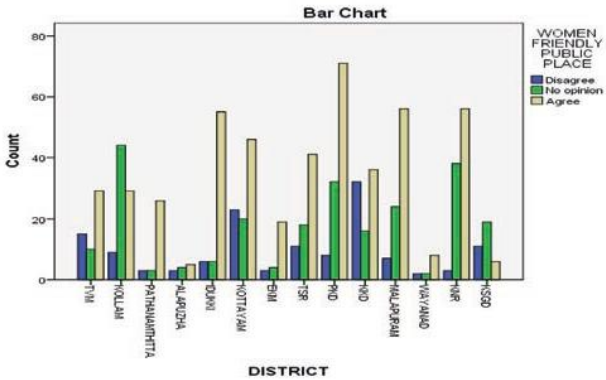
### Beneficiaries




Only 56.23 per cent of the respondents said that the workplace was women friendly (toilets, appliances, creche, daycare, leisure, attitude towards women).

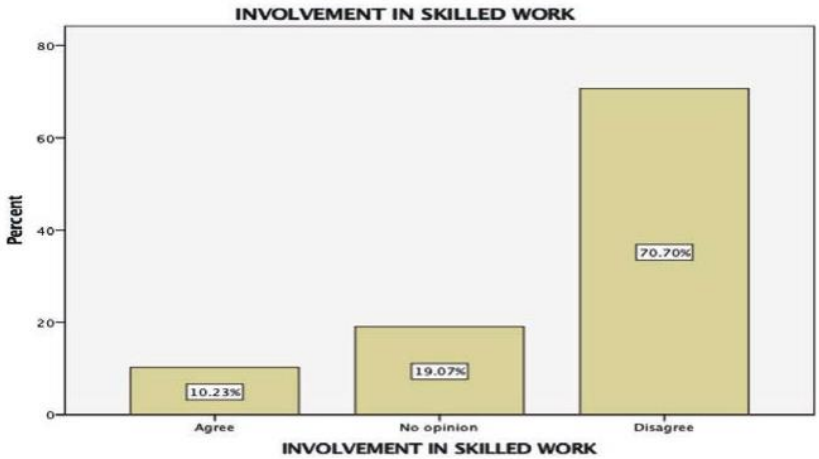
## District Level data is given below

### Beneficiaries



## 6) Involvement in skilled labour

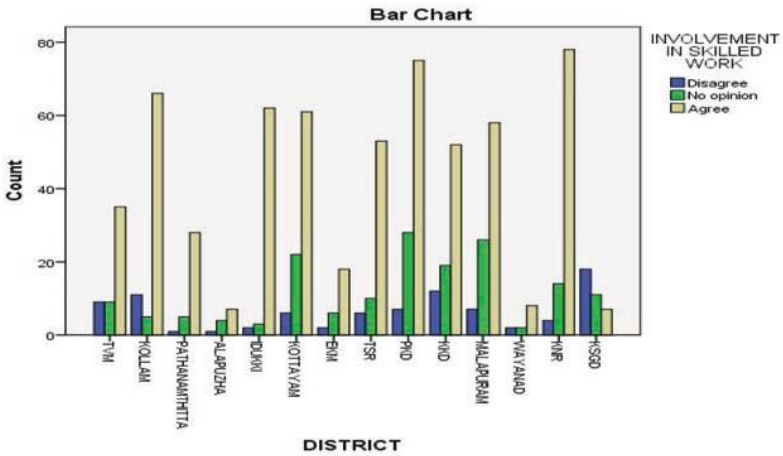
### Beneficiaries




10.23 per cent of the beneficiaries said that women participated in jobs which require skills.

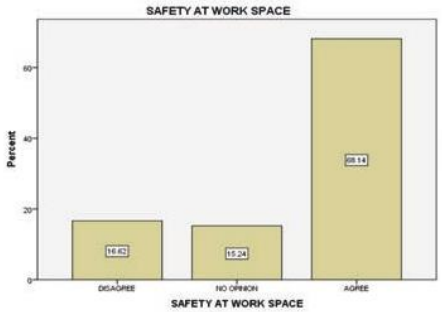
## District level data is given below

### Beneficiaries

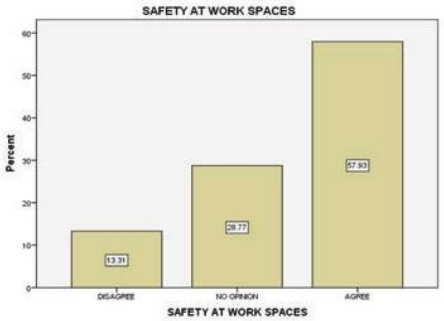


## 7) Employment security

**Elected Representatives**



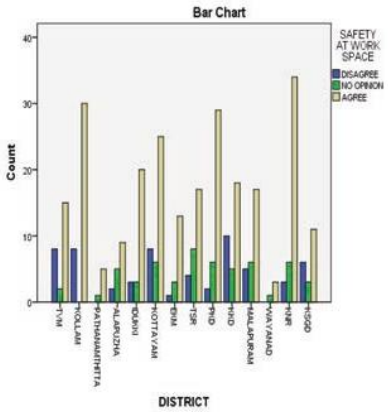

**Officials**



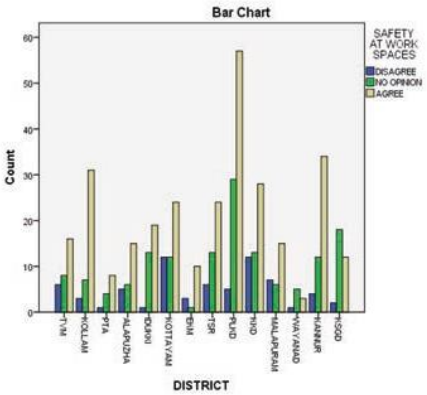

68.14 per cent of the elected representatives and 57.93 per cent of the officials stated that projects have been formulated for ensuring employment security for women.

## District level data is given below

**Elected Representatives**



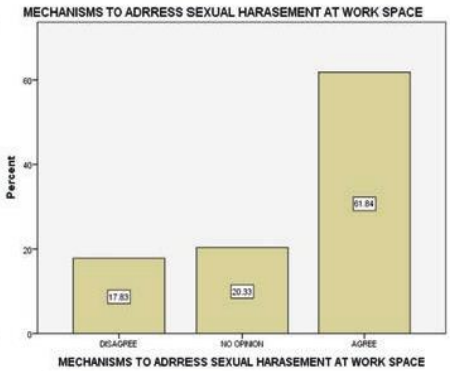

**Officials**



## 8) Mechanism to prevent sexual harassment

**Beneficiaries**

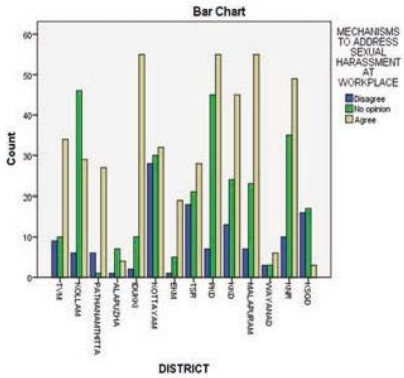
**Elected Representatives**



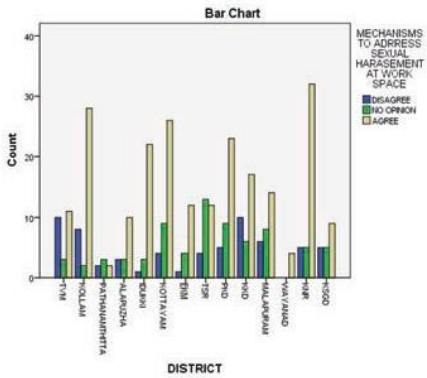

Only 52.19 per cent of the respondents said that there was a system in place to prevent sexual harassment at the workplace, while 61.84 per cent of the elected representatives said so.

## District Level Data given below

**Beneficiaries**

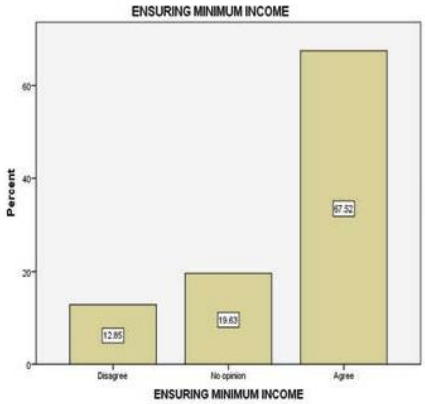



**Elected Representatives**

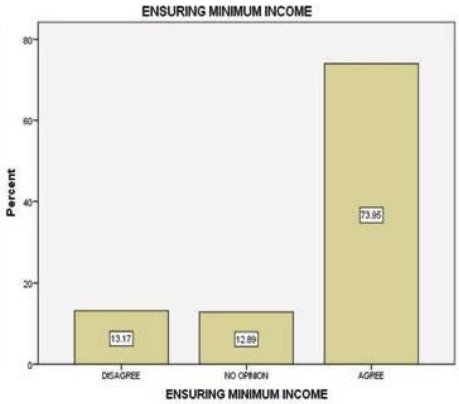


## 9) Minimum income

**Beneficiaries**



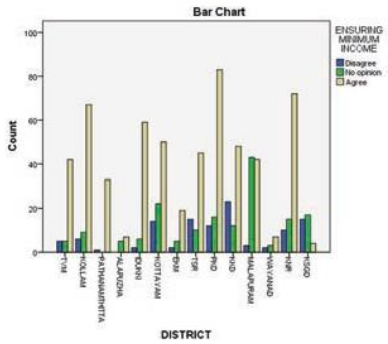

**Elected Representatives**



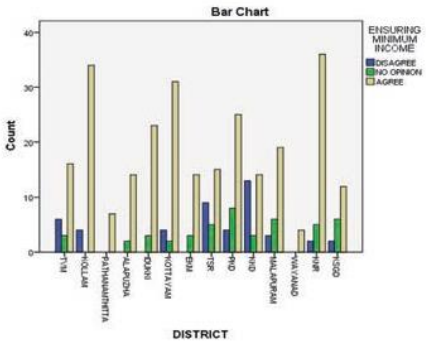

67.52 per cent of the beneficiaries and 73.95 per cent of the elected representatives stated that only a minimum income was being earned through employment ventures.

## District Level Data given below

**Beneficiaries**

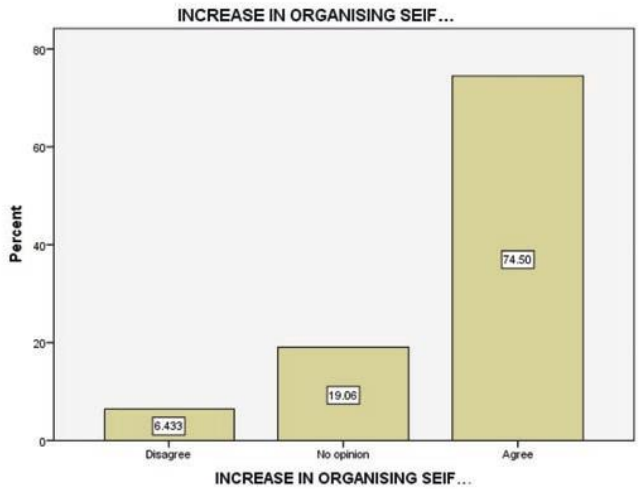



**Elected Representatives**



## 10) Organisationalskills through entrepreneurship

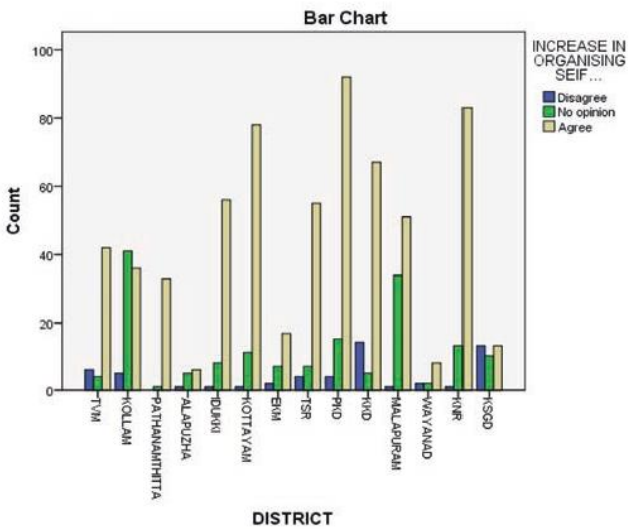
### Beneficiaries




74.50 per cent of the beneficiaries stated that they have been able to increase their organisational skills through entrepreneurship.

## District Level Data given below

### Beneficiaries

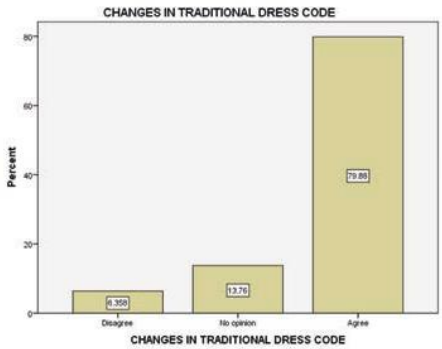


It was suggested that there was an inadequacy of further interventions when assessing workplace issues based on parameters such as a friendly workplace, skills, safety, and sexual exploitation.

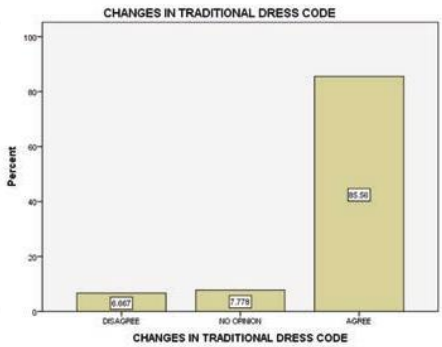
## C. Cultural

### 1) Dress code/attire

**Beneficiaries**



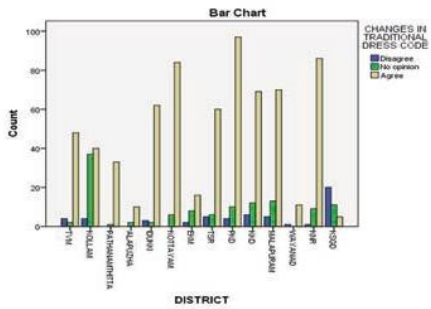

**Elected Representatives**



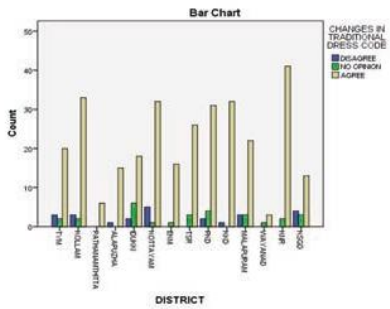

79.88 per cent of the beneficiaries and 85.56 per cent of the elected representatives stated that the traditional dress code has changed over time as a result of greater involvement of women in public spaces.

### District Level Data given below

**Beneficiaries**

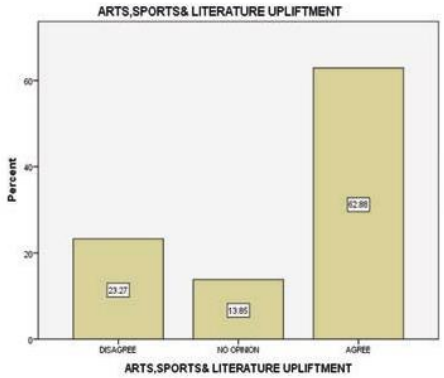


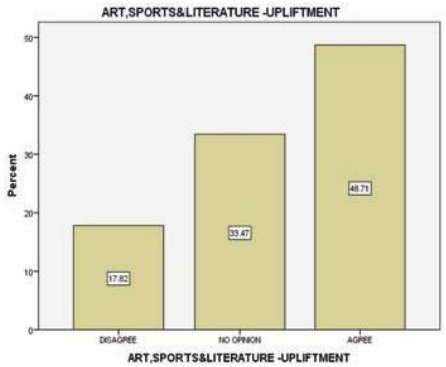

**Elected Representatives**



## 2) Arts/sports

**Elected Representatives** **Officials**

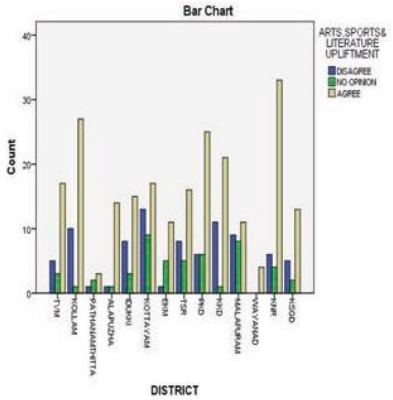


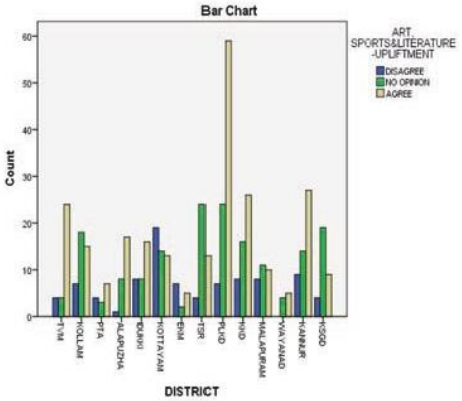




According to 62.88 per cent of the elected representatives and 48.71 per cent of the officials, plans have been formulated for the participation of women in arts, sports and literature.

## District Level Data given below

**Elected Representatives** **Officials**



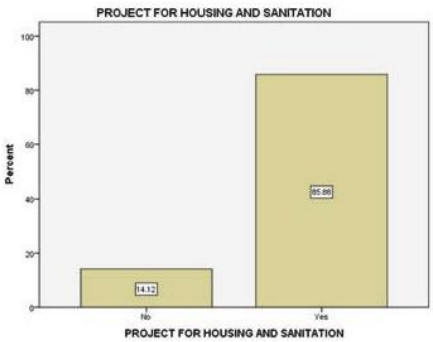

Data seems to suggest that not enough attention has been paid to formulating projects to increase the participation of women in arts, sports and literature.

# IV. ANALYSIS OF GENDER NEEDS

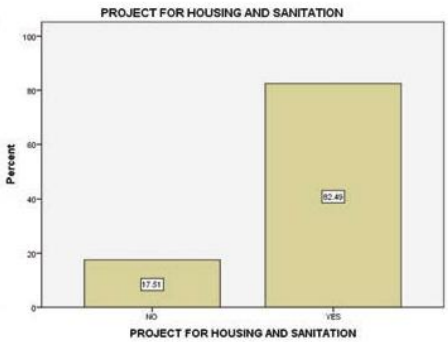
## A. Practical needs

### 1) Housing and sanitation

**Elected Representatives**



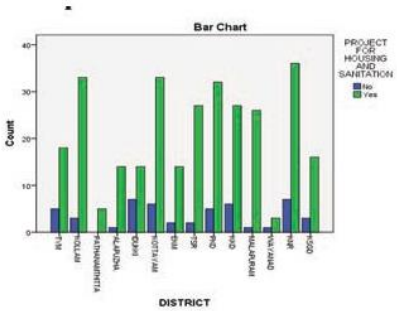

**Officials**



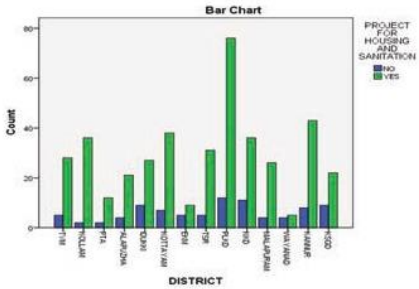

85.88 percent of elected representatives and 82.49 per cent of officials stated that projects were designed to ensure housing and sanitation for women.

### District Level Data given Below

**Elected Representatives**

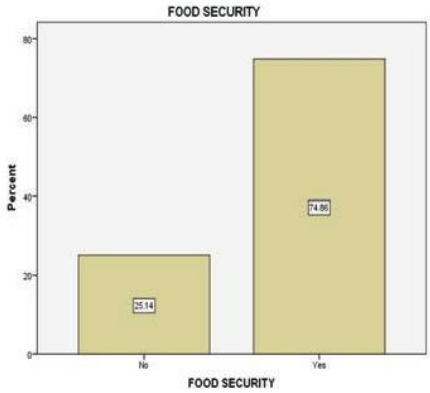



**Officials**

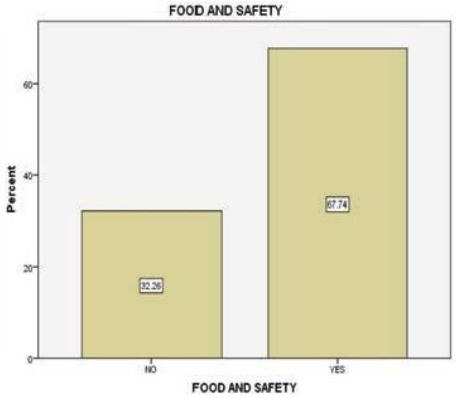


## 2. Food security

### Elected Representatives



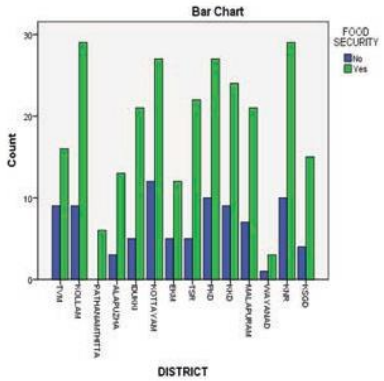

### Officials



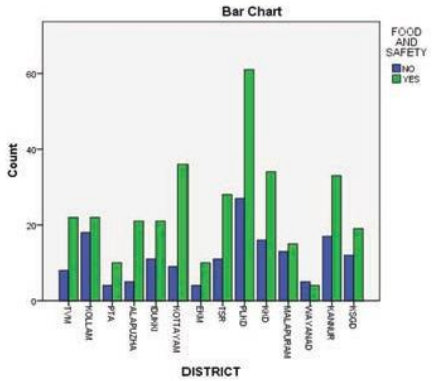

74.86 per cent of the elected representatives and 67.74 per cent of the officials said that projects for ensuring food security have been set up.

## District Level Data given below

### Elected Representatives

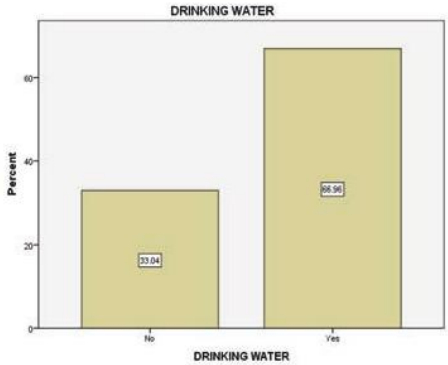


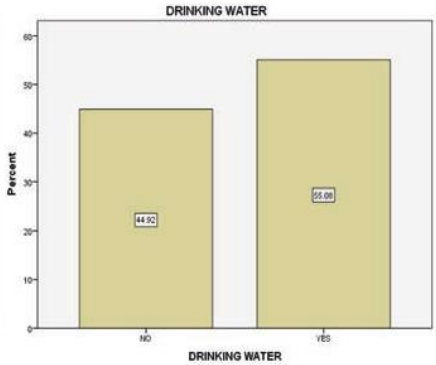

### Officials



## 3. Drinking water

**Elected Representatives** **Officials**

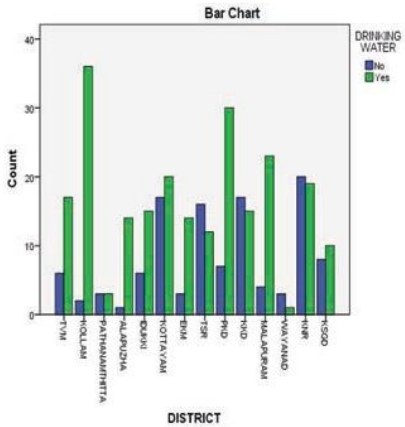


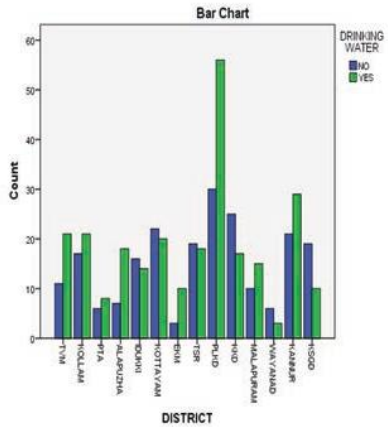




66.96percent of elected representativesstate that projects for ensuring drinking water have been set up, while only 55.08 percent of officials state the same.

## District Level Data given below

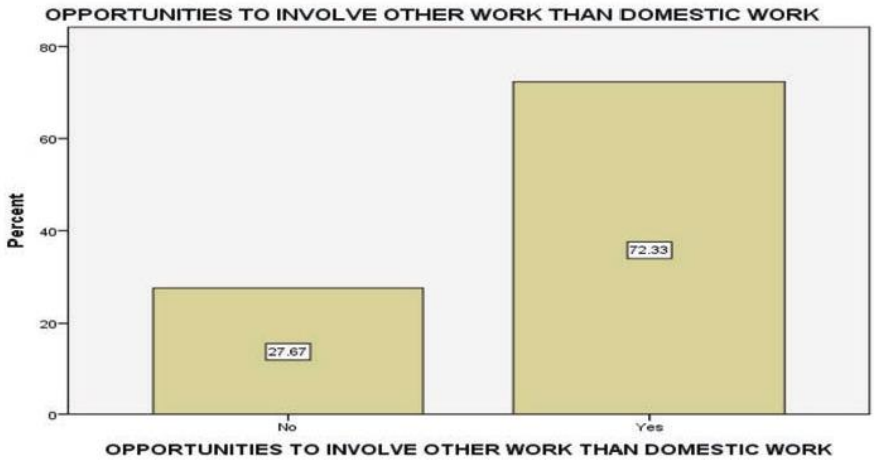
**Elected Representatives** **Officials**



## 4. Entrepreneurship Activities

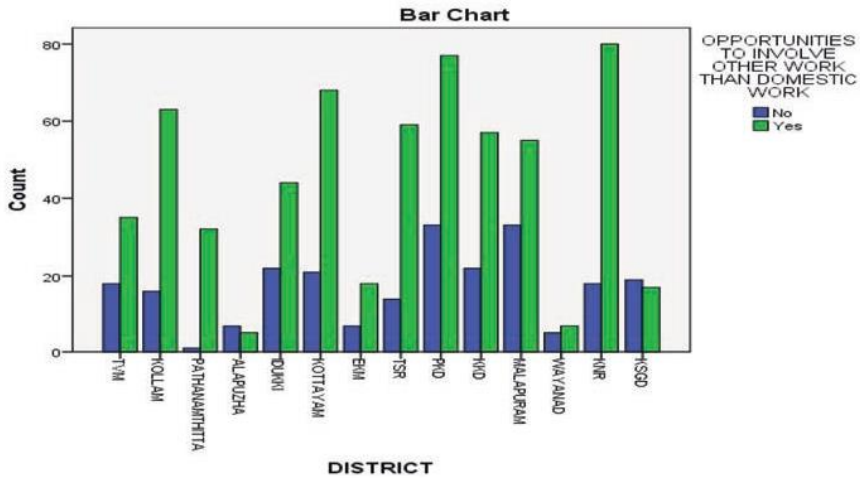
### Beneficiaries




72.33 per cent of the beneficiaries said that projects to promote entrepreneurship which provides employment opportunities for women have been formulated as part of the Women Component Plan.

## District Level Data given below

### Beneficiaries

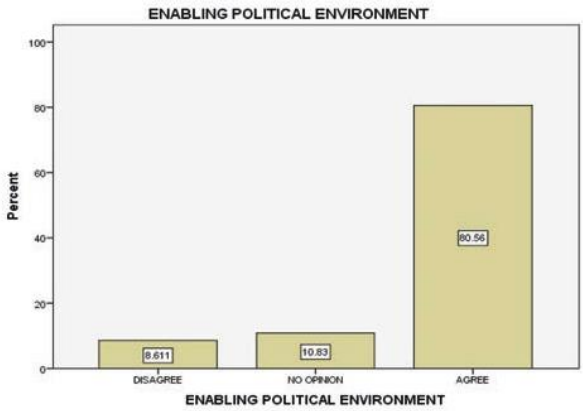


Review of the projects prepared for practical needs, including housing, sanitation, food security, drinking water and employment shows that projects for meeting practical needs have been formulated.

## B. Strategic Gender needs

### 1) Opportunity to participate in politics

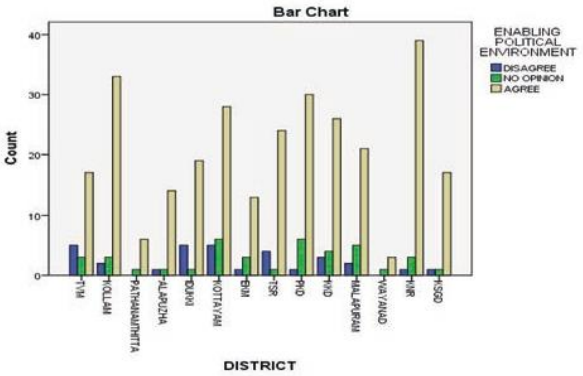
**Elected Representatives**




80.56 per cent of the elected representatives stated that activities that provide women the opportunity to participate in politicshave been carried out.

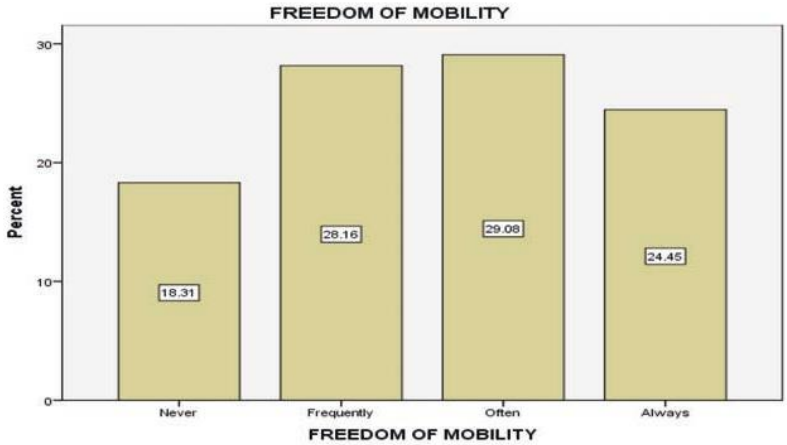
**District Level Data given below**

**Elected Representative**



## 2) Freedom of mobility

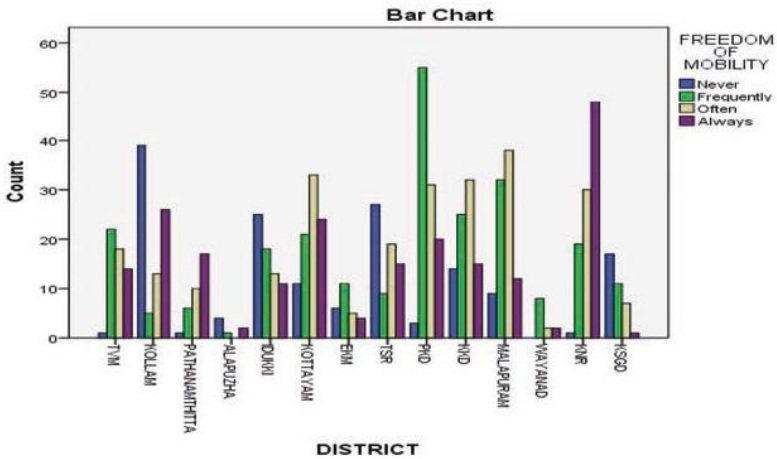
### Beneficiaries




29.08 per cent of respondents stated that it was often possible to travel on their own and 28.16 per cent of respondents said it was sometimes possible, while 18.31 per cent of respondents said that it was never possible.

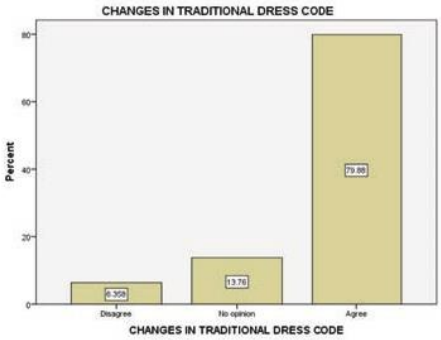
## District Level Data given below

### Beneficiaries

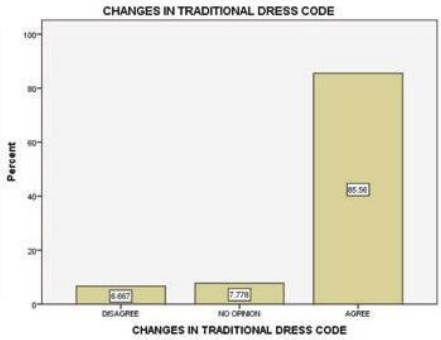


## 3) Changes in traditional dress code

**Beneficiaries**



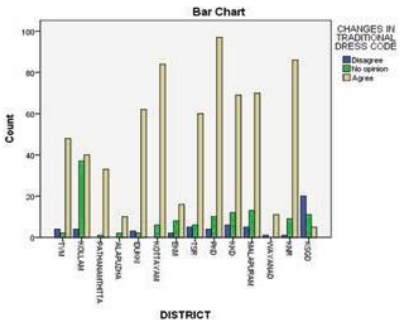

**Elected Representatives**



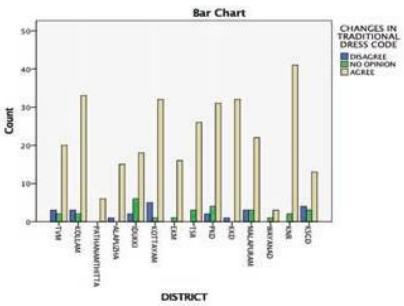

79.88 per cent of the beneficiaries and 85.56 per cent of the elected representatives stated that the traditional dress code has changed over time as a result of greater involvement of women in the public domain.

## District Level Data given below

**Beneficiaries**

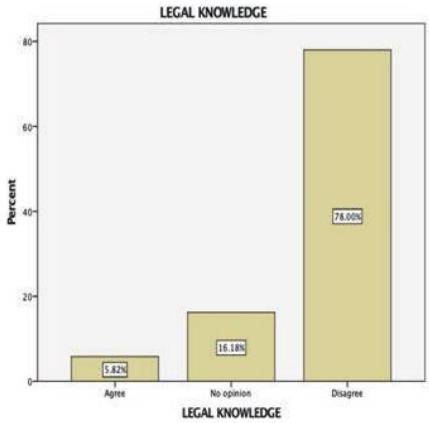



**Elected Representatives**

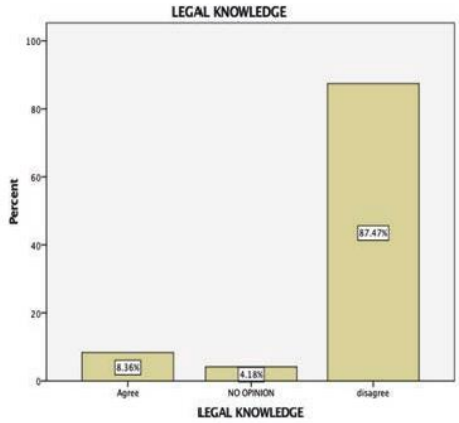


## 4) Legal Knowledge

**Beneficiaries**



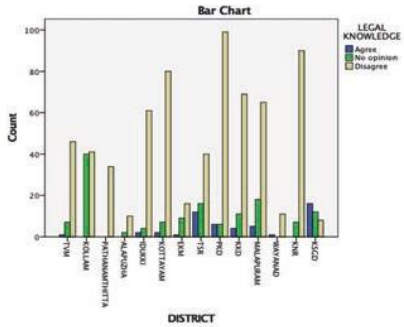

**Elected Representatives**



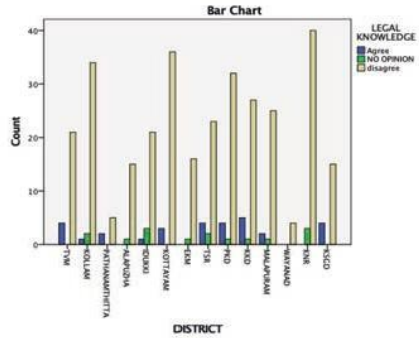

5.82 per cent of beneficiaries and 8.36 per cent of elected representatives stated that legal knowledge of women and ability to take action has been increased.

### District Level Data Given Below

**Beneficiaries**

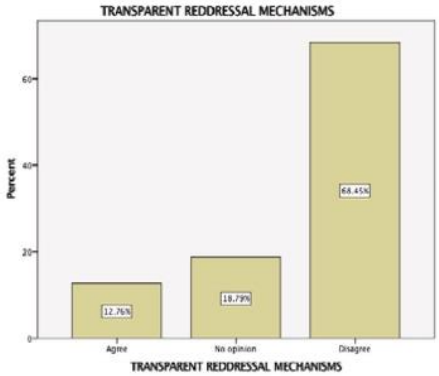



**Elected Representatives**

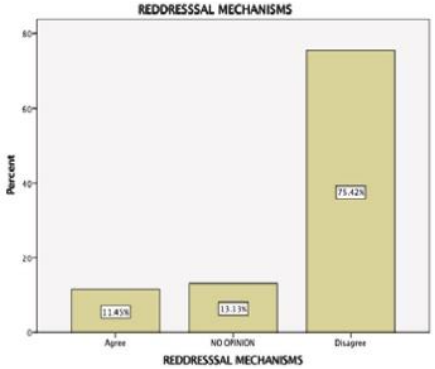


## 5) Grievance redressal mechanisms

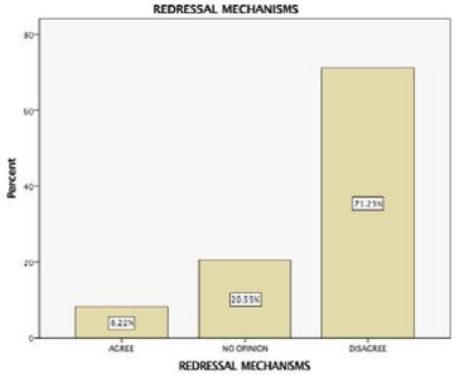
**Beneficiaries**




**Elected Representatives**



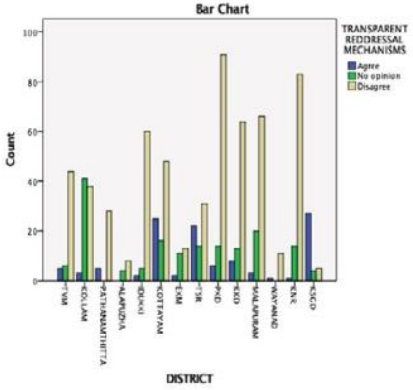

**Officials**



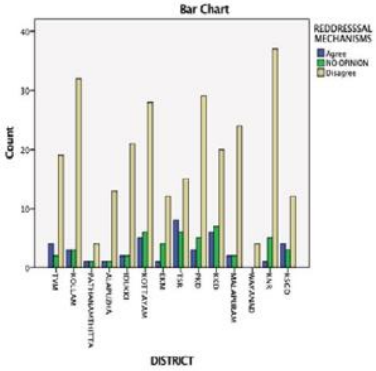

12.76 per cent of the beneficiaries, 11.45 per cent of the elected representatives and 8.22 per cent of the officials reported that the grievance redressal mechanisms were available in a transparent and women friendly manner.

## District Level Data Given Below:

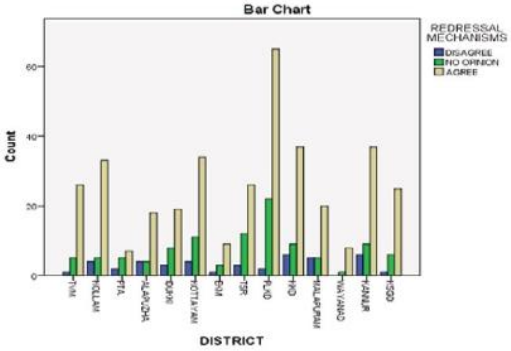
### Beneficiaries




### Elected Representatives




### Officials



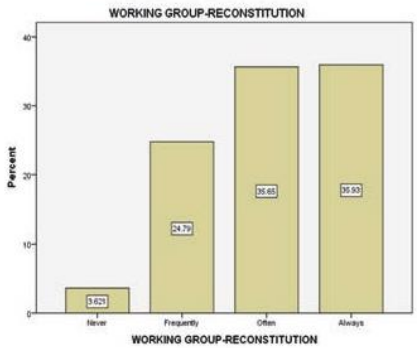

It is viewed that critical needs like intervention in the political arena, freedom of movement, freedom of dress, legal knowledge, and access to the legal system have not been effectively addressed.

# V. HINDRANCES AND CHALLENGES

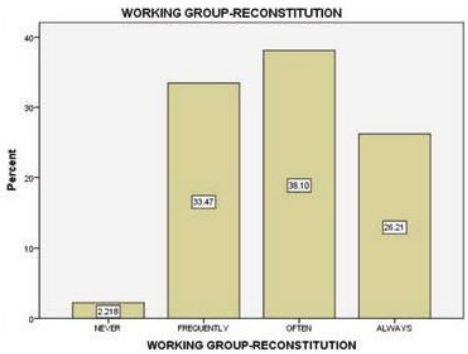
## A. Formation stage

### 1) Working group committee

**Elected Representatives**



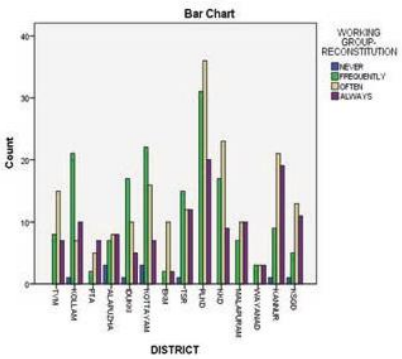

**Officials**



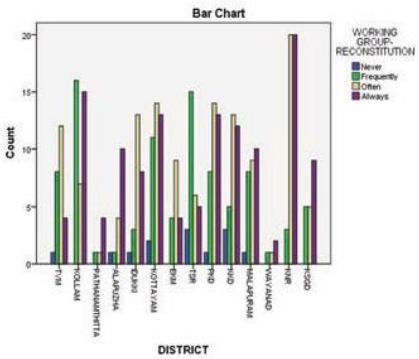

35.93 per cent of elected representatives state that the Development Working Groups of women were always reorganised in a timely manner and decisions taken at meetings, while 38.10 per cent of officials said it was not done often.

### District Level Data Given Below

**Elected Representatives**

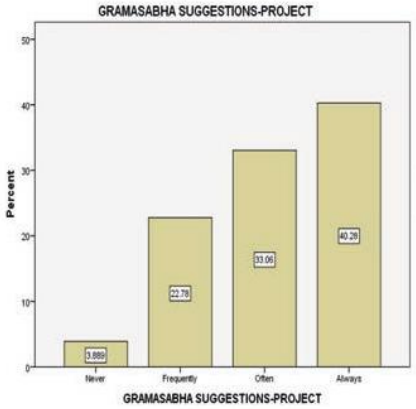



**Officials**

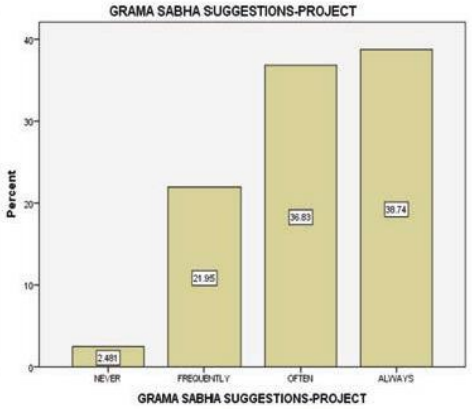


## 2) Suggestions from gramasabha

**Elected Representatives**



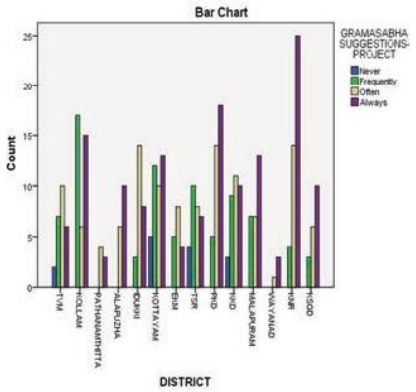

**Officials**



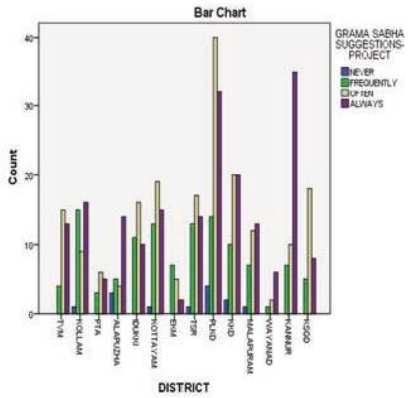

About 40.28 per cent of the elected representatives and 38.74 per cent of the officials only stated that proposals of grama sabha are considered for projects in the Women Component Plan.

## District Level Data Given Below

**Elected Representatives**

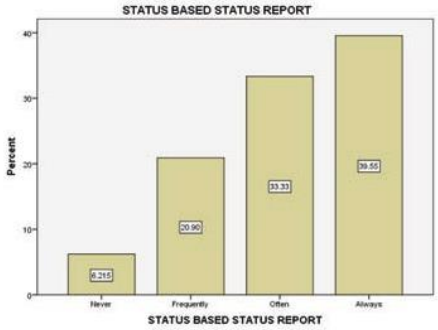



**Officials**

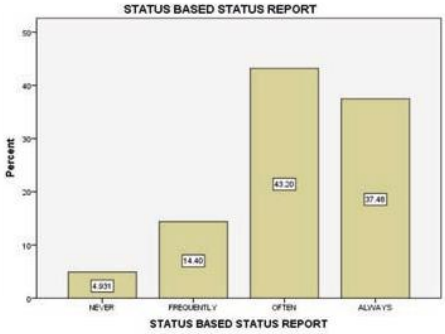


## 3) Status Reports

### Elected Representatives



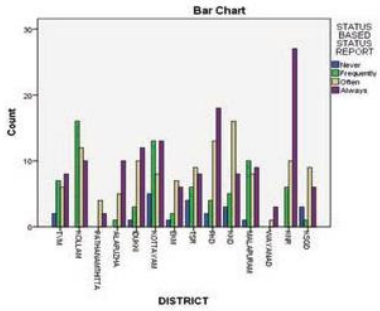

### Officials



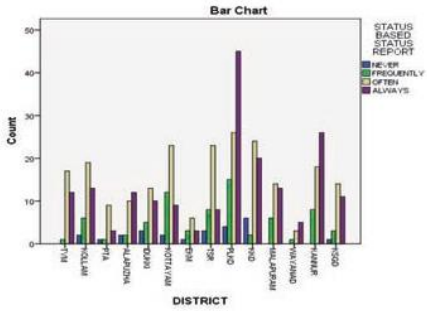

39.55 per cent of elected representatives state that status reports were made based on accurate statistics, while 43.20 per cent of officials stated that it was not the case most of the time.

## District Level Data Given Below

### Elected Representatives

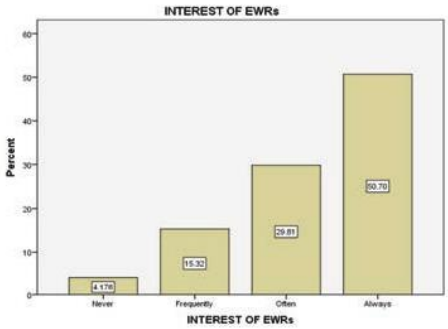


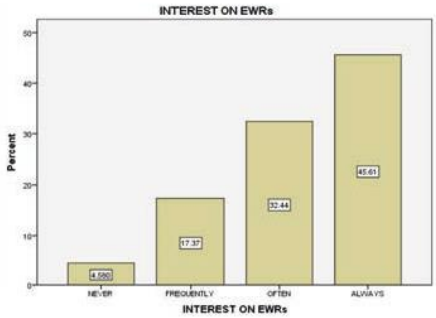

### Officials



## 4) Interest of the elected women representatives

**Elected Representatives** **Officials**

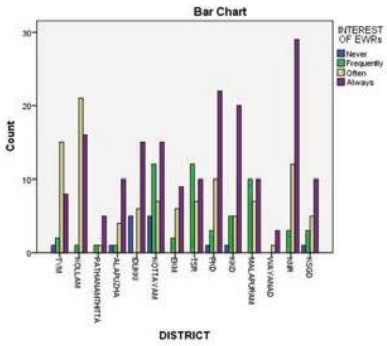


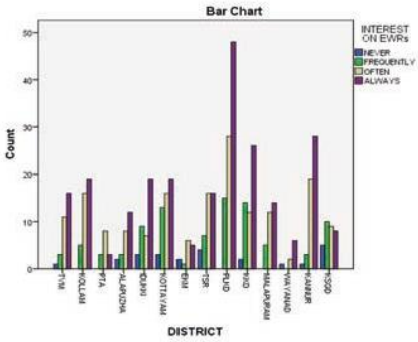




50.70 per cent of the women elected representatives claimed that they were particularly interested in the formulation of the Women Component Plan, while 45.61 per cent of the officials said so.

## District Level Data Given Below

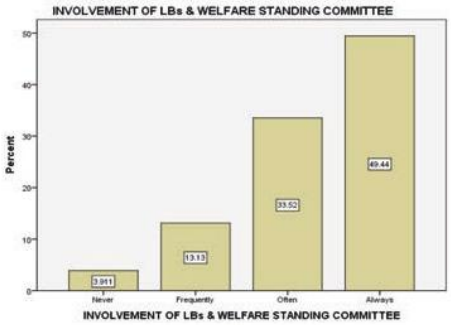
**Elected Representatives** **Officials**

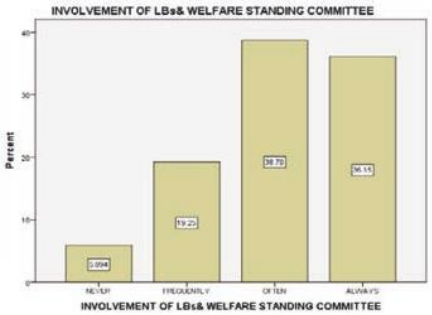


## 5) Involvement of Local Body and Standing Committees

**Elected Representatives** **Officials**

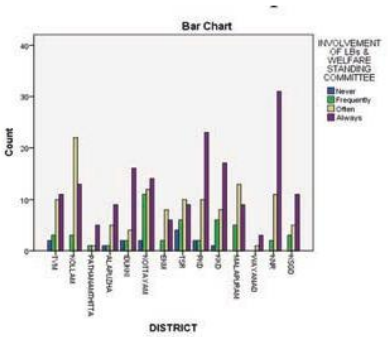


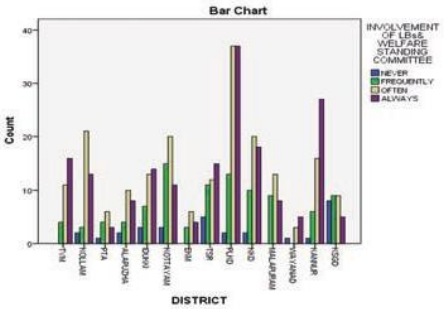




49.44 per cent of the elected representatives stated that the governing body and welfare standing committee always tried to examine the issues of women and formulate projects accordingly, while 38.70 per cent of officials stated that they often did so.

## District Level Data Given Below

**Elected Representatives** **Officials**



## B. Implementation stage

### 1. Purchase

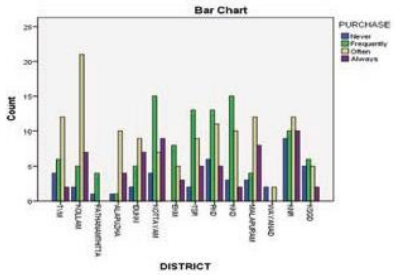
**Elected Representatives**

**Officials**

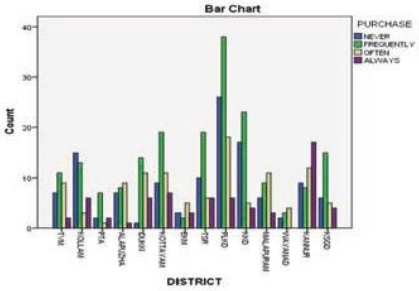
36.98 per cent of the elected representatives and 38.89 per cent of the officials stated that conditions related to the purchases often interfered with the implementation of projects.

### District Level Data is given Below

**Elected Representatives**

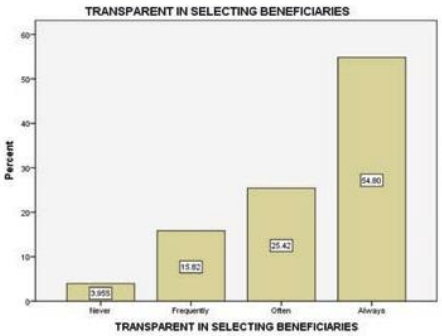



**Officials**

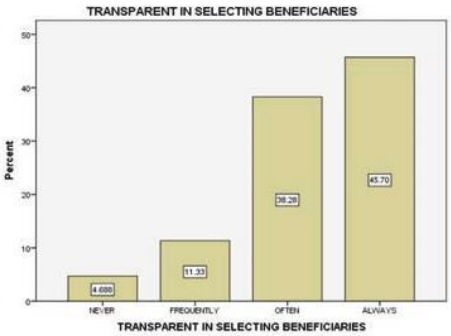


## 2) Beneficiary Selection

### Elected Representatives



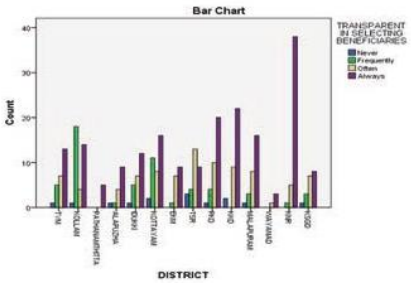

### Officials



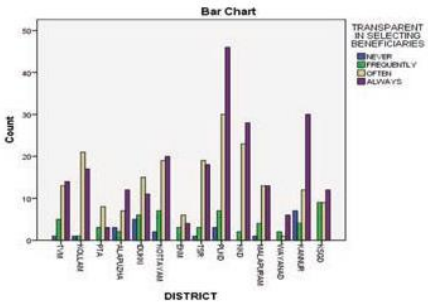

54.80 per cent of the elected representatives and 45.70 per cent of the officials stated that the selection of beneficiaries was transparent and effective.

## District Level Data is given Below

### Elected Representatives

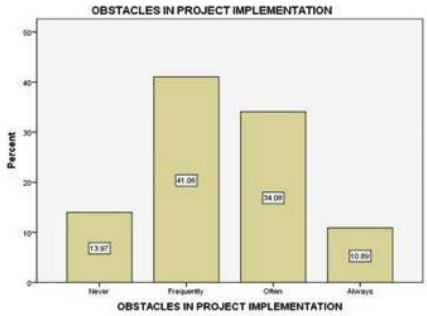


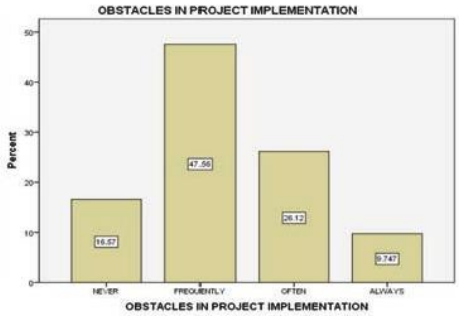

### Officials



## 3. Share of beneficiaries

**Elected Representatives** **Officials**

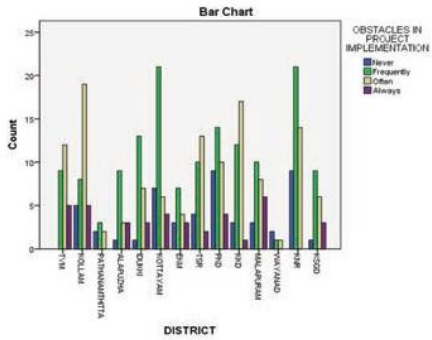


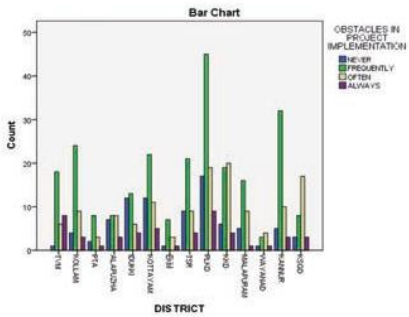




41.06 per cent of the elected representatives and 47.56 per cent of the officials said that the share of beneficiaries sometimes caused disruption in the implementation of projects.

## District Level Data is given below

**Elected Representatives** **Officials**

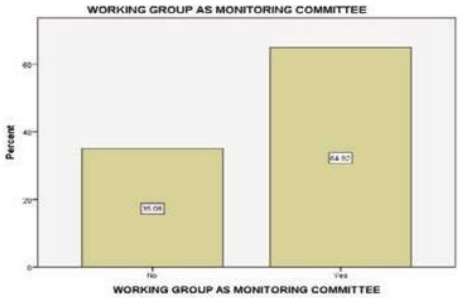


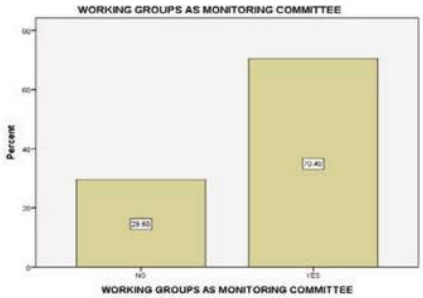

More than 60 per cent of respondents said that purchase, selection of beneficiaries and share of beneficiaries in the implementation stage were not done transparently and efficiently.

## C. Monitoring

**Elected Representatives**



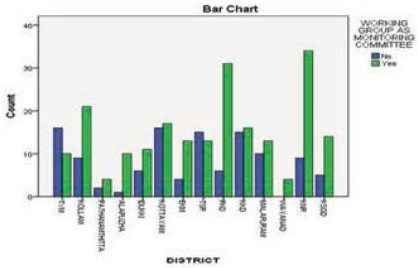

**Officials**



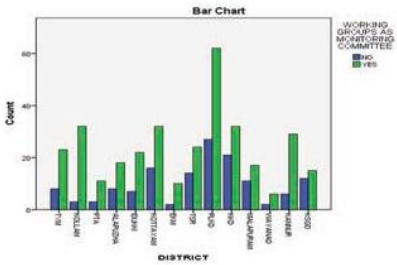

64.92 per cent of the elected representatives and 70.4 per cent of the officials report that the working group acts as the monitoring committee.

## District Level Data is given below

**Elected Representatives**



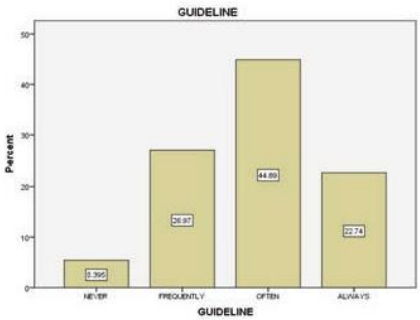

**Officials**



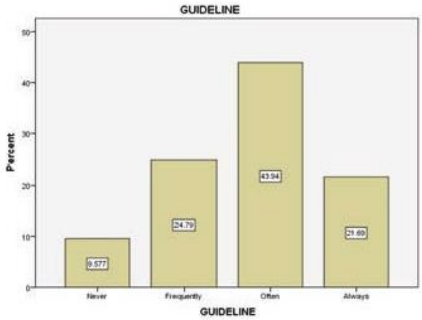
## D. Other

### 1) Government Guidelines

**Elected Representatives**



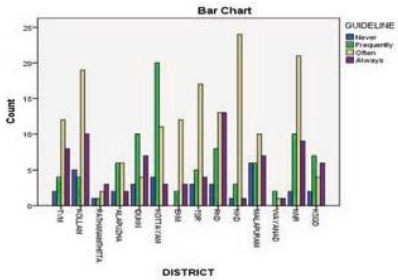

**Officials**



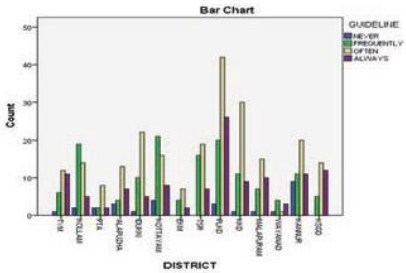

43.94 per cent elected representatives and 44.89 per cent officials say that the guidelines issued by the government are often conducive to the implementation of projects.

### District Level Data is given below

**Elected Representatives**

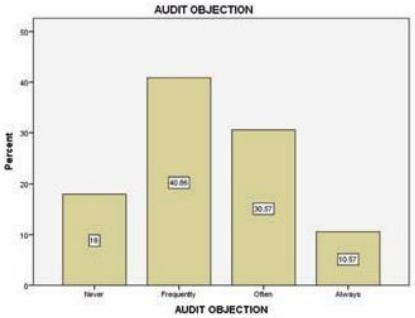



**Officials**

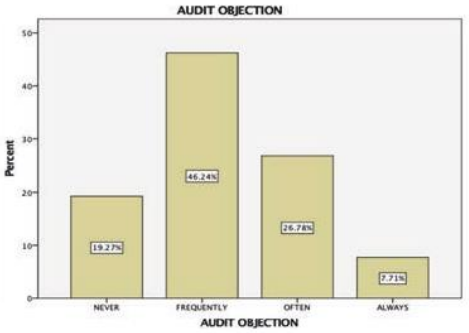


## 2) Audit Objection

**Elected Representatives**



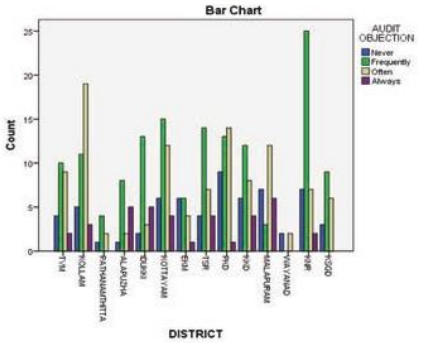

**Officials**



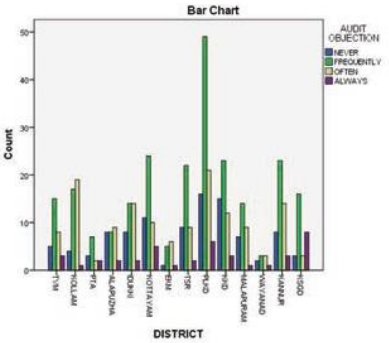

According to 40.86 elected representatives and 46.24 per cent officials, audit objections affect the implementation and formulation of the Women Component Plan.

## District Level Data is given below

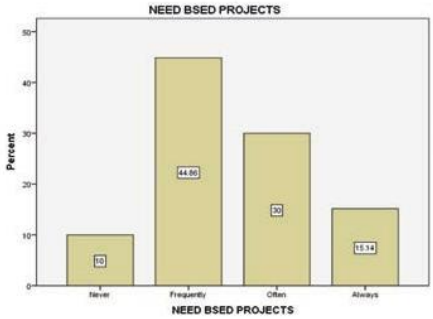
**Elected Representatives**

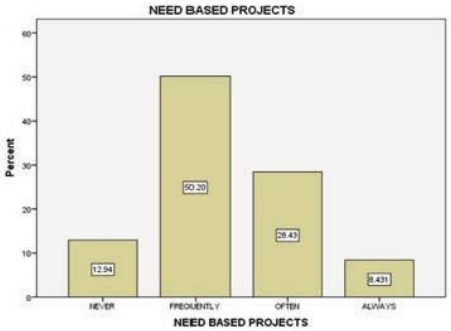



**Officials**



**Elected Representatives** **Officials**

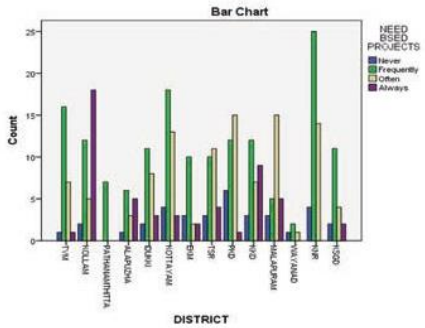


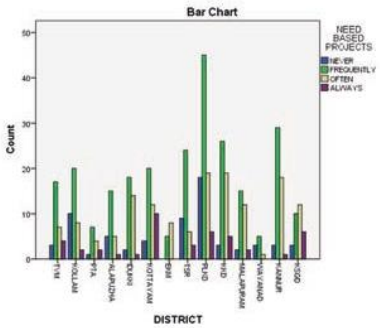




44.86 per cent of the elected representatives and 50.20 per cent of the officials stated that they sometimes failed to formulate creative and need based projects.

## District Level Data is given below

**Elected Representatives** **Officials**

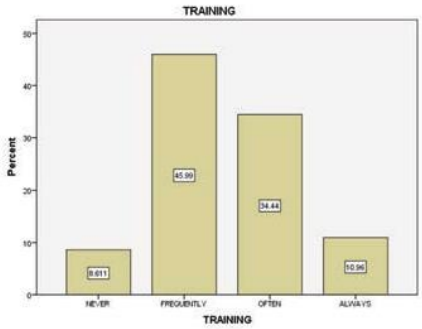


## 3) Training

**Elected Representatives**

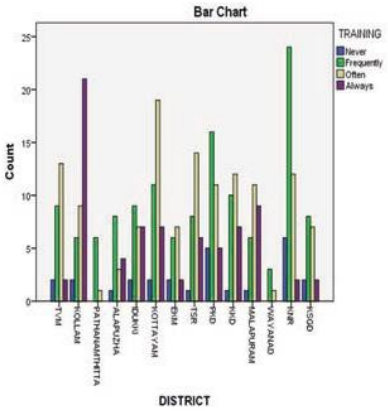
**Officials**



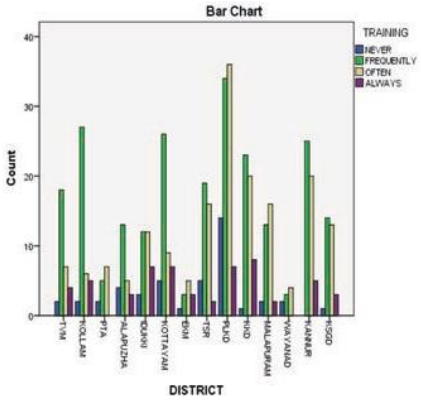

According to 36.31 per cent elected representatives and 45.99 per cent officials, the lack of training was sometimes an impediment to formulation and implementation of projects.

## District Level Data is given below

**Elected Representatives**

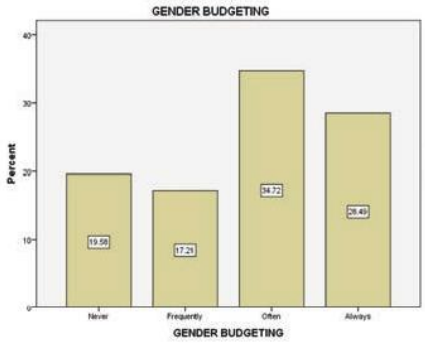


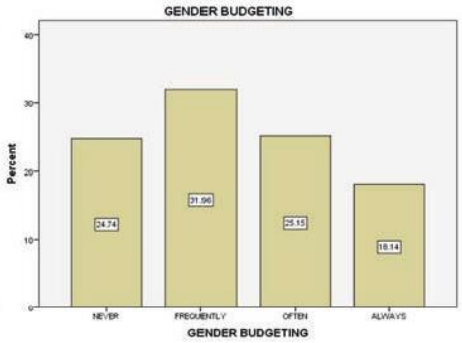

**Officials**



## 4) Gender Budget

**Elected Representatives** **Officials**

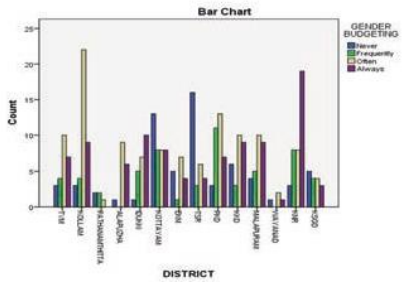


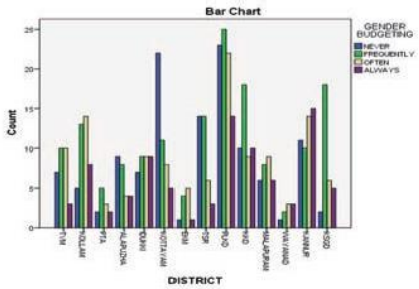




34.72 per cent of the elected representatives stated that their budget was mostly gender budget and 31.96 per cent of officials stated that it was occasionally gender budget.

**District level data is given below**

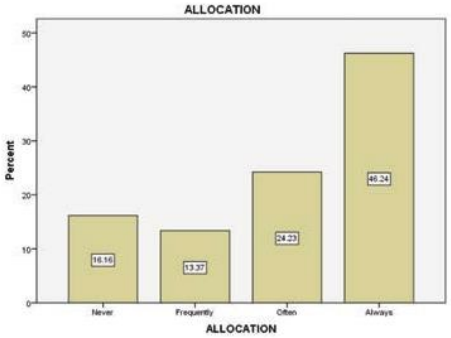
**Elected Representatives** **Officials**



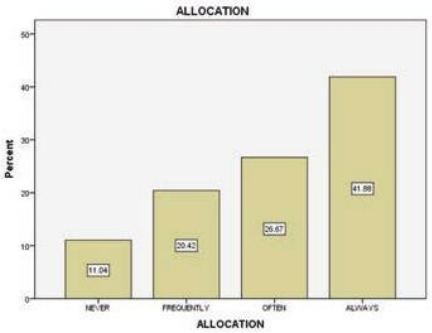



## 5) Fund Allocation

**Elected Representatives**



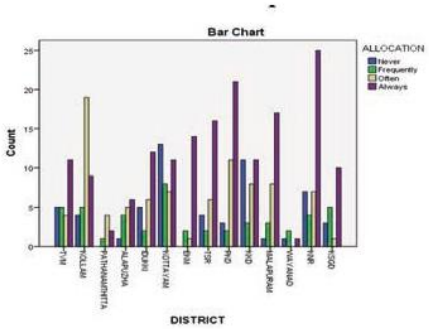

**Officials**



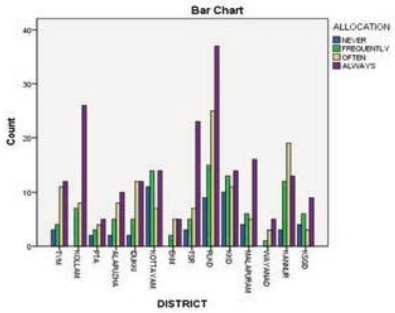

46.24 per cent of elected representatives and 41.88 per cent officials say more than 10 per cent of the plan funds are always set aside for Women Component Plan.

## District Level Data is given below

**Elected Representatives**




**Officials**



# VI. ANALYSIS OF PLAN GUIDLINES

## Guidelines on Women Component Plan

Decentralised planning and empowerment of local governments in Kerala started from the Ninth Five Year Plan. In the light of the 73rd and 74th Amendments to the Constitution, one third of women came into local bodies as elected representatives. Extensive training programmes were conducted for elected representatives and volunteers as part of the people's planning campaign.

The first plan of the Ninth Five Year Plan was prepared in 1997-98. As part of this annual plan, a special subject group of women was held and discussions were carried out to identify the practical and strategic needs of women. Based on this, a special chapter on the development for women was included in the development document.

In particular, special Gram Sabhas were held and special subject group discussions on women issues were organised in them. Based on this, a separate chapter on women development was included in the development document.

Following the examination of such issues of women, the State Planning Board directed the three-tier local self-governments to use 10per cent of the total plan outlay for the first year (1997-98) of the Ninth Plan as Women Component Plan, to address specific issues of women. Kerala was the first state in India to initiate the system of setting aside a fixed amount for the development activities of women as part of the annual plan of the local government. However, at the end of the year, the total allocation under the Women Component Plan in Kerala was less than 1per cent. On the basis of this, it was made mandatory to allocate 10per cent of the total plan fund for the Women Component Plan as per a Government Order of 98-99. At the

same time, it was suggested to emphasize consideration of women in general projects. It was also stipulated that the money should be used exclusively for projects that benefit women. A cross examination of each project also analysed how it would affect the status of women in the area, once it was implemented. Subsequently special training sessions and studies on the status of women were also conducted in some panchayats.

As per the handbook published by the State Planning Board in 1998, the following parameters were required to be considered in the performance analysis of general projects and projects in the women component. These plans were to be: helpful in uplifting the social status of women such that they increased the opportunities for women's employment those that increased the control that women have over assets and income helpful in reducing the discrimination against women

It was stipulated that a chapter in the Annual Plan Document prepared by each local self-government institution should be about the Women Component Plan. For a comparative analysis, the important sections from the government guidelines on the development of women, from 9$^{th}$ plan to 13$^{th}$ plan, are given below in the tables. Guidelines were issued by special orders of the State Planning Board during the Ninth Plan. The Department of Local Self-government prepared a guideline from the 10$^{th}$ Plan.

## Guidelines of Women Component Plan – Comparative Study

| Year | Five year plan | Guideline issued | No./date | Suggestions | Objectives/activities |
|---|---|---|---|---|---|
| 1997-98 | Ninth plan | State Planning Board | GO(MS) No. 19/98/Plg/ dtd04-06-98 | It was suggested that 10per cent of the total plan out- lay should be earmarked for the Women Component Plan.<br><br>Formulation of a special action plan (Working Group for Women) for this purpose, with a woman elected representative as the Chairperson and the ICDS Supervisor as Convener made mandatory.<br><br>All working groups were to consist of 30per cent women members.<br><br>A separate subject group for discussing the development of women in the grama sabhas made mandatory It was made mandatory that one out of two delegates selected from the grama sabha Subject Group for the Development Seminar should be a woman. | Address specific issues of women<br><br>Ensure the development of women through schemes under the Women Component Plan.<br><br>Address the specific is- sues of women under the leadership of women.<br><br>Ensure participation of women in discussions in all the areas of development. Point out the needs of women.<br><br>At least half of the participants in development seminars should be women.<br><br>Provide opportunities for women to raise their issues in all the subject groups of the develop- ment seminar |

| | | | | | |
|---|---|---|---|---|---|
| 98-99 | Ninth Plan | State Planning Board | | It was made mandatory that a minimum 10per cent of the total fund allocation should be earmarked for the Women Component Plan.<br><br>Amount restricted to be used for the projects that benefit women only.<br><br>Block Level Expert Committee was constituted as a sub-committee to examine the women component project. That sub-committee would be chaired by a woman elected representative and convenor would be a block level Women Development Officer | Address the special issues of women.<br><br>Ensure the development of women through schemes coming under the Women Component Plan. |
| 1999-2000 | Ninth plan | State Planning Board | G.O (P) 105/98LAD dt 25/06/99 | It was decided that a minimum 10per cent of the total fund allocation should be earmarked for the Women Component Plan<br><br>It was made mandatory that here should be 7 to 15 women members when the Beneficiary Committee is formed for project implementation. | Ensuring the participation of women in implementation |
| 2000-01 | Ninth plan | State Planning Board | | It was also stipulated that one-third of them should be women<br><br>It was decided that 10per cent of the total fund allocation should be earmarked for the Women Component Plan. | The Women Component Plan should be formulated in such a way that it only undertakes the developmental activities of women. |

| | | | | | |
|---|---|---|---|---|---|
| | | | | Roads, toilets, electrification and smokeless stoves should not be included in the Women Component Plan.<br>The General Council of the Working Group must be held at least once in three months.<br>LSG should undertake basic infrastructure, marketing facilities micro entrepreneurship development programmes and women micro enterprises under WCP. Gender status studies to be initiated. | |
| 2001-02 | Ninth plan | State Planning Board | | It has been made mandatory that minimum 10per cent of the total fund allocation is earmarked for the Women Component Plan. | 2001-02 |
| 2002-07 | Tenth plan | Local self-Government Department | GO(MS) No. 20/2002/ plg/6/6/2002 GO No. 5319 (DP. 3/2003/L. S. G. D - 26/10/2005 | It was decided that 10per cent of the total fund allocation should be earmarked for the Women Component Plan.<br>Anganwadi building, distribution of supplementary food not to be included in the Women Component Plan. If there was a shortfall from the mandatory 10per cent in the Women Component Plan of the year 2001-02, compensation was to be provided.<br>The chairperson of the Women Development Working Group is mandated to be a woman representative. The amount allocated for | Reduce extreme poverty and school dropouts, solve special problems of women. Raise the status of women.<br>Increase their employment and income.<br>Raise their socio-cultural status.<br>Enhance their artistic, literary and sports abilities. |

| | | | | | |
|---|---|---|---|---|---|
| | | | | Women Component Plan to be used for projects that benefit only women.<br><br>The DPC deputed to check and confirm this. | |
| 2007-12 | Eleventh plan | Local self government Department | GO (MS) No. 128/2007/ LSGD/ dt. 14/05/2007 | It has been made mandatory that minimum 10per cent of the total fund allocation is earmarked for the<br><br>Women Component Plan. | 2007-12 |
| 2012-17 | Twelth plan | Local self government Department | revised guide- GO lines No. (MS) 362/2013/ LSGD/ dt. 16/11/2013 | It was decided that 10per cent of the total fund alloca- tionshould be earmarked for the Women Component Plan.<br><br>At least 10per cent of the total fund allocationshould be set aside for the welfare and development of wid- ows. Public needs such as housing, toilets, drink- ing water, electrification, construction of anganwadi buildings, anganwadi nutrition, etc. should not be included in the Women Component Plan. Women who are the heads of familiesand who do not have the support of an adult maleare eligible for funds for house and toilets.<br><br>Sports education, taekwondo, judo and karate training for self defence can be taken up for girls. In schools, toilets can be constructed only in proportion to the number of girls. | Raise the socio-economic status of women, increase employment and income, ensure gender equality and the empowerment of women.<br><br>Implement Labour Bank and centres for product distribution.<br><br>Provide basic amenities in public places where women visit frequently – production units, marketing centres and labour banks |

| | | | | | |
|---|---|---|---|---|---|
| | | | | Breastfeeding centres can be started in places where women gather.<br><br>35 percent subsidy can be sanctioned for self-employ- ment ventures of women groups consisting of at least five members under the Women Component Plan. Revolving Fund can be sanctioned to Kudumbashree units for entrepreneurial projects. Self-employment training programmes can be started for women.<br><br>For project formulation stakeholder discussion should be held with ADS, CDS, JLG, Mathru Samithi, Mother PTA and Anganwadi workers. | |
| 2017-22 | Thirteth plan | Local self government Department | GO (MS) No. 79/2017/ LSGD/ dt 3/04/2017<br>GO (MS) No. 79/2017 LSGD/ dt 3/04/2017 | Raise the social and financial status of women. Increase their employment and income.<br><br>Initiatives can be taken up in the production sector with the help of Kudumbashree.<br><br>Begin sports education.<br><br>Napkin vending unit, training of yoga, Jagratha Samithi and gender resource centre must be initiated in schools. Gender Resource Centres should be formed at district level.<br><br>All the activities under 1District Panchayath especially in Schools and other institutions | Special initiatives need to be taken to address the specific issues of women seriously<br><br>Socio-economic status should be elevated<br><br>Create a space to solve the gender issues which should be considered as social issues.<br><br>Coordinate the activities of various departments for gender equality |

| | | | | | |
|---|---|---|---|---|---|
| | | | | connected to gender should be supported and converged by Gender Resource Centre<br><br>1.A gender resource team of not more than 15 members should be constituted in each district. One DPC members hould be the Chairperson; Women Protection officer to be the Convenor.<br><br>Training and necessary technical support to Jagratha Samiti formed in local bodies, Gender Desk in schools and the projects formulated will be provided<br><br>2. Persons who are qualified in Gender Studies/ Women Studies as an optional subject, researchers in these disciplines, experts in Gender, experts in decentralised planning, representatives of a legal authority, police personnel in the rank of Circle Inspector and the Women Development Officer would be the members of this committee.<br><br>At the gram panchayat level, a 15-member team may be constituted for the Gender Resource Centre including the Welfare Standing Committee Chairperson, Assistant Secretary, Convenor, ICDS Supervisor, CDS | Utilise the services of experts in the field to streamline the activities of women development |

| | | | | | |
|---|---|---|---|---|---|
| | | | | Chairperson, two women elected representatives, women volunteers and experts.<br><br>Gender status studyto be completed in the local bodies.Where it has been already completed, to be updated<br><br>A project not exceeding Rs 2 lakhto be set aside in each institution for WCP activities.<br><br>The main objective of each local body is to prepare the Women Component Plan for the subsequent years on the basis of rational information and to uplift the social status of women in the area.<br><br>The monthly review meeting of those appointed for counselling of adolescent girls should be convened and a report should be submitted to the local body for further action.<br><br>Necessary suggestions and interventions can be made by eachlocal self-government to make all their transferred institutions women friendly and to ensure the safety and security of women in public places.<br><br>At the end of each year, a status analysis report on the development of women and a | |

| | | | | | |
|---|---|---|---|---|---|
| | | | | performance review report of the concerned institutions should be published.<br><br>Gender audit must be conducted by the local self- government.<br><br>**Jagratha Samiti**<br>Activities of thedistrict level, municipal level and panchayat level JagrathaSamithis should be made effective.<br><br>Establish Gender Desks in schools to facilitate student safety, grievance redressal, counselling and mental health under the leadership of the JagrathaSamithi.<br><br>A qualified ladyto be appointed on contract basis for the activities of the JagrathaSamithi and the Gender Resource Centre. The cost to be met from the project.<br><br>4. Community Women Facilitator (CWF)<br><br>A lady with MSW or equivalent postgraduate degree in Women's Studies, Psychology, and Sociology (graduation from a regular batch) to be hired and paid on a contract basis by the local government to facilitate the activities of Jagratha Samithi.<br><br>The District Gender Resource Centre should clarify and review their activities and | |

| | | | | | |
|---|---|---|---|---|---|
| | | | | determine the procedures applicable to the whole district. It can also coordinate activities in relation to women's empowerment at the respective local body level and in the district in general for the upliftment of women and their social status. Gender status studytobe done in the local bodies where the status of women has not been studied and if the document has been prepared after studying the status of women, it could be revised and updated. For this, the local bodies which require training from KILA should request in writing to KILA. Gender Desks must be formed in all schools and workplaces. They can be paid a salary not exceeding Rs. 15,000/- per month by including it in the Women Component Plan. Monthly review should be done at the local body level and district level to ensure progress and their minutes should be kept. The project can be taken up by all the local bodies.<br><br>**Gender Desk**<br>Gender Desk can be set up to facilitate grievance redressal and counselling for the safety of students and women. | |

| | | | | | |
|---|---|---|---|---|---|
| | | | | **<u>Counselling for teenage girls</u>**<br>Counsellors with specific qualifications can be appointed on a contract basis to provide counselling to adolescent girls. Depending on the number of girls in government/aided HS/ HSS schools in a local body, a school counsellor may be assigned a maximum of two or three schools as a unit. The school counsellors appointed by the Department of Social Justice and the Department of Education should be taken into consideration and in such a way that the services of the counsellor are available in all High Schools and Higher Secondary Schools in the district. In such an arrangement, if additional counsellors are required, the counsellors with specific qualifications can be appointed on a contract basis by the district panchayat/municipalities and can be paid for 10 months. Eligibility and pay can be determined according to the criteria of the Department of Social Justice. In order to make the work of the counsellors more efficient and to evaluate the monthly progress of the work, the following members should form a monitoring committee. | |

| | | | | | |
|---|---|---|---|---|---|
| | | | | Chairperson: - District Panchayat President<br>Convener: District Officer, Social Justice Department<br><br>**Members :**<br><br>1. Deputy Director of Education<br>2. District Women Welfare Officer<br>3. One volunteer with technical expertise<br>4. Deputy Director of the panchayat<br>5. District Medical Officer<br><br>The Unarvu programme conducted by the Thiruvananthapuram district panchayat can be extended. All district panchayats/ municipalities are required to undertake this project. | |

## VII. ANALYSIS OF FOCUS GROUP DISCUSSIONS

### Part-1

**Kudumbashree workers, Asha workers, SC/ST promoters, literacy motivators, anganwadi workers and GRC members**

| | |
|---|---|
| **Total focus group discussions** | **134** |
| **Total participation** | **1,649** |

**1. Benefit of women development schemes implemented in local bodies (in percentage)**

| Subject | Very useful | Useful | No comment | Not useful | Not at all useful |
|---|---|---|---|---|---|
| Personal | 41 | 47 | 6 | 6 | - |
| Financial | 41 | 44 | 6 | 5 | 4 |
| Political | 23 | 20 | 17 | 32 | 13 |
| Social | 20 | 40 | 10 | 25 | 5 |

It can be seen that 88per cent of the people personally, 85per cent people financially, 60per cent people socially and 43per cent politically benefited from the Women Component Plan projects implemented by the local self-government.

**2. Has the WCP helped to address the specific issues of women at the local government level? (in percentage)**

| Subject | Very helpful | Helpful | No comment | Not helpful | Not at all helpful |
|---|---|---|---|---|---|
| Family | 20 | 30 | 3 | 28 | 19 |
| Community | 28 | 30 | 5 | 32 | 5 |
| Workplace | 19 | 50 | 6 | 21 | 4 |

It can be seen that the projects under the Women Component Plan implemented in the local bodies helped to solve 50per cent of the family problems, 58per cent of the social problems and 69per cent of the workplace problems of women.

**3. Role in implementation of Women Component Plan Projects (in percentage)**

| Stages | Completely | Partially | No | Not affecting |
|---|---|---|---|---|
| Working group | 45 | 32 | 23 | 0 |
| Gram sabha | 81 | 17 | 2 | 0 |
| Developmental seminar | 41 | 36 | 20 | 3 |
| Implementation | 8 | 32 | 38 | 22 |
| Monitoring | 12 | 20 | 58 | 10 |

The above data shows the participation of Kudumbashree workers, Asha workers, SC/ST promoters, literacy motivators, anganwadi workers and GRC members in working groups, Gram sabhas, developmental seminars, management and monitoring which are the important phases in the implementation of Women Component Plan.

**4. Which of the following projects is envisaged and implemented under the Women Component Plan?**

In the opinion of the members who participated in the Focus group discussions, the list of projects included under the Women Component Plan are appended (Appendix - VI).

**5. Suggestions for improving projects for women development?**

The recommendations put forward by the members who participated in the focus group discussions are appended (Appendix - VII).

## Part 2
## Representatives of political organisations and women elected representatives

Total focus group discussions: 134
Total participation: 1427

**1) What do you understand about the importance and usefulness of WCP (in percentage)**

| Very helpful | Helpful | No comment | Not useful | Not at all useful |
|---|---|---|---|---|
| 45 | 40 | 9 | 6 | 0 |

85per cent of the respondents said they have benefited from the projects implemented as part of the Women Component Plan.

**2. Interventions of Women Component Plan (in percentage)**

| | |
|---|---|
| Problem identification in the area | 55 |
| Working group | 10 |
| Gramsabha | 63 |
| Project formulation | 9 |
| Development seminar | 55 |
| Management | 30 |
| Monitoring | 6 |
| Problem solving | 4 |
| Support to ward member | 13 |
| Suggestions | 37 |

**3. What are the suggestions for improving the Women Component Plan Projects?**

The recommendations put forward by the members who participated in the focus group discussions are appended (Appendix - VII).

**4. What is the training/assistance provided to elected women representatives by their organisation/movement in connection with the formation of Women Component Plan?**

In the discussion, 33 per cent said that their organisation/movement had provided training/assistance to elected women representatives in connection with the formation of the Women Component Plan and 67 per cent said they did not.

**5) Discussion on Women Component Plan by incorporating into agenda (in percentages)**

| Always | Often | Not at all |
|---|---|---|
| 3 | 53 | 44 |

Only three per cent said that their organisation/movement regularly discusses Women Component Plan by incorporating it into the agenda.

# 5
# FINDINGS AND SUGGESTIONS

This study examines the role of women development activities carried out under Women Component Plan, implemented by the local self-governments of Kerala for the last 23 years, helped to improve the condition and status of women. It also discusses the challenges faced in implementing the Women Component Plan projects and also explores the solutions for better implementation.

The findings are based on the analysis of data collected from the selected 134 local self-governments, the secondary data on the Women Component Plan projects provided by Information Kerala Mission, primary data collected from the interviews with elected representatives, officials and project beneficiaries and again focus group discussions.

## The status of women

It is obvious in the study that the indicators for measuring economic status such as income growth, savings and ownership are seen to have grown through the Women Component Plan projects.

86.7per cent beneficiaries of Women Component Plan projects have received more income through this. However, there is a tendency to consider any small amount received by a person who had no income as an increase in income.Also it is not considered whether the income received is proportionate to the value of the work done. Self-employment entrepreneurships and other employment schemes for women are still not considered as the main source of family income.

85.01per cent of the beneficiaries are able to utilise their income as per their own interests. 64.02per cent beneficiaries are able to set aside a fair amount of their income for savings. These savings are used for the needs of their family such as building a house, paying of debt and marriage of their daughters.

86.6per cent women own land/vehicle, home and cattles or any of these. However, only 66.55 percent of the beneficiaries have control over these for sale or purchase. Women have limited control over the income and savings they possess. Though they can spend their income and buy or sell things for the sake of their families, with restrictions, they cannot use their income for personal needs.

It is seen that ownership of property is given to women only on paper to get included in the beneficiary list of housing schemes promoted by the local self-governments.

When analysed on the parameters of measuring personal status such asself-confidence, crisis management skills, respect, recognition, self sufficiency, freedom of movement and decision-making, and freedom in dressing, it can be seen that the beneficiaries of the schemes implemented in the employment/income sectors have been able to make some progress.

While 40.26 per cent of the beneficiaries are able to participate confidently in public and social events most of the time, only 28 per cent have become fully confident. Moreover, such confidence and resilience in dealing with problems is often not demonstrated. Only 38per cent women are able to overcome the crises in their family and community.

Only 34 per cent of the beneficiaries get respect as individuals in society.

The finding that only 37.79 per cent of the beneficiaries are able to meet their needs with their own income shows that the Women Component Plan is not so effective in increasing the status of women.

Only 33.06 per cent beneficiaries are able to take decisions on birth control and marriage of children. Women agree with the decision of men on these matters and consider it as their own.

29per cent women could travel often as per their wish and 28per cent could only sometimes do so. But 18.31 per cent women were never been able to do so. Projects which help change the attitudes of society on freedom of movement, respect, recognition and decision making, etc. have never been designed or implemented in Women Component Plan so far.

91 per cent beneficiaries feel that their opinion on different matters get acceptance in the family and community. Though they had now got opportunities for jobs other than domestic work, there has not been any single project under Women Component Plan to promote sharing of domestic chores.

It is obvious that there has been a change in the traditional dress code over the years because of women's increased involvement in the public domain. But at the same time, the study says that women often do not have the freedom to select the dress of her choice.

When analysing the indicators of measuring social status such as decision-making power, freedom of movement, visibility, knowledge enhancement, skill development, and possibility of recreation, we understand that the WCP projects have not helped in increasing the social status of women, as expected.

39per cent responded that visibility of women in public space has increased than ever before through the women development activities of local self-governments. But the study finds another paradox that in spite of the increased participation of women in Gram sabhas, development seminars, and working groups, women's creative involvement in discussions and decision making are lacking.

Even though projects to enhance knowledge and skill of women have been implemented under Women Component Plan, it is not reflected in their social life. No due importance is given to activities that help empowerment and capacity building to leverage the status of women in society. But 40 percent women responded that projects under Women Component Plan have been able to enhance their knowledge.

No significance is given to recreational activities. 87per cent of respondents said that only a small amount of money has been allocated in Women Component Plan for recreational activities. Moreover, there is a tendency to understand entertainment of women would be only in connection with family entertainment.

Mechanisms to redress domestic violence are not so effective. People do not approach the complaint redressal mechanisms at the local level. Many a time women do not even recognise that they are facing violence including in the case of domestic violence. People are reluctant to approach courts for want of adequate judicial or social support.

Indicators used to measure political status were leadership skills, political observation, self-determination, decision-making power in socio-political organisations, and participation in Kudumbasree.

According to 85.6 percent respondents, the leadership skills of women have increased because of the Women Component Plan activities. This leads to political empowerment of women to some extent.

70per cent of respondents opined that political observation and self-determination of women have increased. The Panchayat Raj system gives women the opportunity to show their self-determination and make decisions. But it is not manifested in the socio- political and organisational levels.

According to 72 per cent respondents, participation of women in libraries, clubs and development committees has increased.

While 57.91 per cent of the beneficiaries and 78.09 per cent of the elected representatives say that the participation of women in decision making in various socio-political organisations has increased, it needs to be increased further. Although the representation of women in political parties and other social organisations has increased compared to the past, creative participation in the decision-making process and policy matters is lacking. It has not been able to convert meagre participation of women into their creative involvement.

It is obvious from the response of 84.38 per cent of the participants, the ardent involvement of women in the activities of Kudumbashree .

## Gender issues

56.94 percent of the beneficiaries have been able to make their domestic work easier. But obviously it is due to the use of new household appliances. No change has happened in sharing household responsibilities among family members.

72.33 percent of the beneficiaries got the opportunities to pursue an occupation other than domestic work. However, it can be observed that these jobs are limited to the neighbourhoods of their homes, such as animal husbandry, pickle making, etc. So it is evident that the objective of Women Component Plan, that is, bringing women out to the community from home, has not been fully achieved.

It is a fact that the majority of the people do not have proper understanding of the systems and legal protection regarding women's safety and security in the family and society. Safety of one's own body is considered as a human right. This can be achieved through Jagratha Samithis. According to the opinion of 31.44 per cent of the beneficiaries and 85.51 per cent of the elected representatives, there is the possibility of intervening in domestic violence issues which exist in their local body area. It is notable that, only 26.60per cent of the respondents observed a reduction in domestic violence within their local bodies. This is, definitely not an achievement. And it shows that the Jagratha Samithis in these local self-governments are not working properly. In contrast to this situation, 68.58 per cent of the respondents said that the Jagratha Samithi is functioning well in their local bodies.

76.6 percent of the beneficiaries affirmed that WCP projects have helped in reducing their mental stress. However, only 54.37 per cent of the respondents count it to be the result of the activities of Jagratha Samithi. The level of mental stress should also be measured by considering the opportunities for freedom of movement, access to recreational facilities, etc.

65.23 percent said that effective plans have been formulated to address the health issues of women at different age levels. These programmes are implemented not only through the Women Component Plan but also through improving the quality of public health systems.

Only 18.6 per cent of respondents said that the Women Component Plan has been able to effectively implement skill enhancement activities. However, 86.88 percent of the respondents said that the employment participation of women has increased significantly. 10.23 percent holds the view that women are still marginalised as far as jobs which need special skills are concerned.

91.68 per cent of respondents said that more women are visible in public places and participate in social events. Although the presence of women in Gram sabhas and other public places is increasing, there is little improvement in freedom of expression and decision-making power.

According to 57.36 per cent of respondents, schemes to ensure the safety of women in public places are being formulated and are being implemented. However, the rate of violence against women remains high. This shows that the practical level interventions along with the legislation, are inadequate.

90.86 per cent of respondents believe that recognition of women in society and family has increased. It can be considered as a positive change that the study found the opinions of women are being accepted in the family and society. But we should be aware of the common tendency of women to consider the opinion of the family as their own.

56.23 per cent of the respondents found the workplace friendly to women. However, when it comes to women's understanding of the issues they are facing and their rights, it is obvious that a woman friendly workplace is still not a reality for the majority.

Statistics show the inadequacy of systems to prevent sexual harassment at the workplace. There are institutions where such systems exist but those are completely inefficient. It is a fact that there are so many systems to redress women's issues but they lack transparency and a women friendly approach.

It is evident from the opinion of 70.74 per cent that women earn only a minimum income through entrepreneurship. The existing limitation to ensure equal pay at the workplace can be understood. This reveals the fact that labour of women is being significantly exploited at the workplace.

It was found that 74.50 per cent of women have been able to increase their organisational skills through self-employment. This, in turn, helps to increase the access to social/public space for women.

When assessing issues at the workplace based on a friendly atmosphere at the work place, skill enhancement, safety, and sexual exploitation, it can be seen that there is an inadequacy of proper interventions.

Quantitative analysis of the data shows that 82.72 per cent respondents agree that the traditional attire has changed over time as part of a greater involvement in the public realm. However, when analysing the data with qualitative indicators, this change is still limited to sarees and churidar kameez which are generally accepted in the current social situation and does not mean woman has the freedom to choose the clothes of her choice.

55.8 per cent of the respondents said that women have benefited from the projects designed for the advancement of arts, sports and literature. Such projects, at the local level, are very relevant to nurture the diverse skills of women. But, the statistics regarding WCP projects shows the fact that not enough attention has been paid for formulating projects to increase the participation of women in the field of arts/sports and literature.

**Practical and strategic needs**

Another thing that this study sought to find out was the extent to which the practical and strategic needs of women have been met through the implementation of the Women Component Plan.

Analysing practical needs such as housing, sanitation, food security, drinking water and employment separately, we come to the following conclusion. It is found that different projects formulated to meet the practical needs like housing, sanitation, food security and drinking water have achieved its desirable goals.

84 per cent of the respondents said that there were projects designed to ensure housing and sanitation for women. 70 per cent of the respondents said that projects to ensure food security have been included in the annual plan. 61 per cent of the respondents said that drinking water supply schemes have been implemented. But these achievements cannot be considered as the achievement of Women Component Plan. Instead it is the result of the changes that have happened in this field in Kerala.

The findings from the response of 57.93 per cent that the WCP has achieved good result in job security of women, stimulate the process of women empowerment. But it is evident that the job security of women is inversely proportional to the overall development of Kerala. While planning employment projects, an important component of practical needs of women, the discussions are only around supplementary income towards the income of men. Low wages of women are not an issue, instead the focus is on providing a job for them, no matter whether it is profitable or not. Micro entrepreneurship projects are very rare under the Women Component Plan and they are not sustainable too. Women are not paid enough for their work. Adequate working conditions and a friendly work environment are lacking at most workplaces. In a nutshell, the Women Component Plan has not been able to give enough importance to employment, one of the important components of women's practical needs.

80per cent of the elected representatives who participated in the study claimed that activities in the local self-governments have ensured

opportunities for women to participate in politics. Although it has been found that women have got opportunities to engage in political activities, through the Women Component Plan, intervention at a higher level or as leaders is lacking.

Projects for the prevention of atrocities against women, which is indeed a strategic need, are not found to be formulated with a serious focus.

Only 5.8 per cent of the beneficiaries and 8.36 per cent of the elected representatives opined that knowledge of women on legal procedures and ability to take legal action has increased. So it is clear that the knowledge and ability of women regarding legal matters has not improved. Although there is a lot of publicity about legal matters in various media, its accessibility to the lower strata of society is still a question. Therefore, women are not able to use legal provisions or take legal action.

There are a number of grievance redressal systems at the local self government level. But they are not transparent and women-friendly. Only 12.7 per cent of the beneficiaries and 11.45 per cent of the elected representatives say that the grievance redressal mechanisms are transparent and women-friendly.

**Challenges and obstacles in the formulation and implementation of WCP projects**

One of the important features of decentralisation in Kerala is the Women Component Plan, which was envisaged to uplift the status of women. Women in Kerala have been able to achieve a higher position equivalent to developed countries in the Human Development Index (HDI). But this achievement has not helped to ensure gender equality. The Women Component Plan was designed to enable local governments to ensure gender equality. The issues and challenges in planning, implementation

and monitoring of Women Component Plan projects found in the study are given below:

More than half of the local bodies failed in conducting meetings for reconstitution of working groups. Reconstitution or meetings of Women's Development Working Groups are also not being conducted properly. In addition, it was learned from the focus group discussions that the lack of experts in the Women's Development Working Group is an impediment to ensuring the quality of its project formulation process. Project formulation is rarely based on the suggestion from Gramsabhas. About 60 per cent of the respondents said that the Gram sabha recommendations were not properly reflected in the Women Component Plan. It is also clear from the study that there were no serious discussions or prioritisation in the Gram sabha about the Women Component Plan projects and the suggestions of Gram sabha were not given ample consideration.

Only 41.38 per cent of local self-governments prepare status reports based on accurate statistics. This shows that most of the local bodies are formulating Women Component Plan projects without preparing status reports. This is a major reason for the substandard quality of Women Component Plan projects.

It is found in the study that the elected women representatives are not very interested in the formulation of the Women Component Plan projects. The local Body Governing Body and the Welfare Standing Committee pay little attention to reviewing the issues of women and formulating projects accordingly. This can be considered as an impediment to the successful completion of the WCP.

It is clear from the opinion of 50 per cent of the respondents and through examining working group meetings, Gram sabha recommendations, statistics, interest of elected women representatives and the role of the

Governing Body and the Welfare Standing Committee that the procedures of formulating Women Component Plan projects have not been fully followed. A majority of the elected women representatives have the notion that they need not to take any special interest in formulating Women Component Plan. It is understood that this has significantly affected the quality and implementation progress of the Women Component Plan. The Welfare Standing Committee does not intervene during the planning and implementation of Women Component Plan projects to improve the status of women. This is also a deterrent to the success of Women Component Plan.

The study shows that the terms of purchase for local self- governments lead to complications in implementation of the projects. But the real problem lies in the lagging of the purchase process. At the same time it is important to make terms of purchase more practical and transparent.

The process of selection of beneficiaries appears to be transparent and effective only in half of the LSGs. It is found that the beneficiary contribution sometimes causes disruption of projects. According to 60per cent of the respondents, transparency and efficiently in terms of purchase during implementation, beneficiary selection, beneficiary contribution etc are lacking. It can be seen that the lack of timely availability of beneficiary contribution in the projects sometimes blocks the implementation of the plan. And the reason for this could be the failure in finding the actual beneficiaries. Apart from this, the rule that the working group has to be converted into the monitoring committee is not abided with by the LSGs.

## The guidelines - efficiency

The government has issued guidelines for the effective formulation and implementation of the Women Component Plan which was to be implemented from the Ninth Five Year Plan. The guidelines for the

following years were issued by incorporating the lessons of the previous years and resolving the issues raised by the local bodies. A guideline, which is revised and updated from time to time is important to achieve the declared goal through LSGs. Plans can only be formulated and implemented according to this guideline. Annual audits (state audit, A G audit) conducted in the local bodies mainly check whether the projects are in line with the prescribed guidelines. The restrictions in the guidelines would hold back the implementing officers when planning the projects to address gender needs/ issues. This tendency will prevent the local bodies in planning effective/innovative projects. Following are some findings from the analysis of guidelines and orders so far.

The importance of representation and participation of elected representatives have been ensured from the very first guidelines onwards. In the initial years the Women Component Plan projects were implemented through the Kudumbashree movement. But, later the Revolving Fund which was given to Kudumbashree self -help groups was stopped. At present project proposals received from the CDS of Kudumbasree are given priority in the Women Component Plan.

The suggestion that, the projects which benefit directly women should be included in Women Component Plan while other projects (roads, toilets) should be included in general projects, provided an opportunity to give special consideration to the needs of women.

The creation of a Special Working Group for the welfare of women and children made it possible to understand the issues of women in depth in each area. The instruction for a separate working group for the development of women in the guideline for the Thirteenth Five Year Plan was indeed a perspective change. The women's development activities in

the 13th Plan were aimed at raising the social, cultural and political status of women, along with improving their economic status.

The Thirteenth Plan approaches gender equality and gender issues as most serious concerns. The guideline provides more transparent and potential recommendations. The formation of Gender Resource Centres can be seen as a major step towards creative and need-based planning. It is acknowledged that expertise in gender and related subjects is essential in project planning and implementation. The guidelines have a perspective to look at gender issues globally and incorporate local features as well.

**The guidelines-disadvantages**

The guidelines have not been interpreted in its actual spirit. The implementing officers or the working groups do not consider it as the necessary information to be discussed rather than as an official order. Therefore the guidelines must be more descriptive and transparent in nature.

The system for finding out the drawbacks and revising the guidelines, which are published in the beginning of the Five Year Plan needs to be hastened. The delays in this system led to the collapse of the whole project in some years. It is acceptable to create strict guidelines to control financial practices. But some rigid conditions in the guidelines get in the way of innovative projects.

The study found that some projects in the Women Component Plan were in clear violation of the guidelines. This is to be seen as the failure of social auditing as well. The timely distribution of the copies of the guidelines to the chairpersons and conveners of the working groups does not often happen.

## Suggestions

Gender equality is the prerequisite to ensure social justice. Therefore, the Women Component Plan is essential to address the specific issues of women. The aim of Women Component Plan and general projects must be transformed from mere poverty alleviation schemes to the integrated development of women by improving their technical skills and capacity. Sustainable development can only be achieved through 100per cent capacity building of the human resource of women, who make up more than half of the population. This is also the development goals of MDG and SDG.

The suggestions from the study are given below:

- The issue of women must be considered as a social issue. Political movements and women's organisations should discuss about gender equality and that should be reflected as project proposals for WCP in local bodies.
- The concept of gender politics requires extensive and in-depth awareness programmes in the society. Political movements, elected representatives at various levels, implementing officers in various departments, auditors, engineers, other government/non-government employees and the general public should be made aware about the democratic values that gender politics creates in society.
- Elected Women Representatives must be given special capacity building training immediately after the election.
- Women Development Working Group should prepare a list of women in the area, who are technically and culturally competent in each field, prior to the preparation of the Women Component Plan. Their skills must be utilised in the regular work force of the LSGs.
- A detailed study of women entrepreneurship aimed at uplifting the socio-economic status of women is essential.

- Ensuring social justice can only be achieved by enhancing the living standards of all sections of people. The problems faced by different categories of women are different and all of them need to be considered during project planning. The Women Component Plan has not been able to make a significant contribution to the improvement of the social status of women belonging to the Scheduled Castes / Scheduled Tribes. Special training, income generating projects and projects for development in arts and sports development must be formulated for this purpose.
- Special focus should be given in future to reconstitute the Women Development Working Group with people who are experts in subjects like arts and sports.
- The members of the Women Development Working Group should be made aware about the objectives, roles and responsibilities of the group right from the beginning. Other working groups must also be given gender awareness. Working groups should be able to work by utilising possibilities of the guidelines. The Welfare Standing Committee as a monitoring body should ensure that the Women's Development Working Group works properly with regular meetings and that the Gender Resource Centre is being utilised effectively.
- There should be a special system for monitoring the women development projects at the block and district level. They must also ensure that the status report is being prepared correctly, the selection of beneficiaries is conducted in a transparent way and obstacles are resolved in a timely manner.
- There should be presentations in the Gram sabhas to convince the need and relevance of the Women Component Plan. The projects discussed in the Gram sabhas for planning, which are to be included in Women Component Plan, should be arranged according to priority.

Necessary training for this should be given to Gram sabha members.

- A special subject group on development of women should be convened in the Gram sabhas and a platform should be created for identifying and discussing local issues and presenting those findings in the general session of the Gram sabha.
- Prior to the formulation of the plan, special Gram sabhas for women should be convened to identify problems in various development areas in each subject group and incorporate project proposals to solve those problems in the Women Component Plan.
- Gender Status Studies should be mandatorily conducted in all the rural and urban local bodies before the commencement of the 14th Five Year Plan.
- Innovative projects should be given priority in the Women Component Plan.
- Projects/programmes should be formulated and implemented in such a way as to change the perception of society towards women on freedom of movement, respect, recognition and decision making.
- The existing system of Gender Resource Centre should be utilised effectively for a more competent and transparent implementation of Women Component Plan.
- The guideline should be revised to include project proposals such as a Gender Resource Centre, a Jagratha Samithi and appointment of Community Women Facilitators to coordinate GRC and JS which have to be formulated as mandatory projects. It would help to ensure the inclusion of experts in this area.
- Elected representatives and officials should be trained to intervene effectively in the project planning and implementation phases and to implement the Women Component Plan efficiently and in a time-bound

manner. The potential of WCP in elevating the status of women should also be included in this training.

- Gender auditing should be made compulsory. The state auditing team should be given training on gender auditing.
- Sessions on gender related subjects for school children should be provided inside and outside the curriculum for ensuring a cultural environment which enables an independent life for girl students in the campus. The service of an expert counsellor should be ensured in educational institutions. Physical, mental and sexual health of adolescent girls should be focused on and attention should be paid on the social needs of marginalised groups and women with disabilities while formulating policies. Necessary projects on this must be formulated in future.

## Conclusion

The above findings and suggestions found through the study of the effectiveness of Women Component Plan can lead to innovative activities.

It is obvious that necessary measures have been taken to prevent violence against women in general. But violence against women in the domestic and social spheres has not decreased significantly. In order to mark the place of Kerala as a civilised society in history, we need to become a society free from violence against women and gender inequality and a society which is developed through employment. To attain this goal, the local self-governments should play the leading role to prevent atrocities against women and to ensure effective use of existing legal systems.

There is the reality that the various initiatives taken through the Women Component Plan have helped to achieve economic prosperity and self – sufficiency of women to some extent. But a development based on women's

income has not yet been achieved. The Women Component Plan must to be restructured with an emphasis on attracting women to the workforce and on identifying and addressing the various issues they are facing at the workplace as well as in the domestic space.

Women are trying to be active at the workplace in the current social situation. But job security and the sustainable entrepreneurship development process have not been ensured, due to a variety of reasons. Such experiences are holding women back from exploring new opportunities. Inequality in employment, difference in savings and discriminations must be addressed primarily. Compulsory wages on the basis of equal pay, standard of living and expense for survival must be ensured. Women should get technical, vocational and skill education/ training and employment opportunities to end gender division of labour and inflow of women to low income jobs and household chores, which continue even today. Moreover, employers must take precautionary measures to ensure the safety of women at the workplace. The efforts of women in the domestic sphere should be redefined to be included in the formulation of development policy. Efforts should be initiated to include domestic work in the paid and income generating category of employment.

As economic stability enhances the status of women, subsidies and other financial assistance should be given to women's enterprises along with other sectors. This will help more women to get involved in such activities. A comprehensive follow up study is essential to understand the factors that deter women from entering various employment areas, and reasons why women are expelled from the enterprise they have started. The current status and challenges of entrepreneurial activities initiated by women through Kudumbashree and the Women Component Plan deserve serious exploration. Further studies, research and activities need to be organised in

such a way as to rebuild the existing social system. The expectation is that this study on Women Component Plan would help women's development activities and policy formulation and implementation in Kerala.

# APPENDICES

**Appendix - I**

**Questionnaire I**
**(To beneficiaries)**

**Name of Local Self-government Institution: .....**
**.....**
**Name of the beneficiary, Address: .....**
**.....**
**Ward No.....**

1. Has your annual income increased since the implementation of the Women Component Plan?
   **1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
2. Can you use your income as per your own interest?
   **1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
3. A certain amount of money is set aside from savings?
   **1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
4. Have you/the women of your panchayat acquired ownership of the property/vehicle/ house / pets or any of them through the Women Component Plan?
   **1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
5. Do you have control over the sale of the above items?
   **1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
6. After receiving the benefits of the Women's Development Scheme, do you confidently participate in public and social events?
   **1) Always 2) Most often 3) Sometimes 4) Never**
7. Has the above opportunity enabled you to overcome crises in your family and community?

**1) Always 2) Most often 3) Sometimes 4) Never**

8. Do the benefits received through Women Component Plangiveyou more respect in the society as an individual?
   **Always 2) Most often 3) Sometimes 4) Never**
9. Have the benefits of the Women Component Plan made you self-sufficient to meet your needs?
   **1) Always 2) Most often 3) Sometimes 4) Never**
10. Has the Women Component Plan helped to reduce the time spent on domestic work?
    **1) Always 2) Most often 3) Sometimes 4) Never**
11. Do you have the power to make decisions on birth control, education and marriage of children?
    **1) Always 2) Most often 3) Sometimes 4) Never**
12. Is it possible to travel of one's own free will (at one's own wish, at desired time, safely)?
    **1) Always 2) Most often 3) Sometimes 4) Never**
13. Has the Women Development Project activities helped to increase the visibility of women in public places?
    **1) Always 2) Most often 3) Sometimes 4) Never**
14. Has the tendency to share household responsibilities increased as part of this scheme?
    **1) Always 2) Most often 3) Sometimes 4) Never**
15. Have you implemented any scheme to enhance your knowledge through the Women Component Plan?
    **1) Always 2) Most often 3) Sometimes 4) Never**
16. Have you implemented any project to enhance your skills through the Women Component Plan?
    **1) Always 2) Most often 3) Sometimes 4) Never**
17. Have Women Component Plans helped you / women to engage in recreational activities?
    **1) Always 2) Most often 3) Sometimes 4) Never**
18. Has your leadership skills improved as part of the plan activities?
    **1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
19. Have political perspectives and self-determination been enhanced as part of plan activities?

**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

20. Has your participation in community organisations (libraries, clubs, committees related to local development) increased?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
21. Are you involved in decision making in the above organisations?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
22. Have you become more active in Kudumbashree activities?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
23. Has the burden of domestic work been reduced as part of the benefits received through Women Component Plan?
**1) Yes 2) No.**
24. Were you given the opportunity to engage in any occupation other than domestic work as part of the plan?
**1) Yes 2) No.**
25. Are there interventions through the panchayat system in issues related to domestic violence within the limits of the local body?
**1) Yes 2) No.**
26. In your observation, do you feel that domestic violence has decreased within the limits of local government?
**1) Yes 2) No.**
27. Is the Jagratha Samithi active in the local government limits?
**1) Yes 2) No.**
28. Have you been able to alleviate the stress you were experiencing, through the benefit of the activities of Women Development Project?
**1) Yes 2) No.**
29. Has the Jagratha Samithi helped to alleviate stress?
**1) Yes 2) No.**
30. Have you ever felt that more women are participating in public places and social events?
**1) Yes 2) No.**

31. Do you feel that the general recognition of women in society/family has increased as a result of the activities of women development taking place in the local bodies?
**1) Yes 2) No.**

32. Do family and community respect your views?
**1) Yes 2) No.**

33. Is your workplace is women friendly?(Toilets, appliances, creche, daycare, leisure, attitude towards women, etc.)
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

34. Is it possible to do any skilled occupation beyond the traditionally ones women are engaged in?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

35. Are systems in place to prevent sexual harassment at the workplace?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

36. Is minimum income guaranteed for employment opportunities implemented through the Women Component Plan?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

37. Have you been able to enhance your organisational skills in self-employment?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

38. Has there been a significant change in the traditional attire of women as part of their greater entry into the public sphere?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

39. Have your knowledge and ability about legal procedures increased? Used when needed?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

40. Are the grievance/redressal/legal mechanisms available in a transparent and women friendly manner?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

## Appendix – II

### Questionnaire – II

**(Standing Committee Chairperson, Working Group Chairperson)**
**Name of Local Self-Government Institution: .....**
**.....**
**Name and Address: .....**
**.....**
**Ward No:.....**

1. Has there been an increase in the annual income of women in your local body since the implementation of the Women Component Plan?
   **1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
2. Have you, women in the local government, got ownership of property/vehicle/house/pets or any of these through the Women Component Plan?
   **1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
3. Have the activities of Women Component Plan helped to increase the visibility of women in public places?
   **1) Always 2) Most often 3) Sometimes 4) Never**
4. Are there schemes implemented through the Women Component Plan to enhance the knowledge of women?
   **1) Always 2) Most often 3) Sometimes 4) Never**
5. Are there schemes implemented through the Women Component Plan to enhance the skills of women?
   **1) Always 2) Most often 3) Sometimes 4) Never**
6. Has Women Component Plan helped women to engage in recreational activities?
   **1) Always 2) Most often 3) Sometimes 4) Never**
7. Has the leadership of women in your local body increased as part of the project activities?
   **1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly**

**disagree**

8. Has political observation and self-determination of women been enhanced as part of the project activities?
   **1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
9. Has the participation of women in social organisations (libraries, clubs, committees related to local development) increased?
   **1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
10. Are women involved in decision making in the above organisations?
    **1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
11. Are there interventions through the panchayat system in issues related to domestic violence within the limits of the local government?
    **1) Yes 2) No.**
12. In your observation, do you feel that domestic violence has decreased in the local government limits?
    **1) Yes 2) No.**
13. Is the Jagratha Samithi active in the local government limits?
    **1) Yes 2) No.**
14. Have the schemes for solving the health problems of women at different ages in the local bodies been formulated/received through the Women Component Plan?
    **1) Yes 2) No.**
15. Do you feel that the employment participation of women within the local government has increased as part of the activities of the Women Component Plan?
    **1) Yes 2) No.**
16. Have you ever felt that more women are participating in public places and social events?
    **1) Yes 2) No.**
17. Are there schemes in place to ensure the safety of women in public places?
    **1) Yes 2) No.**

18. Do you feel that the general recognition of women in society/ family has increased as a result of the activities of women development taking place in the local bodies?
**1) Yes 2) No.**

19. Is job security provided to women?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

20. Are systems at the workplace in place to prevent sexual harassment?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

21. Is the minimum income guaranteed for employment opportunities implemented through the Women Component Plan?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

22. Has there been a significant change in the traditional attire of women as part of their greater entry into the public sphere?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

23. Has there been a plan for the advancement of women in art / sports / literature?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

24. Are schemes formulated as part of the Women Component Plan to ensure housing and sanitation for women?
**1) Yes 2) No.**

25. Are there schemes formulated as part of the Women Component Plan to ensure food security?
**1) Yes 2) No.**

26. Are there schemes as part of the Women Component Plan for ensuring drinking water?
**1) Yes 2) No.**

27. Are schemes formulated as part of the Women Component Plan to ensure employment for women?
**1) Yes 2) No.**

28. Have activities been carried out in such a way as to enable women

to engage in political activities?

**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

29. Have the knowledge and ability of women about legal proceedings increased? Are they used when needed?

**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

30. Are grievance/redressal/legal systems available in a transparent and women friendly manner?

**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

31. The Women Development Working Group is reorganised in a timely manner and meets regularly to take decisions as required?

**1) Always 2) Most often 3) Sometimes 4) Never**

32. The projects proposed by the grama sabhas are discussed by the Working Group and converted into projects?

**1) Always 2) Most often 3) Sometimes 4) Never**

33. Is the notice of the working groups announced accurately along with the agenda?

**1) Always 2) Most often 3) Sometimes 4) Never**

34. Is the working group status report prepared on the basis of accurate statistics?

**1) Always 2) Most often 3) Sometimes 4) Never**

35. Do you consult with stakeholders regarding the formulation of Women Component Plans? (Kudumbashree, NREGS, Women's Enterprises, Women Farmers, Anganwadi Workers, MPTA, Others)

**1) Always 2) Most often 3) Sometimes 4) Never**

36. Is the priority of the Women Component Plan project based on the status report?

**1) Always 2) Most often 3) Sometimes 4) Never**

37. Do the recommendations of the grama sabha come in the priority list based on the problems faced by women? Are the recommendations of the grama sabha prioritised based on the problems faced by women?

**1) Yes 2) No.**

38. The chapter on the status of women in local bodies in the plan document is revised every year?
**1) Always 2) Most often 3) Sometimes 4) Never**

39. Are there effective discussions on the activities of women development in development seminars?
**1) Always 2) Most often 3) Sometimes 4) Never**

40. Are women representatives particularly interested in the formulation of the Women Component Plan?
**1) Always 2) Most often 3) Sometimes 4) Never**

41. Local body and the Welfare Standing Committee pay special attention to reviewing the issues of women and formulate projects accordingly in local self-government?
**1) Always 2) Most often 3) Sometimes 4) Never**

42. Is the budget of your local government a gender budget?
**1) Always 2) Most often 3) Sometimes 4) Never**

43. Do the terms and conditions related to purchase affect the Women Component Plans?
**1) Always 2) Most often 3) Sometimes 4) Never**

44. Is beneficiary selection transparent and effective?
**1) Always 2) Most often 3) Sometimes 4) Never**

45. Are the Governing Body and the Welfare Standing Committee vigilant in the implementation of the Women Component Plan?
**1) Always 2) Most often 3) Sometimes 4) Never**

46. There are difficulties for the implementation of plan in which the contribution of beneficiary is payable?
**1) Always 2) Most often 3) Sometimes 4) Never**

47. Are there systems for surface monitoring of women development project?
**1) Yes 2) No.**

48. Does the Working Group Committee function effectively as a Monitoring Committee?
**1) Yes 2) No.**

49. The guidelines issued by the government arein such a way as to enable the local governments to implement the required women

development activities (as per plan guidelines)?
**1) Always 2) Most often 3) Sometimes 4) Never**

50. Do the audit objections affect the implementation and formulation of Women Component Plan?
**1) Always 2) Most often 3) Sometimes 4) Never**

51. Are there failures in formulating innovative and need based projects?
**1) Always 2) Most often 3) Sometimes 4) Never**

52. Do you experience the lack of required training?
**1) Always 2) Most often 3) Sometimes 4) Never**

53. Has your local body ever set aside more than 10per cent of its funds for Women Component Plans?
**1) Always 2) Most often 3) Sometimes 4) Never**

## Appendix – III

### Questionnaire III
### (To officials)

**Name of Local self-government institution: .....**
**Officer Name, Address.....**
**Ward No: .....**

1. Has there been an increase in the annual income of women in your grama panchayat since the implementation of the Women Component Plan?
   **1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
2. Have you/the women in your local government acquired ownership of property/vehicle/house/pets or any other through the Women Component Plan?
   **1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**
3. Have the activities of Women Component Plan helped to increase the visibility of women in public places?
   **1) Always 2) Most often 3) Sometimes 4) Never**
4. Are there schemes implemented to enhance the knowledge of women through the Women Component Plan?
   **1) Always 2) Most often 3) Sometimes 4) Never**
5. Are there schemes implemented to enhance the skills of women through the Women Component Plan?
   **1) Always 2) Most often 3) Sometimes 4) Never**
6. Have Women Component Plan helped women to engage in recreational activities?
   **1) Always 2) Most often 3) Sometimes 4) Never**
7. Is the Jagratha Samithi active in the local body?
   **1) Yes 2) No.**
8. Have the schemes for solving the health problems of women at different ages in the local bodies been formulated/received through the Women Component Plan?
   **1) Yes 2) No.**

9. Has any scheme for enhancing the skills of the women for work been implemented/received as part of the Women Component Plan?
**1) Yes 2) No.**

10. Do you feel that the employment participation of women within the local government has increased as part of the activities of Women Component Plan?
**1) Yes 2) No.**

11. Are there schemes in place to ensure the safety of women in public places?
**1) Yes 2) No.**

12. Security related to job is ensured?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

13. Have you been able to formulate a plan for the advancement of women in art/sports/literature?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

14. Are there schemes formulated to ensure housing and sanitation for women as part of the Women Component Plan?
**1) Yes 2) No.**

15. Are there schemes formulated to ensure food security as part of the Women Component Plan?
**1) Yes 2) No.**

16. Are there schemes for ensuring drinking water as part of the Women Component Plan?
**1) Yes 2) No.**

17. Are there schemes formulated to ensure employment for women as part of the Women Component Plan?
**1) Yes 2) No.**

18. Are grievance redressal/legal mechanisms available in a transparent and women friendly manner?
**1) Strongly agree 2) Agree 3) No opinion 4) Disagree 5) Strongly disagree**

19. The Development Working Group of women is reorganised in a

timely manner and meets regularly to take decisions as required?
**1) Always 2) Most often 3) Sometimes 4) Never**

20. The projects proposed by the grama sabhas are discussed by the Working Group and converted into projects?
**1) Always 2) Most often 3) Sometimes 4) Never**

21. Notice of the working groups are announced exactly along with the agenda?
**1) Always 2) Most often 3) Sometimes 4) Never**

22. Is the status report of the working Group, based on accurate statistics?
**1) Always 2) Most often 3) Sometimes 4) Never**

23. Consultations are held with stakeholders regarding the formulation of Women Component Plans. (Kudumbashree, NREGS, enterprises of women, women farmers, anganwadi workers, MPTA, others)
**1) Always 2) Most often 3) Sometimes 4) Never**

24. Priority of projects of Women Component Plan is based on the status report?
**1) Always 2) Most often 3) Sometimes 4) Never**

25. Recommendations of the grama sabha are included in the priority list based on the problems faced by women?
**1) Always 2) Most often 3) Sometimes 4) Never**

26. The chapter on status of women in local bodies in the plan document is revised every year?
**1) Always 2) Most often 3) Sometimes 4) Never**

27. Activities of women development are effectively discussed in development seminars?
**1) Always 2) Most often 3) Sometimes 4) Never**

28. Women elected representatives are taking special interest in the formulation of Women Component Plans?
**1) Always 2) Most often 3) Sometimes 4) Never**

29. The Governing Body and the Welfare Standing Committee of the local self-governments pay special attention to reviewing the issues of women and formulating projects accordingly?
**1) Always 2) Most often 3) Sometimes 4) Never**

30. Is the budget of your local government a gender budget?
**1) Always 2) Most often 3) Sometimes 4) Never**

31. Do the terms and conditions related to the purchase affect the plans of women development?
**1) Always 2) Most often 3) Sometimes 4) Never**

32. Is beneficiary selection transparent and effective?
**1) Always 2) Most often 3) Sometimes 4) Never**

33. Are the Governing Body and the Welfare Standing Committee vigilant in the implementation of the Women Component Plan?
**1) Always 2) Most often 3) Sometimes 4) Never**

34. Are there impediments in the implementation of schemes in which contribution of beneficiary is payable?
**1) Always 2) Most often 3) Sometimes 4) Never**

35. Are there systems for surface monitoring of Women Component Plan?
**1) Yes 2) No.**

36. Does the Working Group Committee function effectively as a Monitoring Committee?
**1) Yes 2) No.**

37. Do the plan guidelines issued by the government are in such a way as to facilitate the implementation of women development activities for the local self-government?
**1) Always 2) Most often 3) Sometimes 4) Never**

38. Do the audit objectionsaffects the implementation and formation of the Women Component Plan?
**1) Always 2) Most often 3) Sometimes 4) Never**

39. Fails to formulate creative plans (and demand-based) often?
**1) Always 2) Most often 3) Sometimes 4) Never**

40. Lack of necessary training is felt?
**1) Always 2) Most often 3) Sometimes 4) Never**

41. Has your local body ever set aside more than 10per cent of its funds for Women Component Plan?
**1) Always 2) Most often 3) Sometimes 4) Never**

## Appendix – IV

### Focus group discussion - I Questionnaire (Members of Kudumbashree, Asha workers, SC promoter, motivators of Saksharathaprogramme, anganwadi workers, Gender Resource Centre)

1. To what extent women have been able to elevate their personal, social, economical, and political status through the implementation of Women Component Plan in your local self-government institution?
2. How much have the activities of Women Component Plan helped to find solutions for the specific problems women face in your local self-government institution (family, community, and workplace)?
3. How much is your contribution to the implementation of Women Component Plan by the local bodies?
4. What are the schemes designed in the Women Component Plan? What schemes have been implemented?
5. What are your suggestions for improving Women Component Plan?

## Appendix – V

### Focus group discussion II - Questionnaire
### (Political organisations, women's organisations, volunteers)

1. What have you learned about the Women Component Plan?
2. What was the individual and organisational intervention/ contribution to the activities of Women Component Plan of the local self-government institution in your locality?
3. What are the suggestions for improving the Women Component Plan?
4. Has your organisation/movement provided any training or assistance to women representatives in formulating Women Component Plans?
5. Does the organisation you represent include Women Component Plan on the agenda and discuss it?

## Appendix - VI

### List of projects

The following is a general list of projects that have emerged from the two focus group discussions.

**Production sector**

1. Cattle raising
2. Azolla fodder
3. Comprehensive banana cultivation development
4. Raising buffaloes
5. Calf distribution
6. Building for Production centres
7. Harvesting and distribution of hoes
8. Computer training
9. Ox rearing
10. Banana cultivation bio control lab
11. Skilled labour bank
12. Knitting school
13. Packing unit
14. Construction of work shed
15. Dairy enhancement
16. Kudumbashree Revolving Fund
17. Dried fish unit
18. Poultry farming
19. Goat rearing
20. Model vegetable garden
21. Product storage and distribution
22. Development of paddy cultivation
23. Development of pepper cultivation
24. Dairy unit
25. Skill upgradation training
26. Self-employment enterprises - Kudumbashree
27. Jewellery manufacturing unit
28. Sea ranching/open water ranching
29. Pearl spot production centre
30. Distribution of irrigation pump set
31. Cow shed/cow dung shed construction
32. Summer care for dairy cows

33. Wasteland cultivation
34. Ginger and arum cultivation
35. Brick unit
36. Monthly farm stall
37. Pineapple satellite processing unit
38. Purchase of vehicle for women unit
39. Shopping complex/industrial center
40. Anganasree
41. Kadalisree
42. Distribution of coconut seedlings
43. Duckling distribution
44. Tailoring unit
45. Khadi weaving centre
46. Fodder subsidy
47. Myrobalan cultivation
48. Keltron computer training
49. Cattle breeding grant for women prisoners in jails (Kannur district panchayat)
50. Garment machinery training
51. Confectionery
52. Quail and cage project
53. Apiculture
54. Home nursing training
55. Digital videography
56. Green Team
57. Coir ratt unit
58. Women's chendamela
59. Paper bag unit
60. Ornamental fish farming
61. Sack manufacturing unit
62. Agricultural mechanisation
63. Panchakarma training
64. Organic manure unit-household
65. Watershed survey
*66. "Kavungu Pala Pathram" Unit
67. Plastic unit
68. DTP training

69. Dairy cow
70. Rocker sprayer supply
*71. Patheyam
72. Dried kernel dryer unit
73. Soap powder unit
74. Distribution of sewing machine
75. Biogas unit
76. Raising rabbits/Cuniculture
77. Driving training
78. Development of turmeric cultivation
79. Distribution of fruit trees

Infrastructure sector

1. Construction of women's canteen
2. Road- ret-tarring-Kozhipuram
3. Anganwadi maintenance
4. Construction of training cum conference hall
5. Woman Member/Standing Committee Chairperson-Seat
6. Anganwadi Women Sangam Centre
7. Smokeless stove
8. Mahila Samaj building
9. Women complex

**Service sector**

1. Jagratha Samithi
2. Tricycle (motor attached)
3. Cancer Free Women Society
4. Building construction for improving the quality of GTMT education
5. Anganwadi extra pay
6. Purchase of anganwadi toys and utensils
7. Ayurvedic treatment clinic
8. Purchase of homoeopathic medicine
9. Palliative care
10. Home repair
11. Computer training
12. Goat and poultry farming
13. Special school development and teacher/salary for supporting staff (ayah)

14. Training for young people in television production and marketing
15. Anganwadi honorarium
16. Drinking water well
17. Finance assistance for marriage
18. Revolving Fund
19. Fashion designing
20. Autorickshaw subsidy
21. Art promotion
22. Poultry farming
23. Construction of anganwadi building
24. Wall around anganwadi building
25. Reconstruction of community hall
26. Anganwadi maintenance
27. Product manufacturing unit, furniture
28. Tailoring and garment making training
29. Girls friendly toilet
30. Women's ward
31. Covering the well/protecting the neck of the well
*32. Daycare (pakalveedu)
33. Purchase and payment of auto rickshaw
34. Confectionery unit
35. Making soap lotion
36. Umbrella making training
37. Purchasing fan for the anganwadi
38. Vocational Training Centre -wiring
*39. Palliative care (Santhwanam care)
40. Anganwadi incentive
41. Rural Health Scheme
42. Children's home
43. Assembly ground for Model Residential School
44. Post Metric Hostel furniture
45. Nutmeg cultivation
46. Elderly people care
47. Government School counselling centre
48. Construction of school building and purchase of vehicle for SHS Alathur Cooperative Society
49. Karate for girls

50. Restrooms and toilets in schools
51. SC Women Common Facility Centre
52. Bus stand, comfort station
53. Allocation to women public libraries
54. Auto driving training
55. Women Cultural Centre
56. Books for school libraries
57. Construction of car porch and school shed for school
58. Gender Resource Centre
59. Kudumbashree office furniture
60. Marriage assistance
61. Pre-recruitment and security training for SC students
62. Kudumbashree empowerment
63. Roof strengthening
64. Construction of CDS office
65. Construction of lakshamveedu
66. Tribal maternity ward
67. Palliative care
68. Anganwadi gas and utensils
69. Sports training equipment
70. Additional honorarium for prerak
71. Study of the status of women
72. Colony cleaning
73. Maternity safety
74. Women transport
75. Land acquisition
76. Rehabilitation of women landlords
77. Medical lab technician training
78. Anganwadi furniture
79. Bicycles for female students
80. Anganwadi electrification
81. Balasabha
82. Maternity leave
83. Women and child reunion
84. Anganwadi water filter
85. Women Industrial Centre well digging
86. Food grains for the poor

**Others**

1. Nutrition for teenage girls
2. Anganwadi nutrition
3. Complete housing loan repayment
4. Drinking water project - in collaboration with Kudumbashree
5. Ashraya plan
6. Vocational training for adolescents
7. Health and nutrition education
8. Computer training
9. IAY share
10. EMS Housing Scheme loan repayment

## Appendix - VII

### Focus group discussion - suggestions

Following were the general suggestions from two focus group discussions

1. Fully utilise the funds allocated for the Women Component Plan
2. Do not use the allocated funds for other projects
3. Plans should be financially rewarding
4. Gender awareness is needed
5. Sample projects are required
6. Priority should be given to problem solving
7. Strong monitoring is required
8. The suggestion of the grama sabha should be considered
9. The elected representatives must be vigilant
10. The plan should be prepared on the basis of a status analysis
11. Public funds should be utilised for the development of women
12. Local participation should be ensured
13. Training is required
14. Must be need-based

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