



A Baseline Study on Policy- Practice Gaps for Effective Functioning of Elected Women Leaders in Panchayati Raj in Maharashtra



**Resource and Support Centre
for Development**



**Tata Institute of
Social Sciences**

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PREFACE

Women's participation in the political arena has been a greatly debated subject matter in India. The initial euphoria over the 73rd and 74th amendment of the Constitution of India granting women quotas for local governance and take on the leadership position has dissipated. There is a growing concern that whilst women are getting elected and they are using the office for the purpose of ensuring that there is convergence and devolution of services and entitlements to the people in their constituencies, they continue to struggle to exercise power within their households and in public spaces due to entrenched patriarchal hegemony.

Mahila Rajsatta Andolan (MRA) has been playing a sterling role in mobilizing and empowering women more specifically elected women representatives in Maharashtra by informing, educating, training and supporting their efforts to access, control and exercise power given to them by the people for ensuring good governance and devolution of basic services in their gram panchayats. This engagement of MRA has revealed the various dimensions of negligence and denial of supportive structures and systems, which the EWRs are entitled.

Resource and Support Center for Development (RSCD), has been working with MRA to also evaluate and research the ways in which EWRs are struggling and in what ways their agency can be strengthened. During the Mahila Sarpanch Parishad held in March 2016, where women from 30 districts participated, the EWRs shared in depth these difficulties and struggles.

There were 8 issues identified during the Parishad, which, need urgent attention as these are hampering effective functioning of the EWRs. These demands range from immediate disbursement of Certificates for Election, identity cards, and honorarium to training to the EWRs to share information and enable them to access various departments at block and zilla levels. This research has been undertaken to find out the status of these demands placed by EWRs to the state nearly six months earlier and also recommend a way forward to achieve the same.

It is hoped that the findings of this research will enable better interface between the EWRs and the Department representatives and also enable them to function effectively at the grassroots levels. MRA has always believed in working in tandem with the state and strengthening the work that it has committed itself to take forward, so we hope that this report will facilitate this process.

- Research Team

ABBREVIATIONS

PRI	:	Panchayati Raj Institution
EWRs	:	Elected Women Representative
MRA	:	Mahila Rajsatta Andolan
SHGs	:	Self Help Groups
SA	:	Savitri Academy
GPDP	:	Gram Panchayat Development Plan
FCC	:	Fourteenth Finance Commission
TISS	:	Tata Institute of Social Sciences
RSCD	:	Resource and Support Centre for Development
GP	:	Gram Panchayat
BDO	:	Block Development Officer

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“A Baseline Study on Policy- Practice Gaps for Effective Functioning of Elected Women Leaders in Panchayati Raj in Maharashtra” was conducted in 2016 to trace the implementation of the government mandates and their functioning. Having an election certificate as gram Panchayat members and an Identity Card as a Sarpanch gives them a legal document as GP Members, as well as increases the self-esteem of the EWRs as individuals with responsibility and authority as representatives of the people. The study finds that the amount of meeting allowance to all GP members and monthly honorarium to Sarpanch has increased (GR dated September, 2014) but the mandated amount is still to be paid and the District Administration does also not follow the time period within which it is to be disbursed. Also, it was found that after the Panchayati Raj training through Krantijyoti programme was stopped, EWRs were affected the most, because of even after being a representative, they were unaware of the system, process and their responsibilities and a lot of their term was going waste because the learning and doing was taking place together. An important aspect of knowledge about the Gram Panchayat Development Plan was also covered under the study where the Gram Panchayat representatives including EWRs are to be trained with the subject and the plan is to be prepared along with the village members. To conduct the study, 100 EWRs from 22 districts of Maharashtra were interviewed via telephone. Half of the EWRs were those who participated in Mahila Sarpanch Parishad organized by Mahila Rajsatta Andolan (MRA) on 30-31 March, 2016 and half are the paid participants of BOSS course run by Savitri Academy. The EWRs including Sarpanch, Gram Panchayat Members and Upsarpanch were interviewed for the purpose of this study. The following are the summary findings of the study:

- 91% EWRs did not received Election Certificate and 9% received Election Certificate, but time period of receiving Certificate varied from one week to one year showing delay in process
- There are 19% of EWRs who did not initiate the process not because they are not interested in getting Election Certificate but because they have to run around and spend extra time to get the certificate.
- 78.7% Sarpanch didn't have Identity Card because 51.7% of them don't know about it.
- 70% Sarpanch of Gram Panchayat receive Monthly Honorarium but 12.2% of them received it within 2 months and rest received between 2 months to 1 year time period.
- 30% Sarpanch did not receive their monthly Honorarium at all.
- 71.4% of Sarpanch got monthly Honorarium after asking from Gram Sevak.
- 52% of EWRs did not receive Meeting allowance.
- 64% of EWRs were not trained, this lead to dependence on bureaucrats and also less capability of decision making in village development.
- 62% of EWRs said that the funds under 14th Financial Commission is received by Gram Panchayat. But the major chunk is released only in March-April e.g. year ending; so the actual objective of utilising this fund through the year cannot be achieved. With the delay in disbursal of the funds the EWRs are forced to try and spend all the funds within a month, which leads to no productive development in the GP.
- 80% EWRs received GPDP training but whether all of them have read through and participated in the making of plan is doubtful. Most of the EWRs are not clear about the planning process.

Hence, any policy formulation needs integrated and clear cut execution mechanisms, which is largely absent in terms of women's reservation policy in local self government.

HIGHLIGHTS OF THE STUDY-2016

Sr.No.	Core Areas of Study	Frequency
1.	Sample Selected	100 EWRs
2.	Literate EWRs	98%
3.	EWRs above Matriculate	52%
4.	Graduate EWRs	25%
5.	Respondent Sarpanch	69%
6.	Respondent Dy. Sarpanch	03%
7.	Respondent Panch	28%
8.	EWRs with Election Certificate	09% (only)
9.	Sarpanches with id cards	21%
10.	EWRs receiving honorarium	70%
11.	EWRs receiving meeting allowance	45%
12.	EWRs receiving PRI training	36%
13.	Panchayats received FFC grant	62%
14.	EWRs attended GPDP training	80%
15.	EWRs who have read GPDP plan	68%



INTRODUCTION

After 73rd amendment in Constitution of India in 1992, the participation of marginalized groups was established in the form of quota and identifying Panchayati Raj Institution (PRI) as an important system to be worked with. The amendment was enacted in Maharashtra in 1994 but Maharashtra has its own history for the PRI starting from Balwant Rai Mehta Committee's recommendation for three-tier structure in Panchayat. Maharashtra had Bombay Gram Panchayat Act, 1958 and Panchayat Samiti and Zilla Parishad Act, 1961 hence after the 73rd amendment the, the State Act was altered to come in conformity with the Central Act and 1/3rd reservation provision for Women, Scheduled Castes, Scheduled Tribes and Other Backward Classes was incorporated in the state legislation. Following this in 2011, Maharashtra Government raised the representation for women in PRI to 50% which is actively implemented in Maharashtra and women representatives are elected for half of the seats in Gram Panchayat.

In 2016, Mumbai University did a study to know about the Struggles of Elected Women Representatives (EWRs) in Maharashtra while performing their duties and the strategies they adopt during difficult situations. The study brought forward various important issues, some of which are that the majority of EWRs are in low income category up to Rs. 1 lakh per annum, for their entry into politics their own interest and family background play an important role, they face resistance from male members and ill-treated and always are doubted for their abilities to play their role as an EWR. The data from study revealed that the majority of EWRs are married and not more than 5% are either unmarried, separated or widow, hence the visibility in Panchayat for a single women is too less to be acknowledged. It was also found that the reasons for non-completion of tasks by EWRs are low participation of the villagers, lack of administrative support and scarcity of funds that are required for projects. Many tasks were not completed because there was no support from the Panchayat Members or no confidence motion passed was against EWRs. It also came up from the study that 8% of women who are first timers into the system lack knowledge and skills that cause huge problem for them and some who even after being in the position are not allowed to be part of decision making. Few major obstacles faced by EWRs that came into light from the report are male perception of looking at Sarpanch as Women and neglecting her capabilities as EWR, lack of support from male members in Panchayat, non-cooperation from government officials, facing no confidence motion and no support from Gram Sevak (Puri, 2016).

Subsequently, taking report of Dr. Chandrakant Puri immediately into consideration Mahila Rajsatta Andolan (MRA) on 30-31 March, 2016 organized Mahila Sarpanch Parishad with more than 100 EWRs, Ex EWRs and women otherwise involved into the political process from all over Maharashtra through Self Help Groups (SHGs) participated where many issues related to Election Certificate for all Elected representatives, Identity Card for Sarpanch, Monthly honorarium for Sarpanch, Meeting Allowance for EWRs including Sarpanch, Training programmes by government, involvement of EWRs in Gram Panchayat Development Programme (GPDP) and Fourteenth Finance Commission (FCC). These are largely the issues which are legally mandated and to be implemented for smooth and healthy functioning of Gram Panchayat process. Therefore, a Charter of Demand (**Annexure-I**) was sent to Secretary, Department of Rural

INTRODUCTION

Development mentioning all the grievances that came in Mahila Sarpanch Parishad. The above mentioned issues are raised before Department of Rural Development to which the Principal Secretary has given assurance to start Rashtriya Gram Swaraj Abhiyan in 2016-17 under which Krantijyoti training programme will be introduced for the training of Elected Panchayat Representatives. Further Ms. Vidya Chavan, Member of Legislative Assembly recommended Ms. Pankaja Munde, to call for a meeting considering the charter of demands sent by MRA (**Annexure -II**). But nothing substantial has happened yet. Hence a study was required to find out the current situation of these issues in the state of Maharashtra and the gaps in the implementation of legally binding resolutions.

This study looks into the mentioned aspects and has been undertaken by two students of Social Work from Tata Institute of Social Sciences (TISS), Ms Abhiti Gupta and Ms Bharti Kadam. They were supported and supervised by Mr. Bhim Rao Raskar, Director, Resource and Support Centre for Development (RSCD), MRA and Dr Shewli Kumar, TISS and with the assistance of students from Mumbai University. In order to understand current scenario of legal mandates, a sample of 100 EWRs was taken from different districts in Maharashtra.



Mahila Rajsatta Andolan (MRA)

A campaign with Women in Governance is one of the key programs of RSCD which is actively involved in people centered development through self-empowerment of villages & Panchayat women leaders. MRA works towards building the political consciousness of women and goes beyond just working with women in politics. MRA believes that women's participation in political decision-making is a crucial step towards making them aware of their own rights and responsibilities while addressing the issues of gender inequality, livelihoods, unequal share of women in labor and in decision making and resources. MRA envisions 'a society in which women participate equally in the institution of local self-governance, and are partners in the development processes and thus create an egalitarian, interdependent and humane society'.

Tata Institute of Social Sciences (TISS)

Was established in 1936 as the Sir Dorabji Tata Graduate School of Social Work. In 1944, it was renamed as the Tata Institute of Social Sciences. The year 1964 was an important landmark in the history of the Institute, when it was declared Deemed to be a University under Section 3 of the University Grants Commission Act (UGC), 1956. Since its inception TISS has a vision to be an institution of excellence in higher education that continually responds to changing social realities through the development and application of knowledge, towards creating a people-centered, ecologically sustainable and just society that promotes and protects dignity, equality, social justice and human rights for all.

RSCD: Savitri Academy:

Savitri Academy is the State training wing of RSCD. Its focus of intervention is on ART, which stands for Advocacy, Research and Training.

SA has its roots in making the PRI system, a reality. Real democracy needs to be established at Panchayat level. SA has successfully collaborated with the State Government through the Gram Panchayat Development Plan (G.P.D.P) and Krantijyoti project. SA has also carried out EWR's training in Madhya Pradesh & Chattisgarh as part of initiatives by Swissaid.

SA has also carried out research projects with University of Mumbai and The Tata Institute of Social Sciences with regard to the Struggles and Strategies of Elected Women Leaders in Maharashtra.

The Academy is also conducting a distance education program known as B.O.S.S (Budget, Orders, Services and Schemes.) for newly Elected Women Representatives in Local Self Governance.

The Study and Research Design

The present study explores policy-practice gaps in Panchayati Raj Institution about Women Leaders in Gram Panchayat (GP) in Maharashtra. The major objectives of the study were to find out the current status of the seven demands placed by MRA in various GPs, legally being the responsibility of the State of Maharashtra. To fulfill these objectives, the study included collecting and desk analysis of available secondary information and online interviews of selected EWRs.

Research Design and Tools

The objective of the study was to identify the policy-practice gap in Panchayati Raj Institution specifically with regard to Women Leaders in Gram Panchayat (GP) in Maharashtra, therefore to satisfy the objective quantitative research method was used for the study. The attempt is to describe provisions that legally bind Government of Maharashtra towards issues concerning PRIs and the ground reality. The EWRs have already listed their demands and this study has tried to capture the reality of the situation in the Gram Panchayats of various districts in Maharashtra.

Study Area:

The universe of the study is EWRs in State of Maharashtra. MRA is the link to get in touch with EWRs. Therefore 100 EWRs were selected for the purpose of this study. The EWRs from different districts in Maharashtra who had attended and participated in Mahila Sarpanch Parishad in Mumbai University and BOSS Course of MRA in 2016.

Sampling method: This study followed a non-probability sampling process and it was purposively done. Since MRA has close contacts with the EWRs in different districts in Maharashtra, the primary data was collected from the EWRs. Respondents were chosen from 22 districts specifically those who had participated in Mahila Sarpanch Parishad conducted at Rajiv Gandhi Centre for Contemporary Studies University of Mumbai on 30-31 March, 2016 and EWRs enrolled in BOSS (Budget, Orders, Schemes and Services) Course by Savitri Academy of MRA and telephonic interviews were conducted.

Sources of Data Collection:

Secondary Source: The secondary data was collected from books, journals, articles and reports and website of the Government departments.

Primary Sources: The key informants of the primary data were the selected EWRs. These comprised of the Sarpanch, Upsarpanch and Gram Panchayat Members in Maharashtra.

Data Analysis and Processing:

The data was classified into purposeful and usable categories after cleaning. Then data was coded and was entered into the computer for tabulation and further processing using SPSS. The data was analyzed by keeping in mind the objectives of the study. The study tried to be more comprehensive in involving the EWRs from all socio-economic background.

Ethical Concerns:

The consent of the respondent was taken before conducting interviews and objectives of the research was communicated. No questions were asked which would harm dignity of the respondent. The data was interpreted as it was recorded. The genuine data as collected from the field is presented in the form of a report.

MAJOR FINDINGS

The study collected data from a 100 EWRs in 22 districts of Maharashtra, which is a comprehensive coverage and sample of the women. Table 1 gives the details of the districts.

Table: 1 District wise participation of EWRs in the study

S.No.	District	S.No.	District
1.	Akola	12.	Kolhapur
2.	Ahmadnagar	13.	Nagpur
3.	Amravati	14.	Nanded
4.	Aurangabad	15.	Parbhani
5.	Beed	16.	Pune
6.	Bhandara	17.	Satara
7.	Buldhana	18.	Sangli
8.	Chandrapur	19.	Sindhudurg
9.	Gadchiroli	20.	Vardha
10.	Gondiya	21.	Vashim
11.	Latur	22.	Yavatmal

69% of the respondents were Sarpanch, GP Members interviewed were 28% and 3% Upsarpanch were interviewed. The EWRs of the study are from all socio-economic background. The educational backgrounds however range from no formal schooling to post graduation. Table 2 gives the details of the educational background of the EWRs.

Table 2: Educational Background of the EWRs

Education	Number of EWRs	Percentage
No formal schooling	2	2
2 nd	2	2
3-4 th	8	8
5-7 th	6	6
8-10 th	30	30
11-12 th	24	24
Pursuing graduation	3	3
Graduate and above	25	25
Total	100	100

The EWRs who were interviewed are holding positions from 2011 to 2016 but a large number of respondents have been appointed in 2015.

AVAILABILITY OF ELECTION CERTIFICATE

As soon as a candidate in PRI is declared as elected, they should be allotted with a certificate of election and obtain from the candidate an acknowledgment of its receipt duly signed by the candidate immediately. Thereafter, immediately such acknowledgment is sent to the District Election Authority by registered post. Thus for government officer it is mandatory to give Election Certificate to the elected member of Gram Panchayat. But in reality the percentage is not even 10% for the GP Members who have received an Election Certificate.

Table 3: Number of EWRs who have Received Election Certificate

If received Election Certificate	Number of EWRs	Percentage
Yes	9	9
No	91	91
Total	100	100

It can be analyzed from the above data where 91% EWRs have not received Election Certificates and the one who have received either immediately or they had to ask for it to be issued from the immediate authority. The percentage of EWRs who got election certificate is very small, further it is not given in a time bound manner. Some of them get it within a week whereas others wait for 4 to 12 months.

Table 4: Time Duration of the Receipt of Election Certificate

When received Election Certificate	Number of EWRs	Percentage
Within one week	4	44.4
Between 4 months to a year	3	33.
After one year	2	22.2
Total	9	100

Further discussions with the EWRs have revealed that many of them are not aware of the Election Certificate is mandated by the State Election Commission. When a newly appointed EWR is not provided with the certificate, she is also deprived of the authority and recognition as member of the PRI. The various explanations given for delay in issuing certificates to the EWRs were that since none of the EWRs are being given the certificate. those EWRs who questioned this argument were told that there are no such provisions for providing Election Certificate. Others mentioned that they had been promised the certificate but had not got it till the time of interview.

AVAILABILITY OF ELECTION CERTIFICATE

Table 5: Reasons Given by EWRs for not getting Election Certificate

Reason Given for not receiving Election Certificate	Number of EWRs	Percentage
Told not received by anyone in district	7	7.7
Told no such GR	4	4.4
No self-initiation	11	12.1
Told will give but not received yet	19	20.9
Do not know about it	50	54.9
Total	91	100.0

Based on the responses it became clear that the EWRs are not aware as to who issues the Election Certificate. Most of all none of them approached the Election Commission for the certificate. they either approached the Gram Sevak, The BDO or Tehsildar who were equally in dark about the Election Certificate. Hence, in the case of the Election Certificate there is a clear lack of information and communication between the Election Commission and EWRs.

Observations

One of the GP members who have been active in politics since 24 years, contesting and winning elections, even she is not aware of the Certificate. At the time of interview she asked that, where should she get it? It was a question raised by many EWRs, irrespective of if they knew about Election Certificate or not. After MRA organized Mahila Sarpanch Parishad, some EWRs came to know about such provision. Some of them reported that they had asked the Gram Sevak, because ultimately Gram Sevak is the closest person they are able to quickly get in touch, but he was not very helpful.

There are 19% of EWRs who were aware of the same but did not initiate the process, not because they are not interested in getting Election Certificate but because they have to run from pillar to post to get it made. According to them they would much rather spend that time working for the village development work.

One of the EWR told that she along with the District Organizer from MRA made an effort by protesting in front of the Nagpur Assembly, but did not receive Election Certificate for herself and many other EWRs in Nagpur. One of the answer received by EWRs for non-allotment of Election Certificate was that, “*No one in this area gets the Certificate so how can I give you?*.” There is an immediate need to work with the officials who are holding positions but are not fulfilling their duties but taking such issues casually.

In Satara district, as informed by EWRs no one received an Election Certificate. Gram Sevak and BDO either do not want to provide it or are themselves unaware of the provision, the EWRs here are told that there is no such provision hence they cannot be given. Sometimes the BDO assures that he will provide the Certificate but is transferred elsewhere and after a new appointee arrives she has to do the procedure again. Another EWR wrote a letter to Collector's Office and but nothing has been happened yet. They gave request letter to District Officer on behalf of various Panchayats within district, but no final confirmation was given. Some of them made effort to get it but now their term is near to an end.

EWRs including Sarpanch are not given enough authority to question the political scenario and hence it is their incapability to get an important showing their credibility over a position they hold. Especially for an women representative who is not trusted and constantly under doubt, it is nothing less than a tool which raises sense of confidence in her and formally give her power to work for the GP work without any influence and free will.

AVAILABILITY OF IDENTITY CARD TO SARPANCH

According to Maharashtra Government Resolution No.: ZPA-2012/86 R.M/.....973/....-1 dated 11 February, 2014 (**ANNEXURE III**) along with District Parishad and Panchayat Samiti Members, Sarpanch is also entitled to be provided with an Identity Card. But EWRs said that, “we don't have any proof of our identity as Sarpanch, when we go to the Zila Parishad no one recognizes us and we have to struggle from here to there.” Identity card is mandatory, even less than 25% of them possess it.

Table 6: Number of Sarpanches Possessing ID Card

If Sarpanch have ID Card	Number of EWRs	Percentage
Yes	16	21.3
No	59	78.7
Total	75	100.0

Though the EWRs told 21.3% of Sarpanch possess an ID card, very few out of even 16 have received it in a week's time but for many it took more than 6 months and even 2 years to get it from the time of holding position (see Table 7).

Table 7: Time Taken for Receipt of ID cards

Time	Frequency	Percent
Within 6 months of appointment	6	37.5
Between 6 months and 1 year	1	6.3
After 1 year	8	50.0
Don't remember	1	6.3
Total	16	100.0

The reasons for not giving Identity card are similar to Election Certificate. There are large amount of ignorance visible in Gram Sevaks and BDO level bureaucrats; no GR for this provision is the reason given by them is simply way of fooling EWRs because they don't know the “government language” or the promises are made but no Identity proof is provided. 51% of EWRs did not know about this provision, at times the demand for an Identity card went unheard and few EWRs could not self-initiate.

Table 8: Reasons Given by EWRs for non-receipt of ID Card

Reason for not receiving Identity Card	Number of EWRs	Percentage
No self-initiation	4	7
Do not know about it	305	1.7
Ignored	24	41.3
Total	59	100.0

AVAILABILITY OF IDENTITY CARD TO SARPANCH

Observations

Many of the EWRs got to know about Election Certificate and Identity cards after Mahila Sarpanch Parishad organized by MRA. After this training they asked for these provisions to be implemented from the Gram Sevak but they were ignored. After the meeting some EWRs raised the issue in Taluka level, then the process started and photographs of Sarpanchs were taken but they had not received ID till the time of interview.

As mentioned earlier, for many EWRs, their work for village development work is more important to them than thinking about their Identity Card or Election Card. After MRA's training one EWR realizes the importance of ID and Certificate as an identity which is important especially at the time of visiting places of 'higher order' like Zila Parishad etc. She had to put lots of effort to get Identity card but since she agitated for it, she is the only Sarpanch who received an ID card from Nagpur District. One such common answer which is given by *Gram sevak or BDO is that, "no one in this area get Identity cards so how can I give you?"* In Satara district as informed none of the Sarpanch has received Identity Card or had any information about it. After attending Mahila Sarpanch Parishad, one EWR raised the issue in Panchayat Samiti, then she was informed that she collect it from Zila Parishad as they are ready. She was not informed about the ID before hand until she inquired about it hence the responsibility is on EWRs especially to get the important documents. Sometimes EWRs make the efforts for ID card and talk to BDO about it, the assurance is given but after his transfer they have to start the conversation about it again with the new appointee for whom this might not be an important issue to discuss about. One Tehsildar asked EWR if she wanted an ID Card, she can make it herself and he will sign it. Another EWR when demanded for ID, she was told to personally get it from District office.



MONTHLY HONORARIUM FOR SARPANCH

In the year 2000, the Maharashtra State Government introduced the payment of honorarium of Rs.200/- per month to Sarpanch in Gram Panchayats. Afterwards in 2009 it was raised to Rs.400/- considering the involvement of Sarpanch in the development process of village. Again in 2014, after request to the then Chief Minister it was decided that the honorarium will be allotted as per population of the Panchayat according to the G.R. No. VPM-2011/..... dated 6 September, 2014 (ANNEXURE IV).

Table 9: Classification of Monthly Honorarium for Sarpanch

Classification of population	Monthly Honorarium	Government Grant (%)	Government Grant (Rs.)
For 0 to 2000 population	1000	75%	750
For 2001 to 8000 population	1500	75%	1125
For more than 8001	2000	75%	1500

Hence, the Zilla Parishad has a mandate to contribute 75% of the funds towards the honorarium of Sarpanch and 25% from the Gram Panchayat funds. Further the amount of effort a Sarpanch has to make to get this minuscule amount is another issue and if it is being received or not, there is no accountability or responsibility.

Out of 70 EWRs who mentioned about monthly allowance for Sarpanch, 30% told are not receiving monthly honorarium at all and the ones who are receiving are facing difficulties in getting it regularly.

Table10: Number of Sarpanch Receiving Monthly Honorarium

Status of Monthly Honorarium	Number of EWRs	Percentage
Yes	49	70
No	21	30
Total	70	100

It was found that only 12.2% i.e., 6 out of 49 receive their allowance within 2 months' time period and rest between 2 months to more than a year. The choice is not about if they want to withdraw it every month or in 6 months but because they have to ask Gram Sevak or other officials involved to release the honorarium. Every time they have to ask Gram Sevak or Block Development Officer or Village Development Officer to release the funds. Out of 49 who confirmed payment of monthly honorarium, also told that 71.4% have to ask for it and rest withdraw it from their Panchayat Fund when it is convenient for them. Table 11 shows the process of receiving the honorarium.

MONTHLY HONORARIUM FOR SARPANCH

Table 11: Ways through Which Sarpanch Get Monthly Honorarium

How monthly honorarium received	Number of EWRs	Percentage
When asked	35	71.4
By herself when find feasible	14	28.6
Total	49	100

With the above Table 11 it shows that unless the Sarpanch ask for honorarium, which is she is entitled to she will not receive the same. Unless she decides to take it in lump sum every six months or yearly. 28.6% of Sarpanch prefer to withdraw the whole amount from Panchayat Fund, even though 75% of the honorarium is supposed to be given by Zilla Parishad. Clearly there is a failure on the part of Zilla Parishad to provide the required funds when the grants allotted to them by Department of Rural Development is not fully utilized, which is why Sarpanch are forced to withdraw full amount of honorarium from the Panchayat fund. While this is the case of those who know and get the honorarium, a large percent are not given and various reasons were identified during the interviews. Table 12 highlights some of these reasons.

Table 12: Reasons for non-payment of Monthly Honorarium to Sarpanch

Reason for non-payment of monthly honorarium	Number of EWRs	Percentage
Not-enough funds in GP account	4	19
No initiation by Sarpanch	4	19
Promised but not yet paid	3	14.3
Don't know the reason	10	47.6
Total	21	100

Out of 21 EWRs who reported about the non-payment of monthly honorarium said that there are instances where there are not enough funds in the Panchayat Funds that means again the funds are not released by Zilla Parishad, many of them do not know the reason leading for the same and few also said that they have been promised but did not receive it till the time of interview.

Other than the concern of non-payment, non-allotment of funds by Zilla Parishad and irregularity in the payment of monthly honorarium, the Sarpanch are not receiving funds as per the new GR of 2014 and there are many of them who are still receiving an honorarium of Rs. 400 because they are either do not have the information of the GR and if they have the information they are tricked by Gram Sevak, BDO and Panchayat Samiti that there is no such GR or they are told that if other Sarpanches are not asking any questions they too should keep quiet. Further when a woman questions in male dominated hierarchical system where men are mostly into higher position, it is difficult for even a Sarpanch who is a women to ask for her entitlements and she is constantly doubted about her abilities.

MONTHLY HONORARIUM FOR SARPANCH

Observations

There are EWRs who are in low-income category and the amount received in the form of honorarium is an important source of money for them which is often not available to them. In many GPs, the honorarium of Rs.400 per month is given and not as per the GR of September, 2014. The Rs.400/- paid is largely spent on traveling and phone calls for work. Rightful honorarium that should logically be provided without asking anyone, Sarpanch have to ask Gram Sevak and when the funds are deposited into Gram Panchayat's account.

When 75% of funds have to come from Zilla Parishad, the reasons given are that there is lack of funds in GP account. This is a mockery of the system and clear indication of inappropriate denial for a legitimate disbursement of honorarium. One of the EWR was furious and questioned that when Government servant do not receive their salaries they raise their voices and they are heard by authorities, but GP Members are not valued by authorities and their honorarium is so minimum yet it takes years to give them their due

There are EWRs who do not believe in getting honorarium but prefer to spend it on village development work, this can be because of the privileges they have and inability to understand the needs of other EWRs from not so economically stable environment. The EWRs find it feasible to take the amount in 6 months' time so that they can use it together, but that onus should be left on EWRs, it doesn't prevent the authorities to shy away from their responsibility of giving honorarium as per GR of 2016 and in a time bound manner. Another Sarpanch is unhappy with the honorarium paid and questions that MLAs and MPs salary increases so much but what about the people who work in local governance.

There was an instance where Gram Sevak accepted that such a GR about monthly honorarium exists but misinformed the EWR saying that the information is not correct. The EWRs who believe in Gram Sevaks will take the statement as true but either the Gram Sevak is not aware of the honorarium to be paid or there are corrupt practices. Therefore there are Sarpanch who just take honorarium from the Gram Sevak without asking him any questions. When Sarpanch question them, the statements like, "Government did not send fund, I give you from my pocket?" are made before them.

Many EWRs had to put immense effort to ensure that they receive honorarium as per new GR some succeeded and some are still struggling.

MEETING ALLOWANCE

In year 2000, the allowance for attending a meeting was introduced, which was to be given to all Gram Panchayat Members. It was Rs 20/- per meeting. Later it was increased to Rs. 25/- in 2009 through a GR. Then in 2014, a new **G.R.was issued No. VPM-2011/.....** dated 6 September, 2014 (**ANNEXURE IV**) the GP Members are now to be paid Rs. 200/- as meeting allowance per meeting and the grant should be released from the Government for not more than 12 meetings per year and if this number exceeds, the Gram Sevak and Sarpanch have to provide for the same. In the study it was found that 45% of the EWRs (see Table 13) are not receiving meeting allowance and some are not even aware of that they are entitled to receive meeting allowance for each meeting they attend.

Table 13: Number of EWRs Receiving Meeting Allowance

Status of Meeting Allowance	Number of EWRs	Percentage
Yes	45	45
No	52	52
Don't know about it	3	3
Total	100	100

Though 45 of the EWRs are getting the meeting allowance but the time taken to get it is often very long and cumbersome. Therefore to avoid this many take it in lump sum at the end 6 months or a year. It is interesting to note that unless the EWRs ask for payments they will not get it. They are forced to make effort to get the allowance and it is paid through the Gram Sevak. 68.9% i.e., 31 out of 45 EWRs receiving meeting allowance do not get it unless they ask for it and rest withdraw it from the GP fund when convenient.

Table 14: Reasons cited by EWRs for Non-Payment of Meeting Allowance

Reasons Cited for Non-payment of Meeting allowance	Number of EWRs	Percentage
Not enough funds in GP account	5	9.6
EWRs did not ask for it	8	15.4
Promised but not yet paid	1	1.9
Told that there is no such allowance	7	13.5
Don't know the reason for non-payment	31	59.9
Total	52	100

Sometimes there is a lack of effort among EWRs for seeking meeting allowance either because they feel that the amount even if Rs. 200/- is too less and it is better to take it all together or they are financially stable to actually care about the allowance. Further there are still Gram Panchayats where its members are not paid

MEETING ALLOWANCE

allowance as per new GR of 2014 but are given only Rs. 25/-, which does not even cover travel cost that the EWRs have to bear. It is of serious concern that if a Sarpanch who also attends the meeting is not paid meeting allowance because it is cited that he/ she is receiving monthly honorarium. Hence, the officials are unable to distinguish between meeting allowance and monthly honorarium which are for separate purposes and should not be confused with each other.

Observations

The situation is similar as in the case of Monthly honorarium for Sarpanch. It take 6 months to 1 year or more time because it is convenient but also because they have to make effort to get it and the ones who are economically not stable have not received from 1 year but the officials do not bother about it. There are still a lot of EWRs who are receiving Rs.25 as their meeting allowance which is a minuscule amount and cannot cover the cost of even travelling, so they do not prefer to take it every month.

Also the excuse for non-payment is that there is not enough fund in GP account whereas the funds are to be released by the Government and not from the GP account than why the funds are constantly taken from GP account is still a mystery. The GPs where MRA's work is strong, the G.P member getting their meeting allowance Rs.200 instead of Rs.25 by making strong efforts.

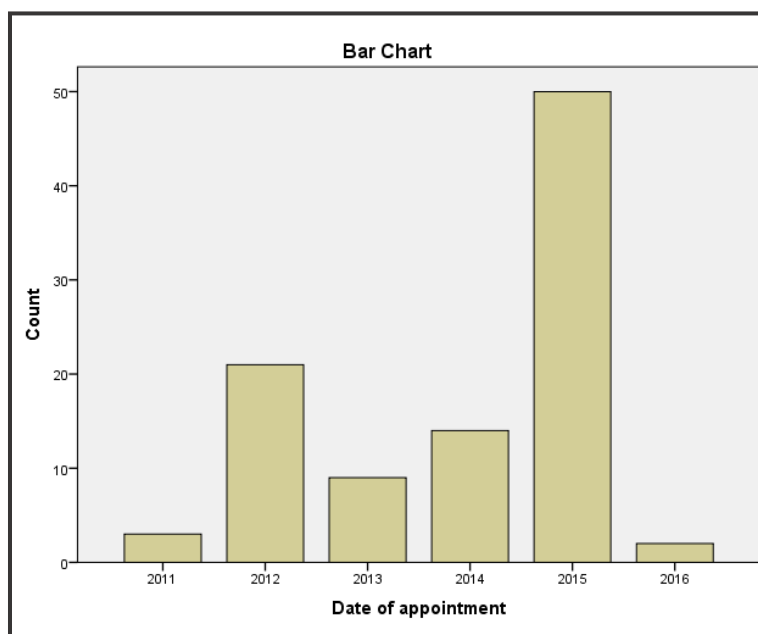
One of the EWR mentioned that many of the EWRs are agricultural wage worker spending whole day in meeting, for which they get Rs.25 that do not even cover their travel cost so preference remains for wage work instead of going for meeting. But now they have started raising issues of meeting allowance since its Rs.200 as per the GR and not just Rs. 25.

In many GPs, the Sarpanch is denied meeting allowance because she is already receiving monthly honorarium, the new GR is clear about this but several GP Members who attend meetings are often not given the meeting allowance. One of the EWRs, a Sarpanch sharing her experience told that she was getting meeting allowance of Rs.25 before and after the GR of 2014 meeting allowance increased Rs.200 but after the transfer of Gram Sevak, the new appointee denied allowance saying that she is a Sarpanch and not entitled for meeting allowance.



STATUS OF PANCHAYATI RAJ TRAINING

Training is an important part to empower EWRs to actively participate in the development process of the Gram Panchayat. Hence, Krantijyoti Training Programme was introduced especially for EWRs in collaboration with Yashada, State Election Commission and other related departments of state government. It had three tier training structure starting from State level having its core trainers, at district level 500 trainers and at Taluka level the training to Women Councilors. It was initiated with an attempt to prevent social, political and family pressure and to build confidence among EWRs as from the very beginning of a women's life cycle she is taught to be submissive and that she has no authority to assert herself in any situation. The focus area of the training programme were Personality Development, Social Issues, Health and Sanitation, Functioning of Gram Panchayat and Environmental issues that tries to broaden the minds of EWRs over all the possible interventions she has to do as a Gram Panchayat Member. But unfortunately, this programme is stopped by the State Government because of which, especially EWRs who are appointed in 2015 and for the first time face trouble in doing their work with efficiency because they are not fully informed and 6 months to 1 year is spent in understanding the system leading to their inability to work.



None of the EWRs appointed after 2015 have received training by government programme, which is making it difficult for them to take their work immediately and with full understanding and skills. Out of all EWRs interviewed more than 50% are appointed after 2015 and with the data below where 64% of EWRs have not received training, a large number of them are because the programme has stopped.

Table 15: Number of EWRs Who Have Received Panchayat Raj Training

Status of Training	Number of EWRs	Percentage
Yes	36	36
No	64	64
Total	100	100

Out of 36 EWRs who received training, 50% of them received it till 6 months of their holding the position but there are around 30% of them who received training after 6 months and 1 year time period which is a

STATUS OF PANCHAYATI RAJ TRAINING

problematic scenario itself. The EWRs who are coming up are not equipped immediately after they hold a position but it takes months to organize a training programme for them. It is a matter of great concern that 64% of them are not trained and hence ill equipped to handle the work and taken advantage by higher officials and lead to EWRs dependence on them. They can also become susceptible to manipulation and be removed from office through no confidence motions as they are not clear about their roles nor are they empowered to address pressure from their families, officials and dominant male leaders in the gram panchayats.

Table 16: Reasons Cited by EWRs for not Getting Training

Reason for not receiving training	Number of EWRs	Percentage
Krantijyoti Programme stopped	26	40.6
No information on training	16	25.0
Don't know the reason	22	34.4
Total	64	100

There are 34.4% of EWRs who have no idea why they did not receive training and are totally unaware of the idea of trainings that they should receive as a Gram Panchayat Representative. 25% of them did not receive any information on trainings from Gram Sevak, Panchayat Samiti and BDO because of which they could not receive it and 40.6% of EWRs know that the Krantijyoti training programme for EWRs is stalled which was happening earlier.

Observation

The EWRs are keen to get trained and do their work with full efficiency; they can question the system for not fulfilling their responsibility if they are well aware and well informed. The belief is not to lead but to make functioning smooth, if EWRs do wrong they should be questioned but if the authorities above in the hierarchy do not follow the legitimate process, they are to be challenged as well. One of the EWR told that some training was organized in her Taluka but it was not meant for their GP, irrespective of that she attended the training to equip herself, hence the kind of attitude EWRs have to learn and work is tremendous and should be adhered to. Even the EWRs who were holding positions in GP and got training show their worry about the new appointees especially the first timers for whom it is very important to get trained and the time period which is spent in understanding should rather be spent on taking action. Sarpanch and other G.P members are insisting for Kranti Jyoti Training to continue for all of them. Even letters are written to Collector to restart Kranti Jyoti Training Programme designed by MRA, but nothing had happened till the interview was taken.

With 14th Finance Commission, the funds are allotted to Gram Panchayats for development work. The FCC was constituted by President in 2013 and mandated Centre to recommend measures needed to augment Consolidated Funds of the State to supplement the resources of the Panchayats. The Grant-in-aid is to be given by the Panchayats in two parts Basic Grant (for basic services like water supply, sanitation, maintenance of community assets, roads, footpaths, street-lighting, burial and cremation grounds etc. assigned under relevant legislations) and Performance Grant (for making reliable data on receipts and expenditure of local bodies available and improvement in revenues) under which 90% of funds will be allotted as Basic Grant and 10% as Performance Grant. The provision is to release the grant in two installments in June and October every fiscal year where 50% of basic grant for the year will be released as the first installment and the remaining basic grant and performance grant in the second installment for the year unconditionally. The performance grant will be released from 2016-17 onward in October, 2016 (ANNEXURE V).

Further, the states are mandated to release grants to Gram Panchayat without any deduction within 15 days of it being credited to their account by the Central Government. In case there is delay, the State Government must release installment with interest at Bank rate of Reserve Bank of India.

Table 17: Number of Gram Panchayats Which Received Grant under Fourteenth Finance Commission

Status of grant under FCC	Number of EWRs	Percentage
Received	62	62
Did not Receive	31	31
Don't know	7	7
Total	100	100

According to above data, there are still 31 Gram Panchayats where the funds have not reached inspite of Guidelines for the Release and Utilization of Grant as per No. 13 (32) FCC/ FCD/ 2015-16 where the time period of disbursement of grant is provided and clearly mentioned. Also, 7 of the EWRs were not aware if their Gram Panchayat has received Grant that shows how their involvement in the administrative and economic activities of the Gram Panchayat is unimportant for the functioning of the development processes where 1623.32 crore was granted to Maharashtra for the year 2015-16. Though 62% of the EWRs confirmed about disbursement of FCC grant to their Gram Panchayat, there is a huge gap in the way it is done.

Table 18: Period of Receipt of the Last Fourteenth Finance Commission Grant

Time Period of last FCC grant	Number of EWRs	Percent
Nov-Dec, 2015	4	6.5
Jan-Feb, 2016	2	3.2
March-April, 2016	15	24.2
May-June, 2016	9	14.5
July-Aug, 2016	14	22.6
Don't know	18	29.0
Total	62	100

14TH FINANCE COMMISSION (FCC) RELEASE GRANT FOR TERM 2015-2020

The data mentions about the last FCC grant received by the Gram Panchayats. Where the 50% of the grant is to be disbursed in June and October, there is trend for such disbursement throughout the year. Maximum disbursement happened in the month of March and April which the time of year end, hence the time period fixed is not seriously followed. 29% EWRs don't know when the grant has come which again signifies, issues of expenditure and revenues are kept away from the EWRs, be it even woman Sarpanch who also has the responsibility to ensure the funds are used appropriately for Panchayat's needs and necessities.

Table 19: Reasons for not Receiving FCC grant

Reasons for Not Receiving FCC grant	Number of EWRs	Percent
Plan not approved by Panchayat Samiti	17	54.8
Don't know the reason	14	45.2
Total	31	100

The Gram Panchayats where the FCC grant is not received yet other than the reason that the GPDP plan for the year is not prepared yet due to reasons like non-completion of quorum, violent quarrels that arose during the GPDP Gram Sabha, even after the plan is prepared, they are waiting for it to be approved by Panchayat Samiti after which the grant will be disbursed among the Gram Panchayats and 45.2% of EWRs do not know the reason why the grant is not yet received by the Panchayat.

Observation

As per the FCC guidelines the Funds are to be released in installments in June and October but they are released throughout the year and not in installments and neither within 15 days of receipt of grant from Central Government. Many of the EWRs told about the fact that the FCC grant is not received because they are GPDP trainers and have not received their training allowance yet hence the grant can be said to have not received. This is a fair answer to give because if the FCC fund is released to GPs, they would have received it by now. Some of EWRs pointed out that since they received FCC grant late and were asked to spend in 2-3 months' time and since they could not spend it by that time, the fresh grant is not received yet. EWRs told that funds are sent in March-April and asked to be spend in between June. The time for spending money for useful work is so short that it is to be done hurriedly that the quality of work is likely to suffer and some times the work was decided but no money was available. There is a definite need for appraisal for reducing the gap between GP and government for disbursement of FCC grant but the loopholes should be worked with to make it workable. There are EWRs including Sarpanch who do not know the amount received by GP under FCC

GRAM PANCHAYAT DEVELOPMENT PLAN (GPDP)

The reason for introducing GPDP is focus on local development issues, local perception of need and priority, local analysis of problems and solutions, local resource management within a collective local vision. The focus while making the Development Plan should be on poverty reduction, human development, social development, economic development, ecological development, public service delivery and good governance. There should be state, district and block level mechanisms in place to deploy resources. Further the trainings on GPDP should be conducted on a pre-fixed schedule for the staff placed for the functioning.

Table 20: Status of GPDP training Among the EWRs

Status of GPDP training	Number of EWRs	Percentage
Attended Training	80	80
Not Trained	20	20
Total	100	100

There are still 20% of EWRs who have not received training that means these many Gram Panchayats might be left aside from fruitful and valuable Gram Sabha leading to a poor planning for development process under FCC grant. It is a good sign that 80% of EWRs have attended the training but their active participation is still a question because of the patriarchal norms that are prevalent among many Gram Panchayats preventing EWRs to take over their roles efficiently.

Table 21: Reason for Not Receiving of GPDP training Among EWRs

Reason for not receiving GPDP training	Number of EWRs	Percentage
Not informed by Gram Sevak	6	30
Male members take care of Panchayat work	13	65
Don't know the reason	1	5
Total	20	100

Hence it can be easily make out that the EWRs don't have control over their ability to attend the training on GPDP. Gram Sevak are preventing themselves to inform EWRs about such trainings and one of the EWR clearly mentioned which is imbibed into her throughout how her major responsibility is to take care of the household and leave the Panchayat work to men who are assumed to be equipped and superior to the EWRs who are also elected by the village members with full support and trust. Whereas 13 EWRs when say they don't know why they did not receive GPDP also depicts how they are neglected throughout the process of GPDP and Panchayat development processes.

GRAM PANCHAYAT DEVELOPMENT PLAN (GPDP)

Table 22: Number of EWRs who have read the GPDP plan

Status of EWRs Reading of GPDP plan	Number of EWRs	Percentage
Read	68	68
Have not Read	30	30
Don't know	1	1
Not applicable	1	1
Total	100	100

Out of total EWRs interviewed irrespective of if they have received GPDP training or not, there are EWRs even if they have received trainings, have not read the GPDP plan, that also raises question about how much they were involved in the planning process or if the planning is done, the required process of doing it through Gram Sabha is followed or not. One of the EWR was not sure if she has read through the GPDP plan which might not be worrisome as a figure but if there are EWRs who are not sure of it points out on the system where Sarpanchpati is a prominent concern which is not hidden but no active measures are taken to tackle them. Also, the one EWR who was not applicable to read the GPDP plan was because of no confidence motion issued against her.

Observations

There are EWRs who are actively participating in framing GPDP and are also trainers themselves that shows the effectiveness of the training itself but the gap between the training and actual participation needs to be examined and EWRs trained and empowered accordingly. Many trainers have not received their training allowance and constantly made excuses for avoiding their honorarium and many of them are still not paid. One of the EWR knew the procedure of GPDP planning hence her participation in the training process was there but since she did not see the plan she may not have participated in the planning process otherwise. In one GP, the GPDP Gram Sabha has been cancelled because of insufficient quorum and postponed for two days. When details were enquired from the EWR she informed that she is not trained in GPDP and does know how it should be done.

In another GP, GPDP Planning was done by Gram Sevak and other authorities and not as per the required process of doing it in Gram Sabha with village members, G.P members and Sarpanch. Often there is opposition from within the GP that hinders the process of GPDP Planning when members from oppositions withdraw from Gram Sabha or raise violent quarrels. Whereas it is effective when, issues raised in Mahila Gram Sabha are taken to general gram Sabha and then GPDP plan has been done. The role and participation of the Mahila Gram Sabha needs to be enhanced and if it is held before the general Gram Sabha it proves to be effective for the GPDP.

The interviews were conducted as telephonic interviews where many calls were received by the husbands of EWRs and after inquiring about the caller and the purpose of calling, they give phone to the EWRs. Some respondent gave answers in the interviews after asking someone around them. Out of hundred, 9 interviews were actually given by the husband of EWRs because the EWRs are not aware of the facts and the work is handled by the male member of the household. The EWRs in these cases are merely figureheads due to the GP reservation and they are not encouraged to participate or take an active role in the panchayat issues.

The EWRs are not aware about Election Certificate and Identity Card. They are the persons who are responsible for the development and progress of the village but bureaucrat and Government did not feel need for giving them orientation about their rights and responsibilities. The political system and traditional power holders are predominantly male members of the village and overall. Thus traditional power holders, political system and non-implementation of available provisions from Government played big role to pulls them back. Hence, from beginning of their term they did not feel competence and confident about at first, establishing their power and then fulfill their responsibilities. Certificate and Identity Card are not only objective things; it is entitlement of their authority and it definitely gives them confidence to begin their political participation with responsible and capable for overall development of the village and later on, the State. EWRs have so many work related to GP and the household responsibility is also on them. The villages where MRA's work is strong, the Sarpanchs are at least informed and getting their provisions in limited access. The women did not initiate for asking questions to the authority because they said that households work is left incomplete and it is not possible for them to spend time and money to spend on inquiring. And when EWRs have raised their voices, no confidence motion is issued against them, or they are threatened.

Gram Panchayat Development Plan was implementing in all villages, very few villages were left. EWRs said that they are participating in this planning and saw the Village Development Plan. But they did not feel confident about their participation and contribution to the process. Some EWRs reported that the actual Village Development planning was done by the BDO or the Gram Sevak and the villagers and GP members were not even invited for the process. Political opposition also plays important role in this GPDP planning. Opposition party boycotts the development planning process. There are incidences where big fight between opposition happens at the time of GPDP Planning, which can become violent leading to police interference. It never happens in the women's meeting. Women will fight for water on the public tap water system, but they always unite for their community development, this is the history of women's movement. But at the Gram Sabha meetings women's voices are ignored, if they want to raise an issue, male members do not allow them to speak. In this kind of an environment if women do not feel confident to say YES in participating in the Village Development Planning, it's not her fault at all.

Another dimension of women's lives in the villages shared by the EWRs is the perceptions and cultural norms wherein a women's primary role is considered to be managing the household and child rearing. Thus with this primary responsibilities she has additional responsibility of political participation. Hence they face considerable stress in managing both home and politics. Within this kind of burdening within home and outside the EWRs have the has another additional struggle for getting the Election Certificate, Identity Card, Honorarium and Meeting allowance. Clearly mechanisms need to be put in place whereby EWRs do not need to run around for their legitimate requirements, which will only enhance their functioning. The data in

FINDINGS AND DISCUSSION

the study shows that:

- 91% EWRs did not received Election Certificate and 9% received Election Certificate, but time period of receiving Certificate varied from one week to one year showing delay in process.
- There are 19% of EWRs who did not initiate the process not because they are not interested in getting Election Certificate but because they have to run around and spend extra time to get the certificate.
- 78.7% Sarpanch didn't have Identity Card because 51.7% of them don't know about it.
- 70% Sarpanch of Gram Panchayat receive Monthly Honorarium but 12.2% of them received it within 2 months and rest received between 2 months to 1 year time period.
- 30% Sarpanch did not receive their monthly Honorarium at all.
- 71.4% of Sarpanch got monthly Honorarium after asking from Gram Sevak.
- 52% of EWRs did not receive Meeting allowance.
- 64% of EWRs were not trained, this lead to dependence on bureaucrats and also less capability of decision making in village development.
- 62% of EWRs said that the funds under 14th Financial Commission is received by Gram Panchayat. But major chunk came in March-April e.g. year ending; so the program for G.P is to expense this fund within a month leads to no productive development.
- 80% EWRs received GPDP training but weather all of them have read through and participated in the making of plan was less than the number of EWRs who received training.



OTHER ISSUES OBSERVED

- While conducting telephonic interviews the EWRs were keen to know about information related to Panchayati Raj and the GRs which are implemented or how the GPDP plan should be framed because she could not receive training.
- The EWRs lack confidence because of which they don't find themselves with authority to question Gram Sevak or BDO.
- EWRs attend meetings with their own expenses and time but their household chores and agricultural work is not acknowledged by the bureaucrats and Government and because of which some of them who do have family support are not able to participate fully in GP's functioning.
- One of the concerns that came from the EWRs was that the Sarpanch is not able to communicate with Panchayat Samiti or Zila Parishad, neither is involved in its meetings that directly concern the GP but through Gram Sevak who do not give full information all the time. Unless, the EWR herself is well informed it was observed that it becomes difficult for her to access information and resources.
- It was also found that regular Gram Sabhas are not happening in every Gram Panchayat.
- To get interviews and information husbands or sons or other male authority of 9 EWRs talked to the interviewees because the EWRs were not informed because of the patriarchal norms persistent where the primary job of women is to take care of the household chores and outside work is taken care by the husband hence, she being informed is no possibility. One EWR was at her farm at the time of interview and told that her husband would know about the questions asked. During another interview the husband of EW took phone from her in the middle of the conversation and said that this type of conversation should not be done on phone, come here and talk to them face to face.
- There was an instance where EWR and her husband were attacked by opposite party members hence how difficult it can be for an EWR who is working with full determination.
- One of the EWRs told that her GP is declared as “Adarsh village” where previous GP members never worked for honorarium. No elections happened for a long time and contestants win with no opposition. They believe that government's money should be spend towards village development so they did not go for honorarium and meeting allowance. But this is a choice of the EWRs and should not be imposed as many of the EWRs are not financially stable and the honorarium they receive adds to the family income.
- There are three EWRs who are also ASHA workers and fulfilling both the responsibilities, they were asked resign from the GP membership. Another EWR is ASHA worker so her position is considered vacant in the Panchayat Body. Yet another ASHA worker who is Sarpanch is not getting her allowance for her work as an ASHA worker.
- Most of the time EWRs do not know about money transactions and things related money and accounts of GP.
- Issues raised by women in Gram Sabha are not considered and they are prevented from raising any issue. Information on rules and regulation about GP activities are not imparted by Gram Sevak and BDO which is why the important documents like Election Certificate and Identity card is not received.
- The ruling political party divides Sarpanch's term between two or more members for ranging for 1 to 2.5 years to avoid conflicts among its party members. It affects the benefits and the interest of GP suffers and the EWR has to leave the seat unwillingly because of the party politics.
- The FCC grant is provided to GP for some specific reasons, like water, sanitation etc. Hence the villages who didn't have water problem and the fund allotted for it cannot be used for other work (road construction and other) as told by one EWR, the practice in her GP.

RECOMMENDATIONS

The 73rd Constitutional Amendment Act has given a new dimension to the process of women's empowerment in India. Apart from one-third reservation of women in Panchayati Raj Institutions (PRIs), the act has given constitutional powers and responsibilities for a range of issues including resource management, family planning, education and health. With the participation of women in PRIs, interpersonal relations within their families have changed for the better and this political process has heightened women's perceptions of their own capabilities. Even much-marginalized women have taken participation further to become activists despite constraints like illiteracy, lack of experience, family responsibilities, restrictive social norms, lack of enabling environment and violence.

Patil (1999) observes that the provision of 33% reservation to women in local government in Maharashtra has provided a new political role which involves them in the planning process in the state. In spite of many problems, these women are slowly becoming alert and assertive of their rights. But Governmental, Political, social and familial systems were putting obstacles in their way. Election Certificate, Identity Card, Monthly Honorarium and Meeting allowance are their support system to stand strongly in predominantly patriarchal system. They definitely not rely on these facilities, but it gives them confidence to participate in decision making in GPDP, expenses of funds like 14th Finance Commission. If systemic change is done consciously and with focus on their knowledge an empowerment the EWRs will be able to function effectively and the possibility of a real development of the villages will increase. The following are the recommendations based on the findings of the study:

1. Training for Gram Panchayat members should begin as soon as possible as this will help the EWRs to know their roles, systems and their functions, roles of different functionaries at the panchayat, block and district levels.
2. All GP members need to be facilitated to open bank accounts for direct transfer of their honorariums and meeting allowances
3. The Election Certificate and Identity Card should be given to all Sarpanches without further delay and they should be apprised of the process of getting the same. If this is not done then the respective authority should give reasons in writing for not doing it on time.
4. The District administration, Block office and Department need to ensure smooth fund flow to the Panchayats to ensure timely work by them. Greater transparency and communication with the Sarpanches and Gram Panchayat members is a must for efficient governance.
5. All the demands in the Charter need to be addressed effectively by the State representatives and timely action taken to ensure that the EWRs can function well.

ANNEXURES

- Annexure-I** : Interview Questionnaire.
- Annexure-II** : Charter of Demand by MRA
- Annexure-III** : Letters from Secretary, Department of Rural Development
- Annexure-IV** : Vidya Chavan, MLC
- Annexure-V** : GR on monthly honorarium and meeting allowance
- Annexure-VI** : GR on Identity Card dated 11 Feb, 2014
- Annexure-VII** : Fourteenth Finance Commission Guidelines (pg 19-33)

QUESTIONNAIRE

Mahila Rajsatta Andolan

Questionnaire for Elected Women Representatives

An audit of the Implementation Status of the various approved Government Regulations.

Personal Details:

Name:

Designation:

Date of Selection:

No. of Members in Panchayat:

Village/Panchayat:

Taluka/District:

Educational Qualification:

Mobile No.:

Election Certificate:

1. Have you received the Election Certificate?
2. When?
3. How was it presented to you?
4. If not received, why?

Identity Card:

1. Have you received the Identity Card?
2. When?
3. How was it presented to you?
4. If not received, why?

Monthly Honorarium:

1. Have you received the Monthly Honorarium?
2. When?
3. How was it presented to you?
4. If not received, why?

Meeting Allowance:

1. Date of Last Meeting
2. Have you received the Meeting Allowance?
3. When?
4. How was it presented to you?
4. If not received, why?

Training:

1. Have you received training?
2. When?
3. How was it?
3. If not received, why?

Training for The GDPD plan Preparation:

1. Have you received the Required training?
2. When?
3. How was it?
4. If not received, why?
5. Have you seen the plan?

Funds from the 14th Finance Commision:

1. Has your village received the funds?
2. When?
3. How did you receive it?
4. If not received, then why?

Other issues:

- Other Recommendations/opinions/ suggestions?

Date:

Signature:



॥ वोट हमारा, राज हमारा ॥

महिला राजसत्ता आंदोलन

समान संधी, समान सत्ता आणि संसाधनांच्या न्याय्य वाटपासाठी राजवठ्यापी आंदोलन

राज्य निर्मंत्रक

मालतीसाई सगळे

● विभागीय समन्वयक ●

नागपूर

रत्नमात्यसाई पैठ

प. महाराष्ट्र व कोकण

जयसाई कुरणे

अमरावती

सुनितासाई राऊत

मराठवाडा

मिनाक्षीसाई बित्तजवार

● जिन्हा संपर्किका ●

नागपूर विभाग

मुष्मा बनकर, नागपूर
शारदा धनवीज, वर्धा
शालू तिरपुडे, मंडारा
जेदना जांबुडकर, चंद्रपूर
ज्योती मेडन, गडचिरोली
शर्मिला धिमणकर, गोंदिया

प. महाराष्ट्र व कोकण

मिलिमा कदम, सातारा
सुखदा मांदके, पुणे
अंजनी अमृतसागर, सांगली
मुराभा भास्कर, कोल्हापूर
अनुया कुलकर्णी, सिंधुदुर्ग
अनुराधा पंडित, सोलापूर
भारती म्हात्रे, रायगड

अमरावती

माला टाकरे, यवतमाळ
कांचन सळे, अमरावती
शुभांगी लहुडकर, अकोला
स्मिता लंगरे, वाशीम
आशा घाडगे, कुलबागा

मराठवाडा

नंदा गायकवाड, परभणी
गीता राजे, जालना
ललीता कट्टे, लातूर
संजीता गायकवाड, औरंगाबाद
पंचफुला वड्डे, नांदेड
वंदना खरात, हिंगोली
रामकुंवर नागरगोजे, बीड

दिनांक : १ एप्रिल २०१६

मा.श्री.गिरिराज सर,
सचिव, ग्रामविकास खाते,
बांधकाम भवन, महाराष्ट्र

विषय : महिला राजसत्ता आंदोलनाच्या मागण्या व शिष्टमंडळ भेटीबाबत

मा.महोदय,

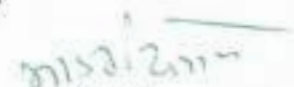
महिला राजसत्ता आंदोलन गेली सोळा वर्षे महिला पंच-सरपंच, महिला आयोग, राज्य निवडणूक आयोग, यशदा, माविम व शासनाच्या अनेक समित्यांना सहकार्य करीत आहे.

या अनुभवातून सरपंचांनी मांडलेल्या व मुंबई विद्यापीठाच्या अध्ययनातून सिध्द झालेल्या मागण्या आपणासमोर अंमलबजावणीसाठी सादर करीत आहोत.

आपण या मागण्यांना त्वरीत मंजूरी देऊन कारवाई कराल या खात्रीसह !

आपले आभारी


भौम रासकर
संचालक
९८६९२५९१९४


मालती सगळे
राज्य निर्मंत्रक
९४२०८६९३३६

प्रत:

१. राज्य महिला आयोग
२. राज्य निवडणूक आयोग
३. प्रवक्ते, विरोधी पक्ष
४. प्रवक्ते, सर्व महिला आघाड्या

राज्य संपर्क कार्यालय: रिसोर्स अँड सपोर्ट सेंटर फॉर डेव्हलपमेंट, आर. एच. ४, सी. ४ लेन. ८, सेक्टर ९ सी.बी.डी. देवापूर,

नवी मुंबई - ४०० ६१४ फोन: ०२२-२७५७७९८७/२७५७४९९०

ई-मेल: mahila_rajsaata@yahoo.com वेबसाईट: www.mahilarajindia.org

महाराष्ट्र शासन

क्र. संकीर्ण २०१६/प्र.क्र. ८७ /योजना ४

ग्रामविकास व जलसंधारण विभाग,

वाघकाम भवन, २५, मईबाग पथ,

फोर्ट, मुंबई ४०० ००५.

दिनांक :- ११ मे, २०१६.

प्रति,

राज्य निनंत्रक,

महिला राजसत्ता आंदोलन,

रिसोर्स ऑफिस संग्रेट सेंटर फॉर डेव्हलपमेंट,

आर.एच ४, सी.४ लेन.८, सेक्टर.९

सी.बी.डी.बेलापूर, नवी मुंबई.

विषय :- महिला राजसत्ता आंदोलनाच्या मागण्या व शिष्टांगिकेच्या भेटीबाबत.

महोदया,

उपरोक्त विषयासंदर्भात आपल्या दिनांक ०५/०४/२०१६ च्या पत्रातील मुद्दा क्र.३ च्या अनुषंगाने आपणास असे कळविण्यात येते की, राष्ट्रीय गांधी पंचायत सशक्तीकरण अभियानाअंतर्गत क्रांतीज्योती प्रशिक्षण कार्यक्रमास स्थगिती दिली असल्यामुळे, सन २०१५-१६ या वर्षात प्रशिक्षण होवू शकले नाही.

सन २०१६-१७ या वर्षात राष्ट्रीय ग्राम स्वराज्य अभियान सुरु करण्यात येत असून, त्या अंतर्गत क्रांतीज्योती प्रशिक्षण प्रस्तावित करण्यात आले आहे.

आपला,



(रा. न. गोगटे)

अवर सचिव, महाराष्ट्र शासन.

प्रत:

कक्ष अधिकारी, ग्रामविकास व जलसंधारण विभाग, मंत्रालय, मुंबई यांचे पत्र क्र.संकीर्ण २०१६/ प्र.क्र ०५/ सगन्वय कक्ष, दिनांक ०३ मे, २०१६ रोजीच्या पत्राच्या अनुषंगाने माहितीस्तव सादर.



महाराष्ट्र विधानपरिषद



विद्या चव्हाण
आमदार

पत्रव्यवहार व कार्यालय : राष्ट्रपती भवन, जामनगिरी कुटीर ज. २१, श्री प्रेम जनरल मार्ग, मुंबई - ४०० ०२१, महाराष्ट्र
दूरध्वनी क्र. (०२२) ३०२३ ५५५५ • दूरभाषावली : ९६१९९ ९३९९३ • फॅक्स : (०२२) ३०२३ ५५८८ • ई-मेल : ncpvidya@gmail.com

दिनांक :- १३/०४/२०१६

प्रति,
मा.ना.श्रीमती पंकजाताई मुंडे,
मंत्री, ग्रामविकास, महिला आणि बालकल्याण विभाग,
महाराष्ट्र राज्य, मंत्रालय,
मुंबई.

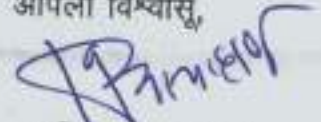
महोदया,

या पत्रासोबत महिला राजसत्ता आंदोलनाचे संचालक सन्मा. भिम रासकर आणि राज निमंत्रक मालती संगणे यांनी दिलेल्या पत्राची प्रत जोडत आहे.

सरपंचांना आलेल्या अनुभवातून त्यांनी मांडलेल्या आणि मुंबई विद्यापीठाच्या अभ्यासातून सिध्द झालेल्या त्यांच्या मागण्या आहेत.

ग्रामपंचायत सदस्यांना प्रमाणपत्र, ओळखपत्र प्रशिक्षण, आमचा गाव, आमचा विकास (चौदावा वित्त आयोग) मानधन, बैठकभत्ता, तहकुब ग्रामसभा पूर्ण रद्द करणे, महिला पंच सरपंचाच्या फेडरेशनला शासन मार्गदर्शन विधान परिषदेच्या निवडणुकीत स्थानिक संस्था प्रतिनिधींना मतदानाचा हक्क या त्यांच्या मागण्या आहेत. आपण त्यांच्या मागण्यांसाठी निर्णय घ्यावा आणि त्यांना बैठकीला बोलवावे, ही विनंती.

आपली विश्वासू,


(विद्या चव्हाण)

प्रत-
श्री.भिम रासकर, श्रीमती मालती संगणे,
महिला राज्यसत्ता आंदोलन.

महाराष्ट्रातील सर्व सरपंचांना मानधनात व सदस्य बैठक भत्त्यात वाढ.....

महाराष्ट्र शासन
ग्राम विकास विभाग
शासन निर्णय क्रमांक: व्हीपीएम-२०११/प्र.क्र.४०/पंरा-३
बांधकाम भवन, २५ मर्झबान पथ
फोर्ट, मुंबई- ४०० ००९
दिनांक :- ६ सप्टेंबर, २०१४

वाचा -

१. शासन निर्णय क्रमांक: व्हीपीएम-२६९९/प्र.क्र.२०६(२)/पंरा-३, दिनांक २१ जानेवारी, २०००.

२. शासन निर्णय क्रमांक: व्हीपीएम-२००९/प्र.क्र.१२५/पंरा-३, दिनांक २७ जुलै, २००९.

प्रस्तावना :-

महाराष्ट्र ग्रामपंचायत अधिनियम, १९५८ मधील तरतूदीनुसार ग्रामपंचायत ही एक स्वायत्त संस्था असून यापूर्वी ग्रामपंचायत सरपंचांना मानधन तसेच सदस्यांना बैठक भत्ता देण्यात येत नव्हता. नंतर ग्राम विकास व जलसंधारण विभाग संदर्भाधीन शासन निर्णय क्रमांक १ नुसार ग्रामपंचायतीचे वार्षिक उत्पन्न लक्षात घेता सरपंचांना खालीलप्रमाणे मानधन देण्यात आले आहे.

अ.क्र.	ग्रामपंचायतीचे वार्षिक उत्पन्न (रुपये)	मानधनाची दरमहा रक्कम (रुपये)
१	१०,००० पर्यंत	२००/-
२	१०,००१ ते ३०,०००/- पर्यंत	३००/-
३	३०,००० पेक्षा जास्त	४००/-

यामध्ये सदस्य प्रति बैठक भत्ता रु.१०/- करण्यात आला. वरील प्रमाणे मानधन देताना सरपंच मानधनाकरीता शासन अनुदान ५०% व सदस्य बैठकभत्त्या करीता शासन अनुदान १००% देण्यात येत होते. त्यानंतर संदर्भाधीन क्रमांक २ च्या शासन निर्णयानुसार सरपंचांचे मानधन खालीलप्रमाणे सुधारित करण्यात आले आहे.

अ.क्र.	ग्रामपंचायतीची लोकसंख्या निहाय वर्गवारी	मानधनाची दरमहा रक्कम (रुपये)
१	० ते २००० पर्यंत लोकसंख्या असलेल्या ग्रामपंचायती	४००/-
२	२००१ ते ८००० पर्यंत लोकसंख्या असलेल्या ग्रामपंचायती	६००/-
३	८००१ पेक्षा जास्त लोकसंख्या असलेल्या ग्रामपंचायती	८००/-

त्याचप्रमाणे सदस्य प्रति बैठक भत्ता रु.१०/- वरून रु.२५/- असा करण्यात आला. तसेच वरील प्रमाणे सरपंच मानधनाचे शासन अनुदान ७५% व सदस्य बैठक भत्त्याबाबतचे शासन अनुदान १००% देण्यात येत आहे.

जिल्हा परिषद सदस्य, पंचायत समिती
सदस्य व ग्राम पंचायतीच्या सरपंचांना
ओळखपत्र देणेबाबत..

महाराष्ट्र शासन
ग्राम विकास विभाग
शासन निर्णय क्रमांक: झेडपीए-२०१२/८६ रा.मं./प्र. क्र. १७३/पंरा-१
बांधकाम भवन, तळमजला,
२५, मर्झबान पथ, फोर्ट, मुंबई - ४०० ००१
दिनांक : ११ फेब्रुवारी, २०१४

वाचा -

१) शासन निर्णय क्रमांक: झेडपीई १०/प्र क्र १९६/२०००/०५, दिनांक ११ सप्टेंबर, २०००

प्रस्तावना -

राज्यातील जिल्हा परिषदांचे उपाध्यक्ष, विषय समित्यांचे सभापती व पंचायत समित्यांचे सभापती यांना ओळखपत्र देण्याचा निर्णय संदर्भाधिन शासन निर्णय दिनांक ११ सप्टेंबर, २००० अन्वये घेण्यात आला असून सदर ओळखपत्र देण्यासाठी संबंधित विभागीय आयुक्त यांना प्राधिकृत करण्यात आले आहे. आता जिल्हा परिषद व पंचायत समिती सदस्य यांना प्रशिक्षणासाठी जिल्ह्याबाहेर जावे लागणे, कामानिमित्त बाहेर गेल्यावर स्वतःची ओळख पटविताना होणारी अडचण तसेच प्रसंगानुरूप उपयोगी म्हणून ओळखपत्र देण्याची बाब शासनाच्या विचाराधिन होती.

शासन निर्णय-

जिल्हा परिषद सदस्य, पंचायत समिती सदस्य व ग्रामपंचायतीचे सरपंच यांना प्रशिक्षणासाठी जिल्ह्याबाहेर जावे लागते, कामानिमित्त बाहेर गेल्यावर स्वतःची ओळख पटविताना होणारी अडचण तसेच प्रसंगानुरूप उपयोगी पडावे, यासाठी त्यांना खालील अटीच्या अधिन राहून ओळखपत्र देण्यास मान्यता देण्यात येत आहे. सदर विहित नमून्यातील ओळखपत्र देण्यासाठी संबंधित जिल्हा परिषदेचे मुख्य कार्यकारी अधिकारी यांना प्राधिकृत करण्यात येत आहे.

GUIDELINES ISSUED BY MOPR

Sr No	Description
1	GPDP Format
2	Guidelines for preparation of Gram Panchayat level Development Plans
3	Model Guidelines for preparing GPDP
4	Letter regarding utilization of grants based on FFC recommendations
5	Manual for Preparation of Gram Panchayat Development Plan (GPDP)
6	Supplementary Guidelines on GPDP in Fifth Schedule (PESA) Areas.
7	Regarding preparation of participatory Gram Panchayat Development Plans(GPDPs)

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2	Nootan Urmode	9404219489
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5	Nisha Shelaar	9923271315
6	Kirti Thakur	9423511069
7	Vandana Kamble	7218271955
8	Anita Waghmare	9864986814
9	Sharda Parab	9637180218
10	Pragya Kulkarni	9096560580
11	Jyoti Dumbe	9730207486
12	Ranjeeta Meshram	8862070556
13	Manjusha Raut	9371828341
14	Geeta Gaikwad	8976200895
15	Kavita Jagtap	9011789292
16	Neeta Potfode,Sarpanch	7276548655
17	Archana Kolte,Sarpanch	8805787861
18	Mangala Bhoyar	7057225901
19	Dwarka Bhosle	8411978656
20	Sharda Sinalkar	7083777550
21	Supali Shelar	9011269354
22	Nayani Palkar	8007313073
23	Asha Pawar	7798706347
24	Sunita Kumbhar	9823594608
25	Dr. Riya Sangle	9404430026
26	Durga Madavi	9146326978
27	Vaishali Anjeekar	7030367192
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29	Rekha Sable	9605290158
30	Meena Sonare	9403160177
31	Vandana Pachghare	9049948322
32	Madhuri Deskar	8888424219
33	Reema Sukhdev	9096532219
34	Gabgubai Shirsat	9673146736
35	Savita Jogdande	9850809952
36	Madhubala Kamble	7798119436
37	Bhumika Yele	8888340387
38	Rohini Narule	9881222600
39	Anusaya Anjekar	9270985666
40	Sarika Sonare	9096779187
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46	Anusaya Bhalekar	9503200479
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55	Surekha Lawhade	9130144585
56	Archana Kale	9850498599
57	Alka Kamble	7798467158
58	Mankani Jadhav	9767275378
59	Indira Tamgadage	8390223948
60	Nalu Namare	9158682954
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62	Sushma Yesenkar	9545485934
63	Nanda Kotnake	9923739014
64	Aruna Chogule	7058620813
65	Vanmala Patil	9637278788
66	Ujjwala Thora	9503312717
67	Anita Sonaware	8308863838
68	Anjum Shaukat Sheikh	9881083991
69	Rani Vavhad	9552698112
70	Mathura Dasarvar	9881659859
71	Dhripad Raje	9545948915
72	Sharda Sinalkar	7083777550
73	Shalini Raut	9823684185
74	Shaija Vidhare	9730835377
75	Vandana Gurav	9011365000
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80	Pavitra Patil	9420306108
81	Pranali Gavunkar	8856048105
82	Satyabhama Barse	9923398487
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84	Shashikala Sontakke	9657960957
85	Kumud Lajukar	9049756526
86	Kavita Marde	7774886227
87	Durga Madavav	9146326978
88	Kanchan Gurao	8600260760
89	Dipali Hargude	7350266689
90	Vidya.M.Patil	7350889026
91	Vijalaxmi Shingare	9970975754
92	Priyanka Satav	7774930466
93	Sanjeevani Waghmare	8888986244
94	Anita Bhore	7219198018
95	Sunita Jadhavrao	9423066681
96	Shobha Mane	9763834860
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Mahatma Gandhi says –

"Independence must begin at the bottom... it follows, therefore, that every village has to be self – sustained & capable of managing its affairs."

Focus of this study is on core challenges of Elected Women Leaders, who are trying to be capable of managing the affairs of their own Panchayats.

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