

**OUTCOME ASSESSMENT IN THE STATE OF MADHYA
PRADESH**

SUMMARY OF FINDINGS

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ACRONYMS

1. THP- The Hunger Project
2. EWRs- Elected Women Representatives (in Panchayats)
3. PRI- Panchayati Raj Institution
4. MP- Madhya Pradesh
5. HDI- Human Development Index
6. GDI-Gender Development Index
7. EI- Economic Index
8. GI- Gender Index
9. CCI- Composite Capacity Index
10. FAO- Food and Agricultural Organization
11. SC- Scheduled Caste
12. ST- Scheduled Tribe
13. OBC- Other Backward Caste
14. MGREGS- Mahatma Gandhi Rural Employment Guarantee Scheme
15. NRLM- National Rural Livelihood Mission
16. PLI- Personality and Leadership Index
17. WPI- Women's Priority Index
18. PII-Panchayat Interaction Index
19. PSI- Panchayat Skills Index
20. FSI- Family Support Index
21. ROI- Return Of Investment
22. WLW- Women's Leadership Workshop
23. NBW- Need Based Workshop
24. SWEEP- Strengthening Women's Leadership through Electoral Processes

Chapter I: Background: Affirmative action through constitutional amendment

The debate on the form of democracy to be followed in India dates back to Gandhi who, had initially thought of autonomous village republics which would be federated into a national government having authority, and jurisdiction that would be delegated upwards from below¹. Historically, the level of mass participation in governance has been low, with no provision for local governance at the village level. However, prolonged social and economic exclusion led to struggles for better governance that paved the way for the introduction of the Panchayati raj system across the states in the country. This process also led to the 73rd Amendment in 1992, which not only made local self-governance mandatory in rural areas, but most significantly, it reserved 33.3% per cent of seats for women in the three tiers in Panchayat Raj Institutions (PRIs). In 2011, through an Amendment (One hundred and tenth) to the Constitution, the Government of India extended the 33% reservation to 50% reservation in Panchayats. Currently, 15 states in India have 50% seats reserved for women².

More than two decades have elapsed, since the introduction of Panchayati Raj as a mandatory third tier of local governance in rural areas, with legally assured participation of women. Numerous gains have been made by the 73rd amendment that ensured that more than estimated one million Indian women hold public office at grassroots level. Women's' active participation in the political processes has been a powerful way to articulate their rights as citizens. The social impact of this participation process, not only has had tangible advantages in terms of a direct transfer of capacities and initiatives but also has influenced on equal access to education, superior utilization of resources and enforcement of a more accountable, transparent and responsive administration. As Jean Dreze and Amartya Sen write in their book "An Uncertain Glory – India and its contradictions" (2014), mention, "*There are reserved seats for women and disadvantaged communities in Panchayati Raj Institutions (PRIs)*³, and there is some evidence that this assists in adequate delivery of local public goods to disadvantaged groups".

Elected women have increasingly advocated for both financial and political decentralization and asked of their political leaders and policy makers for effective and relevant development plans and policies, which address the basic needs of their communities. Yet, till date there are numerous challenges to true political empowerment of women, especially marginalized women. Women in general, and EWRs in particular, are plagued by traditional and repressive societal structures such as gender discrimination, caste dynamics, low literacy rates, lack of independent resources, control on mobility and violence in private and public spaces. These realities amplify the lack of confidence and self-doubt with which a EWR steps into public office. Hence, they are largely ignored by both civil society and government as partners in development.

Given this background and reality, The Hunger Project seized the opportunity of investing in women who are public office holders, and build their capacities towards effective leaders. The Hunger Project has been working intensively across seven states since 2001 through the five years of the election cycle. THP currently works in Rajasthan, Odisha, Madhya Pradesh, Uttarakhand, Tamil Nadu, Karnataka and Bihar. Out of these 7 working areas, apart from Tamil Nadu, all the states have 50%

¹ Gandhi M.K. (1959): *Hind Swaraj(Indian Self Rule)*, (in Hindi) Navjeevan Publications, Ahmedabad

² <http://www.panchayat.gov.in/state-pr-act>

³ Panchayats are local village councils that form the basic unit of India's administrative structure. It constitutes approximately 5-6 villages, and has a population of 5000-6000.

seats reserved for women within Panchayats. In Madhya Pradesh, one of the states that THP works and that has been receiving sustained funding since 2009 onwards, THP undertook an outcome assessment to holistically gauge the capacities gained by the women through the course of the trainings disseminated. The logic underpinning this study is that the EWRs' leadership qualities, voice, agency, skills to interact with Panchayat stakeholders and to manage their roles and duties will improve due to the trainings, and the other strategies undertaken by THP to equip the EWRs with requisite skills. This will reflect in more benefits they have secured for their constituencies through the implementation of various government schemes.

Chapter II: The Hunger Project in India – Strategy and key activities

The Hunger Project (THP) has been working to empower Elected Women Representatives (EWR) in Panchayats since 2001, across multiple states. The **objective** of The Hunger Project's work in India is:

To empower elected women representatives (EWRs), as key change agents in local institutions of governance (Gram Panchayats) by strengthening their political leadership and participation, with a gender and human rights perspective.

THP's strategy has two broad thrusts – the **first**, involves direct engagement with EWRs with a primary focus on strengthening the capacities and leadership of elected women, and the **other**, concentrates on building the support and engagement of stakeholders, and creating support structures for EWRs. The strategies are implemented through the five year tenure of the EWR, They are outlined as follows:

- A. **Strengthen capacities and leadership of EWRs** so that they can step out as confident, well informed and capable public office holders. Key initiatives include women's leadership workshops, technical knowledge based workshops, in depth long term training programmes, and facilitating the federation building process for EWRs. Other initiatives include multiple inputs to prepare EWRs to conduct campaigns and advocacy on decentralization, rights and entitlements, violence against women, food security, increased reservation in Panchayats and in parliament and during pre-election in Panchayats.
- B. **Build an enabling environment for EWRs** so that they can exercise their leadership in their Panchayats effectively. Facilitate engagement of EWRs with multiple stakeholders like media, local administration, state election commission, legislators and parliamentarians. Build support structures at the Panchayat level by initializing the formation of women's forums and encourage citizen participation in gram sabha's. Forge partnerships with civil society organizations and advocacy forums for a policy friendly environment for women to be effective public office holders and for women to be equal participants in a democracy.

Chapter III: Introduction to the outcome assessment and overview of study

The purpose of the study was to conduct an outcome assessment of the key strategies adopted by THP in building the leadership of the EWRs through the measurement of the enhanced capacities

gained by the women and the key work that is done by them in their constituencies. The study has been conducted in the state of Madhya Pradesh which has been receiving sustained funding over a period of five years – 2010-2015. The last elections were held in 2010, prior to which a SWEEP campaign was conducted in the fifth year of the tenure of EWRs. This document lays down a summary of the key findings. It has been organized in the following chapters:

Chapter IV: Objective of outcome assessment

Chapter V: Situation analysis of Madhya Pradesh

Chapter VI: Methodology

Chapter VII: Summary of findings

Chapter VIII: Conclusion and recommendations

Chapter IV: Objective of the outcome assessment

THP started working on strengthening the leadership capacities of EWRs within Panchayats since 2001. For the most period of the work, qualitative case studies of select EWRs have been used to as means to gauge their achievements without being supplemented by any systematic quantitative analysis of the impact of work of the EWRs, that would deepen the understanding of the program and help envisage a future course of action, both in terms of program as well as improvement on current capacity building initiatives undertaken by THP. The key objective of the outcome assessment is to prove the hypothesis that underpins the work undertaken by THP:

“If elected women representatives in Gram Panchayats are imparted the right skills, knowledge and support, then they become empowered to advocate for, and drive development in their constituencies and ensure social and gender justice for all citizens”

Thus, the logic underpinning this outcome assessment is that EWR’s leadership qualities, voice, and, their effective participation in Panchayat related duties should improve due to the training, constant hand holding, and their engagement with various other strategies provided by THP. And, this should reflect in the benefits they have secured for their constituencies through, the implementation of various government schemes. Thus, the study aims to undertake and capture:

- a. Quantitative assessment of the capacities accrued to the EWRs and the benefits they have been able to secure for their constituents through the implementation of various government schemes**
- b. A return of investment from the programme will be calculated**
- c. Qualitative analysis of the key achievements through case studies and the effectiveness of the current approach adopted by THP**
- d. Finally, the study shall provide insights towards program improvement and future course of action for THP in the state**

Chapter V: Situation analysis of Madhya Pradesh

Madhya Pradesh, has pioneered the implementation of local self-governance after the 73rd and 74th amendments were made to the Indian constitution in 1993. It was the first state to conduct elections to Panchayats after the 73rd Amendment, and currently has 50% seats reserved for women within it. However, a number of challenges stifle elected women to exercise effective leadership such as persistent illiteracy, inhibiting social structures and the lack of any state support in terms of both discharge of duties, as well as capacity building⁴. Located in the heart of India, MP remains a predominantly rural state with 65.1%⁵ of the population being dependent on agriculture and related natural resources for livelihood. In terms of caste break up, OBCs⁶ form 48% of the total population, followed by 21% of ST population and finally 10% SC population⁷. As per the India Human Development Report, released in 2011 60% of the country's poor are concentrated in the states of MP, UP, Bihar and Odisha.

The Human Development Index (HDI) value in 2010⁸, for the state is 0.375 which, is lower than the national average of 0.467, and was ranked the lowest along with the states of Chattisgarh, Orissa, Rajasthan, Uttar Pradesh and Assam. Similarly, the Gender Related Development Index (GDI)⁹ value, for the state was 0.516 compared to 0.590 for India. According to the India Human Development Report 2011, Madhya Pradesh has the most chronically-wasted and under-weight children, with its rating falling well below the national average. The state is geographically divided into 10 key socio-economic zones of : **South eastern tribal zone, Eastern tribal zone, Baghelkhand, Upper Narmada, Vidhya zone, Central Narmada, Bundhelkhand, Gird, Malwa, Western tribal**. The figure below shows the socio-economic zones. The districts where THP, currently works has been labelled as 'T'.

⁴ Women's Experience in New Panchayats: The Emerging Leadership of rural Women, Nirmala Buch 2000, CWDS

⁵ Source: NSSO,2010

⁶ Other Backward Class (OBC) is a collective term used by the Government of India to classify Hindus and non-Hindus which are educationally and socially disadvantaged. Scheduled Castes (SC) also known as 'Shudras' the lowest rung in the caste hierarchy. Scheduled Tribes (ST) are the indigenous tribes (adivasis) who reside in forest areas

⁷ Source: Caste Census 2011

⁸ Source: Madhya Pradesh Economic and Human Development Indicators, UNDP 2011

⁹ Gendering Human Development Indices: Gendering Human Development Indices: Recasting the Gender Development Index and Gender Empowerment Measure for India, Ministry of Women and Child Development, GOI http://undp.org.in/sites/default/files/GDI_and_GEM_Report.pdf

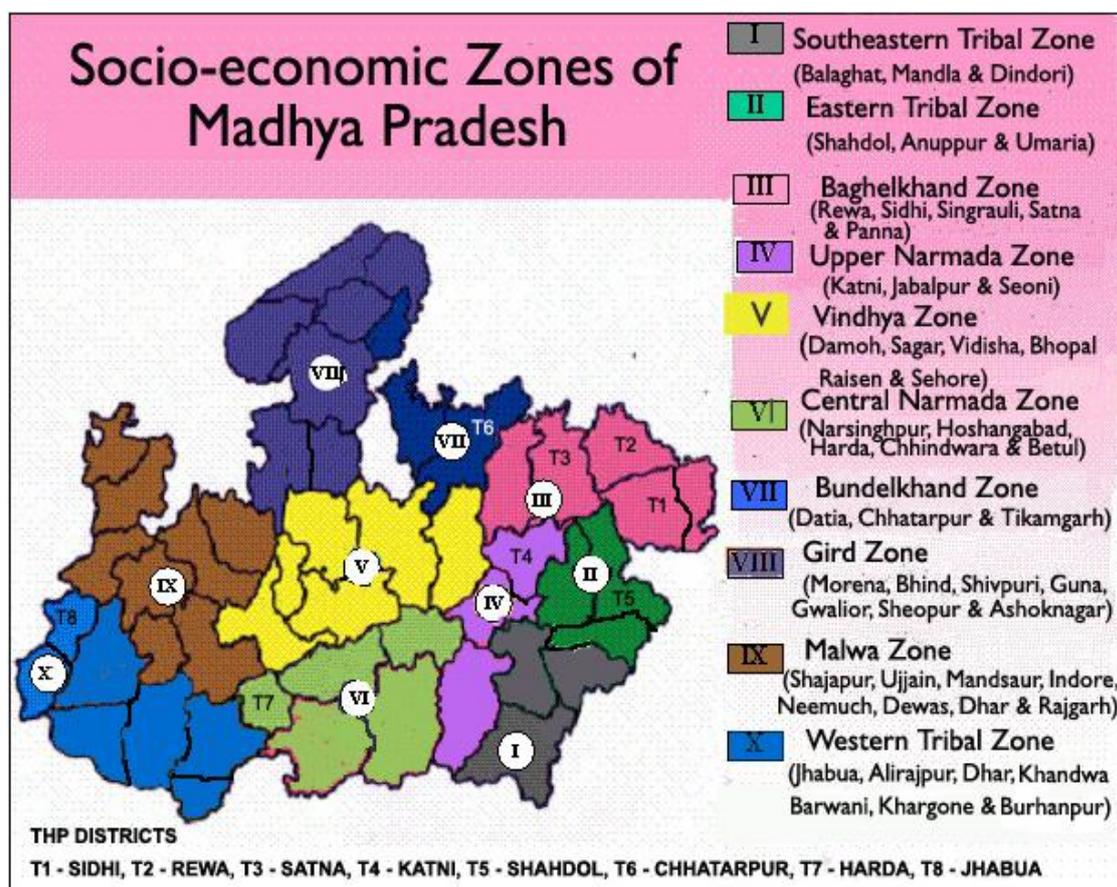


Fig 1: Socio economic zones of Madhya Pradesh

Source: Adapted from the Government of Madhya Pradesh

As part of the study, and in order to understand the situation in the state, a detailed data analysis was conducted of the socio-economic zones mentioned above. An **Economic index (EI)**, and a **Gender Index (GI)** have been calculated by the study, based on certain important indicators for each of the aforementioned zones and compared to the national averages. The data and the indicators have been taken from available government data to analyze the comparative economic and gender characteristics for each of the socio-economic zones. The indices have been developed by first calculating the ratio of values of parameter for a zone to that of the national value and then calculating the average of all the parameter ratios for that zone¹⁰. For calculating the EI, 6 key parameters have been used that includes: *annual per capita income, proportion of irrigation, proportion of good quality houses, proportion having access to electricity, proportion having access to banking and proportion owning computers.*

$$E.I._z = E_{z1}/E_{n1} + E_{z2}/E_{n2} + E_{z3}/E_{n3} + E_{z4}/E_{n4} + E_{z5}/E_{n5} + E_{z6}/E_{n6},$$

Where, E_{zi} is the parameter value for the zone and E_{ni} is the parameter value for India as a whole. Similarly, for calculating the GI key parameters of *sex ratio, percentage of female literacy, proportion of female workers, proportion of households who have to get water from a distant source*¹¹, *prevalence of open defecation and proportion having access to good cooking fuel* were used.

¹⁰ The detailed analysis will be presented in the final report

¹¹ The distant water source, and the access to good cooking fuel have been used as proxy indicators for analyzing the status of gender equity, given that in rural households fetching water and cooking are regular responsibilities for women. Therefore, the larger the distance that they have to travel to get water implies an additional burden on the women. Moreover, the lack of good cooking fuel implies that women are exposed to the vagaries of health condition as a result of using substances like wood as fuel. It also implies that they have to travel distances to fetch the wood.

$$G.I._z = G_{z1}/G_{n1} + G_{z2}/G_{n2} + G_{z3}/G_{n3} + 1/(G_{z4}/G_{n4}) + 1/(G_{z5}/G_{n5}) + G_{z6}/G_{n6},$$

Where G_{zi} is the parameter value for the zone and G_{ni} is the parameter value for India as a whole.

On the basis of the calculations, the EI for the state was found to be 0.82 and while, the GI was 0.812. The EI in the areas dominated by the SCs and STs was found to be unfavorable indicating that the national and the state government have been unable to provide the various services in these areas, thereby, the requirement of a strong PRI in these areas to strengthen delivery of services. The gender situation, has been found to be particularly worse in all zones though in the tribal areas of the state the sex ratio and the work participation rates for women fare better. The participation of the women in the design and implementation of development programmes and especially those that have direct bearing on their lives is minimal given the lack of gender equity.

THP has been working in MP since 2001, in select eight districts across six of the socio-economic zones. The selection of the districts was conditioned by the availability of suitable partner NGOs who had adequate field level expertise and statutory clearances to work with THP, in addition to the socio-economic profile of the State. Within these districts the EWRs were selected from those blocks whose economic and gender characteristics are poorer, in order to fulfil THP's mandate of partnering the most deprived sections of the community. The key characteristics of the blocks from these areas from where EWRs have been selected, has been summarized in the table below.

Table 1: Key characteristics of THP working areas since 2009

Block	Sirmour	Rampur Baghelan	Rampur Naikin	Jaisingh Nagar	Badwara	Badamalhera	Khirkhya	Petlawad	
District	Rewa	Satna	Sidhi	Shahdol	Katni	Chhatarpur	Harda	Jhabua	
Socio-economic Zone	Baghelkhand			Eastern Tribal	Upper Narmada	Bundelkhand	Central Narmada	Western Tribal	
Partner organizations	Anupama Education Society	Gram Samiti	Sudhar	Om Shiksha Samiti	Om Shiksha Samiti	Manav Jeevan Vikas Samiti	Mahila Samiti	Samavesh	Sampark
No. of EWRs	105	132	67	33	43	71	68	61	
No. of Panchayats	21	20	16	5	10	13	21	14	
Avg. No. of EWRs/Panchayat	5	6	4	6	4	5	3	4	
Economic Index (EI) ¹²	0.817	0.905	0.844	0.734	0.702	0.773	0.958	0.777	
Gender Index (GI)	0.711	0.731	0.671	0.712	0.645	0.636	0.860	0.801	

¹² EI and GI have been calculated by the study as explained in the aforementioned paragraph.

Chapter VI: Methodology

6.1 Sample Selection

The socio-economic and gender situation is more or less the same and very poor all over Madhya Pradesh as described in the earlier section. Therefore, the universe of the study is constituted by all the EWRs in the Gram Panchayats in the State. This population can safely be assumed to be a normal distribution. FAO has developed a tried and tested sampling methodology for researching the socio-economic characteristics associated with any development phenomenon¹³. According to this the appropriate simple random sample size for a survey in which the universe population is large enough for it to be possible to assume that it is a normal distribution is determined by three factors -

- a. The estimated prevalence of the variable of interest – which are the EWRs in this case as we are concerned with their performance and this is 0.5.
- b. The desired level of confidence which is 95 percent.
- c. The acceptable margin of error which is 5 percent.

Then, the simple random sample size can be calculated according to the following formula -

$n = t^2 \times p(1-p)/m^2$, where

n = required sample size

t = confidence level at 95% (standard value of 1.96 for a normal distribution)

p = prevalence of EWRs which is 0.5

m = margin of error which is 0.05

Thus, for the present study $n = 1.96^2 \times 0.5(1- 0.5)/0.05^2$

or $n = 384$

The intervention was designed with a stratified sample to adequately represent the Scheduled Castes and Scheduled Tribes and diversity of locations in the selection of the EWRs to be trained and so the sample is not a simple random sample for which the above formula has been developed. To correct for this difference in design, the sample size is multiplied by the design effect D which is generally assumed to be 1.5 for such interventions.

Thus, the corrected sample size is $n \times D = 576$.

The final sample that was selected for the purpose of the outcome assessment from the 1004 EWRs upon whom baseline was administered was **580** from across 120 GPs. These were women who had regularly been engaged with THP through its training programs, and other strategies.

6.2 Survey Methodology

A baseline survey questionnaire¹⁴ was administered at the beginning of the electoral cycle in 2010 upon all the newly elected EWRs, to get information regarding their socio-economic and household characteristics, political experience, their knowledge of the functioning of PRIs and their gender situation. Then total sample of the EWRs upon whom the baseline was administered was 1004. The questionnaire was developed in consultation with the partners and finalised after field

¹³ Source: FAO Statistical Development Series, 1990

¹⁴ The baseline and outcome assessment questionnaires have been attached in Annexure 1 and 2, respectively.

testing. An outcome assessment was done in 2014 that is the fifth and final year of the election phase. There are two different sets of questions in the outcome assessment survey questionnaire.

- **One set is for evaluating those aspects regarding which the EWRs have been imparted training by THP to build up their capacity.** These aspects are their own voice, agency and leadership qualities, the support they receive from their family, their interaction with Panchayat staff and members, their skills in conducting the various activities of the Panchayat and their role in ensuring and enhancing women's access to social security schemes and other entitlements in Panchayats. These we will call the capacity aspects.
- **The second set of questions of the questionnaire, records the various benefits that the EWRs have been able to secure in their Panchayats from various government schemes.** This survey questionnaire was also designed in consultation with the partners and field tested before being finalised and it is given in the Annexure.

The performance of the THP trained EWRs was compared to a randomly chosen control group of EWRs from the same blocks in which the THP partners are working but who had not received training and any other support from THP . The control group was selected on the basis of those who have been active members in their Panchayat i.e. have attended 75% of the Panchayat executive meetings. The average proportion of active members was found to be slightly less than 40%, the prevalence value p would be 40 percent of the total EWRs who are themselves 50 percent of the total elected representatives or $p = 0.4 \times 0.5 = 0.2$. Moreover, since these control EWRs are being selected from the blocks which have already been chosen as part of the earlier stratified sampling for the THP trained EWRs, they can be chosen as a simple random sample from these blocks and so the design factor will not apply. Thus, applying the formula for the size of a simple random sample used earlier the number comes to -

$$n = 1.96^2 \times 0.2(1 - 0.2)/0.05^2 = 246.$$

So a total of **250** control EWRs were selected randomly for the purpose of the study.

6.3 Data collection

The rationale of the survey, its structure and the relevance of the questions was explained to the enumerators in the training so that they understood thoroughly the whole research procedure. The filled in survey forms were checked in real time to ensure consistency and correctness of the data. In case there were inconsistencies the enumerators were asked to resurvey immediately.

6.4 Estimation of the Capacities of the EWRs

For the purpose of the estimation of the capacities a multi-dimensional index has been designed from individual capacity indices in the five domains of:

1. ***Personality and Leadership Qualities Index (PLI), that measures the confidence that EWRs evince in terms of mobility within the larger social and public sphere***
2. ***Family Support Index (FLI) that measures the household status and the support garnered by the EWRs from their household members***

3. ***Interaction with Panchayat Staff and other Elected Panchayat Representatives Index (PII) that measures the effective communication that the EWR forges with local bureaucracy and officials to get work done***
4. ***Skills and knowledge possessed in working efficiently according to the various rules of the Panchayat and Government Schemes measured by the Panchayat Skills Index (PSI)***
5. ***Women's Priority Index (WPI) that measures how well the EWRs are able to prioritize issues related to women's wellbeing in Panchayats through their voice and political agency***

For purposes of ease of data entry the options given as pre-framed answers to the questions have been coded numerically with a provision for the respondent to give an answer from outside these pre-framed one to be listed as an 'other' answer. In most cases the best answer has the code 1, the next best, and the code 2 and so on. After this the average of the answer codes for the set of questions asked for a parameter has been calculated. To make the index value range from 0 to 1 with 0 being the lowest, as is the normal practice in the construction of such indices, the average has been inverted to give the index for that parameter. Thus, the best value for the index is 1 and for lesser performance it decreases with the least possible value being 0. Thus, the indices are numerically like those used for calculating human development which too have the range of 0 to 1.

The **Composite Capacity Index (CCI)** has been constructed from these separate parameter indices by averaging their values. Since the different parameters have different influence on the overall performance of the EWRs, there is a need to find the appropriate values of the weights to be assigned to the different constituting parameter indices in the estimation of the CCI. The total benefits ensured for their constituencies by the EWRs can be measured by the number of households benefited and the total amount of funds disbursed under various schemes. The funds disbursed are affected by many structural factors which are not really in the control of the EWRs as has been detailed in the review of literature on the status of Panchayati Raj and devolution done earlier. Since there is no Government data on these factors at the district level for Madhya Pradesh it is not possible to control for these factors without undertaking a more detailed, expensive and time consuming primary survey of these factors which is beyond the scope of this assessment.

However, the number of households benefited is a better indicator of the benefits ensured by the EWRs as it is influenced by a lesser number of factors which are more in the control of the EWRs. Therefore, the number of households benefited was taken as the indicator of implementation performance of the EWRs for estimating the weights to be applied to the indices for the calculation of the CCI. A standard statistical procedure for establishing the relationship between causative factors and their impact indicator is regression analysis. This tries to find out whether the causative factors called independent variables have a statistically significant relationship with the impact indicator which is called the dependent variable. The relationship between the dependent and independent variables which is called the regression model can be represented as follows -

$$Y = C + A_1X_1 + A_2X_2 + A_3X_3 + \dots + A_nX_n, \text{ where}$$

Y is the impact indicator, X_1, X_2, \dots, X_n are the causative factors, C is a constant and A_1, A_2, \dots, A_n are the coefficients of the causative factors which determine the relationship and establish whether it is statistically significant or not.

This analysis also estimates to what extent the regression model explains the data or how good it is as an estimation of the relationship between the causative factors and the impact indicator

through the calculation of a coefficient of determination r . The coefficients A_1, A_2, \dots, A_n of the regression analysis have been taken as the weights for calculating the CCI. In this way each and every EWR's capacities have been evaluated in the form of an index value which has then been compared to determine who the EWRs with better capacities are.

6.5 Qualitative Assessment

The qualitative assessment includes in depth cases studies of the EWRs who have performed exceptionally well in the assessment and Focus Group discussions carried out with partners.

6.6 Estimation of Return on Investment

Finally, an estimate has been made of how much incremental economic benefit the EWRs have provided to their constituents as a result of their training. For this a regression analysis has first been done to determine to what extent the incremental amount disbursed by the THP EWRs as compared to the control EWRs can be attributed to the capacities of the EWRs. The Composite Capacity Index is the independent variable and the total amount disbursed by the EWRs is the dependent variable for this regression model. The coefficient of determination of this regression model is an estimate of the extent to which the efforts of the EWRs have led to an increased disbursement in their Panchayats and so it can be safely said that this is the proportion that they must have at the least contributed if not more. The proportion of the incremental amount disbursed due to the efforts of the THP trained EWRs as compared to the control EWRs who haven't been trained can thus be estimated by the following formula -

$$IA = [(mgA_{THP} - mgA_{CON}) * N_p + (nrA_{THP} + ssA_{THP} + hsA_{THP} - nrA_{CON} - ssA_{CON} - hsA_{CON}) * N_{EWR}] * r \text{ where,}$$

IA is the incremental amount disbursed that can be attributed to the training received by the THP EWRs

mgA_{THP} is the average MGNREGS¹⁵ amount disbursed by the THP trained EWRs

mgA_{CON} is the average MGNREGS amount disbursed by the Control EWRs

nrA_{THP} is the average NRLM¹⁶ amount disbursed THP trained EWRs

nrA_{CON} is the average NRLM amount disbursed by the Control EWRs

ssA_{THP} is the average Social Schemes¹⁷ amount disbursed THP trained EWRs

ssA_{CON} is the average Social Schemes amount disbursed by the Control EWRs

hsA_{THP} is the average Housing Schemes amount disbursed THP trained EWRs

hsA_{CON} is the average Housing Schemes amount disbursed by the Control EWRs

N_p is the number of THP Panchayats

N_{EWR} is the number of THP trained EWRs

r is the coefficient of determination obtained from the regression analysis.

This incremental accrual of benefits has been compared to the total investment made by THP over five years to arrive at an estimate of the minimum level of Return on Investment (RoI) for the intervention. The EWRs have also spent considerable time in attending trainings, meetings and events

¹⁵ MGNREGS is the Mahatma Gandhi Rural Employment Guarantee Scheme, a Centrally Sponsored poverty alleviation scheme that is implemented by the National government, where every rural members who is Below the Poverty line and has a job card and demand for work are guaranteed 100 days of labor.

¹⁶ NRLM is the National Rural Livelihood Mission a poverty alleviation scheme, that fosters self-employment through Self-help groups

¹⁷ Social schemes are social security benefits such as old age pension, widow pension, disability pension etc

organised by THP and this has meant that they have had to forego unpaid but very necessary domestic work and paid livelihood work. They have done this because they have felt, as will become clear from the summary of case studies, that the THP training has helped them immensely in performing their duties as EWRs and also improve their standing within the family and society. This contribution of their time by the EWRs has also been monetised as this too is an outcome of the quality of THP intervention. The EWRs also contribute considerable time for performing their duties. However, it is difficult to rigorously estimate this time and how much of it is as a result of the training imparted by THP and so more than that contributed by the control EWRs. Therefore this has been left out of the estimation of ROI.

Chapter VII: Summary of findings

This section provides the key results and findings of the outcome assessment:

1. Relationship between the Capacity indices and the Number of households benefited
2. Comparative results of capacity indices and the work done by the THP trained EWRs with the control group
3. Return of Investment

The detailed analysis is provided below.

7.1 Relationship between the Capacity indices and the Number of households benefited

The relationship between the capacity indices and the number of households benefitted from the work done by the EWRs has been calculated using regression analysis. The results are given below:

Table 2: Result of Regression Analysis between Capacity Indices and Households Benefited

	Coefficient	Std. Error	t value	Pr(> t)
(Intercept)	-1927.0	444.9	-4.332	1.79e-05***
PLI	855.5	247.9	3.451	0.000607***
FSI	1091.3	303.0	3.601	0.000348***
PII	1426.3	552.8	2.580	0.010164*
PSI	1005.1	300.0	3.350	0.000869***
WPI	756.0	340.1	2.223	0.026670*

Significance codes: '***' 0.001 '**' 0.01, '*' 0.05, **Coefficient of Determination: 0.2368**

As can be seen above all the capacity indices have a statistically significant influence on the number of households benefited from the work done by the EWRs in the respective constituencies. The regression model has an explanatory power of about 23.7 per cent as evidenced by the value of the coefficient of determination.¹⁸ The regression coefficient for each index has been further divided by 1000 and used as the weight of that index for calculating the CCI for each EWR by equating it to the weighted average by dividing by the sum of the weights as follows -

$$CCI = (P.L.I*0.856 + F.S.I*1.091 + P.I.I*1.426 + P.S.I*1.005+ W.P.I*0.756)/5.134$$

- **Analysis of results:**

As can be seen above that the Panchayat Interaction Index (PII) has the highest influence on number of households benefited, among the five indices developed. The PII which measures how adept EWRs are with regard to their interaction, communication and relationship with various other Panchayat staff and members, in their constituencies This, holds true, given that for services to be implemented and provisioned EWRs need to be able to communicate with confidence and be supported by various authorities and line departments. Further, this is also validated from the

¹⁸ The combined contribution of the EWRs' capacity building to the securing of benefits by them being 23.7 per cent since there are other important factors influencing the number of beneficiaries logged by the Panchayat. This is due to the fact that implementation of schemes to provide benefits to the constituency involves many other stake holders apart from the EWRs, like the Gram Sabha, male elected representatives, Panchayat officials, higher level officials and politicians and many other situational factors which have not been measured in the survey and so are not part of the regression model

underlying training methodology, which emphasises on the need to work as a collective, to improve service provisioning.

The Family Support Index (FSI), that measures the support garnered by the EWRs from their own families, as can be gauged from Table 2, closely follows the PII in terms of influencing the households benefited by the various services provided by the EWRs. Family support, forms the bulwark in the creation of an enabling environment, which allows the EWRs to function effectively. Support, implies both the sharing of household burdens, as well as, rendering women the freedom to be mobile, thus unshackling them. Women, especially in rural areas, have the responsibility of chores that are not only are vital to running a household, but are also time consuming like fetching water, cooking, and most importantly, taking care of their children. Without the support of the family, the EWRs' pursuit of goals becomes inhibited.

The Panchayat Skills Index (PSI), as can be seen from Table 2, has the third highest significant relationship, pointing to the fact that unless the EWRs have the right knowledge about services, processes and their roles in the Panchayats, performance, in this case the people who benefit, remains lop sided.

Finally, it is interesting to note that the Personality and Leadership Index (PLI) and Women's Priority Index (WPI) have the lowest significant relationship to the performance of the EWRs. One of the key strategies, as employed by THP, is to strengthen the capacities of the women to work so that they can exercise effective leadership in their constituencies. However, this does not work in isolation. Therefore, despite having achieved empowerment or the desire to prioritise women related issues, or the knowledge, unless they have a strong support structure like the cooperation of government officials or their own families and are able to place the issues of the community at the forefront, the exercise of leadership remains incomplete. This also stems from the fact that traditionally women's roles has been restricted to the domestic sphere, therefore despite gaining personal agency, they are required to fight the patriarchal structures that manifest through family pressure or unsupportive authority figures in the government.

7.2 Comparative results of capacity indices of THP trained EWRs with control group

THP's approach to empowering EWRs is built within the context of UN's (2001)¹⁹ definition of empowerment which incorporates five key components of,

“women's sense of self- worth, their right to have and determine choices, their right to access opportunities and resources, their right to have the power to control their lives and their ability to influence change”

This approach is rooted in the two key strategies of: **Strengthening the leadership capacities and creating enabling environment through facilitation of support structures for the EWRs**. As a matter of fact, one of the foremost and conclusive studies commissioned by the Ministry of Panchayati Raj (MoPR) in 2008, under the guidance of Nirja Gopal Jayal, concluded, '*training and capacity building*', as one of the pertinent drivers of performance in the PRIs, followed by the EWR's individual empowerment level, willingness to work for the Panchayat and education level in that order. The task

¹⁹ Source: <http://www.un.org/womenwatch/daw/csw/empower/documents/Strandberg-EP6.pdf>

force further, pointed out that for the decentralization process in governance to be successful, capacity building is extremely important given the lack of knowledge and expertise among elected representatives at the PRI level. The study, also pointed out that training transcended the mere provisioning of technical information and involved the holistic process of understanding the self and developing a voice to advocate for an engendered development agenda.

The assessment aims to gauge the following capacities of the EWRs through a Composite Capacity Index:

1. Personality and Leadership Qualities
2. Family Support Garnered
3. Panchayat Interaction
4. Panchayat Skills
5. Prioritising Women’s Issues

The following table summarizes the comparative results of the capacities between the THP trained EWRs in Madhya Pradesh with the control group is summarized below:

Table 3: Comparative results of capacities

State	EWR Type	Capacity Indices					
		Composite Capacity Index (CCI)	Personality and Leadership Index	Women’s Priority Index	Panchayat Interaction Index	Family Support Index	Panchayat Skill Index
Madhya Pradesh	THP	0.757	0.847	0.837	0.810	0.689	0.618
	Control	0.376	0.387	0.326	0.570	0.344	0.316
	THP/Control (%)	201	219	257	142	200	196

a. Analysis of results²⁰:

Composite Capacity Index (CCI)

The CCI a multi-dimensional index, has been developed to gauge the level of political empowerment, and agency that the EWRs have gained, through the trainings disseminated by THP. The CCI, is the key underpinning of the assessment. As can be seen from the table above, the overall CCI for the THP trained EWRs is significantly higher (201%) than the control group. This, essentially implies that the training provided by THP, has been a crucial input to the EWRs, in increasing their capacities in the important domains of their life. What is important to note herein, is the fact that CCI gauges not just the “power from within”, but how that power translates to their increased capacity towards “power over “archaic social conventions, and “power to” creating new possibilities.

²⁰ The detailed district wise comparison results have been attached in Annexure 3. The individual district wise analysis will be provided in the final report

Personality and Leadership Index (PLI)

Individually, the PLI has the highest ranking of 0.847 among all other indices. This is particularly interesting, given that THP's strategy hinges on strengthening the leadership abilities and capacities of the EWRs. The foundational training that is provided to the EWRs in the form of Women's Leadership Workshop (WLW)²¹, which enable and equip EWRs when they assume office to analyze situations from a gender and human rights perspective, and articulate their aspirations into vision for themselves and their communities, addressing development, social and gender justice issues. Empirical evidence shows that gender is not the only line along which disempowerment occurs, but is enmeshed with various other social and cultural factors, which inhibit a woman to exercise her agency as an individual. A high PLI reflects that the EWRs have been able to expand their ability to negotiate these factors, exercise greater autonomy, and become impactful leaders. Given that for most women, working as a Panchayat representative is a new found area and not traditionally accessed by them, the training methodology that is designed by THP is to ensure that they are able to develop a sense of self-esteem and dignity. The PLI ranking evinces that the EWRs have developed the belief and confidence that is required to demonstrate leadership. For example, Durji Bai EWR from Phutwari Panchayat in Chattarpur district, despite being a Dalit laborer dependent on the upper castes, developed the courage through engagement with THP's SWEEP campaign²² to challenge them, and contest against them. Her increased confidence is also reflected through the fact that she fought against the Thakurs (dominant caste) who would not let her unfurl the national flag on the Republic and Independence days. She along with the Dalit Sarpanch took up cudgels to fight for their rights.

Women's Priority Index (WPI)

The WPI Index closely follows the PLI, forming the second highest ranked capacity Index for the THP trained EWRs, with a ranking of 0.837. WPI measures the degree to which EWRs prioritise issues important for women in the community, like reproductive health, malnutrition, education, livelihood for women and violence against women. In terms of the difference between the THP trained EWRs and the control group, this ranking has been inverted with the WPI reporting the highest difference (257%) followed by the PII (219%). As a matter of fact when compared to the baseline findings the high WPI has particular relevance given that more than 50% of the respondents had noted that they were keen on taking up women centric issues like education, child marriage and violence. The areas where the study has been conducted reports a low Gender Index (calculate by the study as evidenced in Table 2), where women are relegated to the fringes of the society and their voices remain unheard. The gender inequity can also be seen from the violence that is perpetrated against women in MP²³. The state reports one of the highest rates of domestic violence and dowry deaths. The GDI puts MP lower than some of the sub-Saharan countries. Therefore, given this context, THP's training methodology is of key significance. Through the strategies such as the WLWs, the newly EWRs are oriented to this very perpetuation of patriarchy. Concepts such as rights, social citizenship are unpacked and they are trained to apply their lived experiences to work within the Panchayat. The high WPI, in here, reflects that the EWRs who work within, oppressive structures, manage to rise above them and initiate transformative change. If empowerment, is seen as the capacity of persons to make purposeful choices, then the high ranking of WPI is a manifestation of the power within which

²¹ These are three day residential workshops which are undertaken with the newly elected EWRs and are held in the first year of the election cycle.

²² SWEEP campaign is one of THP's key strategies that is undertaken in the fifth and final year of the election cycle to increase women's participation in the Panchayat electoral process.

²³ http://www.ideasforindia.in/article.aspx?article_id=105

is translated into the EWRs as confident leaders who take up issues that are difficult, but intrinsic to the locale. Further, it reflects that the trainings disseminated by THP have fostered among the EWRs, the need to bring about gender responsive change in their constituency. As can be seen from Table 3, the WPI for the control group has one of the lower ranks of 0.326, which reflects that without training, for women to prioritize such issues, which are difficult and challenging, remains stifled. Through the fostering of Sajha Manches²⁴, THP has created a common platform where elected and non-elected women come together, to discuss freely, the issues afflicting them. These forums have weaved in women and their problems at the center of the Panchayat discourse. Kalavati, an EWR from Bokna Panchayat, in the Chattarpur, put the issue of rampant alcoholism and sale of illicit liquor in the villages in her Panchayat, as central to her endeavour as the leader. She got a resolution from the District collector to close down illegal liquor shops. The Sarpanch of Mahudipada Panchayat in Jhabua district, Rajudibehan, has taken up the onerous task of eliminating violence against women. This is a serious problem among the Bhil tribal of Jhabua wherein earlier the women would quietly suffer the violence. However, Rajudibehan learnt in a workshop conducted by THP that violence against women was a criminal offence and the perpetrator could be booked as an offender under the provisions of the Domestic Violence Act. THP through its training has armed the EWRs with resources so they become change agents in the community, and provide voice to the voiceless, rather than being mere inert recipients of the trainings.

Panchayat Interaction Index (PII)

As seen in the previous section, that PII has the highest influence on the ensuring key entitlements for the community. One of the key indicators in calculating the PII is the relationship formed with other EWRs. Studies have suggested that women's collective action can transform the society and reach for better outcomes²⁵. Collective action paves the way to effective communication with various governing bodies as well as works as an important strategy to gauge the progress. Thus, THP's core strategy of forming federations of EWRs is of particular relevance to the result. As Behar and Aiyer, have pointed out in a study, that an important aspect to women's participation in Panchayati raj has been the formation of numerous associations of EWRs which act as strong lobbies to increase and strengthen the governing unit²⁶. The EWR federations facilitated by THP in Madhya Pradesh, formed in the second year of the election term has managed to bring the EWRs on a common platform and establish a collective identity. They have helped EWRs provide each other, normally isolated in their homes and communities, with a network and critical mass with which to ideate and elicit emotional support. These collectives have developed linkages with the local parties and bureaucracy to advocate for issues. Further, one of the key issues in women's agency that is gender based violence has been taken up strongly by the federation. Crimes against women and domestic violence are both rampant in the State and so the federation has continually raised this issue at the level of the Government and consequently the EWRs have felt more secure in approaching the police and also raising the issue in the Gram Sabha²⁷.

The table above shows that the Panchayat Interaction Index has the third highest ranking (0.810). This is particularly essential given that for the EWRs to work efficiently the relationship that

²⁴ Sajha Manches are forums of EWRs and non-elected women in the villages that are fostered by THP.

²⁵ "Agency and Empowerment: A review of concepts, indicators and empirical evidence", Emma Samman and Maria Emma Santos, 2009

²⁶ "Networks of Panchayat women", Amitabh Behar and Yamini Aiyar, Economic and Political Weekly, 2003

²⁷ To ensure the accountability and answerability of the Gram Panchayat to its citizens, they are required to organize village level assemblies that are called Gram Sabha. Gram Sabhas are held several times each year depending on State Acts. People put forth their concerns before the Gram Sabha, which are then either passed on to specific government departments or are addressed directly by the Gram Panchayat

they develop with the stakeholders becomes a pivot to influencing change. As can be seen from the case of an EWR, Munni Bai Saket, an illiterate Sarpanch from Maronha Panchayat in Satna (one of the most backward districts in terms of both economic and gender index) initially faced a lot of difficulty including a motion of no-confidence brought against her by the upper caste members in collusion with the Panchayat Secretary who was very corrupt. However, with the help of other EWRs and the federation of members she was able to counter these adversaries and also learnt the rules and regulations of Panchayat functioning. As can be seen from the table above that for the control group PII is the highest ranked index of 0.570. This can be attributed to the fact that in MP there are numerous NGOs and grassroots organizations that undertake various forms of capacity building trainings. However, it is ranked lower than the THP trained EWRs given that they are not continuous efforts, rather limited to individual workshops. THP's training methodology incorporates the constant field monitoring and hand holding through partner organizations to help the EWRs deal with every day obstacles.

Family Support Index (FSI)

Empirical evidence suggests, that empowerment does not happen in vacuum, but needs to be enmeshed within the micro- social and cultural units, like the family. While in the earlier section family support index has had a significant impact on the accrual of benefits to the households and its coefficient in the regression model had the second highest value but, in analysing the capacities of the EWRs, it has the second lowest value (0.689). This can be attributed to the entrenched patriarchal culture that rules the areas where the study was conducted. During the survey while 90% of the EWRs reported that family members do take on other domestic responsibilities, only 50 percent reported that the family members take care of the children when they go to meetings. In terms of domestic responsibility this represents a change from the baseline where more than 85% of the women were overburdened with various domestic chores and 68.9% of the women had said that household responsibilities accounted for the biggest obstacles in the development of effective leaders. However, interestingly, the THP trained EWRs have scored 200% more than the control group, the third highest comparative score among all the indices. This establishes a previously made argument that empowered women can negotiate with their environment and bring about change.

Panchayat Skill Index (PSI)

Finally, while the PSI has the third highest statistically significant relationship, it has the lowest ranking here (0.618). This can be attributed to the fact that the State government has not devolved any powers substantially to the Panchayats and neither runs any skills based initiative to run the PRIs. However, it is interesting to note that the Panchayat skills of the EWRs have significantly improved since the baseline which was 0.32 and has become 0.618 at the end of the five years²⁸. Through various capacity building initiatives like the Need based workshops, that seeks to impart technical information to the EWRs, on running Panchayats, the skills have been sharpened, but it points to the need to have more such trainings. The need to have more technical trainings is necessary given that even among the control group, PSI has the lowest score of 0.316. Despite THP trained EWRs scoring 196% more than the control group in the PSI, it points to the need for having more NBWs that take place as a regular activity.

²⁸ A detailed comparative analysis of the baseline with the endline will be provided in the final report.

7.3 Comparative results of work done by THP trained EWRs with control group

A key aspect of the transformative leadership, evinced by the EWRs can be seen in the manner in which they use the newfound political space to prioritize the entitlements accrued to the community.

Table 4: Cumulative Households Benefited and Amounts Disbursed by EWRs 2010-14²⁹

District	EWR Type	Implementation Performance					
		House-holds Benefited	Total Amount Disbursed (Rs Lakhs)	MGNREGS Disbursement (Rs Lakhs)	NRLM Disbursement (Rs Lakhs)	Social Schemes Disbursement (Rs Lakhs)	Housing, Water Supply and Sanitation Schemes Disbursement (Rs Lakhs)
Madhya Pradesh	THP	2107	111.772	96.917	0.844	5.018	8.995
	Control	998	47.975	41.860	0.367	2.781	2.968
	THP/Control (%)	211	233	232	230	180	303

Analysis of results³⁰:

Through the table above one can conclude that the EWRs have performed better in all the aspects especially: the amount disbursed and the households benefitted. This goes on to prove Niraja Gopal Jayal's claim in her analysis of the 2008 survey commissioned by the Ministry of Panchayati Raj, "while reservation provides the opportunity for entering the PRIs, it is no determinant of performance....the core remains training and handholding". As can be seen from the table above that there is a significantly large difference between the performance of the THP trained and control EWRs, with the former having disbursed 233 percent more than the latter and this difference is statistically significant as per the Paired T test. The biggest difference between the THP trained and control EWRs can be seen in the implementation of the housing, water supply and sanitation schemes which is a serious issue for women in the Panchayats. This again flows from the results of the baseline survey where the 60%, 44% and 53% of EWRs had prioritised water, housing and sanitation respectively as key issues that they would like to take up.

The key to THP's trainings is the fact that empowered EWRs will be able to access more development within their constituencies especially for the marginalized. For Munnibhai Saket for example open defecation in the Panchayat was causing health problems and difficulty for women in so far as they had to go very far from their homes into the nearby forest to be able to defecate in privacy. She took up the construction of toilets on a war footing and lobbied with the administration

²⁹ In the case of the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), generally the value of all the works that have been sanctioned over the past five years in a Panchayat have been entered for all the EWRs in the Panchayat because sanctioning of these schemes and their implementation is a collaborative effort in which all the members of that Panchayat have to take part. For the National Rural Livelihood Mission (NRLM) schemes, the EWRs have responded individually with the number of beneficiaries and the amounts disbursed because this requires individual effort on the part of the EWRs. For calculating the amounts disbursed under various social schemes for which the EWRs only gave the number of beneficiaries they had helped to get the benefits of these schemes, the officially notified monetary benefits of these schemes have been used to estimate the total funds disbursed over five years. For calculating the amounts disbursed under various social schemes for which the EWRs only gave the number of beneficiaries they had helped to get the benefits of these schemes, the officially notified monetary benefits of these schemes have been used to estimate the total funds disbursed over five years.

³⁰ The detailed district wise comparative results has been attached in Annexure 4. The analysis for the same will be done in the final report

for funds for this. During her term she got as many as 350 toilets constructed and eliminated the practice of open defecation. She also got 20 hand pumps installed to solve the problem of potable drinking water supply. The enterprising Shashi Singh similarly used the funds under MGNREGS to revive forest cover. She mobilised the women and men in her Panchayat to apply for work under the MGNREGS and worked with the Panchayat Secretary to draw up plantation proposals and later lobbied with the Block level officials to get the work sanctioned. Through Jagriti³¹ EWRs were trained on the key aspects of MGNREGS, health and sanitation. Jagriti imbibed in the EWRs the need to regularly monitor key schemes and programs and ensuring the delivery of the services to the rural poor. A key aspect for the improved performance of the EWRs can be attributed to the Need based workshops that aim to impart technical information to the EWRs on the various schemes and programs. The overarching vision of The Hunger Project is to reduce poverty and hunger which has been the focus of the work done by the EWRs. The federation has linked key issues of food security with livelihood and social security thus rendering a broader definition of it. It is important to note that securing such benefit would not be possible unless the EWRs had developed enhanced capacity to interact with officials and worked as a collective to ensure proper implementation of resources.

7.3 Return on Investment (ROI)

Finally, an estimate has been made of how much incremental economic benefit the EWRs have provided to their constituents as a result of their training. ROI has come to become a powerful tool for performance measurement and program evaluation are key to ensure accountability and transparency of public services For this a regression analysis has first been done to determine to what extent the amount disbursed is dependent on the capacities of the EWRs. The Composite Capacity Index is the independent variable and the total amount disbursed by the EWRs is the dependent variable for this regression model. The regression results are shown in the table below.

Table 5: Regression between Total Amount Disbursed and CCI of EWRs

	Coefficient	Std. Error	t value	Pr(> t)
(Intercept)	-85.16	20.01	-4.256	2.48 e-05 ***
Composite Capacity Index	242.18	26.13	9.266	<2.0 e-16 ***

Signif. codes: '***' 0.001, **Coefficient of Determination: 0.1446**

The regression analysis reveals that the Composite Capacity Index has a significant influence in the determination of the total amount disbursed but as is evident from the value of the coefficient of determination with an explanatory value of 14.46 per cent. Their capacities have been enhanced as compared to the control EWRs by the training they have undergone from THP. We can therefore estimate the proportion of the incremental amount disbursed due to the efforts of the THP trained EWRs as compared to the control EWRs who have not been trained, by the formula that was derived earlier in the methodology section -

$$IA = [(mgA_{THP} - mgA_{CON}) * N_p + (nrA_{THP} + ssA_{THP} + hsA_{THP} - nrA_{CON} - ssA_{CON} - hsA_{THP}) * N_{EWR}] * r$$

Therefore,

$$IA = [(96.917 - 41.860) * 120 + (0.844 + 5.018 + 8.995 - 0.367 - 2.781 - 2.968) * 580] * 0.1446$$

= Rs 1688.44 Lakhs

³¹Jagriti is the EWR federation in Madhya Pradesh

Thus, at least Rs 16.88 Crores out of a total incremental disbursement in THP Panchayats as compared to control Panchayats of Rs 116.77 Crores over the five year period from 2010 to 2014 can be attributed to the training provided by THP to the EWRs³². The total budget expended by THP over the five year period from 2010-14 is Rs 3.96 crores. Consequently the minimum return on the investment (RoI) made by THP is –

Table 6: Return on Investment of THP Project in Madhya Pradesh 2010-2014

Total Incremental Disbursement in THP Panchayats (Rs Crores)	Contribution by EWRs due to enhanced capacity from training by THP (Rs Crores)	Investment by THP in Madhya Pradesh for capacity building of EWRs (Rs Crores)	Minimum Return on Investment (RoI) (%)
116.77	16.88	3.96	326

$$\text{RoI} = 100 * (\text{Contribution by EWRs} - \text{Investment by THP}) / \text{Investment by THP}$$

$$= 100 * (16.88 - 3.96) / 3.96 = 326 \%$$

³² It must be remembered, however, that the economic value of the better implementation of many social schemes due to their monitoring by the EWRs has not been counted in this analysis due to the complexities involved in its estimation which are beyond the scope of this evaluation exercise and so the actual returns on investment are much higher

Chapter VIII: Conclusion, Key learnings and recommendations

This chapter lays down the conclusion from the summary of findings, the key learnings from the findings and the recommendations towards program enrichment.

8.1 Conclusion

As can be seen from the above summary, **one of the key contributions** of the study is the **development of the CCI**, a multi-dimensional index that measures the key capacities of the EWRs. The unique index brings together five key domains, which affect gender power, and women's empowerment, of measuring political empowerment evinced by Panchayat women leaders – leadership, family, prioritizing work on gender and social justice, Panchayat interactions and skills. Using a **gender analytic lens** the assessment captures the large scale results of women's empowerment processes that build collective power and deeper change, including accounts of success as well as challenges and backlash. Therefore, the study serves a radical departure, from existing frameworks that, seek to only measure the formal domains affecting women's empowerment, like the access to resources, laws and policies.

The assessment has defined the performance of the EWRs as the “number of households benefitted”, from the various services, and schemes provisioned by the women leaders, in their respective constituencies. The study further, proves that there is a significant relationship between the performance of the EWRs, and the CCI. In this, the Panchayat Interaction and Family Support Index, were found to have the most significant relationship to the performance of the EWRs. The Panchayat Interaction Index, which measures the capacity of the EWRs to work as a collective with other stakeholders within the Panchayats like block or district level authorities as well as other representatives, was found to have the most significant influence on the performance of the EWRs. EWRs most often, have to battle dense household duties, along with entrenched patriarchy within their own families, therefore, without garnering family support they would not be able to perform their roles. Therefore, the Family Support Index was found to have the next highest influence on the performance of the EWRs.

On comparing the key capacities of the THP trained EWRs, with the randomly selected control group, it was found that, the CCI for the THP trained EWRs to be 201% more than the control's CCI. Among the five indices, the THP trained EWRs, showed the greatest strength is exhibiting greater confidence and the leadership skills and prioritizing issues core to women in their Panchayats. As a matter of fact, the results of the study showed that the THP trained EWRs scored 257% over the control group in Women's Priority Index and 219% in the Personality and Leadership Index. Therefore, it shows that the EWRs have managed to translate their increased leadership ability towards purposeful action, especially, endeavoring to advocate for other women and focusing on gender related issues. It is further interesting to note that, while the family support index was ranked one of the lowest among all the other indices among the sample selected, however, in terms of the difference between the THP trained EWRs and the control group, this index was the third highest (200% more), after the personality and WPI. Therefore, it can be conclusively established that the five year long empowerment intervention of THP has had a significant positive impact on the performance and self-esteem of the EWRs. The index that has the highest influence on the number of households benefitted, is ranked a close third, for the THP trained EWRs. The World Bank's 2002 Empowerment

Sourcebook, identified empowerment as the expansion of assets of poor people to participate in, negotiate and influence and hold accountable institutions that affect their lives.

Further, from the results of the performance of the EWRs, the THP trained EWRs have managed to get 211% more households benefitted through their work. While the control group managed to 998 households benefitted, under the THP trained EWRs 2107 households have benefitted under the various schemes. Despite the lowest ranked Panchayat skills index among THP trained EWRs, has not stifled the women from getting work done. It rather, points to the need for the government to invest more in the training and capacity of such representatives so they can ensure grassroots democracy. What is more interesting is that despite the scant devolution of funds to the Panchayats to implement various schemes, by the state government, the EWRs have managed to get significantly money disbursed under the various schemes than the control group. Thus, the hypothesis that if elected women representatives in Gram Panchayats are imparted the right skills, knowledge and support, then they become empowered to advocate for, and drive development in their constituencies and ensure social and gender justice for all citizens, stands true.

The results of the outcome assessment clearly indicate that the design and inputs impacted by THP's interventions and support have significantly contributed in empowerment of EWRs resulting in strengthening of political leadership, exercising of voice and agency, prioritizing entitlements for women and overall towards adequate implementation of various schemes of government aimed at providing education, health and livelihoods, thus reducing poverty and hunger in the Panchayats.

Finally, the last part of the study, shows that the disbursement that is achieved by the THP trained EWRs, under various government schemes, comes to 116 crores, and when compared to the investment made by THP of 3.96 crores in the various trainings, the minimum ROI for THP is 326%.

8.2 Key Learning's

- A. **Donor priorities and innovative program approaches can enhance quality of program:** The THP UN Women partnership gave scope to experimenting with new types of activities in the program. The activities were part of UN Women's larger focus of strengthening women's political leadership through engagement with multiple stakeholders. These included interface meetings with block/district officials and interface with parliamentarians, and enriched the programme at large, especially outputs, since EWRs found support to reach out to local bureaucracy directly. This is indicated in the strong co-relation between Panchayat Interaction Index (PII) and number of households benefitted. Since then, interface meetings with EWRs and block/district officials have become a mainstay of THPs strategy of building an enabling environment for EWRs. Another intervention that was introduced with UN Women's support was the building of support structures for EWRs at the Panchayat level – Sajha Manch. In the long run this resulted in two key outcomes – **one**, in leveraging the support of other women in Panchayats to support work an EWR, especially those related to addressing gender justice and social justice and **second**, in introducing other women to aspects of political leadership and governance, thereby preparing them as potential EWRs for the future.
- B. **Thematic campaigns in Panchayats are able to highlight issues effectively:** Campaigns on spreading awareness on malnutrition and violence against women successfully bring issues of taboo in the public domain. They are both informational in nature and empowering for EWRs and other women in the community. Recall value of such campaigns is usually high among women,

since they get an opportunity to freely move around the village/Panchayat during the campaign, spreading messages that positively impact their lives.

- C. **Patriarchal control and feudal systems have a strong influence on a EWRs role as a leader:** The Personality and Leadership Index (PII) and Women's Priority Index (WPI) have, the highest ranking among indices for the THP trained EWRs and show the greatest difference viz a viz the control group, indicating that multiple inputs given to EWRs results in a change in attitudes and perceptions related to their own capabilities and identification and prioritization on issues related to empowerment of women at large. However, statistically these indices have been seen to have the least influence upon the benefits secured by the EWRs in their constituencies. This points to the fact that given the patriarchal nature and the feudal structures within which the EWRs have to function in their Panchayats, unless they garner the support of other stakeholders, working for their community poses significant challenge. Despite this duality between the rankings of the indicators when compared to the control group and relative influence of the indices on the performance of the EWRs in their constituencies, indicates that for the EWRs the primary aim remains to challenge the dominating structures, and pushing the same within their households and Panchayats.
- D. **Collective voice and action is key to achieving results in Panchayats:** While the Panchayat Interaction Index (PII) has the highest influence on the entitlements and benefits guaranteed by the EWRs in their constituencies, the Personality and Leadership Index (PII) is least influence. This is reflective of the power of the collective or the progression from "I Cannot" to "I Can" to "We Can". The design of the program activities is such that – at all times EWRs are encouraged to collaborate amongst themselves at the Panchayat and Block level, and individual EWRs are encouraged to approach local bureaucrats and male colleagues as a member of a federation or collectively as a federation. This particular aspect is an endorsement of the work done by THP on organizing EWRs into federations and giving inputs on multiple aspects related to federations – identity, structure, operations, conflict resolution, collective planning, identification and recognition of gender justice and social justice issues alongside development issues, and finally prioritization of issues.

8.3 Recommendations

This section is based on the quantitative analysis of the outcome assessment, FGDs with partner organizations and the report on federations.

A. Strategy related recommendations

a. **Strengthening THPs capacity building portfolio:**

Need Based Workshops: The relatively low Panchayat Skills Index (PSI) as compared to other indices points towards the fact that more knowledge and skills need to be imparted to EWRs on the technical aspects of Panchayats. This includes knowledge about programs and schemes of government, especially related to livelihood, training on management, conflict resolution and budgets/functional financial literacy. THP needs to both re-look at the modules of Need Based Workshops (NBW), process of training during such workshops and the need assessment steps undertaken prior to such trainings that are key to designing curriculum. In conclusion, number of Need Based Workshops (NBWs) need to be increased.

Vision and Planning: THP needs to intensify its efforts towards more planned ways to engage EWRs with vision building and planning in their Panchayats.

Leverage all meetings of EWRs: THP needs to leverage every possible meeting of EWRs, especially federation and Sanjha Manch meetings as a space for reinforcing technical aspects related to Panchayats, so that the learning process is strengthened and recall value is higher amongst EWRs.

Adult learning processes: Inter State and Intra State exposure visits or learning journeys have been seen to build confidence amongst EWRs, which results in better programmatic outcomes.

- b. **Building dynamic federations:** Federations are key to empowering EWRs. However, there is a need to reflect and re-look at the process of federation building. EWRs join the federation at different times during their tenure. This can range from Year I to Year IV, and due to budgetary constraints it is not practical to train all EWRs. Hence, varying levels of information and knowledge have to be accommodated in federations. This can affect the overall cohesiveness of the federation, and can at times slow down the federation. Added to this is the discontinued attendance of EWRs in federation meetings. Creative ways have to be introduced to bring all EWRs together and ensure that the processes are strengthened to build dynamic federations.
- c. **Increased community engagement:** The focus of THPs work in India is to enhance capacities of EWRs through multiple initiatives. This will remain the core of the programme. However, increased community engagement, especially with men is necessary to sustain support structures and build an enabling environment. This aspect will be factored in during future program design.
- d. **Enhancing capacities of partner organizations:** THP partners with a range of community based organizations - CBOs/NGOs to implement its strategies in the field. This is recognized as one of the most sustainable ways to run long term programs. However, the quality of the program is largely dependent on the capacity of the local CBO/NGO. To ensure better delivery of programmes, capacities of CBOs/NGOs need to be built upon on multiple aspects – technical knowhow, monitoring and evaluation, key aspects of grassroots mobilization of EWRs and clarity on action plans.

B. Monitoring and evaluation framework related recommendations

- a. To develop an annual assessment that gauges the work done on some key indicators (services and schemes) by the EWRs through the course of the five years. This will help to track the progress of the services ensured by the EWRs in a sustained manner.
- b. To include outcome assessment as an integral part of THPs work in all states that brings to the fore important reflections with regard to the program being implemented.

C. Operational recommendations:

- a. Sustained funding for a five year tenure
- b. Flexibility in program design/open ended components of budgets
- c. Clarity and consistency in reporting guidelines
- d. Mutuality and collaboration between partner and programme countries

Annexure 1: Baseline Questionnaire

BASELINE FOR ELECTED WOMEN REPRESENTATIVES

Partner Name	
Questionnaire Sl. No.	
Questionnaire Filled by	
When was Questionnaire filled	Before WLW <input type="checkbox"/> During WLW <input type="checkbox"/> After WLW <input type="checkbox"/>
District	
Block	
Panchayat	
Date	

I. RESPONDENT'S PERSONAL PROFILE

Name	
Age	
Address	
Phone Number	
Position in Panchayat	Sarpanch <input type="checkbox"/> Up-Sarpanch <input type="checkbox"/> Ward Panch <input type="checkbox"/>
Ward Number	
Religion	Christian <input type="checkbox"/> Muslim <input type="checkbox"/> Hindu <input type="checkbox"/> Others <input type="checkbox"/>
Caste	SC <input type="checkbox"/> ST <input type="checkbox"/> General <input type="checkbox"/> OBC <input type="checkbox"/>
Education (Select One Only)	Non-literate <input type="checkbox"/> Class 5 th or Below <input type="checkbox"/> Can Sign Only <input type="checkbox"/> Class 6 th to 10 th <input type="checkbox"/> Only Read <input type="checkbox"/> 10 th to 12 th Class <input type="checkbox"/> Read & Write <input type="checkbox"/> Graduate & Above <input type="checkbox"/>
Marital Status (Select One Only)	Unmarried <input type="checkbox"/> Widow <input type="checkbox"/> Married <input type="checkbox"/> Single (divorced/deserted) <input type="checkbox"/>
Employment	Not Employed <input type="checkbox"/> Wage Labour <input type="checkbox"/> Govt Service /

	Contract Job <input type="checkbox"/>	Private <input type="checkbox"/>
		Others <input type="checkbox"/>
Economics Status	BPL <input type="checkbox"/>	APL <input type="checkbox"/>

II. FAMILIAL CONTEXT

1. **Family Type:** Nuclear Joint

2. **Number of Children** _____

a. Number of Male Children _____ b. Number of Female Children _____

3. **Main Family Income source/s (AIDED)**

- a. Agriculture d. Wage Labour
 b. Livestock e. Others
 c. Government Service

4. **Are you solely responsible for the below mentioned household chores?**

- i) **Cooking** a. Yes b. No
 ii) **Agriculture related** a. Yes b. No
 iii) **Livestock** a. Yes b. No
 iv) **Children** a. Yes b. No

5. **Can you travel outside of your village unaccompanied?** a. Yes b. No

6. **Are you allowed to attend public meeting?** a. Yes b. No

7. **Who takes the final decision in your household?**

- a. Yourself c. Other members of the family
 b. Your husband d. Jointly

8. **Are you confident about speaking to outsiders/officials etc** a. Yes b. No

III. POLITICAL/ ELECTORAL PROFILE

1. **Category of election seat:**

- a. Reserved: Women c. Reserved: Caste/Category
 b. Reserved: Women & Caste/Category d. Unreserved

2. **Type of Candidate** a. Contested b. Uncontested

3. If you were holding a panchayat position before; for how many terms have you held panchayat positions earlier?

0. 1. 2. 3. 4.

4. If YES, then at what Positions before?

- | | | | |
|----------------|--------------------------|-------------------|--------------------------|
| a. BDC | <input type="checkbox"/> | d. Ward Member | <input type="checkbox"/> |
| b. Sarpanch | <input type="checkbox"/> | e. Zilla Parishad | <input type="checkbox"/> |
| c. Up-Sarpanch | <input type="checkbox"/> | | |

5. Whose decision was it to stand for elections?

- | | | | |
|---------------------------------------|--------------------------|-------------------------|--------------------------|
| a. Self | <input type="checkbox"/> | e. Community members | <input type="checkbox"/> |
| b. Husband | <input type="checkbox"/> | f. Women's Group / SHGs | <input type="checkbox"/> |
| c. Other male members of the family | <input type="checkbox"/> | g. CBOs | <input type="checkbox"/> |
| d. Other female members of the family | <input type="checkbox"/> | | |

6. Did you face any form/kind of resistance to stand for election? a. Yes b. No

7. If YES, then from whom?

- | | | | |
|--------------|--------------------------|--------------------|--------------------------|
| a. Family | <input type="checkbox"/> | c. Political Party | <input type="checkbox"/> |
| b. Community | <input type="checkbox"/> | d. Others | <input type="checkbox"/> |

8. Has anybody from your family been in any of these political positions before? a. Yes b. No

9. If YES, at what position?

- | | | | |
|----------------|--------------------------|----------------------------|--------------------------|
| a. Sarpanch | <input type="checkbox"/> | e. MP | <input type="checkbox"/> |
| b. Up Sarpanch | <input type="checkbox"/> | f. Panchayat Samiti Member | <input type="checkbox"/> |
| c. Ward Member | <input type="checkbox"/> | g. Zilla Parishad Member | <input type="checkbox"/> |
| d. MLA | <input type="checkbox"/> | | |

10. Are you affiliated to a Political Party a. Yes b. No

11. If YES, How did the party support you in the previous elections

- a. Financial b. Gave Ticket c. Any Other Support d. Nothing

IV. PUBLIC PARTICIPATION

1. Are you part of any of the following?

- a. SHG b. Mahila Mandal

- c. Other community based organisation* d. None
 e. Religious Community
- * Self-Initiated/ NGO-led/Others

2. Have you held any leadership position in it a. Yes b. No

3. Have you been employed as any of the following?

- a. Anganwadi worker d. Others
 b. Asha e. None
 c. Teacher

4. Have you have attended Gram Sabhas in the previous panchayat cycle

- a. Never b. Sometimes c. Regularly d. Special Gram Sabhas

5. Have you ever sought information of any sort from any formal bodies before (UNAIDED)

- a. Panchayat d. Other
 b. Block Office e. No
 c. NGOs

V. AWARENESS OF THE PANCHAYAT RAJ SYSTEM

1. How many Gram Sabhas are supposed to be held in a Panchayat in a year? (Select One option only) – (UNAIDED)

- a. 1 b. 2 c. 3 d. 4 e. 6 f. Others

2. According to you, who is more powerful in the Panchayat a. Sarpanch OR b. Secretary

3. What schemes are you aware of (UNAIDED):

- a. NREGS e. MDM
 b. IAY f. BRGF
 c. Widow Pension g. Others
 d. Ration h. None/Don't Know

4. Who sets the agenda for the Gram Sabha? (UNAIDED)

- a. Sarpanch d. BDO
 b. Panchayat e. DC
 c. Panchayat Secretary f. Don't know

VI. AWARENESS REGARDING THEIR ROLES AND RESPONSIBILITIES

1. Only if EWR is a Ward Member

As a ward member what are your roles and responsibilities? (UNAIDED)

- a. Not aware
- b. Get plans/ schemes implemented
- c. Monitor implementation of schemes
- d. Identify beneficiaries/recipients of schemes
- e. Can seek accountability from the Panchayat
- f. Attend Panchayat and Gram Sabha meetings regularly
- g. Convene Ward Sabha
- h. Raise Issues of wards at the Gram Sabha
- i. Others

2. Only if EWR is Sarpanch or Up-Sarpanch

As a sarpanch what are your principal roles (UNAIDED)

- a. Convene Gram Sabha and Panchayat meetings
- b. Liaison with the Block Development Office and the Line Department
- c. To make schemes and proposals
- d. To undertake implementation of Schemes
- e. Monitor the working of the Panchayat Secretary
- f. Ensure the maintenance of accounts
- g. Power to use the official seal
- h. Others

3. Do you know how a resolution should be drafted? a. Yes b. No

4. Do you know how to make plan for schemes? a. Yes b. No

5. Have you done any work in your panchayat? a. Yes b. No

6. Whose support/help can be sought for doing work in your Panchayat? (UNAIDED)

- | | | | |
|-----------------------------|--------------------------|---------------------|--------------------------|
| a. Block Office/Line Depts. | <input type="checkbox"/> | e. Community groups | <input type="checkbox"/> |
| b. Gram Sabha | <input type="checkbox"/> | f. Women's Groups | <input type="checkbox"/> |
| c. Panchayat members | <input type="checkbox"/> | g. DM | <input type="checkbox"/> |
| d. NGOs | <input type="checkbox"/> | h. MLA/MP | <input type="checkbox"/> |

7. What are the main issues you want to take up at the panchayat level? (UNAIDED)

- | | | | |
|--------------|--------------------------|--------------------|--------------------------|
| a. Health | <input type="checkbox"/> | e. Water | <input type="checkbox"/> |
| b. Education | <input type="checkbox"/> | f. Electrification | <input type="checkbox"/> |
| c. Housing | <input type="checkbox"/> | g. Sanitation | <input type="checkbox"/> |
| d. Road | <input type="checkbox"/> | h. Others | <input type="checkbox"/> |

VII. THE SIGNIFICANCE OF WOMEN'S LEADERSHIP

1. Are women capable of taking up leadership positions? a. Yes b. No

2. What inhibits the development of women's leadership (AIDED)

- a. Going out of the house
- b. Household responsibilities
- c. Lack of self confidence
- d. Social norms that discourage women from participation in public spaces
- e. Others

3. Can EWRs take up the following issues (AIDED)

- a. Violence Against Women
- b. Child Marriage
- c. Female Foeticide
- d. Girl-child education
- e. No
- f. Don't Know

4. Which of the following rights are women entitled to? (AIDED)

- a. Right to political participation
- b. Right to education
- c. Right to Food
- d. Right to live a life without violence
- e. Right to good health
- f. Right to Work outside the house
- g. Right to choose their own life partner

Annexure 2: Outcome Assessment Questionnaire

OUTCOME ASSESSMENT QUESTIONNAIRE

STATE	
DISTRICT	
BLOCK	
PANCHAYAT	

NAME	
POSITION IN PANCHAYAT	

I. PERSONAL AND LEADERSHIP ABILITIES

1. Are you able to actively participate in social and public sphere -

1. Hesitantly 2. When asked to 3. Confidently 4. No

2. Are you able to visit places of work (Please put tick mark)

1. Accompanied Sometimes

2. Accompanied Whenever needed

3. Accompanied Always

4. Unaccompanied Always

5. Unaccompanied Sometimes

6. Unaccompanied Never

3. Are you able to take your own decision regarding work -

1. Confidently 2. Partially 3. Need Assistance 4. No

4. Do you feel confident of fulfilling your role as a Panchayat leader -
1. Marginally 2. Partially 3. Fully 4. No

5. Are you consulted and included in discussions by other Panchayat Members -
Infrequently 2. Frequently 3. Always 4. No

6. Should domestic violence be discussed in the Panchayats?
1. Yes 2. No

7. Do you feel confident about interacting with Panchayat Members, Panchayat Secretary, Line Department Staff and Block Level Panchayat Staff?
1. Yes 2. No

7.1 Reasons for saying No -

1. Lack of Education

2. Lack of Knowledge about laws, rules and programmes

3. Lack of Economic Status

4. Lack of Social Status

II. STATUS AT HOUSEHOLD LEVEL

1. Do you play an active role in decision making in household matters

a. Family decisions (resolving disputes etc.) -
1. Occasionally 2. Frequently 3. Always 4. No

b. Financial decisions (what to spend scarce money on (including agriculture)/ what to sell in times of distress etc.) -
1. Occasionally 2. Frequently 3. Always 4. No

c. Children decisions (whether education to continue esp. for girls/when to take to doctors when ill etc.) -
1. Occasionally 2. Frequently 3. Always 4. No

d. Decisions regarding solutions to her own health problems -
1. Occasionally 2. Frequently 3. Always 4. No

2. Have you been able to get your family's support to undertake panchayat activities outside the house whenever needed -

1. Occasionally 2. Frequently 3. Always 4. No

3. If yes, they support you by (Please put tick mark)-

1. Accompanying you
2. Male members doing the agricultural/livelihood work on your behalf
3. Male and female members doing your share of the household chores when needed
4. Male and female members taking care of the children when you have to go for meeting
5. Providing Financial Support
6. Others (Describe) -

III. PROBLEMS OF INTERACTION FACED AT PANCHAYAT LEVEL

i. Are you able to interact effectively with the following officials -

1.1 Panchayat Secretary -

1. Yes 2. No

1.1.1 Reasons for saying No (Please put tick mark) -

1. PS does not listen
2. PS is Irregular in attending Panchayat and inefficient
3. PS is corrupt

1.2 Line department staff -

1. Yes 2. No

1.2.1 Reasons for saying No (Please put tick mark) -

1. Staff do not listen

2. Staff are irregular and inefficient

3. Staff are corrupt

1.3 Block level Panchayat staff -

1. Yes 2. No

1.3.1 Reasons for saying No (Please put tick mark) -

1. Staff do not listen

2. Staff are irregular and inefficient

3. Staff are corrupt

j. Are you able to work with other female Panches/ female Sarpanch easily? -

1. Yes 2. No

2.1 Reasons for saying No (Please put tick mark) -

1. Members are not interested in doing any work

2. Members do not have knowledge

3. Members are corrupt

4. Members

5. Members belong to different political party.

k. Are you able to work with other male Panches/ male Sarpanch easily? -

1. Yes 2. No

3.1 Reasons for saying No (Please put tick mark) -

1. Members are not interested in doing any work

2. Members do not have knowledge

3. Members are corrupt

4. Male members treat women members as inferior

5. Members belong to a different political party

l. Has action been initiated against you under Section 40 M.P Panchayat Raj Act? -

1. Yes 2. No

IV. PERFORMANCE AT PANCHAYAT LEVEL

1. In the past year, _____ Gram Sabhas were held in your Panchayat.
You have attended ____ of them (Please specify numbers)

2. What preparation do you make for Gram Sabha Meeting (Please put tick mark) -

- 1. None
- 2. Inform Community members
- 3. Encourage members before hand to raise issues
- 4. Consult community members on matters to be discussed in
the meetings
- 5. Encourage the women to come to the meeting
- 6. Hold meetings with other elected representatives to prepare for Gram Sabha
- 7. Others - Specify

3. When do you sign the minutes of the Gram Sabha? (Please put tick mark)

- 1. Without reading and when I am asked toin GS
- 2. After I have read/heard all the minutes
- 3. Afer I assure that all points raised/discussed have been
included in the minutes
- 4. I sign it when it is brought to me at home
- 5. Any other, specify

4. Are issues raised by all people included in the minutes of the Gram Sabha? -

1. Yes 2. No

5. Do you attend Panchayat meetings:

1. Regularly 2. Occasionally 3. Not at all

6. When do you sign the minutes of the Panchayat Meetings? (Please put tick Mark)

- 1. Without reading and when I am asked to in the meeting
- 2. After I have read/heard all the minutes
- 3. Afer I assure that all points raised/discussed have been included in the minutes
- 4. I sign it when it is brought to me at home
- 5. Any other, specify

7. Do Standing Committee meetings take place in the Panchayat ? -

1. Yes 2. No

8. Do you monitor the following aspects of the functioning of the Panchayat (Please put tick marks)

- i. Fund Utilisation
- ii. Quality of food, provisions and construction work
- iii. Implementation of Schemes
- iv. Proper maintenance of records
- v. Attendance of service providers
- vi. Selection of beneficiaries for schemes
- vii. Religious or Caste –based discrimination
- viii. Others (Specify)

V. ABILITY TO PRIORITIZE WOMEN'S ISSUE AT THE PANCHAYAT LEVEL.

1. Have you taken any specific initiatives for women and children -

1. Yes 2. No

2. If yes, then specify under the following heads by putting tick marks

a. Health

- i. Pre and post natal care and institution based-deliveries
- ii. Other reproductive health issues
- iii. Malnutrition
- iv. Anaemia
- v. Availability of doctors in the health facility
- vi. Ensured immunisation
- vii. Facilities of Anganwadi
- viii. Ensured the proper working of ANM/ ASHA
- ix. Nothing
- x. Others (Specify)

b. Education

- i. Increased enrolment /ensured that girl children go to school
- ii. Initiated the process of building schools in the vicinity

- iii. Facilitated that girl children attend school safely
- iv. Toilets built for school girls
- v. Handpumps or Piped Water facility in Schools
- vi. Nothing
- vii. Others (Specify) -

c. Livelihood

- i. Enabled women groups to take up micro-credit
- ii. Enabled women groups to undertake economic activity
- iii. Enabled women to individually undertake economic activity
- iv. Others (Specify) -

- v. Nothing

d. Action Taken to mitigate Violence Against Women

- i. Violence (domestic)
- ii. Sex-selective abortions
- iii. Dowry Violence
- iv. Rape
- v. Molestation
- vi. Physical Public Beating
- vii. Child Marriage
- viii. Nothing

VI. IMPLEMENTATION OF SCHEMES AT PANCHAYAT LEVEL.

1. Work done as Panchayat Member/Sarpanch

1.1 MGNREGS

Sl. No	Type of Work	Amount (Rs)	No. of Households Benefited

--	--	--	--

Code for type of work - 1. Roads 2. Tanks 3. Buildings 4. Landbundling under Bhoomishilp
5. Others specify

1.2 How many IAY and MukhyaMantri Awaas Yojana sanctioned _____

Total Amt. _____

1.3 NRLM schemes sanctioned:

Sl. No.	Type of Scheme	No. of Beneficiaries	Amount (Rs)

code for Type : 1. Formation of SHG 2. Others (Specify) -

1.4 How many names added in BPL _____

1.5 How many children got admitted in NRC _____

1.6 Number of beneficiaries enrolled in social security schemes -

- a. Old Age pension _____
- b. Disability pension _____
- c. Single women pension _____
- d. Ladli Lakshmi Scheme _____
- e. National Family Assistance Scheme
- f. Indira National Pension Scheme
- Others specify _____

1.7 Number of toilets built _____ Amount sanctioned _____

1.8 Hand pumps built _____ repaired _____ Amt. Sanctioned _____

1.9 How many Overhead Tank cum piped water systems built _____

1.10 How many land pattas distributed (specific in case of tribals)

a. Number _____

1.11 Households electrified _____

1.12 How many anganwadi's do you monitor? _____

1.13 How many children are enrolled in it. _____

1.14 How many PDS shops do you monitor. _____

1.15 How many folks access these _____

Annexure 3: District wise comparative performance of indices of THP trained EWRs and control group

District	EWR Type	Capacity Indices					
		Personality Leadership	& Family Support	Panchayat Interaction	Panchayat Skills	Women's Agency	Composite Index
Rewa	THP	0.772	0.640	0.772	0.581	0.820	0.713
	Control	0.354	0.347	0.552	0.300	0.393	0.454
	THP/Control (%)	218	184	140	194	209	157
Satna	THP	0.868	0.619	0.780	0.590	0.733	0.716
	Control	0.509	0.339	0.625	0.376	0.338	0.403
	THP/Control (%)	170	183	125	157	217	178
Katni	THP	0.829	0.622	0.798	0.623	0.966	0.756
	Control	0.371	0.308	0.532	0.315	0.333	0.386
	THP/Control (%)	223	202	150	198	290	196
Chhatarpur	THP	0.966	0.879	0.854	0.787	0.931	0.876
	Control	0.335	0.321	0.534	0.268	0.279	0.366
	THP/Control (%)	288	274	160	294	334	239
Sidhi	THP	0.735	0.658	0.857	0.669	0.858	0.757
	Control	0.412	0.323	0.589	0.32	0.319	0.411
	THP/Control (%)	178	204	145	209	269	184
Shahdol	THP	0.836	0.780	0.796	0.748	0.984	0.818
	Control	0.427	0.337	0.568	0.343	0.328	0.416
	THP/Control (%)	196	232	140	218	300	197
Harda	THP	0.831	0.616	0.822	0.516	0.819	0.719
	Control	0.264	0.258	0.541	0.300	0.348	0.359
	THP/Control (%)	315	239	152	172	235	200
Jhabua	THP	0.953	0.820	0.838	0.528	0.808	0.788
	Control	0.427	0.516	0.619	0.303	0.268	0.452
	THP/Control (%)	223	159	135	174	302	174
Madhya Pradesh	THP	0.847	0.689	0.810	0.618	0.837	0.757
	Control	0.387	0.344	0.570	0.316	0.326	0.376
	THP/Control (%)	219	200	142	196	257	201

Annexure 4: District wise Comparative performance results of THP trained EWRs and control group

District	EWR Type	Implementation Performance					
		House-holds Benefited	Total Amount Disbursed (Rs Lakhs)	MGNREGS Disbursement (Rs Lakhs)	NRLM Disbursement (Rs Lakhs)	Social Schemes Disbursement (Rs Lakhs)	Housing, Water Supply and Sanitation Schemes Disbursement (Rs Lakhs)
Rewa	THP	1897	74.298	57.873	0.993	10.621	4.810
	Control	1063	45.333	39.471	0.410	4.019	1.433
	THP/Control (%)	178	164	147	242	264	336
Satna	THP	1762	51.711	39.846	2.119	5.024	4.722
	Control	825	24.579	19.867	0.633	3.121	0.958
	THP/Control (%)	214	210	201	335	161	493
Katni	THP	2277	133.603	123.643	0.513	3.803	5.644
	Control	894	47.142	43.116	0.363	1.679	1.984
	THP/Control (%)	255	283	287	141	226	284
Chhatarpur	THP	2329	119.448	96.510	1.299	4.653	16.986
	Control	1066	62.198	51.391	0.632	3.889	6.286
	THP/Control (%)	218	192	188	206	120	270
Sidhi	THP	1306	76.116	67.129	0.000	4.686	4.300
	Control	754	32.617	26.747	0.000	4.365	1.505
	THP/Control (%)	173	233	251	N.A.	107	286
Shahdol	THP	2084	101.321	92.900	0.540	3.620	4.280
	Control	1011	50.648	47.630	0.000	1.374	1.644
	THP/Control (%)	206	200	195	N.A.	263	260
Harda	THP	2300	186.003	161.775	0.960	4.711	18.557
	Control	1047	69.070	58.478	0.710	2.420	7.463
	THP/Control (%)	220	269	277	135	195	249
Jhabua	THP	2898	151.675	135.656	0.330	3.025	12.664
	Control	1325	52.213	48.177	0.189	1.378	2.469
	THP/Control (%)	219	290	282	174	220	513
Madhya Pradesh	THP	2107	111.772	96.917	0.844	5.018	8.995
	Control	998	47.975	41.860	0.367	2.781	2.968
	THP/Control (%)	211	233	232	230	180	303