

## ARTICLES

### WOMEN COMPONENT PLAN AT GRAMA PANCHAYAT LEVEL IN KERALA: AN ASSESSMENT

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#### ABSTRACT

*To analyse the public expenditure in gender perspective is the need of the day because women is considered as one of the marginalised sections in the society. In this context, the present study evaluates the public expenditure on gender perspectives in the context of Kerala by looking into fund allocation under Women Component Plan (WCP) through the Local Self Governments (LSGs) in the state. The analysis of allocation and utilisation of WCP has been carried out for both the overall State and for the selected districts. For the analysis, the study uses secondary data over the period 2002-03 to 2015-16. The methods such as percentages, growth rate and ANOVA were used for the analysis. As a whole (both State and districts levels), the result shows that there is a variation between the allocation and utilisation of WCP in Kerala.*

**Keywords:** Women Component Plan, Gender Budgeting, Participatory Planning, Gram Panchayat, Kerala

#### 1. Introduction

In the National level we have gender budgeting; it is an allocation of fund for women in total budgetary allocation. Kerala's WCP is different from gender budgeting but some similarities exist between them. The most essential one is, both implemented only for women and for the gender balanced development of the society. Several countries across the globe initiated gender budgeting and the country like Australia pioneered this in 1984. After that, five other countries such as South Africa in 1995, Sri Lanka, Barbados, Saint Kitts & Nevis and Fiji in 1977 had taken the initiatives on gender budgeting

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(Goel and Suman, 2011). Numbers of international meetings were held or committees were constituted in 1990s and India had attended these meetings and committed to improve the status of women. Hence, a Gender-sensitive budget aims at examining the budgetary allocation through a gender lens. Many economists and scholars in the world define gender budgeting in different manners but in overall, the term 'gender budgeting' does not mean a special or a separate Budget for women. It is a budgetary allocation for women among the total Government Budget. The aim is to ensure a fair, just and efficient distribution of public resources for the all-round development of women (Goel and Suman, 2011). Sharp (1999) argued that there is no one 'model' of a gender responsive budget exercise, and the choice of tools and strategies itself requires significant resources and expertise. She pointed out three specific goals of gender budget exercise: first, raising awareness of the gender issues and impacts of budgets and policies; second, making the governments accountable for their budgetary and policy commitments to gender equality; and finally, bringing changes to budgets and policies. Recently, the Union Budget of India has considered gender as a category of analysis. It is important to recognise that 'women's budget' or 'gender sensitive budget' is not a separate budget for women or for men. These are attempts to break down the government's conventional budget according to its impact on women and men with cognizance being given to the society's underpinning gender relations.

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

In this context, the present study tries to analyse the allocation and expenditure of Women Component Plan (WCP) in Kerala and examine the effectiveness of WCP in selected Grama Panchayat. This paper is mainly divided into two sections: the first section deals with the women component plan: an overview and the second section discusses the macro and micro level analysis of the allocation and utilisation of WCP in Kerala and the selected Grama Panchayats in Kerala. For this analysis we have selected 7 grama panchayats from 3 districts in Kerala.

## **2. Women Component Plan: An Overview**

Fund allocations measured on the basis of gender perspective are necessary because women's position in the society is vulnerable. In the case of social parameters they improved significantly but in some economic and political parameters their performance is insignificant. The Constitution of India guarantees "Equality before law and Equal protection to its entire Citizen" [Article 15(1)]. It is providing equal rights for women and men in the society but, at present, there are some disparities existing in the society. With the implementation of Five Year Plans women's status has improved and it is accounted in the country's development process. The early phases of Five Year Plans (FYPs) did not give much attention to the status of women and have accorded special emphasis on health facilities and family welfare. The FYPs of 1970s had given importance to women in the plan documents and development concerns of the country. The discourse on analysing public expenditure in India from the gender perspective is usually traced back to the Report of the Committee on the Status of Women ('Towards Equality') brought out by the Government of India in 1974. This report pointed out that the development trajectory of the country had adversely affected a large section of women and created new imbalances and disparities. The consciousness generated by this report led to changes in policies towards development of women in the Fifth Five Year Plan (Subrat and Mishra, 2006). The year 1975 was observed as the International Women's Year and a National Plan of Action for Women was prepared. After this plan, the policy makers have implemented different gender-perspective actions in FYPs.

In 1995, the Beijing Platform for Action stated the importance of creating and strengthening a national women's machinery (a coordinating unit in the Government) as a central policy for the advancement of women in all countries. Among others, sufficient resources in terms of budget and professional capacities were mentioned as important prerequisites for the effective functioning of the national women's machinery (UN, 1995). This Beijing Action gave a background to implement the gender perspective and emphasised the need to ensure a definite flow of funds from the general development sectors to the sectors relating to women's development. Hence, the Indian Eighth Five Year Plan (1992-97) emphasized the same action for the first time and a portion of budgetary funds were allocated

for the welfare of women. Empowerment of women was the prime objective of the Ninth Five Year Plan (1997-2002) which adopted 'Women Component Plan' as one of the major strategies. Women Component Plan was implemented both in Central and State governments and it was directed to allocate not less than 30 per cent of the total fund for the development of women related sectors. With the effect of this, most of the ministries and departments attempted to implement WCP in their fund for women welfare. But, the implementation and utilisation of WCP were slothful in Central and State governments in India. Hence, during the period 2009-10, the Planning Commission formally discontinued WCP.

The case of Kerala is different in gender perspective and implementation of Women Component Plan. "The first time a direct role in planning was sought to be given to the local bodies was in 1989-90 when the State Government followed the recommendations made by Shri S. B. Sen and decided to provide every village panchayat with a united Plan Grant which they could utilise according to their own priorities. The significant enhancement of the united fund to the local bodies in 1996-97 was made "in order to enable panchayats to initiate the preparation and implementation of local level need based plan programmes for development". But, it must be admitted that a review of the utilisation of this substantial amount of united funds has revealed the number of disquieting trends. None of the local bodies prepared any plan. The most popular method was to divide funds equally between ward members for various works, mostly for roads selected by them (Economic Review, 1997)."

Taking a lesson from these bitter experiences, the Left Government had taken a strong decision to participate/involve all people in planning process and in June 1996 the Government permitted the proposal to allocate 35-40 per cent of the state plan outlay for local bodies. This recommendation resolved to launch a People's Plan Campaign (PPC) in Kerala. PPC gave importance to the bottom up approach in planning and laid an established platform for participatory planning in Kerala. People's participation in local development planning is the most important feature of the campaign. In Kerala the Local Self Governments experienced a new development culture after the implementation of PPC. Isaac commented that "Despite the commitment of the Leftists to decentralise governance, the introduction of People's Planning by the Left Democratic Front in 1996 was necessitated by the severe development crisis (Isaac, 2000). People's Plan Programme for the Ninth Plan was introduced as a means to overcome the problems of Kerala's development crisis.

The campaign facilitates a greater direct participation by the people in governments. Decentralisation facilitates popular participation commonly seen as an effective strategy for increasing the government's capacity and legitimacy in developing countries. Several unique features mark this experiment. One, a bottom-up planning process was initiated with a high degree of autonomy granted to local bodies to determine their priorities. Two,

financial devolution to the local bodies was carried out. A major proportion of the fund was given as grant-in-aid for those local bodies which were mandated to prepare a comprehensive area plan. Three, the focus was shifted from the district to the village as the basic planning units. A Campaign for a participatory, scientific and transparent process for decentralised planning was initiated. Four, the local bodies were empowered for preparing and implementing the plan as per the schedule of the 9th Five Year Plan. Five, the State government of Kerala initiated steps for administrative re-organisation and statutory changes in order to institutionalise the process of local level planning and implementation by setting up of Administrative Reforms Committee (Isaac, 1999; Seema and Vanitha, 2000). Kerala's People's Plan Model was rather unique. Its programme involving people in all activities, from identification of development issues and resources at the local level through project formulation, implementation and monitoring to social auditing for transparency, has few parallels (Kumar, 2002). The Campaign was to bring together Government officials and Non-Official Experts, Volunteers and the mass of people under the leadership of local representatives in an effort to empower the local bodies for genuine grass roots level planning.

The Campaign was an attempt to conceptualise, operationalise and institutionalise a system of multilevel people-centred planning process suitable to the regional specifications of Kerala. Gender dimensions aimed at better quality of life of women was also given due importance in the campaign. It went through different phases; the important gender component of the plan has been discussed in Table 1.

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

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

- To ensure greater participation of women
- Gender and development was an important theme in the training programmes.
- In the cost benefit assessment of the projects a gender impact statement was made mandatory.

Table 1: Gender Components of People's Plan Campaign

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

Sources: Seema and Mukherjee (2000)

- The Local Bodies were advised to set apart 10 per cent of the plan funds for directly women targeted projects under Women Component Plan (WCP).

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

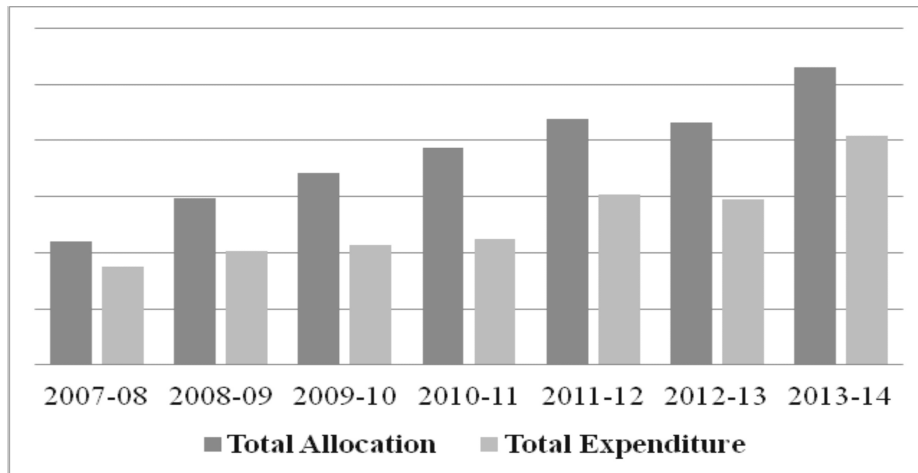
With the recommendation of the government almost all local bodies did prepare special projects for women but no district attained the targeted amount (10 per cent) for WCP. On an average, 6.68 per cent of the state grant-in-aid was set apart for special programme for women. A study of these projects also revealed that most of them were in the traditional mould of women development projects such as kitchen gardening, backyard poultry, garment making etc.

Although 10 per cent allocation of the total plan fund of Local Self Governments (LSGs) is mandatory towards WCP, the actual data show that the allocation and utilisation of WCP in Kerala has deviated from the specific target. The trends and composition of expenditure pertaining to WCP are analysed in details in the next section.

### **3. Women Component Plan: A Macro and Micro Level Analysis**

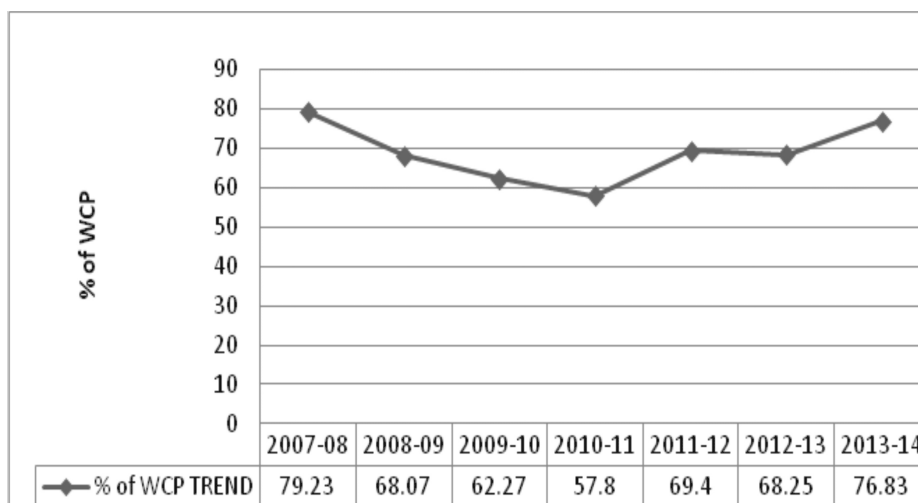
For the macro level analysis we collected the details of allocation and utilisation of WCP in Kerala during the 11th and 12th plan periods. The state like Kerala is better in female literacy, health and other social indicators but the question is, why Kerala has deviated from the actual target of gender perspective budgeting especially the allocation and utilisation of WCP?

Figure 1 elicits the details of allocation and utilisation of WCP in Kerala during the 11th and 12th plan periods. It includes all types of Local Self Government Institutions and their allocation and expenditure on women component plan. Mainly, three inferences came out from this figure: first, there exists a difference between fund allocation and expenditure among the local self-government institutions; which means over the period the allocated amount was not fully utilised by the LSGs in Kerala. Second, over the period the allocation and its utilisation or expenditure increased. And third, over the period as compared to allocated amount the expenditure rate is highly unsatisfactory. This means that during both the plan periods there is some spill over in WCP in Kerala.

**Figure 1: Allocation and Utilisation of WCP in Kerala (in %)**

Source: Economic Review, various years, Kerala State Planning Board

WCP trend over the years in Kerala is elicited in Figure 2. During the period 2007-08 the expenditure under WCP was 79.23 per cent. It declined to 57.8 per cent in 2010-11. Throughout the year the WCP expenditure shows a fluctuating trend and a perceptible result is that the allocated amount under WCP was not fully utilised in Kerala. How it happened? This was because, in Kerala 52 per cent of the total population are female and has occupied the higher place in sex ratio (1084/1000). The above trend over the period shows a contradiction between female population and the utilisation of WCP fund in Kerala.

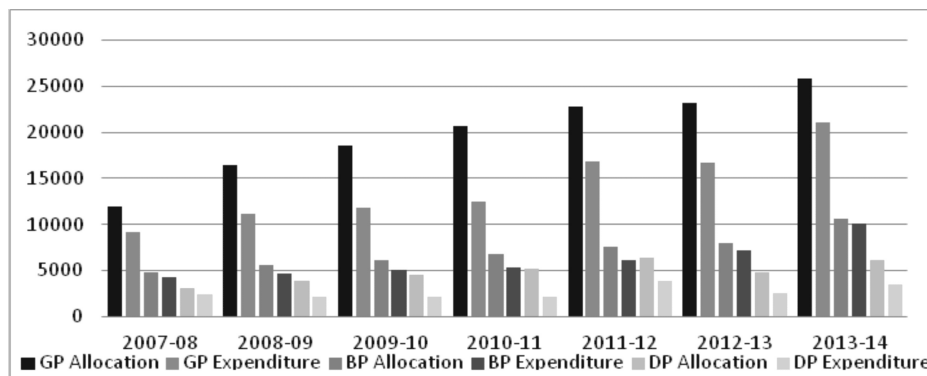
**Figure 2: WCP Trend over the Years in Kerala**

Source: Economic Review, various years, Kerala State Planning Board



Figure 3 indicates the details of allocation and expenditure of WCP in LSGs like Grama Panchayat (GP), Block Panchayat (BP) and District Panchayat (DP). When looking into this diagram we can see that these LSGs did not fully utilise their expenditure over the years and expenditure rate is highly unsatisfactory. Another notable feature is that among the LSGs the allocation and utilisation rate is high in Grama Panchayat. Because, as compared to block and district panchayats, the expenditure rate is high in Grama Panchayat and it also indicates that the devolution of fund in local bodies are moving in right way. This increasing trend of devolution of fund of Grama Panchayat is due to the step-up in agency functions such as centrally sponsored schemes and several state sponsored programmes.

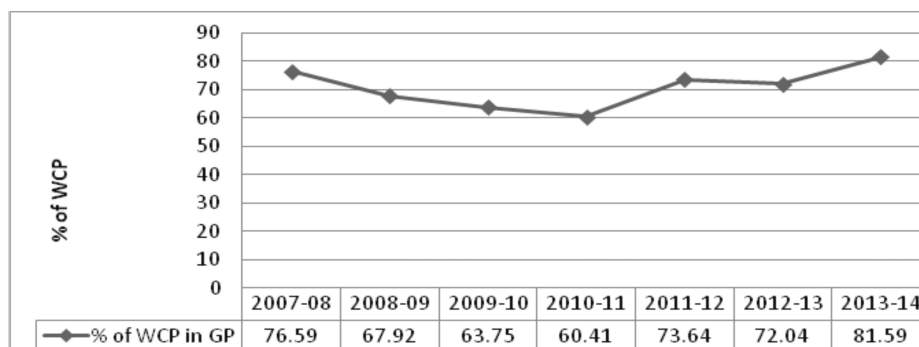
**Figure 3: Allocation and Expenditure on WCP in LSGs (Rs. In Lakh)**



Source: Economic Review, various years, Kerala State Planning Board

Figure 4 describes the details of WCP spent over the years among the GPs in Kerala. Like total allocation and expenditure among the LSGs in Kerala, GPs also show a declining trend during the period 2007-08 to 2010-11. In the period 2012-13 to 2014-15 we can see that there is an increase in WCP spent among the Grama Panchayats in Kerala. It is a positive sign but during the 11th and 12th plan periods the GPs did not fully utilise their WCP fund.

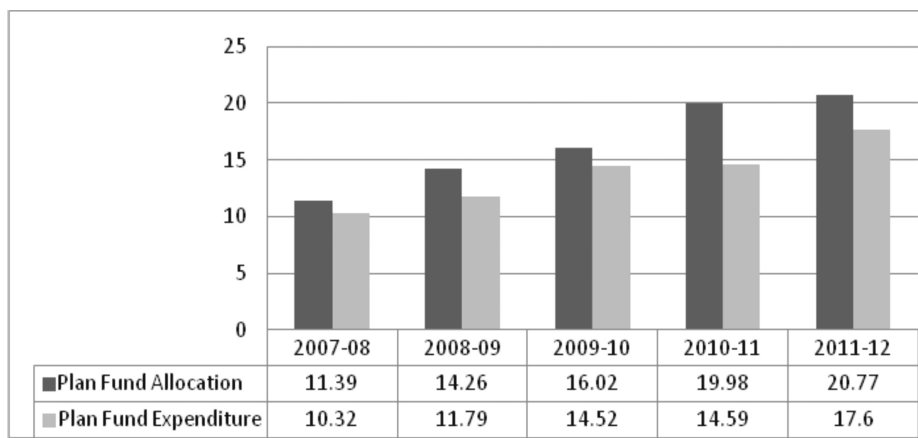
**Figure 4: WCP Trend over the Years among Grama Panchayats in Kerala (in billion)**



Source: Economic Review, various years, Kerala State Planning Board

Figure 5 indicates the allocation and expenditure of plan fund for WCP during the 11th plan period. The LSGs received the required resources from plan fund and funds from other sources. During the 11th plan period the plan fund allocation and expenditure on WCP increased over the period and the expenditure rate also increased. The difference between allocation and expenditure decreased in the case of plan fund.

**Figure 5: Plan Fund Allocation and Expenditure on WCP during 11th Plan (in billion)**



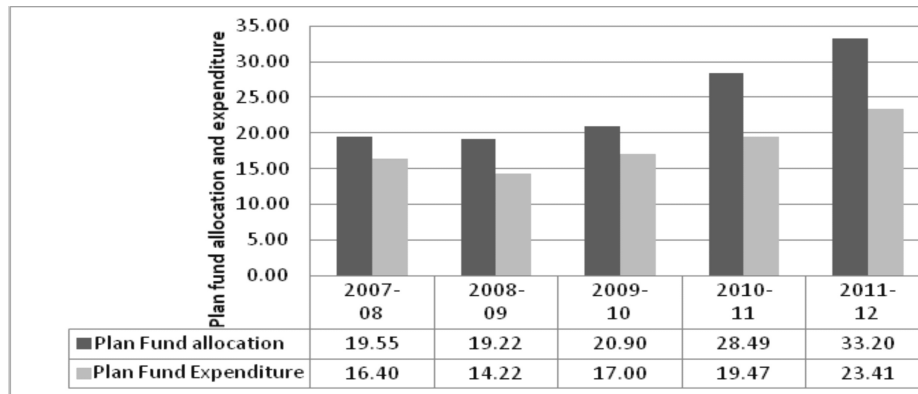
Source: Economic Review, various years, Kerala State Planning Board

Similar to macro level analysis, the study makes an attempt to know the allocation and utilisation of WCP at micro level i.e. at districts and Grama Panchayat levels.

Since analysing the gender issue for each panchayat is a difficult task, the study has selected 7 Grama panchayats from 3 districts randomly. The selected Gram Panchayats are Thirunelly from Wayanad District, Kuttippuran, Othukkugal and Moonniyur from Malappuram District and Thenkurissi, Muthalamada, Elappully from Palakkad District. The data were collected for the period 2002-03 to 2015-16. WCP allocation started in LSGs from 1996 onwards but we selected 14 years' data because, at that time, computerisation were not implemented in grama panchayats and now we get consolidated details from the period 1997 to 2001 but that document did not provide separate details on WCP, that is why, we selected the 14 years' details of WCP for this study.

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

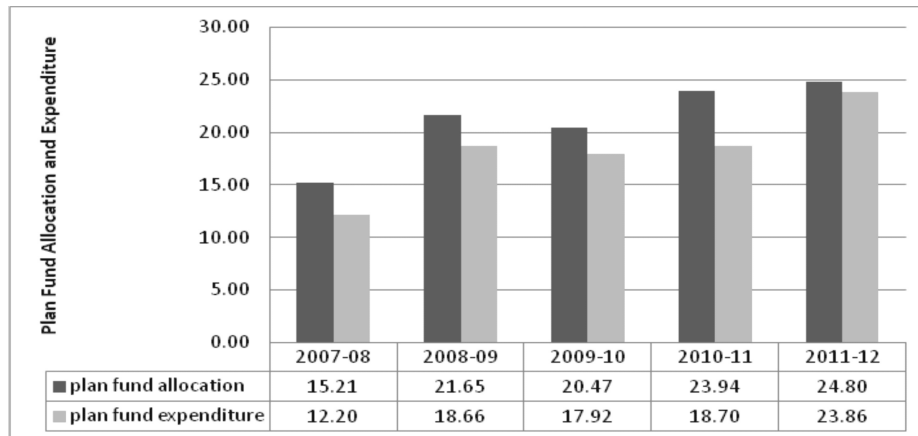
**Figure 6: Details of WCP Plan Fund Allocation and Expenditure in Palakkad District (in billion)**



Source: Sulekha (2007-2012)

Figure 6 indicates the plan fund allocation and expenditure on WCP in Palakkad district. These are the data of the 11th plan period. In 2007-08 and 2008-09 plan fund allocation and expenditure shows more or less same rate but after that there is a hike in allocation and expenditure in Palakkad district.

**Figure 7: Details of WCP Plan Fund Allocation and Expenditure in Malappuram District (in billion)**

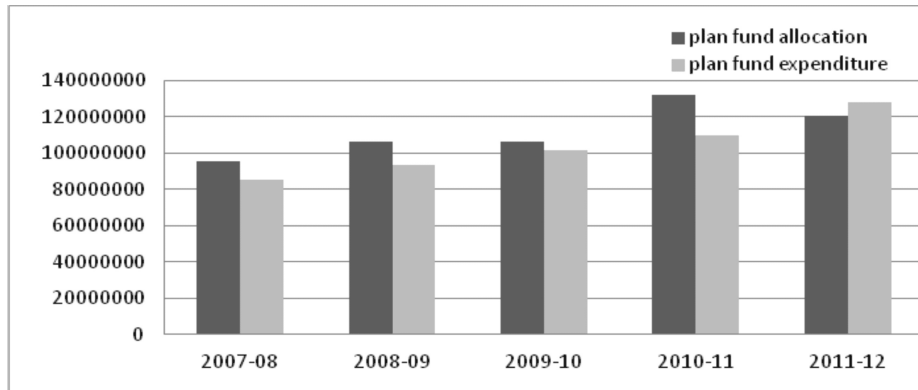


Source: Sulekha (2007-2012)

Figure 7 plotted the details of plan fund allocation and expenditure on WCP in Malappuram district. During the 11th plan period the allocated amount was more or less fully utilised by the LSGs in Malappuram District and over the period its rate has been increased. In Malappuram among the total population 52.3 per cent are female which means more than half of the population are females but the utilisation of fund on females is not satisfactory. It may be because, WCP is a special plan designed for the weaker section of the society and the gulf migration is high in Malappuram which leads to

increase their standard of living thereby leading to a contradiction between the utilisation of WCP in Malappuram district.

**Figure 8: Details of WCP Plan Fund Allocation and Expenditure in Wayanad District (Rs. In Crore)**



Source: Sulekha (2007-2012)

Figure 8 elicits the details of WCP allocation and expenditure on plan fund during the 11th plan period in Wayanad District. As compared to other two district plans, fund utilisation rate is high in Wayanad District. It may be because of the socio-economic and demographic characteristic of the district. During the period 2007-08 to 2010-11 there was an increase in the allocation of and expenditure on plan fund in Wayanad district but in 2011-12 the expenditure amount was greater than the allocated amount.

**Table 2: Allocation and Expenditure Details on WCP in Selected Grama Panchayats (in Rs.)**

Thirunelly Grama Panchayat				
Sl. No.	Plans	Allocation	Expenditure	% of WCP Fund spent
1	10 <sup>th</sup> FYP	2100217.6	1921334.4	91.48
2	11 <sup>th</sup> FYP	5385269.0	2584288.6	47.99
3	12 <sup>th</sup> FYP	9308764.5	5350749.25	57.48
Moonniyur Grama Panchayat				
1	10 <sup>th</sup> FYP	1249431.2	1032031.2	82.60
2	11 <sup>th</sup> FYP	3732895.4	1527903.2	40.93
3	12 <sup>th</sup> FYP	5096005.0	2955662.0	58.00
Othukkugal Grama Panchayat				
1	10 <sup>th</sup> FYP	311720.0	311720.0	100.00
2	11 <sup>th</sup> FYP	2201366.2	1376537.4	62.53
3	12 <sup>th</sup> FYP	4263096.25	3015490.25	70.73

(contd.)

(Table 2 contd.)

Kuttippuram Grama Panchayat				
1	10 <sup>th</sup> FYP	363140.0	363140.0	100.00
2	11 <sup>th</sup> FYP	3715064.0	1166613.0	31.40
3	12 <sup>th</sup> FYP	6255452.2	5173819.0	82.71
Thenkurissi Grama Panchayat				
1	10 <sup>th</sup> FYP	705458.8	705458.8	100.00
2	11 <sup>th</sup> FYP	3058827	1581175.4	51.69
3	12 <sup>th</sup> FYP	3664557.5	2061840.75	56.26
Muthalamada Grama Panchayat				
1	10 <sup>th</sup> FYP	1303491.4	1303491.4	100.00
2	11 <sup>th</sup> FYP	9352111.0	3539973.2	37.85
3	12 <sup>th</sup> FYP	4970667.0	2700268.75	54.32
Elappully Grama Panchayat				
1	10 <sup>th</sup> FYP	1855900.0	1510800.0	81.41
2	11 <sup>th</sup> FYP	4711686.0	3986284.4	84.60
3	12 <sup>th</sup> FYP	5395545.0	3462299.0	64.17

Source: Plan Document, Sulekha (2002-2015)

Table 2 elicits the details of WCP allocation and expenditure among the selected Grama Panchayats. This is the five-year average of WCP allocation and expenditure, hence, we calculated on the basis of Five Year Plan period. When compared these three plan periods, we found that during the 10th plan period the Grama Panchayats like Othukkugal and Kuttippuram from Malappuram district and Thenkurissi and Muthalamada from Palakkad district have fully utilised their allocated fund. The other Grama Panchayats did not utilise their fund fully during the plan periods. As compared to other two plan periods, the per cent of WCP spent is reduced in the 11th plan period.

Table 3 indicates the WCP allocation from other sources. The LSGs raise the resources for local development activities from state plan allocation as well from its own revenue. LSGs are provided plan allocation for implementing LSGs' own schemes as well as state and central scheme transferred to LSGs. In the case of WCP the other resources are allocated from centrally sponsored schemes, fund from World Bank and Beneficiary contribution. This allocation is based on the nature and effectiveness of the projects in grama panchayat. Fund allocated from other sources improves the projects and helps to reduce the gender related concerns in grama panchayat. When analysing the fund allocation from other sources we can see that during the 10th plan period the allocation is very less and panchayats like Muthalamada, Thenkurissi and kuttippuram have shown no allocation of plan fund from other sources. As compared to other plan periods, during the 12th plan period the fund allocation from other sources is high in all grama

panchayats. It is because, during this period, the numbers of projects are high in grama panchayats.

**Table 3: Fund Allocation from Other Sources (in %)**

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

Source: Plan Document, Sulekha (2002-2015)

Table 4 elicits the details of plan fund allocation and expenditure on WCP during the 11th and 12th plan periods. The grama panchayats' fund can be divided into plan fund and non-plan fund. This indicates that majority of the grama panchayats spent their plan fund on WCP. As compared to the total WCP spending, the plan fund spending rate is high in the selected grama panchayats. In the case of Kuttippuram Grama Panchayat, during the period 2009-11 the spending rate is very unsatisfactory (respectively 6.65 and 14.36 per cent).

**Table 4: Plan Fund Allocation and Expenditure on WCP during 11th and 12th Plan Periods (in %)**

Year	Elap pully	Muthal amada	Thenk urissi	Kutti puram	Othuk kugal	Moon niyur	Thiru nelly
2007-08	60.88	66.91	81.89	64.32	83.47	57.65	89.94
2008-09	83.09	79.20	56.34	70.26	79.24	74.79	70.15
2009-10	95.19	61.38	17.56	53.13	58.36	6.65	36.08
2010-11	16.13	58.09	72.25	57.50	55.50	14.36	63.05
2011-12	22.52	94.24	91.04	98.08	72.22	83.79	60.27
2012-13	54.76	42.01	58.96	71.17	94.42	87.99	74.18
2013-14	83.41	59.98	65.86	66.64	99.94	87.80	59.53
2014-15	42.23	34.90	64.02	85.92	39.78	66.05	66.58
2015-16	66.59	46.10	86.69	66.57	58.46	58.91	89.90

Source: Plan Document, Sulekha (2007-2015)

Table 5 indicates the percentage of allocation and expenditure on WCP among the selected grama panchayats. In this table we computed the WCP allocation and expenditure amount with the total allocation and expenditure on the selected grama panchayats. WCP has the mandatory allocation of 10 per cent fund for the welfare of women in local self-government, but this table elicits that majority of the selected grama panchayats did not allocate this 10 per cent of fund during their plan period. When we look into the 14-year allocation and expenditure on WCP in these GPs we find that five or six times this fund reached at 10 per cent and above level. We know that at the beginning of the WCP in LSGs the allocation and expenditure was very less in Kerala (Economic Review, 1999), but, after two decades of the implementation of the plan we can still see the same trend in the allocation and utilisation of WCP in grama panchayats. This less allocation of WCP may be due to the influence of political party because, in the case of Elappully GP, during the period 2014-15, the Civil Court imposed stay order on fund allocation and its utilisation due to problems in its administrative unit. Among the 22 elected members, 11 are affiliated to Left Democratic Front and remaining from United Democratic Front. Hence, at the time of board meetings the opposition party did not agree to implement projects and rejected the decisions of the ruling party. So, the approach of political party is the most important influencing factor in the implementation of development projects of the Grama Panchayats.

Tables 6 and 7 elicit the comparison of special plan-wise allocation and expenditure during the 11th and 12th plan periods. Table 6 shows the per cent of allocation and expenditure on WCP in comparison with total allocated amount for the special plans in grama panchayats. Table 7 shows the percentage share of other special plans except WCP in comparison with total allocated amount for special plan in grama panchayats. The grama panchayats' special programmes are WCP, Special Programmes for Children, Special Programmes for Old age, Anti-Poverty sub-plans, Ashraya rehabilitation programmes etc. These are some of the special plans provided by grama panchayats. When analysing these two tables we can see that the WCP allocation and expenditure is very less among the grama panchayats and GPs did not utilise their allocated fund fully during the period. Therefore, while studying the allocation and expenditure on WCP in macro and micro level we can see that some variations exist in grama panchayats.

#### **4. Analysis of Variance (ANOVA)**

##### **Allocation on WCP in Selected GPs**

From the above analysis we found that there exist differences between allocation and utilisation of fund for WCP in the selected grama panchayats. To examine these differences in the means of allocation and utilisation of fund on WCP statistically, we have applied ANOVA method. We attempted

Table 5: Allocation and Expenditure on WCP among the Selected GPs (in %)

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

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



Table 6: Allocation and Expenditure on WCP in Comparison with Special Plans (in %)

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

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

Table 7: Allocation and Expenditure on Other Special Plan in Comparison with Special Plan (in %)

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

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

to compare the mean differences of the selected grama panchayats. In this analysis we have one independent variable i.e. the allocation of WCP in grama panchayats during the 14 years and the dependent variables are 7 grama panchayats. The null and alternative hypothesis is examined for the difference in the allocation of WCP among the selected grama panchayats in Kerala. The null hypothesis states that there is no difference in allocation of WCP among the different grama panchayats and alternative hypothesis is that the mean allocation of WCP belonging to at least one grama panchayat is different.

Table 8 shows that F-value is used as a test of significance of differences in mean across the grama panchayat and it is the ratio of between groups' mean square and within group's mean square. From this result the F-value is 3.670 and its associated p-value is 0.003. It indicates probability of observed value happening by chance. Hence, we reject the null hypothesis and conclude that there is a difference in mean allocation of WCP across selected grama panchayats.

**Table 8: One Way ANOVA**

Allocation					
	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	8419156638.57	6	1403192773.10	3.670	0.003
Within Groups	34796257288.47	91	382376453.72		
Total	43215413927.04	97			

Source: Compiled from secondary data (2002-03 to 2015-16)

### **Expenditure on WCP in Selected GPs**

In this analysis we have one independent variable i.e. the expenditure of WCP in grama panchayats and dependent variables are the 7 grama panchayats. The null and alternative hypothesis is examined for the difference in the utilisation of WCP among the selected grama panchayats in Kerala. The null hypothesis is that there is no difference in the utilisation of WCP across the grama panchayats and the alternative hypothesis is that the mean utilisation of WCP belonging to at least one grama panchayat is different.

Table 9 elicits the details of WCP utilisation among the selected 7 grama panchayats. We attempted to compare the mean difference of the grama panchayat in the case of utilisation of WCP. From the table the F-value is used as a test of significance of differences in mean across the grama panchayat and it is the ratio of between groups' mean square and within group's mean square. From this result the F- value is 6.631 and its associated p-value is 0.000. Hence, the result would be statistically significant and we reject the null hypothesis. It means there is a difference between the utilisation of WCP among the selected grama panchayats. In both cases we can see that there is a mean difference in the allocation and utilisation of WCP in the selected grama panchayat.

**Table 9: One Way ANOVA**

<b>Expenditure</b>					
	<b>Sum of Squares</b>	<b>df</b>	<b>Mean Square</b>	<b>F</b>	<b>Sig.</b>
Between Groups	2682916549.77	6	447152758.30	6.631	0.000
Within Groups	6136874947.75	91	67438186.24		
Total	8819791497.51	97			

Source: Compiled from secondary data (2002-03 to 2015-16)

## 5. Conclusion

Women Component Plan is a Special Plan provided by the LSGs for the welfare of the women in LSGs. It is a mandatory 10 per cent allocation of fund among the total fund of the LSGs. We analyse the allocation and utilisation of WCP in macro sense for overall state and in micro level we selected 7 grama panchayats from three districts. As a whole (both macro and micro level), results show that there is a variation between the allocation and utilisation of WCP in the state. The allocation and utilisation of WCP in the selected grama panchayats also shows that a mean difference exists in its allocation and expenditure. Therefore, the mandatory allocation and its utilisations are questionable in the state. The effective utilisation of programmes under WCP will help to improve the gender related issues in the society and generate employment and income to the women in Kerala.

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