



SDG 5 and the Gram Panchayat Development Plans

<https://www.youtube.com/watch?v=POQOchwytFQ>

Transforming women's lives in India, Bhutan, Sri Lanka and Maldives

Gram Panchayats and SDGs



- Panchayat Raj Institutions as mandated by the constitution has the twin objectives of Economic Development and Social Justice
- Planning and implementation of functions related to 29 subjects enlisted in the Eleventh Schedule of the Constitution.
- Almost all the determinants of human development are covered under these subjects
- Many SDG targets are within the purview of these subjects
- **Gram Panchayat level planning :**
 - gives opportunity for the GPs to synchronize their plans with SDGs
 - leveraged resources from various centrally and state sponsored schemes and converge at the GP level
 - Gives opportunity to set GP-level targets with measurable indicators that will have vertical and horizontal linkages, convergence possibilities, resource mobilization potential and feasible action by the GPs

1. Agriculture including agricultural extension
2. Land improvement, implementation of land reforms, land consolidation and soil conservation
3. Minor irrigation, water management and watershed development
4. Animal husbandry, dairying and poultry
5. Fisheries
6. Social forestry and farm forestry
7. Minor forest production
8. Small-scale industries, including food-processing industries
9. Khadi, village and cottage industries
10. Rural housing
11. Drinking water
12. Fuel and fodder
13. Roads, culverts, bridges, ferries, waterways and other means of communication
14. Rural electrification, including distribution of electricity
15. Non-conventional energy sources
16. Poverty alleviation programmes
17. Education including primary and secondary school
18. Technical training and vocational education
19. Adult and non-formal education
20. Libraries
21. Cultural activities
22. Market and fairs
23. Health and sanitation
24. Family welfare
25. Women and child development
26. Social welfare, including welfare of the handicapped and mentally retarded
27. Welfare of the weaker sections, and in particular, of the Scheduled Caste and Scheduled Tribes
28. Public distribution system
29. Maintenance of community assets

So what can Gram Panchayats do



PROMOTE

- Universal birth registration
- Awareness against gender discrimination
- School enrolment and retention of girls
- Programmes for school children against cybercrimes and substance abuse

FACILITATE

- Formation of Gram Samanvaya Samitis, comprising grassroots-level functionaries, and women's representatives from the community
- Gender status studies and dissemination of findings in gram sabha
- Enrolment and attendance of all girl children in Anganwadis
- Women's participation in economic activities under SHGs
- Poorna Shakti Kendras, the GP-level one-stop centre for services for women

So what can Gram Panchayats do



ENSURE

- Active inclusion and engagement of adolescent girls in livelihood and skill development programmes
- Access to basic facilities for women and children
- Registration and tracking of women and girls who are migrating
- Discriminatory and illegal practices like child marriage, female foeticide, etc. do not take place
- Women's membership and participation in local development and governance

Entities for support:

ICDS supervisors,
Anganwadi workers,
school teachers,
health workers,
ASHAs, NGOs, local
police, lawyers, SHGs

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Resources to look for:

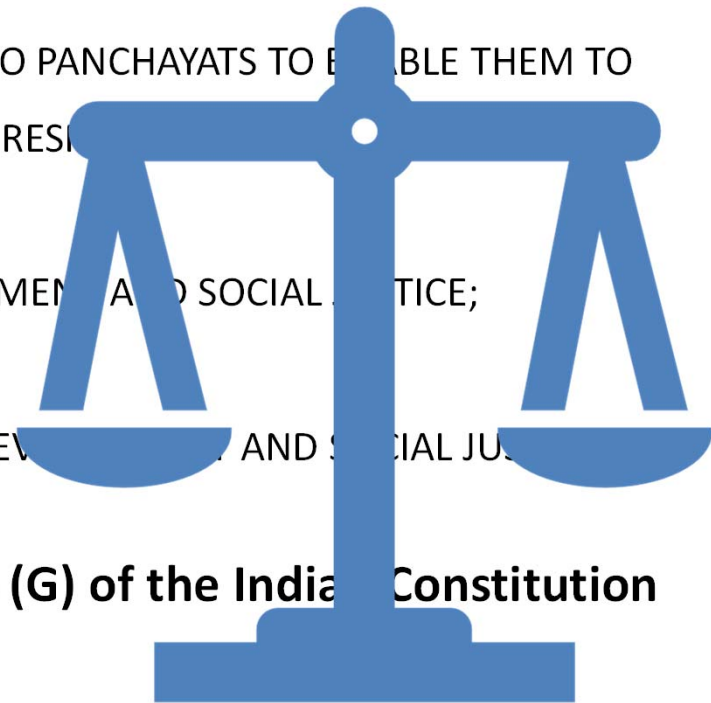
National Mission for Empowerment of Women (NMEW),
Beti Bachao Beti Padhao,
Rashtriya Bala Swasthya Karyakram, ICDS, Sukanya Samridhi Yojana (Girl Child Prosperity Scheme), DAY-NRLM, Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA), Swachh Bharat Mission, NHM, SSA

SUFFICIENT POWERS AND AUTHORITY SHOULD BE GIVEN TO PANCHAYATS TO ENABLE THEM TO FUNCTION AS INSTITUTIONS OF SELF-GOVERNMENT WITH RESPECT TO

(A) THE PREPARATION OF PLANS FOR ECONOMIC DEVELOPMENT AND SOCIAL JUSTICE;

(B) THE IMPLEMENTATION OF SCHEMES FOR ECONOMIC DEVELOPMENT AND SOCIAL JUSTICE.

Article 243 (G) of the Indian Constitution



Gram Panchayat Development Plans (GPDP) Highlights that present opportunities



Key Components of the GPDP Guidelines

- High emphasis on **participatory planning** involving all stakeholders and active role of the Gram Panchayat and Gram Sabha
- **Environment creation** at state level and publicity campaign to motivate people's participation in the process
- **Stakeholder orientation and capacity building** of functionaries and elected representatives on the process
- The need to calculate and communicate the **resource envelope** to the GPs with a high focus on convergence while estimating the resource envelope
- Setting up of State level **Empowered Committees** headed by Chief Secretary or Development Commissioner and Coordination Committees at District and Block level.
- A **time bound plan approval process** to ensure accordance with the financial year for smooth implementation
- **Recommends electronic fund** management system for transparency and prudence
- A robust physical and financial **monitoring system**, along with **social audits**

GENDER REVIEW OF GPDP



Key Features	Guideline	Opportunity
Participatory Planning Process	<ul style="list-style-type: none"> ➤ Enables decentralized planning in the true sense with people's participation ➤ Focus on State specific guidelines to incorporate local perspective ➤ Even though the process is participatory there are systems for consolidations enabled by use of IT (Plan Plus software) 	<ul style="list-style-type: none"> ➤ focus on ensuring women's participation or giving space for women's needs/demands to be separately captured ➤ Assuming SHG participation as women's participation is not a very good strategy ➤ Limits to people's participation when planning has been assigned to functional committees as in Telangana and Andhra Pradesh ➤ Definite guidelines for works and formats have greater scope for innovation
Environment Creation and Capacity Building	<ul style="list-style-type: none"> ➤ There is huge focus on awareness and publicity campaigns to encourage people's participation ➤ Use of media (FM radio, folk media, newspapers) promoted ➤ States encouraged to name the programme and invoke the leverage of the Chief Ministers for publicity ➤ SIRDs nominated as the nodal agency for capacity building, with clear fund allocation from RGPSA-CB ➤ Focus on training ERs and functionaries 	<ul style="list-style-type: none"> ➤ Post FFC fund availability under RGPSA could be an issue ➤ Greater focus needed on reaching out to women and marginalized communities ➤ Capacity building especially is not targeted for these groups ➤ Except for select states other states didn't have gender mainstreaming in GPDP module ➤ Sustenance of strong resource pool for trainings on gender
Determination and Communication of Resource Envelope	<ul style="list-style-type: none"> ➤ Very important and innovative exercise of linking plans to resource availability and not just creating a wish list 	<ul style="list-style-type: none"> ➤ focused efforts needed on determining the envelope. A short cut method of 10% increase from last year allocation suggested
Situational Analysis	<ul style="list-style-type: none"> ➤ Need assessment based on situation analysis is an important step against wish list development ➤ Provision for sectoral assessment and preparation of Development Status Report ➤ Karnataka guidelines suggests use of GPHDI as well as a 62 point indicator framework 	<ul style="list-style-type: none"> ➤ Lack of availability of data at village level not addressed ➤ clarity needed on who will facilitate the process except in Karnataka which has identified a group of 20 SHG members and 5 Community Volunteers to facilitate the process ➤ focus needed on undertaking gender analysis

GENDER REVIEW OF GPDP



Key Features	Guideline	Opportunity
Identification of Costless Activities	➤ Brings in the focus on social issues especially since it is mandatory	➤ Not all social issues can be unfunded/ low or no cost ➤ Greater provision for funding and convergence
Institutional Mechanisms	<ul style="list-style-type: none"> ➤ Empowered Committee at State level headed by Chief Secretary or Development Commissioner ➤ Coordination Committees at District and Block level ➤ Gram sabhas mandated by States as the final approval authority ➤ Recognized role of standing / functional committees related to planning 	<ul style="list-style-type: none"> ➤ clearer link with State plans or planning process ➤ clearer role for DPCs except for approval ➤ No formal alignment with other schematic planning cycles through issues of circulars or similar measures ➤ No mechanisms to provide statutory status to Mahila Sabhas for getting women's demands on record
Visioning Exercise and GPDP Finalization	<ul style="list-style-type: none"> ➤ GPs having a perspective plan or vision (especially a 5 year one as in Karnataka) strengthens their overall understanding of development ➤ Plans linked to outcomes or goals like in Telangana 	<ul style="list-style-type: none"> ➤ Vision exercise not focused in gender issues ➤ No focus or parameters for gender focus in the final prioritization process ➤ No link of plan finalization with women's needs or Mahila Sabha resolutions
Plan Link with Implementation	<ul style="list-style-type: none"> ➤ Direct link with implementation ➤ Some states have even frozen plans for implementation ➤ Approval processes in place with systems to review the plans ➤ No powers to higher levels to delete or modify the plans only technical appraisal 	<ul style="list-style-type: none"> ➤ Need to have project proposals for sanction from higher level even after plan is approved ➤ Technical sanction still as per State laws may limit GP autonomy

GOOD PRACTICES IN STATES



Environment Creation-State Chief Ministers' were involved in announcing the programmes and appealing to the general public to participate in the planning process

- In Telangana, for example, the Grama Jyoti programme was launched at a Collector's conference by the Chief Minister
- In Karnataka, the Rural Development Minister officially wrote to all Sarpanch about the programme along with communication of resource envelope
- Local folk media and newspapers has been utilized to publicize the programme.
- The DoPR in Madhya Pradesh also advertised the programme on FM Radio

Cascading Capacity Building Model- High focus through SIRDs

- Developing training modules for GPDP and gender mainstreaming in GPDPs
- Development of State level resource group of empanelled master trainers for GPDP with multiple rounds of trainings
- Master trainers to train resource persons at district and block level in campaign model
- District and block level trainings for all ERs
- Focus on training of Officials and ERs beyond Sarpanch

Institutional mechanism- different models as per state requirement

- Functional Committees of ERs and Non-ERs in Telangana (Includes one representation from VO, specific trainings, Outcome development with gender objective setting)
- Village, Taluka, Zilla and State level planning committees in Karnataka
- Gender Task Force in Andhra Pradesh and Karnataka

Bottom-up process with technical Support in Rajasthan

- Clear state guidelines but not limiting the untied nature of the grants
- Linked GPDP cycle with annual budget cycle and also focus on linking GPDP with SDGs through training programmes
- Ward level planning and prioritization process with focus on mobilization at Ward Sabha levels
- Mahila Sabhas made mandatory before Gram Sabha
- Gram Sabha level final prioritization process as well as Gram Sabha being the final approval authority. Authority to GPs for administrative approval of works
- Technical Support Group of line department officials for developing final plans and estimation
- Block level officials (Taluka Parishad) is actively involved in planning and monitoring processes (Creation of Coordination Committees). Very strong block-level database for GPDP and FFC monitoring

Systematic Participatory Planning Process in Karnataka-Integration with State Act and required systems.

- Development of a 5 year GP Vision with annual plans for revision. Convergence at the GP level and clear communication of resource envelope.
- Clear flow chart of the process defined with approval authorities defined at multiple stages. Involvement of higher levels of PRIs and administrative levels in GPDP process (TPDC, DPDC, KSPDC)
- Situational analysis based on 62 point indicator (20 women-related) and use of GP level HDI. Use of PRA processes. Facilitation team of 5 volunteers and 20 SHG members at each village
- Electronic plan updation and management system linked with approval process. Plan for GP level annual reporting system

**GOOD
PRACTICES IN
STATES**

GOOD PRACTICES IN STATES



Strengthen the capacity building efforts on gender

- Special emphases/component for training of WERs and those from marginalized sections in the GPDP guidelines itself
- Training on Gender Mainstreaming in GPDP should be made compulsory for all Panchayat Secretaries and Sarpanch
- Specific training focus for women in committees
- **Reaching out to women and marginalized to create awareness on GPDP and FFC resources** especially through training of SHG members on GPDP and involving them as facilitators

- *UN Women through SIRDs have already trained more than 130000 EWRs*
- *There are 13 training modules developed on women's leadership and participation which can be very useful*
- *There is a national level resource pool on GRG of 30 master trainers (in addition to 1754 local level trainers)*
- *12 films "Harbingers of Change" developed and being used extensively in capacity building*

Strengthening of Mahila Sabhas:

- Exclusive Mahila Sabhas to be conducted for GPDP
- Mahila Sabha resolutions be documented and put in public arena through Plan Plus

UN Women experience on ground shows Mahila Sabhas have the potential to increase gender responsiveness but only if the process is institutionalised

Recommendations

GOOD PRACTICES IN STATES



GPDP Guidelines to include Gender Responsive Budgeting (GRB) as a strategy

- Allocate adequate resources for social and gender development activities.
- The guidelines, especially where indicating sectoral composition should have a 30% women component
- Specific 10% allocations for awareness activities on social and gender issues
- GPDP should have a separate women's component, which is planned and approved by the Mahila Sabha

The Kerala people's planning campaign has already shown that although limited this does have an impact on women's involvement. Also this could be a good incentives for SHGs to engage in the process.

Recommendations

GPDP Guidelines should include Gender analysis as an essential part of the process

- Each GP should have a gender development report to reflect on
- Gender aware PRA tools like Moser framework and spatial mapping should be promoted
- Separate guidelines and format for reporting on gender parameters and undertaking gender analysis
- Space/format for gender needs to be documented
- Each GPDP should have a gender and development outcome, with clear indicators and activity plan
- Separate problem prioritization and matrix ranking exercises should be done

UN Women is also developing a Gender Responsive Planning and Budgeting toolkit for PRIs which can be a handy reference while designing these

Institutional Mechanisms to be put in place

- Develop a cohort of elected women at the block or district level with the sarpanch, ward members, territorial constituency members also involving former elected women representatives and block/ district level self-help group leaders.
- Gender watch group comprising of strong women leaders self-help groups, village organization and block federation women members and former elected women representatives for monitoring.
- Gender justice standing committees at the gram panchayat, taluka panchayat and zilla panchayat levels.
- All zilla panchayats should **also have a Gender Budget Cell.**

Creating enabling systems

- Provision for better transport facilities/reimbursement to elected women representatives.
- Also, honorarium is less which is not a motivation for elected women representatives who would not otherwise go so much to the taluka like a male elected representative. There should be an added incentive for elected women to go to the taluka.
- Some budgetary allocations are needed for conducting the gram sabha and mahila sabhas need to be created to ensure local agenda setting and mobilization.
- Increase presence of women staff in the panchayat (secretaries, extension officers or data entry operators) and gender sensitization of all key panchayat staff.
- Engaging Civil society organizations as a facilitating agency was found to be an enabler for elected women.

Recommendations

THANK YOU

Annex



The 14th Finance Commission recommendations



FFC AWARDS @500
INR PER CAPITA
ANNUALLY IS 3
TIMES THAT OF TFC.



COMES OF AN
AVERAGE OF INR 17
LAKHS PER GRAM
PANCHAYAT (85
LAKHS FOR 5 YEARS)
FOR BASIC SERVICES.



WITH A 90% BASIC
AND 10%
PERFORMANCE
GRANT RATIO, THIS
AMOUNT IS TO BE
TRANSFERRED
DIRECTLY TO THE
GRAM PANCHAYATS
WITHIN 15 DAYS OF
RECEIPT BY STATE.



TO AVAIL THIS MOF
MANDATED
SUBMISSION OF
GRAM PANCHAYAT
PLANS; WHICH WAS
TAKEN FORWARD BY
MOPR AS PART OF
GPDP.



THE WHOLE
PROCESS HAS
BREATH A NEW LIFE
TO PRIS POST 2015
AND IT WAS
IMPORTANT TO
UNDERSTAND THE
GENDER
IMPLICATIONS OF
THE PROCESS.

Financial Assessment of Goal 5

TARGETS	CLASSIFICATION	LINKAGES	FINANCE REQUIRED	GAP
5.1 End all forms of discrimination against all women and girls everywhere	Assessed together	Goals 2, 3, 4, 6, 7, 8, 9, 10, 16	INR 89 lakh crores USD 1408 billion (2016-30)	INR 69 lakh crores USD 1091 billion (2016-30)
5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation				
5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation				
5.4Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate				
5.5 Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decisionmaking in political, economic and public life				
5.6 Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences				
5.7 Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws	NOT ASSESSED			
5.8 Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women				
5.9 Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels				

The 14th Finance Commission recommendations

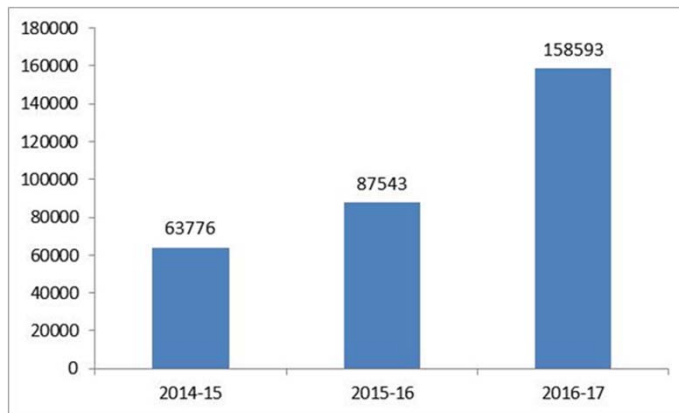


implications of FFC and GPDP on the State of Local Democracy (SoLD) and Gender in India

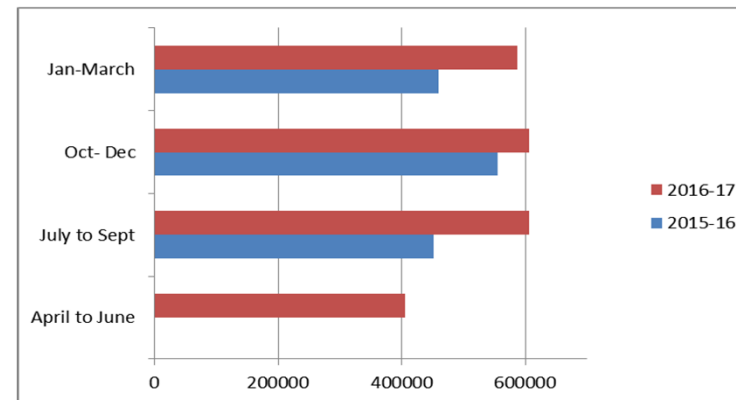
Mediating Value (SoLD)	Locally relevant strategy	Description	Democratic indicators	Gender Question
Representation	Elected Representatives (ERs)	People's representatives directly elected to local democratic institutions i.e the three tiers of the Panchayats	Regularity of Elections Number and Profile of ERs Motivation and Capacities of ERs	What is the percentage of Women? What are the capacities and activeness of Women Elected Representatives (WERs)?
Participation	Gram Sabha	Citizens playing an active role in shaping local policies and practices	Conducting of Gram Sabhas Attendance and Participation in Gram Sabha	What has been the level and type of women's participation?
Authorization	Devolution powers	Legal transfer of functions, funds and functionaries to the local level	Level of Executive Devolution Number and Type of Functions devolved Depth and Clarity on devolution Matching functions with functionaries Concomitant fiscal transfers	How does devolution affect WERs effectiveness?
Legitimacy	Exercising powers	Operational devolution of functions, funds and functionaries	Actual application of powers	How has it affected the functioning powers of WERs
Responsiveness	Local planning and budgeting	Grounds for decision making and the extent to which policies and plans reflect the will of the people	Practices for planning and budgeting in place	What is the role of women and responsiveness of the plans to gender needs?
Accountability	Social Audits	Mechanisms through which cities can ensure that decision makers are answerable for the decisions made	Systems in place	Are there Gender Audits of plans and allocations being conducted?
Transparency	Right Information pro-active disclosure	Openness of the institution to share information and amount of information available in public domain making decision makers answerable	Systems in place	How much access do women have over this information and system?
Solidarity	Inclusion of Marginalised communities	Degree of social cohesion, relationships between different levels of the society and the equality of access to rights and benefits	Participation and Benefit sharing for SC/ST and marginalized	Do women from all communities have as much access to decision making and benefit sharing?

Fourteenth Finance Commission and Implication on SoLD

Impact on Panchayat Resource Base



On Timeliness of Fund Release



On Fiscal Autonomy

- Indirect curbs and conditionalities are being imposed by State Governments but still resource envelope is known and Panchayats due enjoy a certain level of autonomy especially where GPDP process have been established
- Fiscal transfers have improved and administrative powers to GPs have been more streamlined

