

Gambits for Capacity Building Of Women Representatives In Panchayati Raj Institutions

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ABSTRACT:- Capacity building often states to assistance that is provided to entities usually in developing countries, which have a prerequisite to advance a certain skill or capabilities, or for general upgrading of routine ability of women. It involves activities which reinforces the abilities, skills, and behaviour of women and expand them so that they can meet its mission and goals in a sustainable way. Women's political participation has been considered a major measure in women's capacity building. Empowering more women to pursue enterprise, growth through a more favourable support environment engenders employment, authorizes women and brings social and economic aids to women and to society at large. Empowerment can enable women to participate, as equal citizens, in the economic, political and social sustainable development of the rural communities. This paper seeks to redress existing gender imbalances in enterprise development through approaches and activities aimed specifically for women. There is a need for change in society in dealing with women. This paper also presents efficacious strategies for mobilizing women, building their capacities and ensuring their effective participation in governance structures. The paper is based on primary as well as secondary sources. It is hoped that this paper will be useful for practitioners working with elected women representatives to build capacities of locally elected representatives and communities to undertake more participatory and equitable development planning.

KEYWORDS:- Women's Empowerment, Capacity Building, Elected Women Representatives (EWRs), Panchayati Raj Institutions (PRIs).

I. INTRODUCTION

Throughout history and in many civilizations including India, gender inequality was part and parcel of an accepted male dominated culture. Atrocities and discrimination are the two major problems, which the Indian women face in the present-day society. The traditional mindsets of India assume that the place of women is mainly engrossed to the household activities like kitchen work and upbringing of the children. Even after seventy-two years of independence women are still one of the most powerless and marginalized sections of Indian society.

Since the 1990's women have been identified as substantial agents of sustainable community development and women's equality and empowerment are seen as central to a more holistic approach towards creating new patterns and processes of development that are sustainable. The empowerment of women means for them to have the essential ability to undertake numeral tasks either individually or in groups, so that they have further access to and control of society resources. This necessitates the development of suitable strategies for capacity building of EWRs and operative means for evaluating and critically evaluating rights for women empowerment. While empowerment has become substantial for creating enabling circumstances for disadvantaged groups at the same time, it has also become a rallying cry for grassroots movements. The nature of empowerment here is of women not only at an individual level, but collectively as well.

The process of decentralisation has provided representation but representation does not necessarily lead to participation. Women still face a number of challenges for their engagement in political spheres such as inadequate education, lack of financial liberation and opposition stemming from engrained patriarchal views. While representation is adequate (as per the norm of one-third of all seats) participation is less than adequate. While it is relatively easy to legislate representation, it is more problematic to create environments suitable for participation. Experience shows that representation does not automatically lead to participation. Training, therefore, has emerged as a critical concern for facilitating their effective participation.

The development policies that fall within the realm of the PRIs are highly intricate with multidimensional activities such as number and type of development programmes, planning, implementation,

supervision, accounting, right to information, social audit and service delivery rules. The underlying drive of PRI capacity building is to guide panchayat leaders away from the tendency to unilaterally decide on development initiatives and to curtail the inconsistencies in functioning of PRIs across the country.

II. SCOPE OF CAPACITY BUILDING FOR EWRs IN PANCHAYATS

The foremost objective of capacity building is to empower EWRs by emerging leadership capacities so that they assist as catalysts for social revolution and function as peer facilitators in the field, become vocal for their rights and participate efficiently in the governance processes. It is a significant endeavour in creating a forum for EWRs to understand their roles and responsibilities in a more prolific manner. Although it is the foremost step towards harnessing the full potential of EWRs, but this is envisioned as a continuous process in order to instil confidence, courage, conviction, motivation and above all providing hand-holding provision to EWRs for mainstreaming them in the governance process.

The overall perspective of capacity building must reinforce several facets related to local governance and management of PRIs including the issues of transparency, accountability, inclusive development, social justice and gender equity. The study of capacity building has its own importance in the succeeding areas:

- Organisational change and development
- Involvement of women in community growth & development
- Providing financial assistance to women so that they can control over resources
- Human resource development relates with enhancing the knowledge, skill and abilities of woman.
- Providing a supportive environment to carry out duties & responsibilities very efficiently & effectively.
- Orientation to the elected representatives and support functionaries on the concept of decentralization, the process of participative development
- Understanding the basics of the financial devolution system, local revenue mobilization, the role and responsibility of the Finance Commissions and management of Panchayat Funds
- Skills of evaluating impacts of major schemes including PRI capacity building to provide feedback to higher levels of government on scheme design and effectiveness.

III. REVIEW OF LITERATURE

MC Rhee and bare (2001) specifically states capacity building is an empowering activity that strengthens the ability of community to building their structure system people and skill so that they are better able to define & achieve their objective engage in consultation & planning, manage projects & take part in partnership and service delivery

Sector Development policy team (2004) summarized the common area of capacity building like employing & developing work force, improving performance, evaluation, monitoring, & quality assurance. Existing research and commentary support the conclusion that capacity building for rural sector is largely & sporadic & uncoordinated.

National capability building framework (NCBF) (2007) Competence and capability building of EWRs and support functionaries is sine qua non to enable them to play their role effectively and efficiently through the institutions of local self-government in the country. Efforts for strengthening of PRIs have gained momentum with the creation of Union Ministry of Panchayati Raj in 2004.

IV. OBJECTIVES OF THE STUDY

- To identify the critical importance of training for improving the performance of elected women representatives
- To examine the strategies for mobilising women, building their capacities and ensuring their effective participation in governance structures
- To build the leadership skills and capacity of EWRs.

V. RESEARCH METHODOLOGY

The present paper is based on the primary data collected through interview schedule and secondary data collected from secondary sources in the form of published literature on the subject. The various sources include reports on women empowerment and publication by Ministry of Panchayati Raj.

VI. STRATAGEMS FOR CAPACITY BUILDING OF WOMEN EMPOWERMENT

The PRI capacity building and training need to be considered as a continuous obligatory development and should have judicious mix of both supply and demand driven contents to empower EWRs and PRI officials to have appropriate knowledge and skills to discharge their functions effectively. Capacity building is the development of knowledge, skills and attitudes in individuals and groups of people germane in the design,

development and maintenance of institutional and operational infrastructures and processes that are locally meaningful. Virtually, capacity building is to help to develop the capabilities of people, NGOs, organisations and communities, analyse their environment and notice their hitches, complications, requirements, opportunities and also set strategies to cope with the issues.

The strategy was designed to bring women into radical structures and support their participation in policies, by organizing campaigns and training programmes to prepare women to discharge multiple roles, aiding them to link local priorities to the planning process. They were tasked with facilitating women's partaking, inspiring them to lead the process of revolution, strengthening the existing collectives and networking with them at different levels. Within the overall objectives and the framework of the study, different organizations were mobilized to assist in the implementation. A combination of the following strategies was used to bring EWRs to the mainstream and facilitate their empowerment as shown in Fig.1.



Figure 01: Strategies for Capacity Building

Source:<https://in.images.search.yahoo.com/search/images?p=images+of+strategies+for+capacity+building+for+women&fr=mcafee&imgurl=https%3A%2F%2Fhmstrust.org.au%2Fwp-content%2Fuploads%2F2017%2F12%2FCapacity-Building-image-paint-1-350x350.png#id=20&iurl=https%3A%2F%2Fpsydeh.files.wordpress.com%2F2017%2F12%2Ffruits-of-change-bottom-up-pyramid.jpg&action=click>

VII. STRATEGIES INSTIGATED AND CREATING AWARENESS

a. Environment-building through the campaign approach

Various campaigns were adopted to create an enabling environment for the EWRs. Mobilisation of the gram sabha and its empowerment was a part of mainstreaming of EWRs. A campaign-based approach was adopted to influence peoples' perspectives on panchayats and local governance and to soothe them to participate in gram sabha meetings. Pre-Election Voters Awareness Campaigns, carried out both in intensive and extensive modes, sought to promote an enabling environment for free and fair elections, encourage increased participation of women and people belonging to marginalised groups (as voters and candidates), generate awareness among voters about the importance of exercising their right to franchise and encourage them to vote for women candidates.

Approaches were designed in a manner that was sensitive to the local ethos, work culture and differences in literacy levels. Some elements of the campaign approach were:

- **Cognizance generation and perspective building:** These campaigns focused on the importance of people's participation in governance, the features of the 73rd Constitution Amendment Act and the role of women in governance. Posters, pamphlets, inspirational songs and mashaal jaloos (torch light processions) were organized to widen and diversify the process of dissemination.
- **Sustenance in filing nominations and mock polling exercises:** In many states 'nomination camps' were set up to offer support to aspiring candidates, especially women. These camps provided evidence regarding filing of nominations, assisted in filling nomination forms and encouraged women to contest from unreserved seats. This helped to create an encouraging impact, especially on the women who had won the elections.
- **Activating people to participate in gram sabha meetings:** Armament campaigns were conducted, in an effort to increase people's participation in gram sabha meetings. Printed material, prominence the importance of gram sabhas, the role, powers and functions of the members, was distributed to create responsiveness.

b. Building capacities of EWRs and other women leaders

The basic premise of this effort is that informed and well trained EWRs will be equipped to handle their roles and responsibilities independently and will be in a better position to participate effectively in panchayat affairs. Capacity-building approaches sought to enhance the understanding of women representatives about their role and responsibilities, the procedures and mechanisms associated with decentralized governance and the schematic interventions of the Government. Gender sensitisation was taken up in some areas; activities included training programmes, perspective-building meetings, exposure visits, strengthening women's collectives and developing information dissemination mechanisms. In addition, interfacing and handholding were other aspects of the capacity building approaches. Felicitation ceremonies of EWRs helped to defuse the political polarization within the village and build up the confidence of the members. Similarly, the organization of amna samna (interface) meets between EWRs and the community enabled regular interaction to discuss local issues, the provisioning of services etc.

c. Strengthening women's collectives and building webs

The interplay of several factors prevents women's voices from being heard, their needs being addressed and their active engagement in governance processes. The culture of continued subordination has rendered many women less than confident to exercise their public responsibilities. Coupled with the fear of being ridiculed and side-lined, this has been a major constraint to the active participation of women in governance. Recently there have been some efforts at building networks of women, though these have been limited. Under this study, partner organisations facilitated the formation of women's forums and networks that developed a sense of solidarity amongst the women. In some places, new forums and networks were formed by bringing together various self-help groups/ women's groups and EWRs, while in other places existing networks were expanded and strengthened. The basic focus was on building the capacities of traditional and local associations of women and making them aware of governance issues.

These networks have helped women in gaining collective strength and solidarity, a common platform to share experiences, increased recognition and voice and enabled dialogue and the sharing of experiences. A lot of ground work and a mix of interventions such as perspective building, training programmes and informal consultations was required to motivate women to form networks. In Uttar Pradesh the networks acted as pressure groups and enabled women to raise their issues at various forums. The network has played an active role in convening gram sabhas to take up matters such as encroachment of public land; in some areas these networks succeeded in reclaiming the land and redistributed it among landless people. Another noteworthy achievement of the network has been to ensure the provision of basic education for girls in rural areas. The network has helped women interface with government officials and build cohesion among community organizations.

d. Triggering the gram sabhas

Empowering the community to enable people to contribute proactively in the governance process was another aspect of the role undertaken by the partner institutions across states. Unless regular gram sabhas are convened, with the active participation of the villagers, the objective of decentralized governance cannot be achieved. A special effort must be made to ensure that women and people belonging to the disadvantaged sections feel empowered and motivated, so that they can voice their concerns and ensure that these are placed on the agenda and conversed. Awareness generation programmes, community mobilization activities and perspective-building programmes were organized by almost all partner organizations. In Uttar Pradesh, special focus was given to strengthening the mahila gram sabhas (women's village assemblies). SHG members were motivated to actively participate in the mahila gram sabhas.

e. Information propagation mechanisms

Information propagation strategies were adopted including formation of information centres, information melas. Information melas (fairs) provided another mode of dissemination of information and brought a range of stakeholders including elected panchayat representatives, teachers, government officials and the media to a common platform. Updated information and learning materials were provided. Special attention was paid to those EWRs who were not able to read, by preparing appropriate information and communication materials like posters, pictures, audio cassettes and films. Radio programmes were effectively used for information and knowledge dissemination and provided a platform to EWRs to reach out to the community.

f. Sensitisation and awareness

A pivotal and facilitating component of the study was sensitisation and perspective building for the stakeholders at various stages of the program. Announcements made through songs in the local dialect using the voices of film stars were used to draw the attention of the rural populace. Interactive activities, puppet shows, street plays and cultural programmes generated awareness on panchayati raj issues. Informal meetings (with both men and women) were systematised to mobilize and strengthen perspectives of EWRs. Sensitisation of government officials at block and district levels, through orientations and workshops explaining the objectives and concept of the capacity building program of EWRs facilitated their understanding of work-related needs and the problems faced by EWRs.

g. Trainings and experiential learning

Newly EWRs often lacked knowledge and skills. Residential trainings provided an opportunity to these women to express their views and concerns, to share experiences and gain confidence and skills. Exposure visits to other projects sites/areas helped EWRs to learn from each other's experiences. The visits also facilitated the process of networking amongst the EWRs and led to the formation of district level networks.

h. Support and backup

Sensitisation exercises, trainings and interface meetings, were followed by providing continuous support. EWRs were assisted in the writing and filing of applications (for example under the RTI), giving them the confidence to manage issues and problems. Household visits by field level workers and informal meetings were undertaken to facilitate the movement of women outside their homes. Women Citizen Leaders provided support to EWRs in organizing gram sabha meetings, accompanied them to block and district offices and created a favourable atmosphere for them to carry out their functions. In this process, they gained visibility and a platform to build their own leadership skills.

The Panchayat Information Centres (PICs) evolved as hubs for activities and for the dissemination of information. Through visits to the PIC, EWRs acquired information and confidence. The PIC also provided a platform for EWRs to come together, share views and discuss issues related to the panchayats.

VIII. INSTANTANEOUS RESULTS: SOME ACHIEVEMENTS

a. Women assert their rights

Capacity building exercises and the strengthening of women's networks were critical elements in the transformation of many EWRs from passive, non-participating members to confident, active and responsible members of the community. Women who had so far been largely silent in public began to share and voice their concerns. Acknowledging this trend and the importance of women's participation, block-level officials provided forum members with space in the block office to conduct their meetings. In several gram panchayats, women sarpanchs who had been denied their legitimate right to chair gram sabha and panchayat meetings were enabled to do so. In fact, in spite of the feudal, conservative and paternalistic environment that prevails in the state, dalit women have been enabled to participate in PRIs, which is a remarkable success. The women also succeeded in asserting their right to influence the utilization of 10 percent of the panchayat funds, earmarked for them. The most significant impact has been the solidarity established amongst women through the networks and forums.

b. Engagement of EWRs and leaders in panchayats

A key outcome of the study has been the increased recognition by women, both elected members and gram sabha members, of the importance of their participation and engagement.

c. Incorporating women's matters in gram sabha and gram panchayat meetings

Efforts to bring women's issues to the forefront of the agenda of gram sabhas and panchayat meetings have been successful. Many issues raised in panchayat meetings related to female foeticide, dowry and domestic violence. Similarly, some of the issues raised in the gram sabha were related to women.

d. Monitoring of basic services

Reflecting increased confidence and awareness, EWRs and network members have begun to monitor the functioning of panchayats and the departments within the purview of the panchayats, as well as the implementation of government schemes. EWRs in Uttar Pradesh, visited government departments and discussed

their concerns and grievances with the concerned officials. They have also built pressure on panchayat secretaries to ensure that schemes are effectively implemented. The women maintain that they are fighting for their rights and they will continue to do so, regardless of how much money they have to spend or the threats they receive, a vindication of their new confidence.

e. Women infloving the political arena

The Pre-Election Voters' Awareness Campaign enabled voters to make informed choices. Their success is reflected in the fact that there was a perceptible decline in the number of dummy candidates, and in the rejection of nominations. There was increased voter participation and a larger number of women contested elections on reserved seats, as well as from general seats. Women's collectives were instrumental in identifying potential women candidates and in helping them to file their nominations.

f. The way forward

It is clear that the collaboration of partner organizations with SHGs, women's groups, trained citizen leaders and the people themselves, as part of the strategy of design and implementation, has added value to the participation. Greater partnership between the government, stakeholders and NGOs can therefore make for effective interventions. Training has been an appreciated and core element of the capacity building strategy. Training must be seen as an ongoing process and should not be a onetime intervention. It is important to identify mechanisms that will sustain and strengthen the training process in the future. For example, Panchayati Raj training institutions at the state level should involve experienced NGOs in their training programmes, especially for the training of EWRs. Most of the partner institutions focused their interventions on women and only a few institutions directed their efforts towards gender sensitisation programmes. While such interventions are needed on a continued basis, gender sensitisation training programmes need to be provided on an even larger scale to both women and men. In general, men were not targeted in the interventions and this is a serious gap that needs to be addressed in subsequent initiatives. Experience sharing of EWRs needs to be actively encouraged, wider publicity to accomplishment stories and greater exposure for women's groups through visits and sammelans is obligatory. Documentation and record keeping are additional areas that require consideration. Another major component that needs to be strengthened is the interventions that are specifically targeted at women belonging to marginalized sections (dalits and tribals).

While the women's networks have played a very important role in developing individual and collective leadership, sustained efforts are needed to consolidate and stabilise these networks and they need to be given formal recognition. Many of the concerns identified at the beginning of the project remain, since the project duration was too short to develop institutional mechanisms that can take into consideration factors like caste and class divides, patriarchal forces and the heterogeneous nature of the groups. Yet, the interventions have contributed significantly towards building capacities and developing institutional mechanisms. Such interventions at the grassroots level, on such a scale can best be done by NGOs in the field. These interventions will need support in the near future, as more and more women candidates enter the political arena. To equip them to work constructively, an informed and sustainable framework needs to be created. Building the capacities of women collectives has contributed immensely in developing leadership qualities among women. While the focus of most of the interventions was on building the capacities of EWRs, interventions also need to be scaled up to develop the capacities and skills of women's collectives and women leaders. This will ensure that the collectives form a support structure for EWRs and contribute to women's agency and their participation in governance structures.

IX. CHALLENGES

Initially, the study had to contend with a lack of interest in its activities and objectives amongst the women. The women were burdened by household responsibilities and social pressures and restrictions added to their inhibitions and reluctance to come out of their homes. The established dominance of their male associates on the PRIs and the opposition of vested interests led to poor participation by EWRs. The idea of women as leaders is not easily acknowledged at the community level or indeed even by government officials.

Many of the female pradhans had male secretaries. This led to a problem; the conservative mores of society made it difficult for the women pradhans to talk to their male secretaries, let alone guide and instruct them. In many cases, the problem was resolved in a most unsatisfactory manner, with male relatives acting on behalf of the women pradhans.

There were other challenges at the organisational level, and the lack of a strong and committed cadre at the inception of the study hampered the capacity building programme.

The local NGOs involved in implementation of programme, also had limitations with regard to project implementation (particularly in management and documentation), and there was a high turnover and dropout of coordinators, which impacted on the study.

X. SUGGESTIONS

Based on the study, members informed that women do not attend programmes due to burden of household work, lack of mobility, lack of child care facilities, social norms prohibiting travelling alone and many others reasons. With many states having fifty per cent women as PRI members in the three tiers, it is imperative that capacity development initiatives respond to needs of EWRs. Right efforts from all areas are required in the capacity building of EWRs. Role of EWRs in economic development is inevitable. The following efforts can be taken into account for effective capacity building of EWRs.

- a) A women guidance cell should be set up to handle the various problems of EWRs.
- b) Better educational facilities and schemes should be extended to women folk from Government.
- c) Counselling through the aid of committed NGO'S, managerial experts and technical personnel should be provided.
- d) Gender training should be provided to all elected representatives as well.
- e) Making provisions of marketing and sales assistance from Government.
- f) Making provisions of micro credit system and enterprise credit system to the EWRs at local level.
- g) Provide special training for women on panchayat systems within three months of their coming to power.
- h) Share information to educate women about their rights and making them believe in themselves, to improve their knowledge and put them on the path to empowerment.
- i) Training programme on management skill should be provided to women community.
- j) Training in entrepreneurial attitudes should be given at the High School level through well designed courses.
- k) A separate budget should be allocated for training of EWRs.
- l) A large number of EWRs did not have access to formal education and are not cognizant of the political procedures, welfare schemes and their rights as elected representatives. Therefore, a functional literacy course has to be conducted for such non-literate EWRs immediately after their elections.

XI. CONCLUSION

The result of this study is suitable for the empowerment of rural women for take control of the management of local development in their villages. Because with the empowerment of women, the elimination of gender discrimination and the construction of a balance of power between men and women, will not only be beneficial to women, but society as a whole shall benefit electorally, economically and culturally. The results of this review suggested assortment of strategies that could enhance rural women's empowerment, including the use of agricultural cooperatives in this progression. Organisational empowerment through agricultural cooperatives was identified as a significant approach to achieving the rural development.

Women's equality in power sharing and active participation in decision making in party-political process at all levels should be ensured for the achievement of the goals of empowerment. All measures should be taken to guarantee women equal access to and full participation in decision making bodies at every level, including the legislative, executive, judicial, corporate, statutory bodies, as also the advisory commissions, committees, boards, trusts etc. EWRs are not as aware and literate as to handle all the legal and other formalities involving in loan taking and establishing the policies and programs for the welfare of the PRIs. They also lack confidence in their ability to fulfil their roles and responsibilities. They need capacity building and training in functional areas such as finance, literacy skills, marketing, production and managerial skills. The only urgent need is to create a favourable atmosphere to increase self-employment for women and over all developments of the country. Thus, there are lively and optimistic scenarios for EWRs in India.

“A woman is the full circle. Within her is the power to create, nurture and transform.” ~Diane Mariechild

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