

GENDER MAINSTREAMING IN
LOCAL LEVEL PLANNING AND IMPLEMENTATION

GENDER PLANNING, BUDGETING AND AUDITING

MANUAL
(Draft)
2006

Department of Local Self Government, Govt. of Kerala
DSP Mission
(Decentralisation Support Programme)

Prepared by



Sakhi Women's Resource Centre
Trivandrum 695 035

Gender Planning, Budgeting & Auditing
Manual (Draft)
English

First Printed
November 2006

No. of Copies - 500
(not for sale)

Cover Design
Shamnad Rasool

Design & Production
Word Pecker

Published by
Sakhi Women's Resource Centre
T.C. 27/1872, Convent Road
Vanchiyoor P.O., Thiruvananthapuram
Phone : 0471 - 2462251
Fax : 0471 - 2574939
E-mail : sakhi@asianetindia.com
Website : www.sakhikerala.org

Supported by
DSP Mission, Department of Local Self Government, Kerala
as part of the programme " To organise and undertake the various
activities under the initiatives on strengthening the Women Component Plan and Capacity Building
for Gender Planning, Gender Budgeting and Gender Auditing"

Prepared by
Aleyamma Vijayan , Daya. J, S. Jayasree, C.S. Chandrika,
Sreedevi. P, Rekha Raj, Seena K.M

CONTENTS

Preface	5
Introduction	7
Chapter 1 Purpose and overview of the manual	9
Chapter 2 Decentralization and gender equality	10
Chapter 3 Condition and status of women in Kerala	12
Chapter 4 Gender and related concepts	14
Chapter 5 Gender mainstreaming in Decentralization	17
Chapter 6 Gender planning	21
Chapter 7 General projects	33
Chapter 8 Women Component Plan	35
Chapter 9 Gender budgeting	37
Chapter 10 What is Gender auditing	40
Chapter 11 Roles and responsibilities of implementing officers	44
Chapter 12 Some project ideas and suggestions	45
Annexures	49

FOREWORD


The People's Plan Campaign in Kerala brought in its wake a series of development innovations breaking away from conventional approaches and practices. The most significant example is the earmarking of ten per cent of the Plan allocation of Local Governments for the development of women.

Initially, Local Governments struggled to identify suitable schemes most of which can be classified as belonging to Women-In-Development approach. But now with universalisation of Kudumbashree and the prospect of Employment Guarantee Scheme being expanded to cover all the districts in the State, it is time to move ahead to a better conceptualization of gender sensitive schemes.

The Decentralization Support Programme partnered the well known NGO Sakhi and launched an action research programme in mainstreaming gender in local level planning and development. This Manual on Gender Planning, Budgeting and Auditing is one of the important outputs of this fruitful research. It has evolved from the expertise of almost everyone interested in gender and local level development in the State and has imbibed the most relevant concepts from literature on the subject.

It is hoped that this extremely well written but simple manual would go a long way in enhancing capacity at the local level for proper gender planning, budgeting and auditing

Trivandrum
30-11-2006


S.M. Vijayanand
Principal Secretary
Department of Local Self Government

INTRODUCTION

Women constitute more than half of the population in Kerala. Yet they are denied equal opportunities and justice in most sectors. Due to discrimination and oppression experienced over centuries, women are unable to identify their needs or work towards establishing their rights.

For women who remain marginalized from the mainstream social and political scenario, local governments are the most proximate and accessible institutions of governance. Hence local governments have a serious responsibility to integrate gender equality and equity in their development approaches, policies and programmes.

This manual is intended to help local governments to uphold the human rights of women, by involving them in identifying their needs and with their participation, to find possible solutions and move towards action. This manual details the processes of gender planning, budgeting and auditing in the general projects and in the Women's Component Plan.

A handbook and training manual will be published along with this Manual which will give more information on local level planning from the gender perspective. Prior to preparing this manual and handbook, a review of ten years of decentralization in Kerala and a review of the Women's Component Plan (WCP) were undertaken. An indepth study of all the handbooks published by the State Planning Board was also undertaken.

This manual is meant for elected representatives, officials, experts, representatives of non governmental organizations (NGO's), Community based organizations (CBO's) and all those who are associated with the process of planning and project implementation for a gender just society.

We live in a society which is patriarchal, where men have control over resources, over decision making and over all aspects of life. Hence establishing a gender equitable society and making sure that men and women equally benefit from development outcomes is not something which elected representatives can do alone. There has to be an enabling environment in the form of larger policies formulated by the central and state governments, laws and programmes of action. Along with this the elected representatives, officials and people working at various levels of governance will need to be fully involved and committed in bring about a gender responsive governance system.

SAKHI TEAM

Chapter I

PURPOSE AND OVERVIEW OF THE MANUAL

This manual focuses on how to ensure gender equality and justice in programmes implemented at the local level within the mandate of local governments. The aim is to ensure that outcomes of all processes and programmes of local governance are shared equitably between men and women.

For whom is this manual?

The manual is meant for elected representatives, officials, technical experts, and all those who are associated with the process of planning and project implementation at the local government level. It contains tools, methods and indicators to help with gender based planning and implementation of programmes.

It is a misconception that the term 'gender' indicates only women. Gender is different from the biological differences and is about relationships between men and women-relations which are socially and culturally determined and indicate power differences.

In the male-female relationship, it is the woman who is generally exploited and oppressed. So programmes and policies at the local government level, should therefore attempt at resolve this gender inequality. If the goal is gender equity, change should happen in both men and women. It is the responsibility of all to achieve a gender equitable society, which eventually will benefit both men and women.

Hence this manual is for both men and women. Both need to get involved, cooperate and work together towards achieving gender equity.

How this manual is organized?

After the introduction on decentralization and

gender equality Chapter II discusses the gains and limitations of the last 10 years of gender integration in decentralised planning etc.

Chapter III gives a brief summary of the status of women in Kerala and highlights the need to gender planning. The basic concepts related to gender are explained in chapter 4. A handbook which will be published along with this will give additional explanations of the concepts.

Chapter V explains the relevance of gender mainstreaming, the steps, approaches and strategies towards achieving this.

Chapter VI focuses on gender planning-its relevance, the process, stages of planning. Chapter VII and VIII explain how gender needs and interests can be integrated in the general and women component plan processes. Chapters 9 and 10 are on gender budgeting and auditing and chapter XI indicates the responsibilities of the implementation officers. Chapter 12 comprises ideas that can be of use to local governments. The manual ends with appendices which give a number of related tools for gender analysis, status study of women and tools for gender auditing

How the manual can be used?

The approach of decentralized planning itself is to find local solutions to local problems. Hence this is not a rule book or prescription. On the other hand this manual gives general guidance, methodology and tools which can be adapted or modified based on diverse experiences, needs and levels of knowledge of those who use it. For example in the fisheries and tribal sectors, depending on the specific issues appropriate interventions can be made.

Indicators and check lists can also be adapted depending on local situations.

Chapter II

DECENTRALIZATION AND GENDER EQUALITY

The 73rd and 74th constitutional amendments established the Panchayat Raj system in India. Through this, 33% of seats are reserved for women in local governments assuring women of 1/3rd representation in governance. In 1994, the Kerala Panchayat Raj Act came into being. Since 1996, the Kerala government initiated the decentralized planning process and 35-40% of plan funds were devolved to local governments with a mandate to identify locally specific needs, mobilize resources, plan and implement programmes suited to each area or locality. By transferring powers, responsibilities and by devolving finances to the three tier Panchayat Raj institutions (PRI's), Kerala has been able to transform them in to real institutions of local governance.

When decentralized planning was introduced replacing the age old centralized planning, the lack of experience in initiating new processes naturally created a certain amount of confusion and allied problems. Although the decentralized planning process was initiated with commitment and a long term perspective popularising these perspectives was a herculean task.

In the existing development paradigm, normally the focus is on economic growth and infrastructure development. If the focus has to shift to integrated and holistic development of all human beings with special consideration to women and marginalized groups like the dalits, tribals, the disabled and elderly, very conscious analytical methodologies and tools have to be developed and used.

The new constitutional amendments envisions the gram sabhas as the ultimate decision making bodies, giving primacy to the involvement of people to voice their needs. Development interventions have to be planned not from the top but by the poor and marginalized identifying their actual needs, prioritizing them and finding solutions. But due to decades of oppression and subjugation, the marginalized and oppressed are not able to identify their actual needs. For example, women living in patriarchal societies for centuries have internalized the values and norms of such a society. They can only identify those needs which

will make their day to day lives less miserable but it will not be easy for them to identify those strategic needs which will improve their position in society or free them from the exploitative relationships in which they live or achieve social justice.

This is the relevance of planning from a gender perspective and analysis. Even those who desire gender equity may not even be able to identify real needs of women in the existing social system. Hence specific tools which help to analyze the causes of such oppression, identify those needs which will help to improve not just their CONDITION but their POSITION are needed. Gender analysis, gender planning, gender responsive budgeting and auditing tools are relevant in this context.

Attempts to integrate a gender and development approach in the decentralized planning process in Kerala

As part of the peoples plan campaign which was initiated in 1996, several steps were initiated to ensure gender equity.

- A participatory study of the status of women in each area was made mandatory as a step to understand local specific issues of women and subsequent planning of relevant projects.
- A working group on women was initiated to formulate projects for women
- It was directed to ensure women's representation should be there in all sector wise working groups
- Attempts were made to improve women's participation in the grama sabha and focus on issues of women in discussions
- 50% representation of women was ensured in the sub committees formed in the gram sabaha. Out of the two representatives in each subject group in the grama sabha, one had to be a woman.
- A chapter on women was mandatory in the report prepared on perspective on development for the local body and also in the plan document.
- It was directed that in general projects special

- consideration be given for women
- It was mandated that at least 10% of funds be allocated for the Women's Component Plan (WCP)
- A special subject committees on WCP in the Technical Advisory Committees(TAC's) was created to scrutinizes the projects and ensure gender considerations in general projects and to assess whether the 10% allocation to the WCP is respected.
- It was suggested that 1/3rd representation of women be in beneficiary committees
- Self help groups as new organizational forms for women and its ward wise and Panchayat wise coordinating bodies like the ADS (Area Development Societies) and CDS (Community Development Society) were created. At the state level the 'Kudumbasree' mission was formed to give overall guidance
- It was suggested to form Jagratha samithis (vigilance cells) at each local government level in the model of the state women's commission to address issues of atrocities against women and to work towards preventing them
- Gender awareness classes were organized for elected representatives and officials
- A number of handbooks on gender and development, study of the status of women etc were published

Some limitations in the last 10 years of decentralization

Despite the above considerations, while reviewing the last 10 years of decentralized planning, certain limitations are visible.

- Although women's participation in the gram sabhas has increased substantially, the quality of participation still leaves room for improvement. Women are regarded as beneficiaries and subsequently women's agency was not exercised in project planning and implementation
- There were only a few projects for women under the general category .Women got only

limited opportunities to increase their assets or to participate in decision making. Women were seen as only housewives and not as workers or producers or farmers.

- The women's component plan focused mainly on addressing practical needs of women (basic facilities, employment, poverty eradication ...). As a result, their condition has improved. But there was hardly any attempt to improve their status. For example, very few projects were started to address issues like violence against women, sexual abuse, occupational illness, reproductive health issues etc.
- Although the government had asked local bodies to conduct studies on the status of women at Panchayat level and devise appropriate projects, this was not done in many places due to lack of expertise, clear methodologies etc. Hence a clear idea of the actual needs of women and their priorities could not be achieved. A comprehensive policy for women could therefore not be formulated, based on the needs identified, their causes and solutions.

The review of decentralization in the last 10 years of points to a number of achievements. The power of people in influencing the decisions in the local development is apparent. Basic needs of most people like housing, toilets etc are met. Considerable changes have taken place in the productive and service sectors. This has been a primeval attempt towards women's participation and visibility. Nevertheless the kudumbasree neighbourhood groups and their co-ordinating bodies were not associated in activities related to enhancing the status of women. The majority of them limited their activities to savings and credit.

This review shows that the local governments have not been able to achieve gender equality, let alone gender equity and justice. Women who are backward and face very specific problems need special schemes in the coming years to achieve gender equality and equity.

Chapter III

THE CONDITION AND STATUS OF WOMEN IN KERALA

It is generally believed that the condition of women in Kerala has improved due to the achievements in the social development of the state. As compared to other states in India the male female ratio in Kerala is favorable to women (1058 females to 1000 males), Kerala is ahead in the literacy rates achieved by women, the number of school going girls, lower maternal and child mortality rate and longevity of women. On this basis it is generally assumed that the condition of women has improved considerably. However it is critiqued that this has not helped to solve the issues of exploitation, discrimination and various forms of oppression that women face. The issues confronted by women belonging to marginalized groups such as dalits, adivasis and those in urban slums and migrants are even worse. They experience acute poverty, unemployment, caste, class and gender discrimination.

The following data reveals the secondary status of women in Kerala and the gender paradox.

Women and Work

The work participation rate of women at the all India level is approximately 25.7% and in Kerala it is only 15.3%. Those women who work do so in the private and unorganized sector which does not offer regular income, labour rights or job security. Women who work in the agriculture and construction sectors and other unorganized sectors also face wage discrimination.

Women and Property

In Kerala women do not enjoy equal property rights. Only 23.8% women have operational (Economic review 2003) landholding. Women's control over and access to income from land is limited. Women living in slum areas and in colonies do not have any rights of ownership making their lives more complex.

Lack of Political Power

Women's leadership is limited and inadequate in political parties, trade unions and in other institutions of political power. Among members

of the legislative assembly, less than 10% are women. Kerala has twenty members in the parliament of which the maximum number of women have been two! Women representation both in mass organizations and high level committees of political parties is negligible. It is only because 33% representation of women was made mandatory in local governments that we see so many women in local governance.

Increasing Violence against Women

Studies have shown that there is a rising trend in multiple forms of violence against women – domestic violence, rape, trafficking, child abuse, sexual harassment at the workplace, and harassment while traveling. Reports of the Crime Records Bureau indicate that crimes against women have actually doubled between 1995 and 2005. If we take into consideration the unreported cases and those complaints that are brought before the Women's Commission the increase will be manifold. It must also be noted that most of the violence directed against women is not reported which means that the actual incidence of violence is much higher.

Less Women in Professional / Technical Education

The rate of enrolment of women in professional and technical institutions is low compared to that of men. According to the Economic Review, Government of Kerala, 2004, the number of admissions in Government ITI s was 3491 of which there were only 28.93% women students. With reference to polytechnics 36.49% are women students. Only 30% of engineering students are women.

Increase in Morbidity and life style related diseases among women

Though it has been possible to significantly reduce maternal and child mortality rates in Kerala, morbidity rates among women are on the rise especially lifestyle related diseases like blood pressure, diabetes, obesity and heart diseases.

Mental Health Issues and suicides among women

Many women are becoming prey to depression and suicidal tendencies. Economic struggles within households, mental and physical violence at home, dowry related harassment, issues related to sexuality etc are contributory factors. For the last seven years the number of suicides in Kerala is highest in India. The number of men who commit suicide is higher than that of women but the number of women who fail in attempts to commit suicide is higher.

Decreasing Male-Female Ratio

Though Kerala has a favorable male female sex ratio, it is a matter of concern that there is a decreasing number of females to males in the 0-6 age group (1000:963). As per the census of 2001, 12.48% of the population comprises male children and only 10.95% female children. These figures give rise to speculation that the cause for decreasing of girl children is the practice of female foeticide.

Family planning and birth control, the sole responsibility of women

There is pressure on women from the family and the medical establishment, to use oral pills and other invasive technologies which have side effects as a means of family planning. Although vasectomy is simple and less expensive, it is mostly women who are sterilised.

Increasing numbers of elderly women

The population of aged persons is increasing in Kerala. According to the 2001 census, the number of women aged above 60 years is 10.16 lakhs and the number of men, 8.96 lakhs. Elderly women have specific problems such as economic dependency, mental and physical health problems, malnutrition, loneliness and are also victims of domestic violence.

Increase in the number of women headed households

The number of female headed households in Kerala is higher than the national average. While the national average is 8%, in Kerala it is 22%. These include widows, single women, and abandoned/separate women. The increasing unemployment of men and decline of the traditional sectors increase the domestic responsibility of women.

Development planning needs to be based on a thorough understanding of the general and specific conditions and needs of women. It is imperative for local planning to work towards improving the socio economic status, gender equity and justice for women across castes/religion. (For detailed notes, please refer the handbook).

Chapter IV

GENDER AND RELATED CONCEPTS

Understanding gender and related concepts is an important pre-requisite for gender based planning

1. What is Gender?

Gender is the social meaning given to being man or woman in a particular society or historical context. Gender refers to those characteristics of women and men which are socially and culturally determined. Gender is about social relations which are based on power and are hierarchical. It is not the biological difference which determines this power difference. On the other hand it is the beliefs, customs, institutions and ideologies which are created to support a male dominated system which maintains this power hierarchy. Certain norms and stereotypes about femininity and masculinity are created and sustained in our society.

- The different roles, behaviors, expectations and responsibilities of men and women are learned in the context of their own societies. Because societies are different and because every society develops and changes its practices and norms over the course of time, gender relations and roles are not fixed and universal. They differ in different places and in every society they change over time.
- Gender can be understood, if only one analyzes the power, roles and responsibilities men and women have in the family and in society. For example, it is important to understand and compare the occupations undertaken by most women and men, the work women do at home, the kind of education women receive, the extent of men's and women's participation in politics and other decision making process.
- The gendering process happens socially and culturally. It not only affects women adversely but also men at times. The creation of masculinity is also according to certain norms and perceptions. Men have solely to bear the economic burden of family; they are not supposed to be emotional. Many such processes of socialization have a negative effect on men.

2. What is masculinity?

Masculinity relates to what it means to be a man in a particular society. Certain norms about how a man should behave, his characteristics, body language, responsibilities, dressing, occupation etc are laid down. Aggressiveness, domination, courage, self confidence, rationality, freedom, etc are considered qualities of masculinity and give men a feeling of being superior to women and in a position of power. Such superiority of the men leads to society being patriarchal and vice versa.

3. What is femininity?

Femininity relates to what it means to be a woman in a particular society. Qualities such as caring, dependency, being emotional, timid and affectionate are established as being feminine and give women a feeling of being subordinate to men and powerless before them. A patriarchal society takes advantage of this subordination to exploit women.

The above said qualities are not due to specific genes men and women possess but as a result of social and cultural conditioning from childhood. Socialization processes and social controls, work to develop such specific qualities and attitudes in boys and girls. If we closely examine them, we understand that either men and women can acquire these qualities.

4. Patriarchy

Patriarchy is a system of control of men as a group over women's labour, sexuality, fertility, mobility, time and all aspects of her life. It is a sociological and ideological system which considers men superior to women; one in which men have control over resources and decision making. Patriarchy is historically constructed and its form, content and extent can be different in different contexts and at different times.

5. Gender division of labour

In all societies, the tasks performed by men and women are different. These change from time to time. Normally women engage in household

tasks, in the care of children, in sustenance occupations etc whereas men engage in production activities that contribute to the income of the households

The gender division of labour refers to a hierarchical system wherein the gender of the person, rather than capacity or interest determines what work the person does, when, where and at what terms of exchange. The GDOL varies across countries, cultures, castes, class and ethnicity. The essential biological sexual division of labour (SDOL) applies only to a small subset of reproductive labour namely pregnancy, child birth and perhaps breast feeding. The SDOL does not vary across countries

The gender division of labour is thus a process of allocating specific jobs and responsibilities to men and women. Such a division of labour based on gender slowly become a social norm and develops specific skills in men and women. Since gender relations are hierarchical, the jobs women perform are valued less and women have less access to resources.

6. Gender roles

The different roles, behaviors, expectations and responsibilities of men and women are learned in the context of their own societies and it is influenced by caste, age, gender, religion, ideology, socio-economic and environmental factors.

On the basis of gender roles, women's work can be divided into three aspects: Productive work, reproductive work and community involvement.

Productive work

Men and women are producers; they produce for the market or for use. Yet their roles and responsibilities are divided based on their gender status. Even when women are engaged in productive work, it is considered less valuable and remains invisible. Most of the work in which women engage is considered supplementary.

Reproductive work

Giving birth, rearing children, cooking, gathering water and firewood, cleaning the house etc are essential for the maintenance of human life and is performed by women within the home

and contribute to be regeneration of the family and the society. Such tasks are considered 'natural' for women and remain invisible, unacknowledged and not valued. These tasks require hard work, considerable time and energy, yet are not regarded as 'work'.

Community work

After performing the productive and reproductive tasks women are supposed to maintain social relations by participating in religious, social and family functions as well as engage in activities like visiting the sick, being present for parent teacher meetings etc.

Although both men and women are engaged in such activities, the roles of each will be different. Men do engage in community related work as leaders and use this for gaining more status and recognition whereas women are supposed to be of 'service' to the community.

Women bear a multiple burden of work and it is very important to understand this in the planning processes.

7. Gender needs

Since the roles and responsibilities of men and women are different in each society, their needs will also be different.

a) Practical gender needs (PGN)

The day to day needs of everyday life are called practical needs. For example food, water, income, health care etc. Practical needs often depend on the responsibilities performed by men and women in a particular society. Women who perform household and particular social responsibilities and engage in production and reproduction will have specific practical needs. For examples, since cooking is solely women's responsibility, collection of water becomes her need. Basic needs like a safe habitat, education etc are also practical needs. Meeting practical needs help to change the condition of women. If carefully planned, PGN can also address Strategic Gender Needs.

b) Strategic Gender Needs (SGN)

Strategic gender needs are those that relate to the secondary status of women in a society. Such needs are addressed by:

- Programmes which help to reduce drudgery at home and ensure male participation in household tasks and childcare
- Breaking traditional gender division of labour and engaging in non stereotypical tasks
- Ending discrimination in social institutions like caste, religion, class, education, judicial system etc
- Availability of reproductive health services
- Mobility of women
- Preventing atrocities against women in the family and society
- Equal remuneration for equal work

Such interventions addresses strategic gender needs and help to improve the status of women and ensure gender equity.

8. What is gender mainstreaming?

Gender mainstreaming is an approach or strategy, which

- Considers men's and women's experiences, needs and priorities at all stages of planning and implementation
- Ensures outcomes of development be equally available to men and women
- Terminate gender inequalities

In order to achieve this a two pronged approach has to be adopted

1. Throughout the planning process consider the needs and interests of men and women.
2. To bring about equity, organise special programmes focusing only on women.

9. What is meant by gender equality/ gender equity?

a) Gender equality

- This does not mean that men and women, boys and girls are present in equal numbers in all programmes
- Gender equality means that men and women enjoy equal status in society
- Men and women are not same. There are differences among them. These similarities and differences have to be acknowledged and recognized
- Gender equality means that men and women get equal opportunities to utilize their full

potentials, to participate in political, social, economic and cultural processes, to contribute towards this and enjoy its benefits

- The most important aspect is that men and women should be able to enjoy the outcomes equally .

b) Gender equity is the equitable distribution of responsibilities and outcomes of development among men and women. It is about justice and hence special measures to compensate for years of oppression. To end existing discrimination, specific programmes aimed at women are needed. This is a proactive approach termed as positive discrimination. For example, reservation is needed to ensure gender equity.

10. Access and Control

Access is the possibility to use resources. Control is the ability to define the use of resource and take decisions regarding the use.

Resources are of different kinds

Material resources: Food, occupation, child care facilities, housing etc.

Political resources: Leadership capabilities, ability to influence those in power, communication, conflict resolution and reconciliation.

Education/knowledge as resource : access to knowledge to change or transform certain situations or conditions, formal and informal education, opportunities for transfer of knowledge etc.

Intangible resources: the qualities like self-confidence, ability to express one's interests etc.

11. Empowerment is a process whereby, women critically reflect on the condition of one's own life and acquire the knowledge, skills and consciousness to change or transform that condition. It is a condition where women's self reliance and inner strength are enhanced and thereby gain control over assets and resources and subsequently are able to control all aspects of their lives. This can also be seen as an organized activity to change power relations between men and women in the family, and in all other social institutions and processes.

Chapter V

GENDER MAINSTREAMING IN DECENTRALIZATION

What is the Mainstream?

Our society is a stratified one. It consists of those who wield power and exercise domination and those who are marginalized and are relegated to the periphery. The power relations between the dominant and subservient work across caste, religion, class, race and gender. The dominant section control key power structures, processes, values, beliefs, institutions, relationships and this aggregate is referred to as the 'mainstream'. The 'mainstream' determines who owns and controls resources, who are influential, who do what, who gets what. Social institutions determine the quality of life of the people in the society. These include the family, educational institutions, the market, the administration, people's organizations, religious institutions etc. These mainstream institutions are generally male dominated and controlled and the development perspectives proposed by them and their outcomes do not ensure equity and justice in society.

What is gender mainstreaming?

Gender mainstreaming is a process to ensure gender equality and equity in the existing 'mainstream' and challenge the centralisation of power. The essential factor is that all sections of society participate equally and are able to influence processes and institutions that are decisive in society. It is a process of redefining women's and men's involvement in determining who does what, who has the ownership, who has access to education, employment, income, who controls resources and institutions and who makes decisions and who determines priorities.

To ensure mainstreaming of gender equality and equity, a major transformation is envisaged in institutional structures, processes and approaches. It demands women's participation in processes of decentralization of power and better influence and involvement in decision making.

Mainstreaming gender equality and equity is a long term process

Why is gender mainstreaming important in development planning?

- Women and men experience life differently. Their needs and priorities differ. Policy and development interventions also impact women and men differently
- Among the poor, the majority are women. Women are also subject to violence, more women than men are illiterate and women need more access to health care than do men. The work participation rate of women is also less than that of men.
- Gender equity and justice is to be emphasized when attempts are made to form a just and equitable governance process at the local governments
- Women should have a share in the general projects as well as women specific projects through gender mainstreaming.
- While women specific programmes are essential in the context of gender inequalities, (such as mother and child support programmes, poverty eradication programmes), these are not sufficient to bring about gender equity. They do not analyse the cause of male female inequalities.
- Problems and issues relating to gender inequality affect and impact all sectors. Recognizing that everyone has a stake in the process makes gender mainstreaming every ones' responsibility. Gender issues are not women's issues alone. They are social issues and hence everyone has a responsibility in addressing such systemic issues and ensuring gender justice.

What is gender equality in the context of gender mainstreaming?

- Gender equality means that men and women have equal opportunity to realize and fulfill their full potential; participate and contribute to the political, social, economic and cultural development process, enjoy the benefits and obtain equal opportunity to experience equitable outcomes.
- It recognizes and accepts the similarities and

differences in the problems and needs of women and men.

- It ensures quantitative and qualitative participation of women and men, girls and boys in all activities. It upholds that women and men should enjoy equal status in society

Who is responsible for gender mainstreaming in governance

- This is the responsibility of every one at all levels of government; gender mainstreaming is not the responsibility of the Social Welfare department or the Women's Commission or elected women leaders alone.
- It is only when the higher level officials and political leadership have a commitment and will to take forward gender mainstreaming that the lower levels can be influenced to ensure appropriate progress.
- All government officials and elected representatives who are involved in policy formulation, project planning, preparation of budgets, programme implementation and

review are responsible for gender mainstreaming.

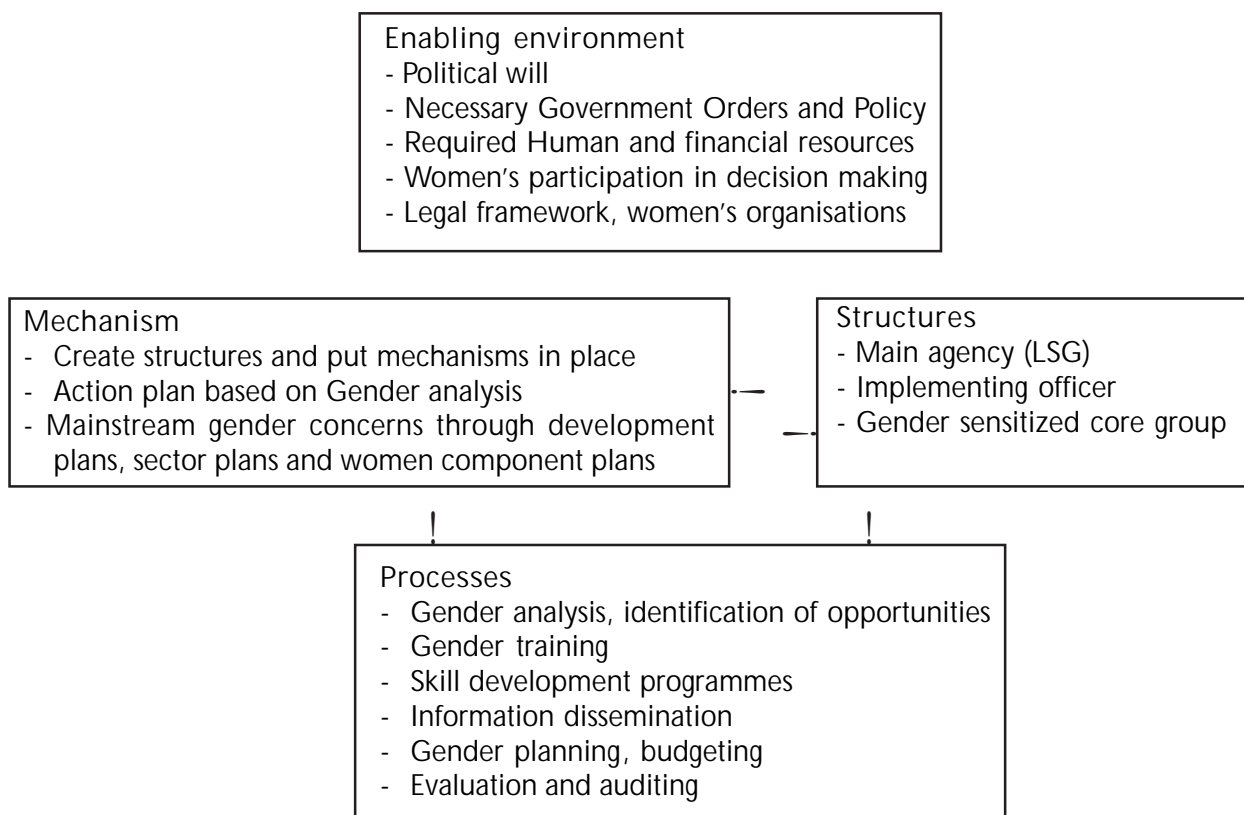
All government officials and elected representatives should:

- Understand the inequalities prevailing between men and women in their respective departments in terms of roles, responsibilities and experiences.
- Involve women and men equally and as much as possible in institutional processes
- Understand the different needs and priorities of women and men in plan formulation, processes and implementation
- Ensure that both women and men benefit from proposed plans
- Create strategies to ensure gender justice, equality and equity.

What can be done practically to mainstream Gender?

It is important not to assume that any plan or project automatically benefits women too. The different needs and priorities of women and men

GENDER MAINSTREAMING – A SYSTEM MODEL



need to be clearly addressed and considered in all stages of project planning and implementation.

Plan formulation - The overall objective should be doing away with gender inequalities and discrimination. Activities to achieve this should be clearly defined as also the processes to achieve this. This should include development of appropriate monitoring and evaluation indicators. Equal outcomes should be ensured for women and men through equitable distribution of resources.

Plan implementation – Ensure that both women and men participate in implementation on an equal footing and be given equal respect.

Monitoring – There should be specific indicators to monitor the impact on women and men differently. Data should be gender disaggregated and analyzed in order to monitor progress

Evaluation - Develop indicators with the participation of both women and men to evaluate the impact on gender equality and equity; the evaluation team should have equal representation

of women and men and the evaluation report should be gender responsive.

Gender mainstreaming in the context of local self government implies initiating and taking forward a process of change and transformation. This will help ensure meaningful and measurable changes in gender relations.

For this we need the following twin approaches:

1. General projects

As members of the society women are entitled to an equal share of development resources Women's basic needs, and activities for livelihood security etc should form part of the general projects.

2. Women component plan

Under this, projects which help women to overcome the constraints, backwardness and challenges from centuries of discrimination and those that help enhance their status should be included. Examples include projects to address issues of violence, increasing women's control over reproduction and fertility, facilitating women's mobility, ensuring access and control over resources etc.

HOW TO ENSURE THAT GENDER MAINSTREAMING IS EFFECTIVE IN THE PROCESS OF DECENTRALIZATION?

Objective

Gender Equality and Equity



Strategy

Two approaches to mainstream gender



Ensure equitable participation and consideration for women and men in general projects and policies.

Special Women focused project activities and plans aiming at empowerment of women (Women component plan).



Gender Equality



Women Empowerment (Gender equity)



Chapter VI

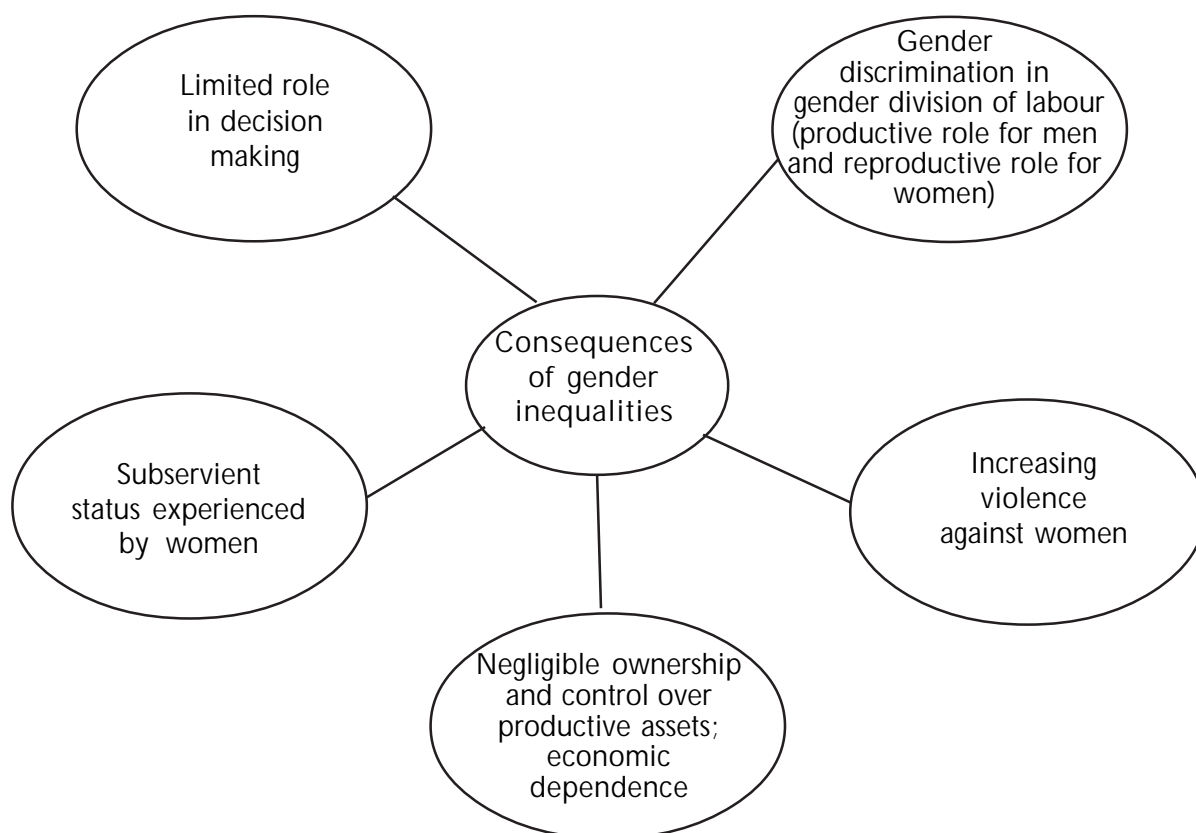
GENDER PLANNING

Gender planning is the recognition of existing social and gender inequalities and the formulation of appropriate development approaches and processes and activities in development plans to address the inequalities.

Gender planning aims to improve the status of women by developing activities that confront problems arising from gender inequalities,

exploitation and discrimination.

Gender planning helps to expose, analyse and resolve the inequalities existing in social, economic, cultural, legal and family structures and serves to initiate a process of change to address such inequalities in such structures and processes.



Relevance of Gender Planning

The existing development approach and planning are based on the assumption and acceptance of the subservient status of women.

Existing stereotypes perpetuate gender inequalities. Gender planning requires that these stereotypes be reexamined.

Existing assumptions in planning process

1. In Kerala all women are educated
 - Literacy rates indicate that literacy rates of women are lower than that of men. Those who have obtained primary education but have then become dropouts have also turned illiterate. The literacy rates among women in the fishing, dalit and adivasi communities are lower than the state average.
 - Among the women who have obtained technical education only a few have taken up non conventional subjects like electronics, automobile engineering etc.
 - The existing system of education reinforces gender inequalities and domesticates women.
2. All women's issues will be solved if economic equality is ensured.
 - Women's issues arise not only out of economic dependence. Women may work for income generation but this alone does not ensure that she will be able to control the income thus earned. Existing inequalities in the cultural and family realms cannot be done away with economic gains.
3. Men are the main bread winners and providers
 - This is often not true. In a large number of cases income earned by men does not benefit the household. However the income earned by women in the majority of cases is utilized for household and related purposes. Men use their income to increase assets/ recreation purposes but women use the income earned for day to day household needs.
4. The family is a socio-economic unit where women have equal access and control over resources
 - Hierarchical power relations exist in families. Generally men have access to and control over resources. Men have the key role in decision making in households.
5. All households are headed by men
 - This is not completely true. There are families headed by women, there are families with only women, destitute and old people. The structure and composition of families is varying.
6. Since Kerala is a highly literate state, domestic violence is less
 - Studies conducted by INCLLEN and Sakhi prove that the incidence of domestic violence in the state is increasing. In a male dominated power hierarchies and in caste, ethnic and religious power hierarchy, violence is used as a weapon. As such it is assumed that a man has a right to beat his wife. As a consequence, women suffer from mental health problems and there are many cases of unnatural deaths

Gender Planning – pre requisites

The pre requisites for gender planning in local self governments are as follows:

- Women's participation should be increased in all decision making structures- committees, working groups, grama sabhas, organizations and institutions. This implies not only participation in numbers but also equipping women to identify and articulate their needs and priorities. Women's self help groups, Mahila Samajams etc should be coordinated to facilitate qualitative participation of women in decision making structures. Libraries, clubs etc should admit women as members. Public presence and participation of women needs to be made strong and the experience thus gained and the active involvement of women in grass root process would be an asset to the planning process.
- Women with leadership potential should be identified and their skills in gender analysis and technical skills in planning need to be strengthened.
- Those involved in planning should be familiarized with the concepts of gender and power relations. It is also important to Gender sensitize key persons like elected representatives, officials, social leaders and representatives of social service organizations. Gender planning should move beyond being a technical concept to being a dynamic process of practical use in the day to day life of women.
- Planning is a political process. Intervention in the planning process with the objective of improving the status of women leads to a transformation of power relations in family and social and political processes. Such a process of transformation entails struggles and those involved need to be aware of possible conflicts that may arise out of initiating such a process and acquire the skills to deal with these. For example a woman who has found an income generation activity may, as a consequence become more mobile and less dependent on her husband. This might be perceived as a threat to the existing family hierarchy and may cause some conflict. It is important that people are prepared to come to terms with such changes. Elected representatives also need to be sensitized to the concepts of gender, gender relations and power relations and to deal with such changes in a mature way.

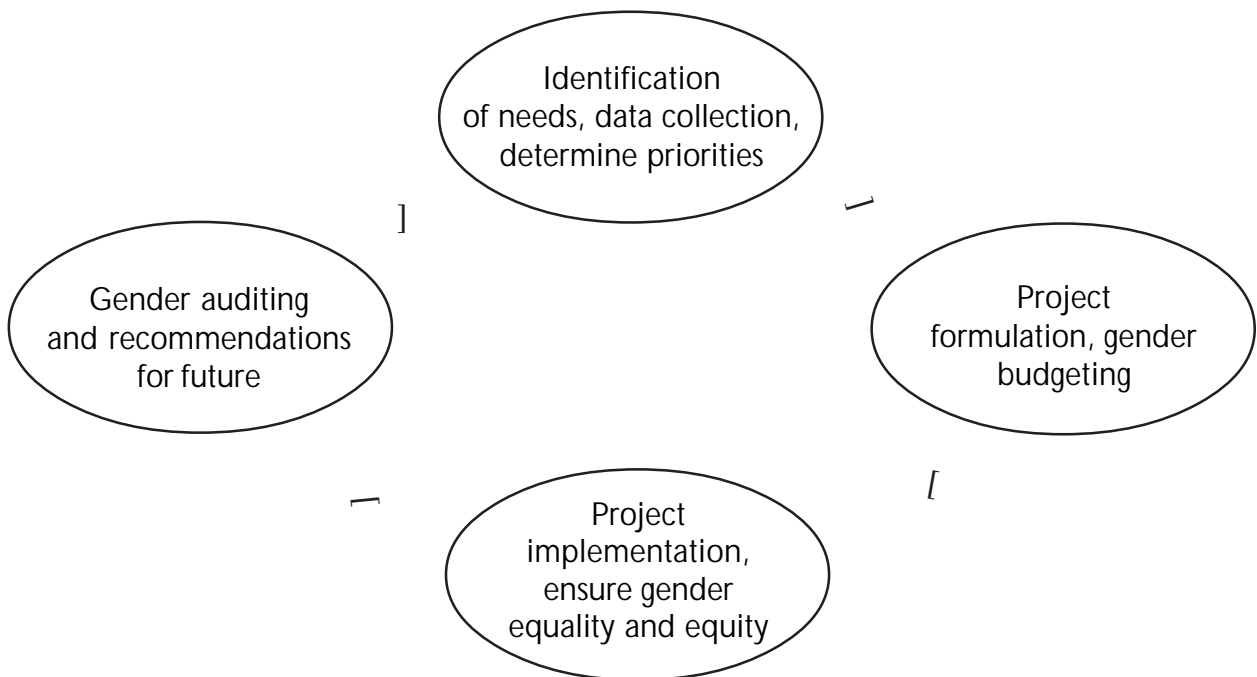
How does Gender Planning differ from conventional planning?

Development planning and policy approaches which existed for years perceived women only as mothers, wives, daughters and housewives and supplementary income earners. Women have been addressed from a welfarist perspective. Thus development planning for women included only nutrition education, home science, income generation activities etc. Women were not viewed as active participants in the process of development and therefore did not find their deserved place in a male centered development process. However Gender planning takes into account the existing power relations between men and women and is based on an understanding of the inequalities existing in various spheres. It aims at carrying out specific

programmes to address such inequalities, allocate resources for this purpose and it also aims at a transformation of organizations and institutions.

Gender planning is a cyclical process involving specific stages. Gender planning requires gender analysis, to determine needs and priorities of men and women. The second stage is project formulation from a gender perspective and appropriate gender budgeting. The third stage involves project implementation to ensure gender equality and equity. Finally a gender audit is carried out to review the policy, approaches, process of planning and project formulation, gender budgeting from a gender perspective and to provide recommendations for future plans. Gender audit is an important part of the social audit.

Gender Planning Cycle



Gender Planning at Local Government Level – Steps

	Planning structures	Responsibilities Processes	Activities to integrate Gender Perspective
I	State Government	Guidelines, necessary orders	Ensuring gender in project formulation and implementation Giving needed training
II	Core group at LG level consisting of governing body, standing committees, working groups, rep of neighborhood group	Identifying local specific gender needs	Data Collection (Gender analysis, women status study etc.) Classifying needs/deciding priorities
III	Governing Body of local governments	Policy formulation	Women's perspective in development policy Local level women's policy
IV	Governing Body of LG	Development Strategy and action plan	Equal share for women in general projects Women component plan for programmes that improve women's status
V	Standing committee, working groups	Plan formulation	Five year plans and annual plans Women's practical needs (general projects) Strategic needs (Women component plan)
VI	Financial Standing committee, working groups	Gender Budgeting	Resources mobilization Fund allocation for projects with gender perspective Ensuring women's participation in all projects Ensuring a gender planning process
VII	Working groups	Plan formulation	Writing projects in detail, in a gender responsive way

VIII	Technical Advisory Committees, District Planning Committee	Technical appraisal of projects, project approval	Ensuring gender concern in projects Ensuring guidelines and components in WCP Obtaining approval by fulfilling requirements
IX	Implementing Officers, implementing committee	Implementing Calendar	Ensure women's participation in implementation Ensure roles of implementing officers, Monitoring committees in women's leadership Decide time of gender audit
X	Working group, sub committees of working group	Monitoring	Monitoring calendar Monitoring committee/develop Gender responsive indicators Monitoring report
XI	Working groups, sub committees of working group and experts	Gender auditing	Social assessment of gender Economic assessment of gender Include as part of social audit
XII	Working group, sub committees of working group and experts	Suggestions for next planning	Suggestions and recommendations for planning

The above chart outlines the different stages of the process of gender planning. These are described in some detail in the following sections:

I. Necessary Government Orders and Guidelines

The state government is to issue specific orders and guidelines to initiate the gender planning process in local bodies. It is the responsibility of the state government to give guidelines and necessary directions to ensure gender considerations in plan formulation and to give needed training to all stakeholders.

II. Gender Needs Identification

The Planning process needs to be based on accurate data and need identification. Gender disaggregated data is not available now. Thus data collection should be undertaken by the local governments from a gender perspective. The Working Groups have to be reconstituted as follows:

- At least 50% of the members of the working group should be women.
- There should be representatives of women from different sectors in the working groups (e.g. occupational groups, economic sections, socially backward sections)
- Experts should be drafted in the working groups as per requirement. Experts from various sectors can be drafted into the sub committee.

The first task of a reconstituted working group for women should be the collection of data to determine needs to facilitate gender planning. In this process it should be noted that women are not a homogenous entity and the various caste, class, religious, economic and social differences should also be taken into account.

A sub committee comprising experts may be formed by the reconstituted working group on women to identify gender specific needs.

Members of the sub committee could be as follows

- Women elected representatives
 - Representatives from each of the three Standing Committees
 - President of the Women's Working Group
 - Implementing Officials from the three tier LSGs
 - Members of the Community Development Society (CDS) of SHG's
 - Gender experts from women's groups/NGO's
- There should be at least 10 members in the sub committee.

The working groups can commission specific studies to determine gender needs and priorities. To conduct such studies among women, a separate group comprising women can be drawn up. This group may comprise:

- representatives from all sections
- mandatory participation of tribal and dalit women
- participation of women from minority groups according to local specific situations.
- representatives from kudumbasree neighbourhood groups, CDS and ADS

What are Gender Needs?

There are two kinds of gender needs. There are practical gender needs which if addressed would contribute to improving the condition of women. Strategic gender needs are those which if addressed would contribute to improving the status of women by addressing prevailing gender inequalities.

Practical Gender Needs of women

- Housing
- Sanitation facilities
- Employment
- Health
- Education
- Water
- Waste management etc.

Strategic Gender Needs of women

- Reduction of household burden, increase men's participation in household tasks
- Improvement, access to reproductive and sexual health care services
- Prevention of violence and protection from violence
- Increase of women's participation in political and cultural activities
- Skill training and up gradation
- Technical education
- Facilities for higher education, mobility etc.

Data Collection

Women's access to education, knowledge, skills and work are dependent on their social and economic position. There fore it is important to identify the needs of women from various sections of society. There are two methods of data collection: 1) secondary data collection and (2) primary data collection.

Secondary data collection

- Census reports
- Records from police stations
- School records
- Records in Primary health centre
- Village survey records
- Reports of Surveys and studies
- Reports of local government (development report, plan document etc)

Primary data collection

- Gender analysis (various sector institutions)
- Status study of women
- Participatory tools to assess needs
- Focus group discussions
- Key informants interview

(Refer Annexure 1 and 2 for details on primary and secondary data collection. More details are available in the handbook).

III. Policy formulation

All the different methods of data collection mentioned above will show the needs and issues of women. The development and gender policies should be formulated based on this need identification. A women's policy should be developed in the context of central and state level policies and specific local issues should be included. Local government needs to focus on improving women's participation, entitlement and influence in all spheres such as politics, culture, economic, law, health, work, women's mobility and security. (Please refer handbook for a draft women's policy)

To develop a local specific policy for women, the following steps can be taken:

- The members of the working group and standing committee may consolidate the findings emerging from the studies undertaken and present them sector wise. Sector wise suggestions on policy and

approaches, activities that could be undertaken and recommendations could be put forth

- Consultations should be conducted on the draft policy paper with women's groups and participants of the studies and other stakeholders before finalization
- The president of the women is working group should present the draft policy paper to the panchayat committee and it is the responsibility of the committee to finalise the women's policy, after needed deliberations.
- The draft policy paper should be approved by the Grama Sabha
- The policy paper should be presented in the development seminar and thereafter made accessible to all.

Who should be responsible to formulate a women's policy?

The respective Panchayat Committee should be responsible

The working group on women's development, the social welfare standing committee members etc. should participate in the formulation of the women's policy

IV. Development strategy

The development strategy should be based on the women's policy. The practical needs should be addressed as part of the general projects and the strategic needs should be addressed as part of the women component plan. Following the preparation of the development strategy the standing committee and working groups should accordingly develop the action plan.

Who is responsible for the preparation of the development strategy?

The Panchayat committee is responsible for the preparation of the development strategy.

V. Plan Formulation

Action Plans should be developed on the basis of the policy and development strategy. The following steps are essential for plan formulation:

- The women working group should classify the needs which are articulated sector wise and suggest ways in which the local governments can meet the needs. All gender needs cannot

be met in a short time and by local governments. Therefore both long term and short term plans should be prepared.

- The standing committee should call a meeting of all working groups to discuss the analysis and recommendations of the women working group.
- The working group, based on discussions and consultations, should determine sector wise activities to be carried out and identify the executing agencies (i.e. District Panchayat, Block Panchayat) through which various projects can be co-ordinated.
- The finance standing committee would then work out resource mobilisation strategies
- In this meeting women who participated in the studies and surveys, representatives of self help groups, representatives from the apex body of the self help groups (i.e ADS and CDS), women beneficiaries, dalit and tribal women etc should participate.
- Resource allocation should be carried out sector wise based on priorities and sufficient funds should be earmarked. (Gender Budgeting)
- Resources for short term and long term programmes should be computed
- The budget thus arrived at, should be discussed in a joint meeting of the working groups and once completed should be presented to the Panchayat committee. The budget should be presented in a public forum by the Standing committee. This meeting should include beneficiaries, ADS/CDS representatives. The draft budget presentation meeting should include
- representatives of employees of LSGs at panchayat level
- representatives from social / voluntary organizations
 - representatives of political parties
 - representatives from local trade and industry
 - representatives from financial institutions
- The annual plan document should include information on projects to be implemented

in the first year of the plan with budgetary details. The practical needs of women should be addressed under the general projects and strategic needs should be addressed under the Women Component Plan.

The development report to be prepared by the local government will have a chapter on women's development and it should include the development perspective, development projects, resource allocation strategies and budgets.

The chapter on women is development could be prepared as follows:

Part 1

- Local women's history
- Findings from the women status studies and gender analysis report
- Practical and strategic needs of women in the
◦ Report of the Jagrata Samitis

Part 2

- Women's development policy
- Development strategy/perspectives
- Analysis of women's participation in Grama Sabhas, Wokring Groups and standing committees (quantitative and qualitative)

Part 3

- Development projects/Resource allocation strategies and budgets.
- Suggestions/Recommendations for monitoring and process of gender auditing.
- The development report and plan document should be submitted for the approval of the Panchayat committee. After that, they should be submitted to the grama sabha that meets for the planning process in order to determine priorities.
- The suggestions and priorities articulated should be discussed in the development seminar and incorporated in the development report, plan document and policy document.

The studies on the status of women carried out as part of gender analysis and the need identified should be updated every five years to track the progress made and also to identify newer issues.

Who is responsible for plan preparation?

The various working groups are responsible for plan preparation.

VI Gender Responsive Budgeting

Gender budgeting is primarily a tool for social change and a process towards gender equity. Gender budgeting is a steps towards realising the action plan of the government. Details on gender budgeting are in Chapter 7.

VII Project formulation

Once the plan documents are approved in the development seminar, each working group should prepare detailed project documents. The underlying aim of all projects should be gender equality and equity. Projects should be classified as follows: General projects, women component plan (Please refer to chapter 7 and 8) and special component plans.

Who is responsible for project formulation?

The subject wise working groups are responsible for project formulation.

Detailed Project formulation

Each project should comprise the following nine components:

Introduction – Problems and issues of women and men in each sector (based on study findings). Gender disaggregated data should be made available

Objectives: Irrespective of the sector the general objectives should specify gender equality and equity

Beneficiaries/Beneficiary area – In any project, when women are selected eligibility criteria and parameters for the selection of beneficiaries should be ensured.

Activities – it should be ensured that women equally benefit from the project activities.

Activity calendar- An activity calendar should be prepared.

Organisation - The activity calendar should specify at which levels women should participate. It should also specify how many women should participate at each committee.

Financial analysis- While carrying out financial analysis, the 'invisible' work done by women (care economy) should also be taken into account.

Cost Benefits analysis – Should be carried out

Monitoring- The monitoring committee should have at least 50% women, and the monitoring indicators should be gender responsive

(Details on project structure and formulation in Annexure 3)

Women who are members of working groups should be involved in all stages of project development. It is important to ensure that these are done at a time and venue suitable and convenient to women. There should be at least one woman representative from the women development working group in order to ensure that the working group findings and recommendations are incorporated in project development.

Women elected representatives should receive training for project writing. In all organizations and committees constituted as part of the project, it should be ensured that women are equally represented in the membership and leadership (eg. farming cooperatives, PTA)

The projects that are developed should then be submitted to the Panchayat committee which would, then submit it to the technical advisory committee at the block Panchayat level for approval.

VII Technical review of projects

These are Technical Advisory Committees (TAC's) at the block and district levels to technically review projects and project budgets to determine how viable and feasible they are. The technical advisory committee reviews the following:

- the technical aspects of the projects
- whether projects are in line with government guidelines
- whether 10% of the budget is allocated for the women component plan

whether there is focus on women in the general projects
 whether all components of the project are described
 whether income and expenditure details are presented
 whether projects are designed, keeping in mind the local context and whether they are based on studies and data
 whether projects were based on the needs and findings emerging from the studies conducted (for example, if demographic trends show an increasing aged population, a project to address their needs is called for).

What are the components essential to a project before it is submitted for the sanction of the technical advisory committee

With each project the format in the next page should also be completed and submitted along with the financial statement.

IX. Project implementation

Project implementation should be a process which is efficient, time bound and which ensures the criteria while giving women their needed position.

How to implement a project

Projects should be implemented according to the objectives identified during project design. While identifying beneficiaries, the existing poverty criteria set up by the government should be followed with special attention to the following factors :

- The poorest of poor women, especially widows, destitute and abandoned women, unmarried and single women
- Women with HIV/AIDS, other chronic

Who is responsible for the technical review of projects?

Each sub committee of the Technical advisory committee would comprise subject experts from various government departments, retired officials, experts from the social sector/ organizations, women activists with expertise in gender studies and ex-officio members.

Model form to be submitted for annual plans to the technical advisory committee			
Subject	Annual budget for current year	Budget for previous year	Expenditure of previous year
General			
1.			
2.			
3.			
Women Component Plan			
1.			
2.			
3.			
Scheduled Caste Sub Plan			
1.			
2.			
Scheduled Tribe Sub Plan			
1.			
2.			
Total			

(A checklist for the technical review of projects is presented in annexure 4)

diseases, mental illnesses, physically and mentally challenged women

- Elderly women
- Women working in the unorganized sector
- Migrant women labourers
- Adolescent girls
- Women belonging to scheduled castes/scheduled tribes
- Women belonging to the minority communities and other socially backward communities

How to select beneficiaries in the Grama Sabha?

A comprehensive list of potential beneficiaries fulfilling the criteria listed above needs to be drawn up before the Grama Sabha meeting by the NHGs (Neighbourhood Groups), women's organizations like Mahila Samajams, women representatives in the working group etc. This list can then be submitted to the Grama Sabha for consideration. Based on their recommendations the Working Groups are responsible for the finalization of the list of beneficiaries. Based on the projects, ward level beneficiary committees (for both public works projects and individual beneficiary projects) should be constituted with at least 50% of women members.

Who is responsible for project implementation?

Project implementation is the responsibility of each Standing Committee responsible for the sector with an implementing officer in charge. For women development projects, a woman implementation officer, should be in place to ensure the gender perspective and integration of women development plans.

X. Project monitoring and evaluation

A monitoring mechanism is to be put in place to ensure that basic project objectives (e.g. Gender equality and equity) are met. Each project should be monitored with sector wise indicators as applicable. (Please refer Annexures 5 and 6 for gender indicators).

Who is responsible for monitoring?

The concerned working group is responsible for project monitoring and guidance. The

working group can constitute monitoring sub groups from among them for specific projects.

Where applicable, the concerned beneficiary committee is responsible for respective beneficiary area. A meeting of all beneficiaries of an area should be called and a committee of a minimum of ten members with at least 50% of women members should be formed.

When should the monitoring of projects be undertaken

Monitoring should commence right from the beginning of project implementation. Monthly monitoring should be carried out and the progress of the project should be evaluated against the indicators defined. A monthly monitoring report is to be prepared. A consolidated annual report is also to be prepared. Recommendations from the report should be submitted to the Panchayat committee.

XI. Gender Auditing

Gender audit is a part of the social audit. Gender audit reviews the process and the impact of the project on men and women. It should also review the progress towards gender equality and equity. (Please refer Chapter 10 for a description of the gender audit process.)

XII. Recommendations for the Planning process

The plan process is a cyclical one. Thus the findings from the gender audit should feed into the next phase of the plan process. Recommendations form both the basis of the plan process as well as the outcome of the plan. Recommendations could comprise the following:

- How to make institutions women friendly
- How to ensure equal participation of women in all formal planning processes and structures
- How to create an enabling environment for women to engage in creative activities
- How women's leadership capabilities be enhanced in the project implementation process
- How to ensure the participation and leadership of women through a transparent and participatory monitoring process.

Chapter VII

GENERAL PROJECTS

Gender equity and equality can be achieved only when women also have equal access to and control over resources (land, capital, tools, knowledge, skills, information, basic facilities and natural resources). To achieve this aim, projects under the general category should be designed in such a way as to equally benefit men and women.

What are projects in the general category?

- Projects with the objective of gender equity and equality should be formulated under the general category for both the production and service sector. For example in the productive sector, many women work in the unorganized sector. Women workers in fisheries, coir, cashew, weaving, pottery, bamboo and plantations sector face severe exploitation and job insecurity. Women also experience discrimination on caste and class basis. Projects could address these issues by providing jobs for women, access to health services, social security and access to raw materials, market for products and skill training.
- In the agricultural sector, women are landless and unable to access other resources. In agriculture women are only labourers or engaged in allied occupations. When projects are formulated in the agricultural sector, care should be taken to see that women have access to productive land, tools, and equal wages for equal work etc. Skill development, control over income, assured markets for their products and control over profits generated from it should be ensured. There should be a concerted effort to link the ancillary activities. E.g. live stock to dairy products, food processing, water shed management etc.
- In the infrastructure sector it should be ensured that women have access to and use of infrastructure facilities,

What can be done to ensure gender equality in the general projects in the productive sector like Agriculture, Animal husbandry, Fisheries, water resources management, Industry?

- m Women should be able to own land, tools and acquire technical skills
- m Women should have access to common property resources (land, water bodies, forests)
- m Women's unemployment should be addressed. Training should be given in non traditional areas. Women workers in traditional occupations should be given back-up and support and training for product diversification
- m Women should be able to earn better income and should obtain equal wages for equal work
- m Women should be able to have access to raw materials ; provision of technical training is also important
- m Women should be given training in the storage, processing, marketing of products. Their negotiation skills should be development
- m Women should be able to attain technical knowledge and have access to information in each sector
- m Women should be members of and have leadership roles in all committees related to the production sector.

Services sector

Education

- Women should have better access to education ranging from primary to higher education. They should also be able to access education and skills in non conventional areas.
- Basic facilities for women and girls should be ensured (e.g. waiting room, girl friendly toilets)
- Access of girls to playground, libraries etc. should be facilitated.
- Physical training facilities for girls should be created.

Health

- Access of women to health services should be improved.
- Health security ensured.
- Social security (including security against violence and exploitation) improved

- Women sensitive facilities should be ensured in health centres (e.g. privacy during consultation, availability of waiting room, drinking water facility)
- Better reproductive health services(for delivery, availability of gynecologist at least once a week) provided
- Health security for adolescent girls(nutritious food, sexual health) improved
- Men's responsibility in family planning increased
- Elderly women, women with HIV/AIDS, women suffering from terminal illnesses such as cancer should get special consideration
- Women' sexual health and mental health should receive priority
- Violence against women should be perceived as a public health issue and suitable treatment facilities, referral services etc should be provided
- Women who are physically and mentally challenged need special consideration

Housing

- Ensure that women have ownership of house. Women's needs should be incorporated while preparing the plan for a house

- While providing housing, preference should be given to marginalized women who are divorcees, abandoned, single, widowed, unwed mothers and women with HIV/AIDS.

Cultural activities

- Women should have membership, and leadership of social and cultural organizations
- Women's clubs and cultural activities should be encouraged
- There should be separate recreational and sporting facilities for girls

Infrastructure facilities

Road, Waterways

- Arrangements to be made to improve the mobility of women
- Security while traveling should be ensured
- Elderly women should be allowed to travel free in public transport; there should be facilities like ramps etc in public buildings to allow access to those who are physically challenged

(Please refer Annexure 10 for sector wise indicators for gender equality in planning under the general category)

Chapter VIII

THE WOMEN'S COMPONENT PLAN

The Women's Component Plan (WCP) aims to provide a mechanism for special activities to ensure gender equity in the society and within the family. At least 10% of the plan budget is mandated to be set apart to meet the specific needs of women. Short and long term strategic needs of women can be addressed through the Women's Component Plan (WCP) to ensure the overall empowerment of women.

Review of the women component plan in the last decade

The review of the last decade of the Women Component Plan (WCP) in the decentralized plan process in Kerala, reveals that basic needs for women have been recognized and met at the local government level. Projects to improve women's income and to enhance the status of women through adoption of non traditional projects have been carried out in some areas. Some examples are transport cooperatives of women, training of women as masons, collectives for repairing of household tools, manufacture of electric equipment, paramedical training, gender education, karate and self defense training, cycling training and sport and cultural competitions.

The Women's Component Plan has paved the way for women to enter the small scale industry sector. It has also been possible to bring about improvements in women's participation in planning processes at the local level, improve women's organisational ability, personal development and collective action through the activities of the Kudumbashree. Women's participation in economic development activities has also improved significantly.

However there have been some constraints and limitations:

- Most of the activities which attempted to ensure women's participation in mainstream development have been focused mainly on improving the women economic status. No corresponding attention was paid on enhancing the social status of women.
- Although the primary emphasis was on promoting women's group entrepreneurship and leadership, most of the projects promoted individual women entrepreneurs.

- Most of the projects in the agricultural sector provided women with home based work and have therefore resulted in increasing their burden of work and have not been successful in improving income.
- Industrial units that were set up had limited facilities. Marketing arrangements were also limited
- Basic amenities like housing, water and sanitation were to be included in the general projects. Yet in many areas they were included in the Women's Component Plan.
- Occupational training, Skills training and awareness classes etc were organized for women. However not enough follow up action was evident.
- Specific problems faced by women like domestic violence, lack of mobility, reproductive health problems, lack of property rights, lack of control over their income etc have not permeated mainstream development discussions. These strategic interests have not been adequately addressed in the Women Component Plan.

What were the reasons for this?

The lack of baseline data on the status of women in Kerala has been the major limitation. Although plans under the women component were to be formulated on the basis of status study findings, this process suffered from lack of resources and ability to take up such studies locally. The notion of 'status' was also very limited. Thus, the issues concerning women who form half the population did not make it to the development agenda.

Women's limited role in the decision making processes, the perspective that development is about visible construction activities and the perception that economic development of women would result in their empowerment etc. were inflicted on the development perspectives and reflected in the lack of progress in the status of women through the Women's Component Plan.

Lack of clarity on how to identify needs of women, how to analyse them and how to address them in the local development agenda was also a limitation.

During to a combination of these factors, women have not been adequately addressed in local development planning.

The overarching objective of the Women Component Plan is the empowerment of women. It aims at overcoming the disparities and discrimination experienced by women over centuries to bring about gender equity. 10% of the budget is set apart for this. Where as the Women Component Plan strives to ensure gender equity, equal participation can be established under the general category projects.

Project development under the Women Component Plan

The planning of projects under the Women Component Plan are to be based on status studies of women, gender analysis, time use analysis etc. (Please refer Annexure 2 for details). Using these tools, it would be possible to identify the specific needs of women which cause their secondary status. Through projects formulated under the Women's Component Plan these strategic needs could be addressed. It is the responsibility of the Working Group for women to ensure this.

The processes and stages of plan formulation under the Women's Component Plan are similar to that of the general category projects. The projects taken up under the Women's Component Plan need to ensure the empowerment of women and not focus on improving the existing condition of women. This is a step-by-step process.

What is the Empowerment of Women

Women's empowerment is a process through which women acquire the knowledge and confidence to make informed decisions on all aspects of their lives, acquire better access to and control over resources and thereby become increasingly self-reliant and aware of their rights. Women's empowerment is presently equated to economic improvements alone.

If empowered, women can work to transform existing gender discriminatory laws and procedures, transform the power relations in the family and other social institutions, that can help

bring about more equitable gender relations within the family and society.

The Women's Component Plan should address strategic needs of women and thus contribute to the empowerment of women.

Women and men will have better control over their lives when the following conditions exist:

- m Decision making power
- m Power to articulate needs and to respond
- m Power to influence the agenda of governance
- m Power to negotiate in matters of concern
- m Power to question existing practices and values

Indicators for the Women Component Plan Productive sector

- m Ownership and control over productive resource like land, money etc.
- m Knowledge of and control over means and methods of production
- m Opportunities and rights to improve knowledge and skills
- m Recognition and valuing of women's skills
- m Better negotiation ability for the knowledge , skills , effort and time invested
- m Power to intervene in the economy

Service sector

- m Better access and support for educational opportunities for girls.
- m Better health care to address specific needs of infant girls, adolescent girls, women of reproductive age, women aged between 45 and 60 and elderly women (life-cycle approach).
- m Equal rights to access health care institutions and services and better say in health programmes and policies
- m Better control over her own body, sexuality and fertility
- m Improved mental health
- m Access to health care for women who are mentally or physically disabled
- m Better mobility for women
- m Increased access of women to public spaces (Please refer Annexure 10 for detailed indicators)

Chapter IX

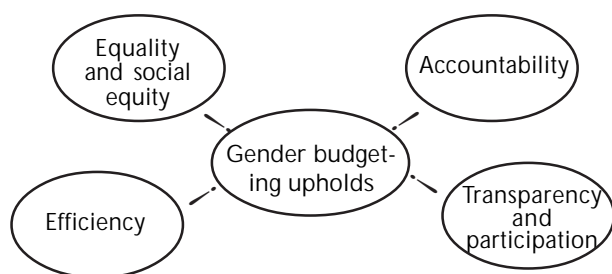
GENDER BUDGETING

The Gender budget is not a separate budget. Gender budgeting is a process to ensure that women's needs and priorities are also taken into account in the budget allocation. It could thus become an effective mechanism to bring about gender equity.

Gender Responsive budgeting is a means to realize the commitments of the Government. It is a financial planning method to enable equitable allocation of resources. The gender budgeting process earmarks budgetary resources as per the requirements projected in gender planning. It reflects the budget required and source of funds. The budget should reflect the gender equity commitments in the women's policy.

Objectives:

- Gender budgeting aims at gender equality and equity in resource allocation.
- Gender budgeting should focus on the needs of marginalized and backward sections of women.
- Gender budgeting aims to address existing gender inequalities in access to and control over financial resources. Gender budgeting aims at overall empowerment of women – economic, social, political and cultural.



Aim of Gender Budgeting

Gender budgeting aims at economic and political empowerment of women and should serve to reflect the social and economic commitments of local governments.

Gender budgeting reflects the resource allocation policy. Gender budgeting ensures that resource allocation is favourable to women.

Gender budgeting is a means to ensure that women receive equal treatment and social justice. Participation of women in the budgeting process can also ensure transparency, accountability and efficiency.

Who should carry out Gender Budgeting
The sole responsibility for preparing local government budgets is that of the Finance Standing Committee. The Chairperson of the Standing Committee has to ensure the coordination of activities.

The draft plan following the gender budgeting process should be presented in the Grama Sabha which meets for planning projects. The subject groups in the Grama Sabha would then present their recommendations and suggestions to the Working Groups, who in turn would present it at the development seminar for validation and finalization.

Knowledge and Skill requirements for Gender Budgeting

The process of gender budgeting requires various skills and technical training

- Elected women representatives need to be oriented on economic activities of local self government, the budgeting process and the concept of gender budgeting. They should also be aware about roles that are expected of them and their responsibilities
- The Finance Standing Committee members and sub committee members are to be trained on gender budgeting
- Officials involved in gender budgeting also need to be trained.

Women's participation in Gender Budgeting

Women's organizations should be actively involved in the gender budgeting discussions. Focus group discussions are to be conducted to determine the needs and priorities of women by NHG leaders, women elected representatives and representatives of women's organizations. They should determine priorities in resource allocation

as well as resource requirements to meet the practical and strategic needs of women. The recommendations by this group should be incorporated by the Finance Standing committee.

How to carry out Gender Budgeting

To begin with, a qualitative and quantitative analysis of the previous year's budget is to be carried out by the Finance Standing Committee. For this budget analysis, the following steps should be undertaken.

1. Review of official records - Development Report, Project reports, annual budgets, Demand Collection Balance, audit report etc should be reviewed.

2. Discussions with women beneficiaries of the previous years – This is to obtain their feedback on the previous year's activities and whether the allocated budget was actually spent and what the outcomes, were.

3. Identify limitations and inadequacies of the previous year's budget.

4. Seek information from implementing officer - The Standing Committee should analyse the reports of the implementing officers regarding any difficulties faced in the financial implementation and review the recommendations made by them.

5. Obtain information from other Standing Committees - This is to obtain their recommendations and feedback. (Please refer *Annexure 7* for suggested indicators for review of the previous year's budget.)

6. Resource Mobilization

The process of gender budgeting has to ensure the sources of funding for women development projects. The sources of funding for Local Governments are Plan funds, Own funds, funds from central government schemes, voluntary services, funds allotted for government schemes, services of subject experts and services of the beneficiaries. Timely availability of resource should be ensured and potential resource also identified.

How to mobilize resources

- m Identify and ensure the availability of resources from the previous year
- m Collect information on the various projects
- m Meet and discuss with officials of various departments, financial agencies and with social organizations at the local level
- m Ensure use of central and state projects

7. Integration of resources

It is important to ensure the availability of funds from different sources within the same period. All funds available should be integrated and the financial planning of projects can be carried out. For example, if women development projects require more resources than the project allocation, it is important to use the own funds of local government for the purpose. (Please refer *Annexure 10* for indicators on sector wise gender budgeting.)

Special attention in the gender budgeting Process

The budget should give attention to the practical and strategic needs of the marginalized sections of society such as dalits, adivasis, fish workers, women belonging to backward and minority communities, physically and mentally disabled, widows, elderly women, single/unmarried, female headed households, women with HIV/AIDS and terminal illnesses, adolescent girls, migrant women etc.

Along with the creation of infrastructure in the general projects, it is important to allocate resources for the education of girls, the sexual and reproductive health of women and access to drinking water.

Expenses to address practical and strategic needs should be classified separately and indicated.

Funds should be set apart for discussions, seminars, meetings and trainings related to gender planning and for payment of honorarium to resource persons facilitating the process.

Preparation of the draft Gender Budget

The draft budget is to be prepared based on the parameters specified and available budgets taking into account the recommendations emerging from the discussions and consultations.

Following the preparation of a draft budget, it is submitted to the Panchayat committee. A discussion is then held with representatives of women organizations, representatives of CDS, ADS, representatives from NGOs, academicians, stakeholders and the budget is finalized after incorporation of their feedback and suggestions. The finalized budget is then presented at the panchayat committee meeting for approval. The approved budget is submitted for the further approval of the District Planning Committee (DPC), officials, Audit Department etc.

Sector wise indicators for Gender Budgeting Productive Sector

Funds should be set apart for :

- income generating activities for women
- technical training for women to use various tools and implements
- restructuring traditional occupations that women are engaged in and to enhance skills, to provide support services.
- Skill training for women for productive activities
- Networks to establish backward and forward linkages and to establish marketing networks for products manufactured
- women to buy agricultural land, lease land, avail subsidized loan facilities and purchase agricultural tools
- entrepreneurship training, skill training and technical training
- basic facilities in work places

- Funds should also be set apart to meet time and labour invested in the process

Services Sector

Funds should be set apart for :

- human resource training of dalit, adivasi, fisher folk and poor and other marginalized sections of the society
- Separate facilities for girls to be made available in educational institutions.
- Basic facilities for women in primary health centres and hospitals
- better access to sexual and reproductive health services
- to make available essential medicines for women and children
- the improved access to health services of marginalized women
- projects to provide recreational, health and nutrition facilities for elderly women
- projects to address issues on violence against women

Gender Budgeting in the Women's Component Plan

- At least 10% of the budget should be earmarked before planning general projects
- A realistic budget should be set apart for women's integrated development and empowerment projects

(Please refer Annexure 10 for indicators for gender budgeting in the women component plan).

Chapter X

WHAT IS GENDER AUDITING?

Gender auditing is not only the process of reviewing financial figures, but also a critical analysis of the systems and processes of local government. Gender auditing implies auditing the income and expenditure of local governments from a gender perspective and also analyzing the development process including the process of legislation, guidelines, taxes and social development projects. Gender auditing is based on the understanding that policies have a differential impact on men and women. The recognition of the different roles performed by women and men and their responsibilities and the different roles of marginalized women form the basis for such an analysis.

Social Audit and Gender Audit

The objective of Gender auditing is to integrate a women's perspective to the process of planning, implementation, monitoring and evaluation in local government. The gender audit is one aspect of the social audit. The social audit is a process to analyse and evaluate the progress of local governments in realizing the social development commitments. The social audit evaluates social, economic, environmental benefits and inadequacies. The gender audit is carried out to create a space for women, who constitute half the population, to voice their concerns, suggestions and opinions within the broader social audit process. A gender audit is able to assess the differential impact of projects and policies on women and men. The gender audit also assesses the progress attained in realizing the objectives of gender equality and equity.

When is the Gender Audit to be carried out

Auditing should be carried out as and when each project is completed. A copy of the gender audit report should be submitted to the auditing team and presented to the administrative committee. A project should be deemed to be closed only on completion of the gender audit. A gender audit of all policy, programmes and projects should be carried out in the month of September. The report should also refer to the findings of previous gender audits.

Who should carry out the gender audit?

The gender audit should be carried out by the President of the Working Group for women, President of Standing Committee for development, Implementation officers of Social Welfare, Agriculture, Health and Education, Women representatives of dalits, adivasi, backward and minority communities, the CDS and ADS representatives (4 persons), women elected representatives and Key Resource Persons (5 persons).

Skills and Training needs to conduct gender auditing

The conduct of the gender audit requires training in methodology and tools for gender analysis. (Please refer handbook for detailed description of tools).

The Gender Audit team should receive skill training for at least 3-4 days. The training should cover methodology, processes, tools and indicators.

Sector wise indicators of Gender Auditing

Productive sector

- How many projects were exclusively for women (under both the general category and women component plan)?
- Did women participate actively in implementing projects?
- Did the project result in better income earning capacity, skills, expertise, organizational skills, entrepreneurship, negotiation skills etc for women?
- Did women get equal pay for equal work?
- Was the time spent by women taken into account?
- Have women been able to take up non conventional and new areas of work. If yes, please list them?
- Was it possible to create sustainable livelihoods for women through provision of adequate support for production, enterprise, marketing, knowledge, skills, technology transfer, utilization of basic facilities and betterment of income and earning potential?

Service sector

- Did projects enable better access to opportunities in the education sector for women especially from dalit, adivasi and other backward classes. Please indicate resource utilization for this purpose?
- Did projects result in the provision of basic facilities for girls in educational institutions (e.g. water, sanitation, hygiene and facilities for disposal of sanitary napkins)?
- Did projects include support activities to enable better access to vocational, technical and professional education for girls?
- Were there projects to improve access to sexual and reproductive health care services for girls? If yes please indicate resource utilization for the purpose
- What is the resource utilization to create basic facilities in health institutions for women and girls? Are the basic facilities adequate?

For example, has the number of women with HIV/AIDS increased or decreased? Has it been possible to prevent/decrease the number of women committing suicide? Has it been possible to reduce maternal mortality rates? Is the male-female ratio in the 0-6 age category favorable to females?

- Did projects cater to the nutrition, sexual health needs of adolescent girls? How many girls benefited from the project and what is the resource utilization for this purpose?
- How many family planning / sterilization activities for men were conducted? Please review how many women and men underwent sterilization in the previous plan year
- Were there projects to prevent violence against women? Has the violence against women declined? How many cases were registered before the 'Jagrata Samitis'? What were the interventions? What support activities were initiated to enable women to better control their lives? What are the support services for that?

How many women were given housing facilities? How many women are the registered and legal owners of the houses thus provided? What are the basic facilities provided in the house (e.g. low cost sanitation, smokeless cooking stoves etc)? Did women participate in the plan and design of the structure?

- Were there projects for continuous availability of water? Were these projects able to address women's health problems and reduce their burden in collection of water?
- What cultural activities were undertaken for women? What was the resource utilization for this purpose and how many women benefited?
- Is gender disaggregated data available for education, sex ratio, health, occupation etc.
- Has any space/ forum been developed for women to gather, organize activities? How many women utilize these/ have benefited from these?
- Have there been projects to make available basic services? Have these benefited women? How many women have availed these benefits? What are the types of basic services / facilities made available?

(Please refer Annexure 10 for indicators)

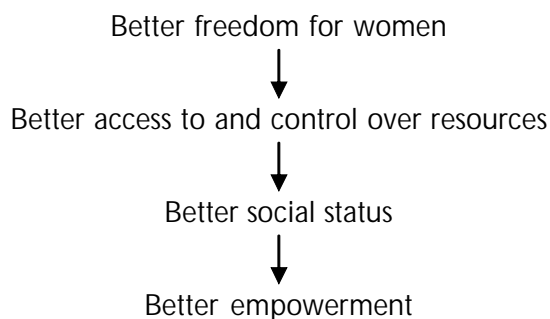
How to conduct a Gender Auditing of the Women Component Plan?

The various aspects of women's empowerment are to be analysed as part of gender auditing of women component plan.

Key indicators of women's empowerment

- Women's participation in the planning structures and processes
- Capacity building of women
- Prevention of violence against women
- Better mobility for women
- Better self esteem and confidence

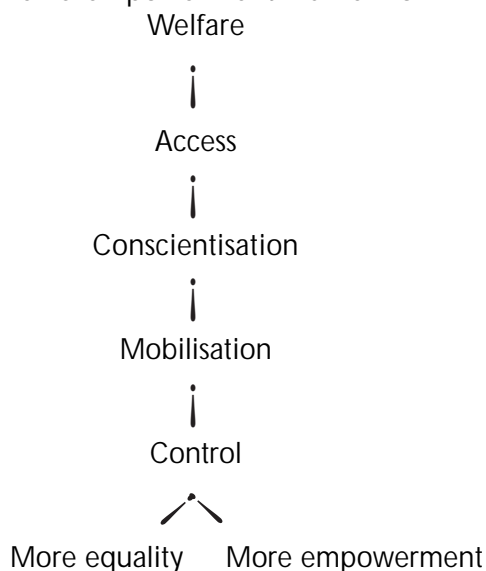
Key indicators of progress achieved in the status of women



Gender Auditing Methodology

Levels	Description	Review of documents	Methodological strategies
1. Policy	Women's policy Quantitative analysis of local government projects	<ul style="list-style-type: none"> - Women's policy - Women status study report - Guidelines - Development document - Development report - Annual project documents 	<ul style="list-style-type: none"> • Content analysis Focus group discussions with Sector experts, elected representatives, Secretary , Working Group members
2. Plan	In depth case studies of the projects	<ul style="list-style-type: none"> - Number of projects for gender equality - Number of projects for women's empowerment 	Analyse and review sector wise resource allocation; related documents and project documents
3. Institutional level	Whether the institution is women friendly, number of women and men in each institution, vacancies and process of filling up vacancies etc.	<ul style="list-style-type: none"> - Projects for Poverty alleviation - Projects for sustainable livelihoods - Health - Small scale industry 	Focus group discussions with beneficiaries, implementing officers and field visits Carry out gendered cost-benefit analysis
Structural level	Quantitative and qualitative analysis of the following local government structures: 1. Grama Sabha/Ward Sabha 2. Working Groups 3. Standing Committee (Administrative Committee)	<ul style="list-style-type: none"> - Whether institutions provide basic facilities for women? - Whether there is a women friendly atmosphere? - Whether there is anti sexual harassment committees? - Whether personnel are aware of innovative projects for gender equality? - The basis for appointment, promotion, transfer etc. 	<ul style="list-style-type: none"> - Observation - Focus Group Discussions with members of Grama Sabha, Working Group members and elected representatives - Review records and cross checking - Check attendance books and reports
4. Process level	Analysis of all decentralization processes <ul style="list-style-type: none"> - Planning - Implementation - Monitoring - Evaluation 	Participation, interventions, role of women in discussions and in decision making (Governing bodies)	Observation, Minutes book of meetings and focus group discussions <ul style="list-style-type: none"> - Process documentation and analysis. - Interviews with Governing body members - Focus Group discussions with implementing officers - Focus group discussions with monitoring committee members

Women's empowerment frame work



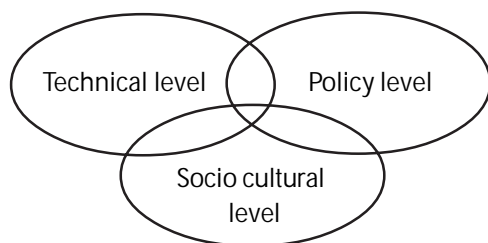
(Please refer Annexure 8 for indicators to be used by the Technical Advisory Committee for evaluation of women's empowerment and Annexure 9 for indicators to measure the condition and position of women)

Gender Audit report and recommendations

What the gender audit report should contain?

The gender audit report should consist of two parts. The first part reports the analysis of policies and projects. The report should also refer to the outcome of each projects. The report should analyse the impacts – positive and negative – on women and men. Some policies or programmes would have affected the position of men and women indirectly. Such findings should be summarized.

The second part of the report would consist of recommendations for the future. The report should outline approaches, strategies and suggestions to enhance gender equality and equity at all levels- technical, policy and socio cultural.



The various inadequacies in resource allocation can be addressed better if equal access to local government resources is ensured through a women friendly policy framework. Guidelines and suggestions for women's development in the production, services and infrastructure sectors should be provided. The report should also contain:

- Suggestions for appropriate policies, strategies, models and activities for gender mainstreaming in local government
- Suggestions for planning and project formulation to address and prioritize the practical and strategic needs of women who are disadvantaged and marginalized
- Capacity building activities for gender mainstreaming for elected representatives and officials.

Presenting the gender audit report

The draft gender audit report should be submitted to the administrative committee and then for further discussion to the Grama Sabha. Suggestions should be incorporated and a final version of the report should be prepared for submission to the Panchayat administrative committee. The Right to Information Act of the Government of India emphasizes the rights of people to access information related to administrative / government processes. In this context, it is important to make available a copy of the gender audit report to the public. This is also necessary for the transparency and accountability of local governments.

Chapter XI

ROLES AND RESPONSIBILITIES OF IMPLEMENTING OFFICERS

It is important to hold a monthly meeting between the implementing officers and the Panchayat committee to ensure proper coordination, smooth functioning and efficiency. Implementing officers should discuss any issues to be resolved in these meetings.

A suggestion box should be made available in the panchayat office and in various institutions of local government. All suggestions should be considered and recorded and action taken on each suggestion should be reported. The 'Karakulam' model' of responsive governance could be followed, where a monthly meeting of all officials is held to review and plan action.

An implementing officer should be designated to coordinate the process of gender mainstreaming. (e.g. the Women Development Officer). The implementing officers should be responsible for gender mainstreaming in the projects under all sectors. As a case in point, it is possible for the implementing officer to implement the following to ensure gender mainstreaming in agriculture related projects:

- Maintain gender disaggregated data on women and men agricultural workers (farmers, agricultural labourers, those engaged in agriculture related occupations)
- Technical support to provide women farmers with land and agricultural implements
- Training programmes to be organized for women farmers
- Dissemination of information with regard to the rights, services and opportunities potentially available to women in all sectors
- Ensure that women benefit from project interventions and outcomes – both in quantitative and qualitative terms
- Take initiative to ensure gender equality and equity in all projects.

The role of implementing officers in resolving gender issues in Governance

1. Develop a policy favorable to women with a gender, development and empowerment perspective

2. Ensure active and equal participation of women in all processes and structures related to implementation in both qualitative and quantitative terms; especially ensure the participation of women from dalit/advansi/backward communities
3. Standing Committees, Working Groups and Expert Committees should have equal representation and decision making for women
4. Improve nature and quality of participation of women through orientation and motivation sessions
5. The active involvement of women should be ensured while making crucial decisions
6. Meetings should be held at timings convenient to women
7. Women should be given opportunities to be exposed to administrative procedures.
8. Ensure that women representatives, women officials, women who come for services are not subject to gender discrimination and any form of sexual harassment
9. Create an enabling environment for women's mobility so that women have a sense of security
10. Conduct capacity building programmes for women on administration
11. Designate a women implementation officer to coordinate women development projects
12. Women should receive training in accounting, management etc
13. Create a resource pool of women social worker/to assist and intervene in the planning processes in grama sabhas, development seminars, Jagrata Samiti's etc. They should receive adequate capacity building to equip them to contribute effectively to these processes. This resource pool should have representation from women belonging to dalit, advansi and backward communities.
14. Gender training should be regularly organized to support all processes relating to planning, implementation and monitoring.

Chapter XII

SOME PROJECT IDEAS AND SUGGESTIONS

Introduction

In the last ten years of decentralized planning, there were a very few sustainable projects for women which were included in the women component plan; however even the 10% funds allocated for the women's component plan was not fully utilized. There were hardly any projects for women under the general category.

Projects implemented for women did not prove to be sustainable or economically gainful, especially the small scale industrial enterprises. Most projects reviewed went into loss or stagnation. There were various contributory factors such as:

1. Project formulation was not based on need identification
2. Projects were not implemented with women's participation and initiative
3. Women beneficiaries did not receive adequate skill training and development
4. Women beneficiaries did not have adequate technical expertise in quality checks, packaging and marketing of products
5. Inadequate backward and forward linkages
6. Inadequate resource allocation
7. Networking activities for marketing and obtaining of raw materials was inadequate.

Besides the above, there were area specific reasons as well.

This chapter provides project options for implementation under the general category and the women's component plan.

It is important to keep in mind that addressing practical needs would lead to the larger strategic needs. Therefore emphasis should be on strategic needs. As a case in point, cattle rearing, although an individual beneficiary project may lead to individual beneficiaries forming an informal group to market dairy products. This would considerably improve their income earning potential.

- Women's participation in dairy farmers' committee, Milk society etc should be ensured. Meetings should be conducted at timings convenient to women
- Women should have opportunities to gain new expertise, information and skills with

reference to their occupation

- Financial support may be provided for the establishment of biogas plants.

In this manner, addressing the practical needs of women would eventually lead to addressing their strategic needs as well.

Agricultural sector

As a large number of women still ate out a living from agriculture, this skill should be enhanced.

- Projects in the agricultural sector should lead to food security.
- Give priority to women who do not own land and are interested in agricultural activities. Help them to lease land or buy land.
- Ensure women's participation in farmers' committees and in 'Paadasekhara Samitis' (paddy land committees), Coconut farmer's committees etc.
- Provide access to new methods of agriculture, manure and seeds through agencies like the Agriculture Information Centre, Agricultural universities and their sub centers.
- Make available appropriate implements/tools like tractor, tillers etc on nominal rent. Women should also be trained in their operation and use
- Make available unused land for women farming group on lease for at least five years. Organic farming should be promoted and so also the use of vermi compost, bio manure, bio pesticides. A separate unit to produce these may be set up.
- The three tier system of local government could take up collection and marketing of paddy
- Local governments could provide vehicles for transportation of produce on lease or affordable rent.
- Women farmers' specific needs should to be addressed- and appropriate clothing, tools and technical trainings to be provided.

Fisheries sector

Women in the fisheries sector participate mainly in marketing and processing activities and projects should be formulated in these areas

- Vehicles should be provided for women vendors to travel from the landing centers to the market
- Women roadside fish vendors should be provided space to sit. They should also have access to basic water and sanitation facilities.
- Promote ornamental fisheries
- Set up marketing booths for women
- Occupational diseases associated with the sector are to be identified and appropriate preventive measures are to be taken
- Women vendors may be provided mopeds
- Working conditions in prawns processing units should be improved
- Initiate studies on occupation related diseases and hazards in the fisheries sector

Industries sector

Support to women in the industrial sector could include :

- Work sheds for small scale industrial units with basic facilities including creche for children
- Training programmes in radio assembling, electronic choke manufacturing, mixie repair, mobile phone, cycle, repair car repairing and maintenance
- Training women who have passed out from ITCs and ITI's in auto rickshaw, tiller and tractor maintenance
- Transport provision to reach products manufactured by women to the markets
- Lessons in driving tractors and tillers and strengthening women's participation in agriculture
- Technical training for women to implement housing, water supply programmes , energy conservation programmes (solar, biogas)

Housing

Small consideration can make housing more women friendly. For example:

- Houses constructed under Panchayat schemes should include smokeless stoves, water supply, rain water harvesting mechanisms and solid waste disposal facilities; it should be ensured that the women are given ownership of the house.
- Collective housing schemes for single women, for women who are divorced, aged and destitute; common facilities can be provided

and security ensured

- Construction of toilets in public places and work places. Panchayat offices, health centres, schools and markets should have toilet complexes, sanitary napkin disposal units, room to change and facilities for women to breastfeed. Water supply should be ensured.
- Buildings for public use such as Anganwadis, Primary health centers etc should not be constructed in remote and inaccessible areas. Transport facilities should also be arranged.

Employment exchange

This can facilitate women's access to work and other assistance if :

- A database of those who are technically qualified could be compiled at the panchayat level and a directory can be created. This can be used as a resource base for a 'labour bank'.
- The contact details of women who migrate outside the state and to other countries to work in the fisheries sector and as domestic helps is maintained. The names and addresses of contractors/middlemen who offer such employment and employers as may be applicable as per existing laws should also be maintained. Similarly local governments should also maintain the contact details of women workers who migrate into the Panchayat.
- Awareness on labour rights is provided and employment of minors should be strictly monitored/prevented.

Self Help Groups and Micro enterprises

Sustaining women's micro enterprises will include:

- Follow up training for women SHG members in employable skills
- Leadership training for women SHG members
- Projects to develop forward and backward linkages and for maintenance of workplace, storage of raw materials and products could be developed.
- Training in quality, packaging and marketing at the village/ Block / District.

Health

Improved health service may include:

- Projects for cultivation of medicinal plants and herbal preparations and link it to Ayurvedic hospitals

- Health security initiatives- doctors at the primary health centre should conduct periodic inspections in factories etc to monitor health and safety standards and provide awareness programmes
- Facilities for privacy for women in health centres; toilets, water supply, waiting rooms and environmental sanitation projects could be taken up
- Periodic medical camps in dalit/advansi colonies
- Provide mobile medical clinics in the remote advansi areas; ensure services of a gynecologist; projects could promote traditional medicine as well.
- Support services and referral systems for women and children affected by HIV/AIDS and facilities for community care, such as care centres and short stay homes.
- Women could be trained as paramedics to provide door to door monitoring of diabetes, blood pressure.
- Day care centre for recreation and health care for the aged
- Medicine bank schemes for women belonging to marginalized groups

Women's Component Plan

Several projects can be developed under the WCP such as :

- Conducting women's status studies
- Organizing women development committee, Jagrata Samitis. Short stay homes for women victims of violence
- Counseling and legal support projects could also be formulated
- Creating a database of technically qualified women and facilitating employment opportunities and skill development training; labour bank
- Establishing women's resource centre for studies, recreation, reading room, career guidance, swimming and cycling training.
- Projects to detect and treat UTIs and RTIs in primary health centre, treatment of occupation-related diseases, health education classes on women's body, sexual and reproductive health.
- Health care programmes for women in the unorganised sector, who are engaged in coir, cashew etc.

- Skill training and gender sensitization training for JPHNs and JHIs. They can be the first contact points to identify gender specific issues.

Education

Education encompasses a wide range of subjects and facilities can be enhanced:

- Life skills education for adolescent girls and boys. The syllabus should include sex education, gender relations and social conditioning, personality development, leadership training, social responsibilities etc.
- Ensure girl friendly toilets, drinking water facilities, sanitary napkins disposal facility etc
- A gender desk should be set up in every school. There should be programmes to review and monitor gender discrimination, exploitation etc and to find solutions to this. Counseling for girls and boys, joint activities for girls and boys in literary, music, theatre, movie clubs etc should be initiated.
- Special coaching in English and mathematics for dalit and advansi girls
- Special assisted learning programmes for capability development of children from dalit and advansi communities in higher education
- Economic support for dalit and advansi girl students
- Career guidance classes
- Educational facilities for children of women with HIV/AIDS and children with HIV/AIDS
- Economic support to children of sex workers, widows, physically or mentally disabled women
- School projects could be linked with local government processes, so that children develop interest in governance processes.

Cultural

This is an area which importance should be given through :

- Media training for women from marginalised and poor communities
- Training in theatre, movie making, yoga, karate, swimming for women
- Promotion of women's studies centres to take up local cultural history studies, publication, cultural activities etc.
- Sports clubs to be set up for women/girls

- Study trips/ literary camps, theatre camps for women

Some Model projects executed by local governments

- Thrissur District Panchayat – Women transport cooperative and women masons cooperative
- Nenmanikkara Thrissur– Women purchased 3 acres of land for Group farming with the help of a bank loan
- Kodakara Block Panchayat and Thaikattuseri Ayurveda Medical College collaborated to organize a health care project for pregnant women (Janani)
- Karate training for girls in Balusseri Panchayat
- Project implemented by Chakkupallath in Idukki with the support of UNDP and Government of India through Women In Agriculture(WIA) in the agriculture and tourism sector
- Women farmers committees called Harita Mitram in Kollayil, Trivandrum district
- Coconut processing in Perambra Block Panchayat (subiksha project)
- Jackfruit products by Mupliyam panchayat in Kodakara Block Panchayat by women
- Cluster mechanisms to manufacture a range of products in Kanjikuzhi block panchayat
- Women resource centre in Alappad Panchayat.

Annexure 1

SECONDARY DATA COLLECTION – GUIDELINES

Census : Population, literacy, mortality, birth rate, work participation, main occupation, landless labourers, land ownership, homeless etc.

National Family Health Survey: Morbidity rates, gender disaggregated population data, number of persons using family planning techniques, age of sterilization, women headed households etc
Socio economic survey: landless, homeless, basic facilities etc.

Police station: violence in public places, domestic violence, rape cases, caste based violence, other forms of sexual harassment such as obscene comments and actions, dowry related deaths, unnatural deaths etc.

School records: School enrolment and dropout rate for both girls and boys etc.

Primary health centres: Number of women patients, type of disease, availability of medicines, type of delivery and male female sex ratio etc.

Annexure 2

PRIMARY DATA COLLECTION

Tools	Objectives	Methodology
Literature review	Compile available material on specific subjects. This will provide a background on the subject. It will also be possible to obtain background information, gender disaggregated data that would be useful for the women component plan and the gender analysis	Material to be compiled from various sources. This will provide information on gender disaggregated data and also various tools and methods.
House visits, Interviews	It would be possible to obtain socio economic details . The position and condition of women can also be understood. This also makes it possible to critically interpret information obtained from other sources.	Interview is based on a prepared schedule. One can obtain only limited information. Interviews should be held with a proportionate and representative sample. The limitation is that the information obtained from the limited interviews are generalized.
Focus Group Discussion (FGD)	This is a method to seek detailed information on a specific subject/project from a selected group of persons. This would bring out the assumptions, approaches, values etc. It would help to understand the group's perspective on change / expectations and whether it is acceptable to them.	An FGD can be conducted with the help of a few subject experts and a few other participants .This process helps to obtain a lot of information in a cost effective and within a short time period. The participants should be of the same category. Women and men should have separate focus groups. This will enable a gender perspective. The focus group discussion should be limited to a maximum time of 1.5 hours.
Trend Analysis	This is an analysis of trends over a specified period of time. This may be achieved through an FGD.	This is a method to collect information on changes that have occurred during the 2-3 years following the implementation of an initiative or project. E.g. womens work participation, household burdens, food security, Availability of water etc.
Time use analysis	Time use analysis is to understand time spent on different tasks by an individual in the course of a typical day. This may be carried out as part of the FGD.	This would provide an understanding of the different roles/tasks carried out by women and men, the time spent on each task, leisure time available. This would also help to assess the extent of men's participation in household tasks.
Participatory resource mapping/ Social mapping	This enables an understanding of the physical conditions of an area. There is emphasis on socio economic aspects and the perspective of varied groups. Social	Mapping can be carried out on the floor/ on paper. If on the floor using twigs, stones, leaves etc to draw a map of the village/ward, area and to represent houses, public facilities, water resources, institutions. It can also indicate where poor people, landless people, single women stay and what resources/facilities are accessible/

mapping allows a temporal and spatial analysis of resources.

available to them. If drawn on paper different colour can be used to represent these. Social mapping is also of use to make plans (eg. roads, reservoirs, location of taps), to understand who has access to what resources.

Venn Diagrams	This is a method to understand the interface between institutions and organizations with the people in a specified area. These help to identify the following:- the responsibilities of various institutions, their importance, levels of interaction, potential for implementation of projects, potential responsibilities/tasks that could be carried out	The first step is to identify relevant local government institutions. The names of these institutions are written in differently sized cards. The more important the institution the bigger the size of the card. Different colour can be used to indicate different types of institutions, e.g. government institutions, social organizations etc. The society/community is represented by a circle drawn on paper or floor. Then the cards are arranged around the circle according to their importance. The closer the institution is to the centre (i.e. the circle), the closer it is to the people. This would help to understand the role of these institutions, whether they respond to the needs of people, levels of interface and how effective they would prove as implementing agencies.
Direct observation	The objective is to understand the condition of institutions in a specified area	This is the most effective and simple method to understand physical conditions/ facilities, attitudes, visible changes from the implementation of a project etc.
Case study	This is a method to obtain information / details pertaining to a particular issue. This helps to highlight and emphasise the issues pertaining to individuals/families/communities	Case study helps to understand the perspective, experiences and solutions to problems/issues encountered from the point of view of individuals/families/communities. It uses purposive sampling to identify respondents. Interviews related to case study can extend up to 3 hours.
Stakeholder workshop	This is to discuss the findings from group discussions and other methods and discuss related issues and recommendations with those who have a direct or indirect interest in the matter. This helps to arrive at a consensus on conflicting suggestion/opinions and to inculcate a sense of ownership among the stakeholders.	The workshop should be conducted following all other studies at the village level. This could be also conducted during a special Grama Sabha. This is a forum to share the findings from the studies, exchange information and ideas and obtain a deeper understanding of issues involved and to collectively plan the way forward. Stakeholders include direct and indirect beneficiaries, government officials, and representatives from social organizations. Workshops should bring out an action plan on the way forward.
Women status studies	Women status studies help to identify the different kinds of discrimination/ exploitation experienced by women in each sector and on this basis to understand sector specific needs of women.	Indicators should be used to understand the position of women including women belonging to marginalized/backward communities' vis-à-vis men. (Please refer handbook for details on methodology used for women status studies).
Gender Analysis	This helps to analyse the differential impacts of particular situations/contexts on women and men.	The roles and responsibilities of women and men, their participation and involvement, access and control over resources in relation to institutions, structures and processes can be analysed.

Annexure 3

STRUCTURE FOR PROJECT PREPARATION

1. Introduction

1. Need for project: The following seven components should necessarily be a part of the introduction. The project formulation should describe what problem/issue is being addressed, where and why.
2. Background: This section should address the context of the project.
3. Data: This section should state facts and figures in relation to the project. Women status study reports can be referred to for data.
4. This section should mention whether the need emerged from the Grama Sabha/ Development plan
5. If the project is a follow up or second phase of an existing project, an analysis of the benefits and limitations of the project should also be provided.
6. How the development problems sought to be addressed affect women specifically should be discussed.
7. The sub sector should be mentioned

2. Objectives

1. List objectives
2. In the specific objectives (for general category projects) mention how the project ensures gender equality
3. In the case of projects for employment, indicate how many days of work women will obtain
4. Projects aimed at income generation for women should mention how they reduce women's physical burden. It should also take into account time and effort invested by women.

3. Beneficiaries/ Location

1. Criteria for selection of beneficiaries/ location
2. In the case of productive sector projects, existing skills and abilities of beneficiaries should be mentioned
3. Selection of women as beneficiaries should be prioritized both in general and individual entrepreneurship projects.

Activities

1. Number of beneficiaries (how many men, how many women and what group they belong to)
2. Process that led to project formulation should be described (needs articulated by women, participation, review process etc)
3. Technical skills and physical resources to be employed for each activity to be mentioned
Description of activities at each stage of project implementation

Activity calendar

The activity calendar should contain the time line for all project activities from start to end.

Organisation

- Who will undertake coordination, Who are the agencies involved and their roles and responsibilities should be mentioned
- Mechanisms for implementation, how this will be done, structures, division of responsibilities should be specified. Women's participation should be specified and participation of women who are from dalit, adivasi, backward and minority communities should be highlighted.
- The composition and method of working of the beneficiary committee(which has between 5- 15 members) should be specified
- Ensure 50% representation of women; ensure representation of women from backward/ minority communities
- Womens groups/organizations should be entrusted with some projects in the general category as well (Housing, sanitation, shopping complex construction etc)

Financial analysis

- Capital to be invested, resources required at each stage and what percentage allocated from plan funds should be mentioned.
- Fund flow should be specified.
- Annual expenditure projection.
- Productive sector projects for women should

also take into account the “invisible” work done by women.

- Ensure equal pay for equal work for women and men.

Analysis of benefits and limitations

- What would be the increase in income/production as a result of the project
- Estimate the employment opportunities as a result of the project; how many temporary days of work? How many permanent employment opportunities? It should be specified if the employment opportunities would decrease
- How far would it improve quality of services
- How will it help enhance the status of women? Will women have increased access to employment opportunities? Would they gain increased access to and control over

resources? Will this result in reducing discrimination against women?

- What would be environmental implications of the project? Guidelines to control pollution, effluents, soil erosion and resource exploitation
- Ensure that sub plans and Women Component Plan help to enhance the status of dalit/advisai women.

Monitoring

- Who would be involved in monitoring and how often?
- At which stages would monitoring be carried out?
- Composition of monitoring committee to be specified and representation and participation of women to be specified.
- What are essential indicators for monitoring?

Annexure 4

CHECKLIST FOR TECHNICAL REVIEW OF PROJECTS

Productive sector

- Are there at least 50% women members in the farmers group?
- Have women received training in the use of agricultural tools/machinery purchased through the group?
- Is women's empowerment one of the specific objectives?
- Do women constitute at least 50% of the membership in the monitoring committee?
- Does it ensure that women agricultural labourers obtain at least 150 working days?
- Is there at least 50% women's participation in study tours and camps organized as part of the project?
- Are the mechanization be such that women are not sidelined and do not lose working days; was adequate care taken to ensure that proper training in the use of equipments is given to women?
- Does the projects in the agriculture and allied sector make use of the skills and expertise of women?
- Does the projects ensure transportation/ accessibility for women agricultural labourers to place of work(as women usually undertake hours of walking to reach the work place)?
- Does it ensure that work places have basic facilities like toilets with privacy, access to water etc.?

Industries sector

- How many projects for women?
- Are there basic facilities like toilets, drinking water, changing room for women (both beneficiaries and women workers) in industrial units to be constructed?

- In case of enterprises by women, is there specification on access to raw materials, marketing etc?
- Is there provision for reduction of women's physical burden and improvement of production efficiency?
- Is regular skill training ensured?
- Are there measures to control occupation related diseases?
- Is access to transportation ensured?

Infrastructure sector

- Are they accessible to beneficiaries?
- Do they envisage basic facilities such as toilets and drinking water?
- For facilities such as day care, does it ensure that beneficiaries have transport facilities, food and recreation.
- Does it ensure equal pay for equal work for women and men construction labourers?

Services sector

- Are women/ women's groups involved in housing projects?
- Has the drinking water supply projects take into account women's views on situation and location of scheme/taps etc?
- In health projects, has the access to health care services according to timings and locations convenient to women?

Note: This checklist is not an exhaustive one. Project and location specific indicators should be developed further. Technical advisory committee should ensure that indicators for gender equality and equity are in place.

Annexure 5

INDICATORS FOR MONITORING

1. Is resource allocation adequate?
2. Is the time use efficient ?
3. Is there adequate expertise?
4. Is there a need for follow up training?
5. Are the technical facilities adequate?
6. What has been the criteria for the selection of women beneficiaries?
7. Were individual beneficiaries selected according to established criteria?
8. Quality of works (e.g. Strong and clean houses, good drinking water, nutritious food, water efficient toilets with good drainage, energy efficient fuel use)
9. For each project, is gender disaggregated data provided on how many women/men were main beneficiaries and how many women/men were indirect beneficiaries?
10. How many women are able to use means of production (land, machinery etc.) efficiently
11. How many women have started their own enterprises and how many of these are functioning successfully?
12. Is the compensation for women workers proportionate to their time and effort?
13. Are women better equipped with better control over land/ house and improved negotiation /transaction skills?
14. Are women better equipped with knowledge, information and skills as a result of the project
15. How many women (especially women beneficiaries selected on the basis of established criteria) have gained better access to the following:
 - health care services for sexual and reproductive health (UTIs/RTIs)
 - medical care for women victims of violence
 - counseling care
 - recourse to complaints in police station
16. Gender disaggregated data to be made available in the health sector (birth rate, death rate, mortality, maternal mortality rate, unnatural deaths, death of infant girls, male-female ratio, forced abortions, sterilization of women. men, women/men with terminal /fatal illnesses, mental disorders etc) . Reasons should also be documented and the information should be updated periodically.
17. How many adolescents have access to life skills training? How is the quality measured (have they become more involved in social activities, cultural and sports activities, do girls have better mobility, complaints registered with Jagrata samitis etc?)
18. How many girls/ women have access to technical education?
19. Has the drop out rate among girls (dalit/ adivasi/ Scheduled Caste/Scheduled Tribe etc)come down?
20. Are there increased presence of women in public institutions such as libraries/play grounds etc? Are there women representation in cultural committees etc?
21. Are women more actively involved in the activities of social and cultural organizations? Are there more women in leadership positions?

Annexure 6

INDICATORS FOR REVIEW OF PROJECTS

Indicators are provided for project review at each stage of the project

Plan stage

- Number and participation of women in the women working group (WWG)
- Number of women (including class/caste representation) in the planning grama sabha
- Sector wise participation of women
- Sector wise needs and women's involvement in articulation of the needs
- Did women articulate strategic needs?
- Number and participation of women in the Standing Committee
- Women's role in project formulation

Needs identification

- Women's participation in need identification for women
- Nature of women's participation in women's status study, gender analysis etc. Did this enable their personal development?

- How many meetings for need identification and participation of women were held?
- To what extent was women's participation in planning infrastructure projects ?

Implementation stage

- Women's participation in meetings with different agencies, in decision making.
- Involvement of women in individual project processes

Evaluation stage

- How many women benefited from the project
- With reference to individual beneficiary projects- was it possible to increase the income of women, reduce work burden etc
- What about participation of men in work within household?

Note: Indicators are not exhaustive and need to be developed according to location and area and project.

Annexure 7

GENDER ANALYSIS OF BUDGET

The local governments need to evaluate/review the budget of the previous year from a gender perspective, in both quantitative and qualitative terms.

For quantitative evaluation the following indicators may be utilized.

Sector	No of projects	Project fund	Resource allocation	Expenditure	Total
Production					
Services					
Infrastructure					
Women component plan					
Sub Plans					
Total					

For qualitative evaluation, the following indicators may be used:

- Under the general category, what was the resource allocation for projects addressing women? How many women benefited?
- How many women gained access to land, housing, natural resources (water, forest resources etc)? How many women obtained land? How many women obtained houses?
- How many women could build up capital?
- How many women gained work days/employment/access to new work areas?
- Have projects been able to reduce the work burden of women and the time spent (e.g. how many hours of household work, how much time of work in projects? Nature of work etc)
- How many women have been able to improve their technical skills and expertise? How many women have been able to use the increased skill?
- In which areas has skill development taken place?
- How far has women's participation and representation increased in institutions and organizations?
- How many women's organizations were formed? What have been their activities?
- Has the incidence of violence against women reduced?
- Have projects encouraged participation of men in household activities?

Score

Very much – 1

Somewhat – 1

Empowerment not possible – 3

Negatively affects empowerment – 4

No information – 5

- Is there need for follow up activity?
- What further information is required?
- Is there a need for further review prior to approval?

Annexure 9

INDICATORS TO MEASURE WOMEN'S POSITION AND CONDITION FOR GENDER AUDITING

The following indicators would enable the qualitative measurement/ evaluation of women's condition and position to be carried out as part of gender auditing:

Indicators to assess the condition of women

- Have women gained acceptance in decision making on social issues?
- Have women gained in terms of personal and economic independence, better self confidence etc
- Has the participation of women increased individually, within the family and within the community?
- Has women's participation increased at the community level decision making forums?
- Has economic self reliance enabled women to make decisions on controlling their own income?
- Have women's organizations or groups been formed?
- Are women's issues being discussed at the Grama Sabha?
- Has women's participation in education, training activities etc increased?
- Has there been better provision of basic facilities for women in public buildings/ places etc

Indicators to assess the 'position' of women

- Has the legal awareness of women increased? Are legal decisions favourable to women?
- Has the incidence of violence against women reduced?
- Has women's visibility and participation in public forums increased?
- Do women have an active presence in social, cultural and political activities?
- Have women gained better control in decision making over their own body, fertility and reproductive health?
- Has there been reduction in discrimination towards women in institutions?
- Is there a growing trend towards ensuring representation of women in all decision making process
- Are issues of gender equality being discussed in the mainstream?
- Has women's mobility and safety increased?
- Is there general acceptance of the notion that women too should have independence and authority?
- Has the WCP enabled the empowerment of women?
- Is there equal participation in household work?

Annexure 10
GENDER PLANNING, BUDGETING AND
AUDITING – SECTORWISE INDICATORS

Planning	Budgeting	Auditing
<p>Production Sector</p> <ol style="list-style-type: none"> 1. Projects should ensure that women get ownership of land, agricultural tools/ machinery and assets Ensure that women have access to new technologies and receive training in their use 2. Women should have access to and control over public land. For example women's groups should be given priority to take up agriculture, fish rearing etc in public places 3. Women engaged in traditional occupations should have projects that enable modernize , increase income and reduce work burden 4. Projects should be formulated that generate better income, increase technical skills and are non conventional jobs <p>Services Sector</p> <ol style="list-style-type: none"> 1. Formulate projects to reduce dropout rate of girls, support activities for socio economically backward girl students, ensure transport facilities and improve basic education standards 2. Better opportunities for girls to participate in co curricular activities including literary, art and sports activities 	<p>Production Sector</p> <ol style="list-style-type: none"> 1. Resources should be allocated for such projects. There should be sufficient resource allocation to help women's groups to buy land, lease land, purchase equipments etc. Regular training should be provided in technical aspects, management and marketing. 2. Budgets should earmark resources to purchase necessary equipments 3. In projects that address women in traditional occupations, resources should be allocated for storage of raw materials, storage of products, basic facilities, marketing facilities and technical skill training 4. Budget should coordinate the Central-State funds and Own funds of the local government <p>Services Sector</p> <ol style="list-style-type: none"> 1. Special coaching/ training centres should be organized through the PTA for girls belonging to marginalized communities (poor, Dalits, Adivsais, fisher folk and other). Budget should include provision for land and building, basic facilities, snacks, educational material , honorarium for teachers etc 	<p>Production Sector</p> <ol style="list-style-type: none"> 1. Ensure that women benefited from the resource allocation (income, skills, knowledge, access to markets, negotiation skills, organization, entrepreneurship, better access to and control over resources) 2. Whether ability to operate and use tools/equipments has increased? 3. Whether work burden is reduced? 4. Whether production and income has increased? 5. Whether sustained income generation and livelihood improvement has resulted through ensuring backward and forward linkages, collection, storage, marketing, better technical and managerial skills, access to and use of basic facilities and income generation <p>Services Sector</p> <ol style="list-style-type: none"> 1. Is there increased enrolment of girls and decreased dropout rates 2. Are there basic facilities for girls in educational institutions? (water, sanitation etc.) as a result of project? 3. Have there been projects to ensure that women and girls from marginalised communities have better opportunities in the vocational , technical and professional education sector through better access to support services like loans, information, scholarships etc.

Health

1. There should be projects to ensure that women's specific health needs are addressed in primary health centres. Basic facilities, reproductive and sexual health, health care for adolescent girls, aged women, women with HIV/AIDS, Diabetes, blood pressure, women with terminal illnesses like cancer, women with mental disabilities etc should be given priority.
2. Family planning projects should ensure responsibility of men.
3. Ensure availability of gynecologists in primary health centres and child birth facilities, health care for women's diseases and basic facilities.
4. Ensure projects for women's sexual and mental health
5. Ensure that violence against women is also seen as a health issue

Housing

1. Housing programmes should include women's ownership. Women's views should be incorporated in the planning process and further at all stages of implementation
2. Participation of women in construction activities (e.g. toilets, rainwater harvesting units, smokeless stoves etc)

Cultural

1. Women's participation should be ensured in socio cultural forums and projects should address this
2. Playground for girls only. Training in non traditional

Health

1. Resources to be allocated for the hiring of temporary personnel to meet specific health needs of women, ensuring basic facilities, facilities for privacy during consultation, access to medicines, lab facilities etc
2. Resources should be allocated for marginalized women taking into account their specific needs. E.g. mobile medical units in tribal areas, transportation facilities for delivery etc.
3. Ensure services of gynecologist at least once a week. Resources should be allocated to conduct periodic medical camps and check up. Resources should also be allocated for sex education programmes, mental health programmes including prevention of suicides and counseling support for women who have/are experiencing violence.

Housing

1. Resources to be allocated to ensure housing complexes for women who live alone.
2. Resource to be allocated for training women in construction and maintenance of houses, toilets, rainwater harvesting units, smokeless stoves
3. Resources to be allocated for women's skill development training in housing

Cultural

1. Resources to be prioritized for girls and women to organize clubs, cultural activities etc
2. Scholarships for sports training

Health

1. Has there been improvement in the provision of basic facilities in primary health centres?
2. Is there facility in the PHC for treatment of women's diseases/ health related problems
3. How many projects for improved sexual and reproductive health care? What resources were allocated? Has women's health improved? Has it been possible to reduce incidence of sexual and reproduction related diseases? Has it been possible to contain occupation related diseases?
4. Have cases of HIV/AIDS been reported at the PHC
5. Has it been possible to prevent suicides?
6. Has it been possible to prevent maternal and infant deaths?
7. Have there been projects to address nutrition and sexual health requirements of adolescent girls? How many girls were benefited? What was the total cost?

Housing

1. How many women were able to get housing based on established criteria
2. Did women participate actively in the planning of housing

Cultural

1. Has the participation and membership of women in sociocultural organizations/activities increased?
2. How many projects formulated for women? How have women benefited through

<p>sports activities</p> <p>3. Promote women's clubs/ cultural activities</p> <p>Hygiene and sanitation</p> <p>1. Equal pay for equal work, reduction of work burden and safe working conditions to be ensured for women who participate in sanitation/ hygiene activities.</p> <p>2. Women's participation and views to be incorporated in planning for water supply schemes.</p> <p>Infrastructure</p> <p>1. Ensure the participation of women ensured in decision making and planning for construction of infrastructure facilities like roads, bridges, public buildings etc</p>	<p>3. Resources to be allocated for training girls in Karate, swimming, cycling and yoga</p> <p>Hygiene and sanitation</p> <p>1. Resources to be allocated for three wheeler training for women working in solid waste disposal, provision of uniforms to permit mobility etc</p>	<p>these projects?</p> <p>Hygiene and sanitation</p> <p>1. Have there been projects to ensure drinking water supply</p> <p>2. Have water supply programmes been able to reduce women's work burden and health conditions?</p> <p>3. Has the participation of women been ensured? Have women's needs been considered and addressed?</p>
--	---	--

WOMEN COMPONENT PLAN

<p>Production sector</p> <p>1. It should be ensured that women entrepreneurs are provided training in improved methods of production, technology, information, marketing support and follow up training. This should improve women's bargaining capacity and ensure improved capital and assets and a place in the economic structure.</p> <p>Services Sector</p> <p>1. Projects should address support activities to ensure better higher education opportunities for girls.</p> <p>2. Ensure equal participation of girls and boys in curricular and co curricular activities Further to ensure that girls are able to access libraries etc by adjusting school timings</p>	<p>Production sector</p> <p>1. Resources should be allocated for the small scale sector to cover training, marketing support and financial support.</p> <p>Services Sector</p> <p>1. Resources to be allocated for better access to opportunities for girls</p> <p>2. Specific needs of girls should be provided for in the budget, e.g. basic facilities, facilities for studying etc</p>	<p>Production sector</p> <p>1. Have women been supported through better technical training, marketing support, better income, bargaining capacity and better quality of products?</p> <p>2. Has it been possible to reduce work burden in traditional sector?</p> <p>Services Sector</p> <p>1. Have girls from marginalized communities benefited?</p> <p>2. How many girls gained access to higher education opportunities</p> <p>3. Have girls been involved in school activities</p> <p>4. Have girls and boys had equal opportunities in sports, class responsibilities etc.?</p> <p>5. Is there discrimination against girls in seating arrangements, attendance register etc.</p>
---	--	---

<p>Health</p> <ol style="list-style-type: none"> 1. In order to ensure safety for and protection of women, Jagrata Samitis should be promoted 2. Programmes to address sexual and mental health, violence against women should be regarded as a health issue 3. Strategic needs of marginalized women to be addressed- RTIs, UTIs and occupation related diseases to be addressed 4. Projects to ensure sexual and reproductive health care for adolescent girls 5. Plan better health care, physical and mental for women who are aged, disabled, living with HIV/AIDS , in sex work 6. Women's resource centre to address women's health needs and issues 7. Projects to promote socio cultural activities led by women, media groups, publications etc. 	<p>Health</p> <ol style="list-style-type: none"> 1. Resources for women's resource centre 2. Resources to be prioritized for marginalized women 3. Building for a women's resource centre to be budgeted for. 	<p>Health</p> <ol style="list-style-type: none"> 1. Have there been projects to address the specific health needs of women? 2. Has the Jagrata Samiti been formed? Does it function well? 3. Has there been a reduction in women's health problems? 4. Have the needs of adolescent girls been addressed? 5. Have there been efforts to mainstream women's issues? 6. Has a women's resource centre been set? Is it functioning well? 7. Has there been increase in women's initiative in cultural activities? Has there been increase in their membership and participation in socio cultural organisations? Has there been an increase in women's leadership?
---	--	--

References

Books

- Bava Khan, Pareeth P. M., Oomman John, Leela Kumari (2001) Report of Study of Women Component Plan in Kerala. State Institute of Rural Development, Kottarakkara.
- Bhat Ahalya, Janaagraha Sivasankaran, Building Budgets From Below: Methodology and Tools Developed in Karnataka to Enable Women in Local Government to Design Fiscal Policy : Karnataka Women's Information and Resource Centre, India.
- Batliwala, Srilatha. 1993 "Empowerment of women in South Asia: Concepts and Practices". FAO Freedom From Hunger Campaign, New Delhi.
- Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) adopted by the UN General Assembly 1979
- Erwer Monica. (1998) Development beyond the "status of Women"-the Kerala model from a gender perspective: Research paper, Goteborg University, Sweden
- Eapen Mridul, Asoya Thomas 'Gender Budgeting and Decentralised Governance: A Study of Select Gram Panchayaths Plan – Budgets in Trivandrum District. UNDP
- Eapen and Kodoth (2001) Demystifying the 'High Status' of women in Kerala: An attempt to understand the contradictions in social development. Thiruvananthapuram, Centre for Developmental Studies.
- Fourth World Conference on Women (Beijing) 1995 :Platform for Action
- Government of Kerala (2001) Census obtained from the official website of the Government of Kerala.
- Government of Kerala (2001) Economic review: Chapter 11, Gender and development
- Gulati, Ramalingam and Gulati (1997) Gender Profile, Kerala. WID, Royal Netherlands Embassy, New Delhi
- Heyzer, Noeleen and Gita Sen (1994). Gender, Economic Growth and Poverty: Market Growth and State Planning in Asia and the Pacific. Kuala Lumpur: Asian and Pacific Development Centre.
- Institute of Social Studies Trust and UMA National Resource centre. 'As We Did It: A Training Manual for Local Governance', 1999.
- ICRW (2000) Domestic Violence in India: a Summary report of a multi-Site Household Survey. Washington DC, ICRW
- Jackson Cecile& Pearson Ruth (1998): Feminist visions of Development-gender analysis and policy: Rutledge-London
- Jagajeevan, N. and Ramakanthan, N. (2000) Gramasabhas – A democratic structure for development planning. Paper presented in International Conference on Democratic Decentralisation State Planning Board.
- Jain Devaki (2005), 'Value of the local ', Paper presented at the seminar on gender – sensitive planning, organized by Sakhi, Thiruvananthapuram
- Kabeer, Naila and Tamyra Subrahmanian (1996). Institutions, Relations and Outcomes: Framework and Tools for Gender-Aware Planning. Brighton: IDS Discussion Paper #357.
- Kabeer, Naila (1994). "Reversed Realities: Gender Hierarchies in Development Thought". London: Verso
- Kanji Nazneen: Mind the Gap-mainstreaming gender and participation in development: International Institute for Environment and development and the Institute of development studies, UK
- K.B. Madan Mohan, 'Grama Sabha', a handbook (in Malayalam), S.D.C. – CapDeck, Trivandrum.
- Mala Ramanathan,Aleyamma Vijayan et all (2004): Political decentralisation and the Primary health care system :Study jointly by Achutha Menon center for health sciences studies and Sakhi resource centre for women
- Manjula B (2000) Voices from the spiral of silence, A case Study of Samatha self help group of Ulloor. Paper presented in International Conference on Democratic Decentralisation, State Planning Board.

- Moser Caroline (2005.) 'An Introduction to Gender Audit Methodology : Its design and implementation in DFID Malawi', Overseas Development Institute; UK.
- Moser Carolyn O. N. (1993). Gender Planning and Development: Theory, Practice & Training. New York: Routledge.
- Mies Maria & Vandana Shiva (1993). Ecofeminism. London: ZED Books.
- Mukhopadadhyay Maitrayee (ED) (2003) Governing for equity; Gender, Citizenship and Governance, KIT publishers, Amsterdam
- Mukhopadadhyay Maitrayee and Shamim Meer (2004) Creating voice and carving Space, refining governance from a gender perspective; Royal Tropical Institute (KIT), Amsterdam, Netherlands
- Parayil Govindan (Ed) 2000: Kerala-the development experience: Zed Books.
- Radha S and Choudhary Roy, Bulu (2002) Women in local bodies, KRPLLD, Centre for Development studies, Trivandrum
- Ramanathaiyar Sundar & Macpherson Stewart (2000) Social development in Kerala- Illusion or reality? Ashgate, USA
- Razavi, Shakra and Carol Miller (1995). Gender Mainstreaming. A Study of the Efforts by the UNDP, the World Bank and the ILO to Institutionalise Gender Issues. Occasional Paper 4, Fourth World Conference on Women, UNRISD, Geneva. [Available through Women, Ink.]
- Razavi, Shahrashoub and Carol Miller (1995). From WID to GAD: Conceptual Shifts in the Women and Development Discourse. Geneva: United Nations Research Institute for Social Development (UNRISD), Occasional Paper No. 1, Fourth World Conference on Women
- Seema T. N., Kamala T, Rajamohana Kumar and Sindhu E (ed.) (2000) People's planning and women's advancement. The State Institute of Language, Kerala State Planning Board
- Sharp Rhonda, (2003), Budgeting for Equity, July 2003, UNIFEM, New York .
- Sida studies no.3 (2001) Discussing women's Empowerment-Theory and practice
- UNRISD (1997) Working towards a more gender equitable macroeconomic agenda (report of Unrisd/cpd workshop 1996)
- Vijayanand.S.M. ' A note on The Kerala Model of Decentralisation: Features, Processes and Lessons', 2004, Kerala state planning board.
- Vijayan Aleyamma, Sandhya J. (2004) Gender and decentralized planning in Kerala. Study report by Sakhi Women's Resource Centre, Trivandrum
- Williams Suzanne with Janet Seed and Adelina Mwan (1994). The Oxfam Gender Training Manual. Oxford: Oxfam (UK and Ireland)
- Wieringa Saskia (ed.) (1995). Subversive Women: Women's Movements in Africa, Asia, Latin America and the Caribbean. London: Zed Books and Kali for Women
- Young Kate (1993). Planning Development with Women: Making a World of Difference. London: Macmillan.
- Zachariah K.C. (1998) Models of Development and demographic Change: A case study of Kerala. Demography India, 27(1), 71-89.

Articles/Papers

- Acharya Meenakshy, Ghimmire Pushpa. 'Gender Indicators of Equality, Inclusion and Poverty Reduction: Measuring Programme /Project Effectiveness', 2005, Economic and Political Weekly.
- Department of Women and Child Development, Ministry of Human Resource Development, Government of India. 2001. "National Policy for the Empowerment of Women".
- Senapathy Manju: Government of India Budget 200-2001 and Gender: paper presented at the Inter agency workshop on Improving the effectiveness of integrating Gender into Government Budgets

organised by commonwealth Secretariat, London, 26-27 April 2000

Mathew P.M. Kerala's turn around in Growth- a note: Economic and Political weekly July 23, 2005

Velayudhan Meera (2004), Engendering The Democratic Space in Kerala, presented in a conference on Reconstructing Governance: The other voices organized by Karnataka Women's Information and Resource Centre, India. Feb 20-21, 2004 in Bangalore

UNIFEM- Report of the fourth South Asia regional workshop on Gender analysis of Budgets held at Hotel Kohinoor Park, Mumbai, 27-28 November, 2003

Debbie Budlender: Gender Budgets: what in it for NGO's : Gender and Development Vol10, No 3, November 2002

Bhaskaran Seema; Jayasree S; Gender and Panchayati Raj: experiences of gender mainstreaming in 4 panchayats of Kerala: Paper presented in the International conference organized by the Dept. of Gandhian studies, MG university, Kottayam

Vijayan Aleyamma: "A decade of Gender mainstreaming in Local Governance in Kerala" Paper presented at the International conference on a decade of decentralization Kerala; issues, options and Lessons ; organised by Institute of Social sciences, October 7th to 9th, 2005 Mascot hotel, Trivandrum

Muraleedharan, Sarada (2005) Decentralization and gender – the Kerala experience of the WCP, Paper presented in a workshop on 'Gender Based Planning In Local Governance: Issues and Concerns, on 8th February, 2005 Organised by Sakhi Women's Resource Centre, Thrivandrum

Lahiri Ashok, Chakraborty Lekha, Bhattacharyya, (2005), Gender Budgeting in India, UNIFEM, New Delhi.

Banerjee Nirjala, What is Gender Budgeting?, Sachetana, Kolkata.

Budlender Debbie, Hewitt Guy, (2003), Engendering Budgets, Commonwealth Secretariat, London

Action for development(ACFODE's) , 2005 Gender Budget Training Manual

Candida March (etal) (1999) ' A Guide to Gender Analysis Frameworks', Oxfarm Pub, England.

Mariamamma Sanu George and K.B. Madan Mohan (2005) 'Interventions in Panchayati Raj - Ensuring Accountability through Social Audit', paper

Seema T.N. and Mukherjee Vanitha (2000) Governance and Citizenship in Decentralised Planning – the Experience of People's Planning Campaign in Kerala, Paper presented in International Conference on Democratic Decentralisation, State Planning Board.

Thomas Issac T. M., Seema T. N. and Gupta Smitha (2003) A decade of Women's Empowerment Through Local Government in India. Pub. Institute of Social Sciences

Important Websites

Gender and development

www.ids.ac.uk/bridge

Mainstreaming gender Equality

Engendering organization, 2005,

<http://www.undp.org.in/Report/Gstrat/strat-11.htm>

'Economic development Strategic planning for local government', 2005, the urban institute. <http://unpan1.un.org/intradoc/groups/public/documents/UNTC/UNPAN013656.pdf>.

Clayton A. P. Oakley and B. Pratt (1997). Empowering People - A Guide to Participation. UNDP. <http://www.undp.org/csopp/paguide.htm>

Cornwall A. (2000). Making a difference? Gender and participatory development. IDS discussion paper 378. Can be downloaded from: http://www.ids.ac.uk/bridge/reports_gend_CEP.html

Seek... and Ye Shall Find: Participatory Appraisals with a Gender Equity Perspective. Module 2 of the ORMA modules towards Equity. <http://www.iucn.org/themes/spg>

Jones E. (2001) 'Of other spaces: situating participatory practices: a case study from South India', IDS Working Paper 137. At: <http://www.ids.ac.uk/ids/bookshop/wp/wp137.pdf>

For gender and participation the BRIDGE website is most useful: http://www.ids.ac.uk/bridge/reports_gend_CEP.html

Development Beyond the Status of women

The Silence of Agency in the Political Space in Kerala, South India http://www.skk.uit.no/WW99/papers/Erwer_Monica.pdf

Gender Mainstreaming –Tools and checklists http://www.undp.org/women/docs/GM_INFOPACK/StrategicDev1.doc.

'A Conceptual Framework for Gender analysis and Planning', 2005.
<http://www.ilo.org/public/english/region/asro/mdtmanila/training/unit1/socrelhw.htm>

A guide to Gender sensitive microfinance
http://www.fao.org/sd/2002/PE0401a_en.htm

Gender and education: <http://www.eldis.org/cf/rdr/rdr.cfm?doc=DOC22067>

The Gender Audit Questionnaire Handbook (<http://www.interaction.org/caw/publications.html#Gender>)

Gender Equity Building Blocks published by CARE, UK http://www.careinternational.org.uk/resource_centre/toolsandmanuals.htm

Gender and development topic page of the Development Gateway: <http://topics.developmentgateway.org/gender>

Gender Analysis: www.gdrc.org/gender/framework/what-is.html

FAO's socioeconomic and gender Analysis programme(SEAGA) www.fao.org/WAICENT/FAOINFO/SUSTDEV/seaga

Using Gender Sensitive Indicators-a reference manual for governments and other stakeholders: Tony Beck: Commonwealth secretariat
www.earthsummit2002.org/workshop/Information%20S%20TR%20PR%20Annex.pdf

How to mainstream gender in ILO operations <http://www.ilo.org/public/english/region/asro/mdtmanila/training/unit3/cidamenu.htm>

The why and how of gender-sensitive indicators: a project level handbook
<http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Policy>

Gender Responsive Budget Initiatives
www.idrc.ca/es/ev-64152-201-1-DO_TOPIC.html

Dianne Elson on Gender Budget Initiative-Commonwealth secretariat
www.the-commonwealth.org/gender

The women's Budget group
www.wbg.org.uk

Gender budgeting tools
www.the-commonwealth.org/gender/html/publications/gms_pdf/brochure

Gender Audit: Whim or Voice
 Barbara Krug (Rotterdam School of Management Erasmus University Rotterdam) and Irene van Staveren (Institute of Social Studies) www.eurosur.org/wide/structure

Gender mainstreaming guidelines in national policy formulation and implementation:
<http://vietnam.unfpa.org/documents>

[GenderMainstreamingGuidelinesInNationalPolicyFormulationAndImplementation.pdf](http://www.almavijai.sphosting.com/india/Kerala/Social/1.htm)
 Menon <http://almavijai.sphosting.com/india/Kerala/Social/1.htm>