

Pooling Knowledge on Gender and Planning

A Report of Proceedings



Planning Commission
Government of India



United Nations Entity for Gender Equality
and the Empowerment of Women

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A Report of Proceedings

6th - 7th September, 2011
Yojana Bhawan
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Jointly Organized by:





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Foreword

The primacy of India's Women and Children – who constitute over 70 per cent of India's people - is well recognized in our National Development Plans. The Twelfth Plan Strategy signifies the understanding that more inclusive growth must begin with children and women, to break an intergenerational cycle of inequity and multiple deprivations – impacting upon present and future generations of India's citizens. The ending of gender based inequities, discrimination and violence faced by girls and women, manifest in the adverse and steeply declining child sex ratio, is also reflected as an overarching priority of the Twelfth Plan for women and children.

The paradigm in the Twelfth Plan has progressively evolved towards a “rights based” approach – with equality of opportunities and entitlements. The fulfillment of the civil, social, economic and political rights of women and children's rights to survival, development, protection and participation is a critical development imperative that provides the very foundation for faster, more inclusive and sustainable growth. Women are recognized as equal partners in social, economic, development and political processes and as prime movers of social change and agents of economic change.

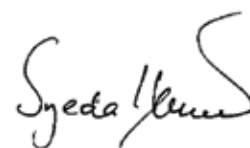
The Twelfth Plan strategy moves beyond defining inclusion as redistributive justice to share the benefits of economic growth – to envisaging inclusion as the very engine of economic growth and integral to growth. The recommended strategy envisages the engendering of development planning processes and making these more child centric. Structural transformation is envisaged – not only in the Women and Child related direct policy and programme interventions, but also in the policies and programmes of different sectors that impact upon women and children – especially the most vulnerable. Monitorable outcomes related to women and children will therefore need to be embedded in the Twelfth Plan sectoral strategy of different sectors such as Health, Human Resource Development, Rural, Urban and Tribal Development, Social Justice, Minorities, Drinking Water and Sanitation, Water Resources, Agriculture, Forest and Environment, Employment, Livelihoods, Food Security, Industry and Infrastructure among others.

Monitorable outcomes related to women and children will also need to be reflected in the upcoming Policies, Results Frameworks and Five Year Strategic Plans of different Ministries/Sectors and Implementation Plans for related national Flagship Programmes. These outcomes must also be anchored in empowered Panchayati Raj Institutions, urban local bodies and communities – towards creating “Women and Child Friendly Panchayats” and urban local bodies. With progressive devolution of powers to Panchayati Raj Institutions and an increasing number of states now having 50 % reservation for women in Panchayati Raj Institutions, new opportunities are emerging for making development planning processes more gender sensitive and child friendly at the grass roots level in the Twelfth Plan.

In this context, the two day National Consultation on Pooling Knowledge on Gender and Planning organized by the Planning Commission of India and UN Women on 6 – 7 September 2011 in Yojana Bhavan New Delhi, provided useful insights for initiating the process of engendering development planning. Having shared the experience of making planning more gender-responsive in India, at various levels of governance – national, state, district and panchayat levels – the challenge is now to strengthen capacity to take these major recommendations into action at field level. Benefiting from an interactive opening session with the Deputy Chairperson and Members of the Planning Commission, the National Consultation has also built on the emerging recommendations from the

Working Group of Feminist Economists. The session for synthesizing recommendations for engendering national flagship programmes has yielded useful pointers for action. These will need to be taken forward through a sustained process of multi sectoral engagement – to ensure that gender responsive budgets and resource allocations are optimally complemented by engendered programme strategies and results, with measurable outcomes. The partnership with UN Women, which enabled the conduct of this National Consultation, is appreciated and this has also catalyzed the efforts of other development partners.

We look forward to realizing our vision for gender equality through our collective endeavours in in the Twelfth Plan period – in partnership with different sectors and ministries, civil society, women’s organizations and development partners – reaching every girl and woman – especially the most vulnerable.

A handwritten signature in black ink, appearing to read 'Syeda Hameed', with a large, stylized flourish at the end.

(Syeda Hameed)

Acknowledgements

This proceedings report is an outcome of the two-day Consultation entitled '*Pooling Knowledge on Gender and Planning*' held on 6-7 September, 2011 at Yojana Bhawan, New Delhi jointly organised by the Planning Commission of India and UN Women.

We acknowledge the generous support provided by the Planning Commission in organising this consultation. We express our sincere gratitude to Dr. Montek Singh Alhwalia, Deputy Chairperson, Planning Commission for his support and Dr. Syeda Hameed, Member, Planning Commission for her inspirational leadership and guidance. We would also like to thank Professor Abhijit Sen, Dr. K. Kasturirangan and Mr. Arun Maira, Members, Planning Commission for their participation and for setting the tone for subsequent discussions. Special thanks are due to Ms. Vandana Jena, Principal Advisor, WCD/Health and Ms. Deepika Shrivastava, OSD, Women & Child Development and Nutrition for their unequivocal support and cooperation.

We remain indebted to our esteemed panel of speakers, all of whom we cannot acknowledge individually, for sharing their valuable insights at the consultation. Special thanks to our chairs, Professor Indira Rajaraman, Dr. D.K. Sikri, Dr. Prajapati Trivedi, Dr. Santosh Mehrotra and Dr. N.C. Saxena. In addition, we are grateful for the high level of participation from officials of various ministries and departments, state planning boards as well as representatives from several international and non-governmental organizations. We would like to extend our heartfelt gratitude to Dr. Devaki Jain - this consultation would not have been possible, but for her continuous and valuable engagement.

We also wish to acknowledge the efforts of UN Women members who made significant contributions at various stages of the consultation and the publication of this proceedings report. Special thanks are due to Dr. Swapna Bist Joshi for her resolute efforts during the consultation as well as for compiling the proceedings report.

We will take this work forward at the state level with support from the Planning Commission.

Contents

Foreword

Acknowledgements

List of Abbreviations & Acronyms

RATIONALE, METHODOLOGY AND OBJECTIVES OF THE CONSULTATION

SESSION 1: INAUGURAL SESSION 3

1.1 Opening Remarks 3

1.2 Rationale and Objectives 4

1.3 Address by Deputy Chairperson and Members, Planning Commission 5

SESSION 2: ENGENDERING NATIONAL PLANS 9

2.1 Presentation on the Working Group of Feminist Economists:
Its Impacts and Challenges 9

2.2 Listening to Voices from the Field: UN Women, UNFPA and NAWO's
Work on Engendering Plans 10

2.3 Engendering Plans: CSO Initiatives – *Wada Na Todo Abhiyan* 12

2.4 Open Discussion and Q & A 13

SESSION 3: ENGENDERING STATE PLANS 15

3.1 Roles and Functions of State Planning Board: Kerala State Planning Board
and Experiences of Engendering State Plans 15

3.2 Engendering State Plans: Experiences from West Bengal 17

3.3 The Model of Mission Convergence and Gender Resource Centres:
Delhi Government 18

3.4 Engendering State Plans: UNDP 20

3.5 Mainstreaming Gender Planning: A Systematic Approach - Experiences from
Himachal Pradesh 21

SESSION 4: LOOKING AT SECTOR SPECIFIC ISSUES IN PLANS FROM A GENDER LENS	24
4.1 Employment and Macro Economic Issues	24
4.2 Gender Issues in Infrastructure	26
4.3 Looking at Health from a Gender Lens	27
4.4 Skill Development	
SESSION 5: ENGENDERING DISTRICT PLANS	31
SESSION 6: DATA NEEDS IN GENDER AND PLANNING: PRACTICES AND CONSTRAINTS	33
SESSION 7: INTERACTIVE SESSION AND GROUP DISCUSSION	36
SESSION 8: CONSOLIDATING THE KEY FINDINGS AND THE WAY FORWARD	38
CONCLUSION	42
ANNEXURES	55
<i>Agenda</i>	
<i>List of Participants</i>	59

List of Abbreviations & Acronyms

ARV	Anti-retroviral
BPL	Below Poverty Line
CAG	Comptroller and Auditor General
CDDP	Capacity Development for District Planning
CDS	Centre for Development Studies
CHCs	Community Health Centres
CSO	Civil Society Organization
DC	Deputy Chairperson
DPCs	District Planning Committees
DV	Domestic Violence
EWR	Elected Women Representatives
FYP	Five Year Plan
GA	Gender Audit
GBI	Gender Budget Initiative
GDP	Gross Domestic Product
GIM	Gender Integration Model
GII	Gender Inequality Index
GNI	Gross National Income
GRB	Gender Responsive Budgeting
GRC	Gender Resource Centre
HDI	Human Development Index
HDRs	Human Development Reports
HIV/AIDS	Human Immunodeficiency Virus Infection/ Acquired Immunodeficiency Syndrome
HP	Himachal Pradesh
HRD	Human Resource Development
ILO	International Labour Organization
ITIs	Industrial Training Institutes
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MIS	Management and Information System
MoSPI	Ministry of Statistics and Programme Implementation
MoHRD	Ministry of Human Resource Development
MSJE	Ministry of Social Justice and Empowerment
MTA	Mid-term Appraisal
MWCD	Ministry of Women and Child Development
NAWO	National Alliance of Women
NGO	Non Government Organization
NRLM	National Rural Livelihood Mission

List of Abbreviations & Acronyms

NSS	National Sample Survey
NVSP	National Voluntary Sector Policy
PC	Planning Commission
PCPNDT	Pre-conception and Pre-natal Diagnostic Techniques Act
PHC	Primary Health Centre
PMGSY	<i>Pradhan Mantri Gram Sadak Yojana</i>
PMO	Prime Minister's Office
PPP	Public Private Partnership
PRIs	<i>Panchayati Raj</i> Institutions
RFD	Results Framework Document
SC	Scheduled Caste
ST	Scheduled Tribe
SHGs	Self Help Groups
SIRD	State Institute for Rural Development
SPB	State Planning Board
SWD	Social Welfare Department
UEGA	Urban Employment Guarantee Act
ULBs	Urban Local Bodies
UTs	Union Territories
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
WCD	Women and Child Development
WCP	Women Component Plan
WEF	World Economic Forum
WGFE	Working Group of Feminist Economists
WNTA	<i>Wada Na Todo Abhiyan</i>

A Report

The Planning Commission of India and UN Women co-organized a two-day consultation entitled ‘Pooling Knowledge on Gender and Planning’ on September 6th and 7th, 2011 at Yojana Bhawan, New Delhi. The consultation was organized with the objective of sharing the experience of making planning more gender responsive in India at various levels of governance – national, state and district; and to highlight the importance of generating evidence and strengthening data systems to enable gender responsive planning and budgeting.

The consultation drew on the rich and varied experience of a cross section of policy makers, feminist economists, as well as, representatives from civil society and women’s organizations. Policy makers from the Planning Commission (PC), Cabinet Secretariat, Ministry of Women and Child Development (MWCD), various sectoral ministries, state planning boards and district planning officials participated in the deliberations.

The Rationale

The Eleventh Five Year Plan (FYP) charted an exemplary shift by acknowledging ‘women’s agencies’ and recognising the multifaceted exclusions and discriminations faced by women and children in India. There was an attempt to “move beyond empowerment and recognise women as agents of sustained socio-economic growth and change”¹. Gender for the first time was integrated as a cross cutting theme and not confined only to a single chapter on Women and Children. The Eleventh FYP explicitly recognised women’s agency and made an effort to ensure that their needs, rights and contribution are reflected in every section of the Plan document. The Eleventh FYP document also recognised that women and children are not one homogenous category and “their situations and consequently requirements, differ based on their locations within various castes, communities, religions, geographic and development zones. Hence, the effort during the Eleventh FYP was to cater to all these differential and specific requirements”².

On the gender equality front, there have been several significant gains. Data on literacy rates, enrolment and dropout rates in primary education, life expectancy, infant mortality and maternal mortality rates have shown a progressive trend. One of the biggest success stories has been women’s political participation with nearly more than 1.5 million elected women representatives at the panchayat level, which is the highest globally. 26.6 per cent of adult women have reached secondary or higher level of education compared to 50.4 per cent of their male counterparts. The percentage growth in literacy during 2001-2011 for females is 49.1 per cent, which is also encouraging.

However, sprawling inequalities persist in women’s access to higher education, health care, physical and financial resources and opportunities in the political, economic, social and cultural spheres.

Other parameters that reflect the status and position of women in society such as work participation rates, sex ratio in the age group of 0-6 years and gender-based violence continue to be heavily skewed against women. There are persistent gaps in health and survival, a fact that contributes to India’s ‘missing women’.

The Gender Gap Review 2009 Report released by the World Economic Forum (WEF) reaffirms that close to 300 Indian women die every day during childbirth or of pregnancy-related causes and the country has the worst sex ratio at birth in the world, ranking 131 on this variable.

The WEF report also highlights the gender gap on health and survival issues. For every 100,000 live births, 230 women die from pregnancy-related causes and the adolescent fertility rate is 86.3 births per 1000 live births. Female participation in the labour market is 32.8 per cent compared to 81.1 per cent for men. In comparison, Bangladesh and Pakistan are ranked at 112 and 115 respectively on this index³. Furthermore, the recently released key indicators of Employment and Unemployment in India 2009-10 show a steep fall in female work participation rates. With increase in the male workforce by 22.3 million between 2004-05 and 2009-10⁴ being virtually cancelled out by the reduction in the female workforce by more than 21 million, the need to understand the gender dimensions of employment trends in India has acquired new urgency.

¹Govt. of India. *Eleventh Five Year Plan 2007-12*, Vol. I, Planning Commission, New Delhi, 2007.

²ibid.

³World Economic Forum 2009. *The Global Gender Gap Report 2009*, available at <<https://members.weforum.org/pdf/gendergap/report2009.pdf>>, accessed on March 30, 2011.

⁴National Sample Survey. 2010. *Key Indicators of Employment and Unemployment in India, 2009-10*, available at <http://mospi.nic.in/Mospi_New/upload/Key_Indicators_Emp_&_Unemp_66th_round.pdf>, accessed on May 25, 2011.

Therefore, despite India's continuous surge on the economic growth ladder, an assessment of the present status of women in India reflects a downtrend in major indices of gender development and measures of women's empowerment. This high level of growth can be sustained only when all sections of the society, especially women become equal partners in the development process.

As a run up to the Approach to the Twelfth FYP, there were renewed efforts and initiatives to solicit responses from civil society members and other groups. One of the primary objectives of this initiative was to use gender as a lens to review the twelve key challenges delineated by the Planning Commission to identify critical areas for women's development.

At this juncture, the consultation 'Pooling Knowledge on Gender and Planning' was envisioned as a platform for shared reflection and to take stock of the work that had been done to engender plans at different levels of governance. It offered a space for sharing best practices and discussing the challenges and potential of engendering planning processes for better gender equality outcomes.

The Methodology

The consultation was envisioned as a learning space where those who have engaged in engendering national, state and district plans shared their experiences. The focus was on assessing the methodology used and the transformations, if any, that were brought about as a result of these interventions, either at the level of outlays, outputs or outcomes. The agenda (see Annexure 1) was put together after rounds of consultation. Appropriate measures were taken to ensure representation of a variety of experiences from a range of stakeholders. It was also deemed important to dedicate a session to the significance of data in gender responsive planning and budgeting processes. The scope of the sessions covered not only processes that led to inclusion of women's concerns but also showcased how women's knowledge was used in the process.

The Objectives

The main objectives and the expected outcomes of the consultation were broadly:

- To collate various experiences at the national, state and district levels on engendering planning processes.
- To engage with the possibilities for improving existing knowledge on the issue (reviewing methodologies, techniques available) to engender plans.
- To collate statistical studies with reference to data needs in gender and planning and the importance of the same in evidence-based planning and budgeting.
- To collectively identify best practices from this knowledge pool to inform the preparation of the Twelfth FYP.

Result

- The best practices/methodologies arrived at in this consultation would inform the formulation of the Twelfth FYP and the state planning boards as they draw up their own plans following the Twelfth FYP as well as District Plans.
- A body of knowledge on efforts to engender plans at various levels, the methodology used in the process and the transformation made, if any, would come into existence.



L-R: Mr. Arun Maira, Dr. Syeda Hameed and Dr. Montek Singh Ahluwalia.

Session 1 Inaugural Session

The consultation was inaugurated by the Deputy Chairperson of the Planning Commission, Dr. Montek Singh Ahluwalia. Other speakers at the Opening Plenary included Dr. Syeda Hameed, Member, Planning Commission and Ms. Sushma Kapoor, Regional Programme Director, a.i., UN Women. Other members of the Planning Commission, including Mr. Arun Maira, Prof. Abhijit Sen and Dr. K. Kasturirangan joined the deliberations. Participation of the Deputy Chairperson and other members of the Planning Commission gave a sense of purpose to the agenda and to the discussions. Not only did they provide valuable inputs on the subject matter but also helped centre-stage the serious commitment of the Planning Commission towards the gender equality agenda in planning processes.

Ms. Vandana Jena, Senior Advisor, Women and Child Development (WCD), Planning Commission, welcomed the participants. She maintained that the consultation was timely as the planning process on engendering the Twelfth FYP was underway and the consultation therefore offered an important discussion forum at this critical juncture. This was followed by a round of introductions.



Dr. Montek Singh Ahluwalia centre-staged the Planning Commission's commitment towards gender equality.

KEY REFLECTIONS

- To enable the process of engendering the Twelfth FYP, it is important to look at all the sectors through a gender lens including sectors such as infrastructure, water and sanitation etc.
- It is also important to engender the flagship schemes of the Government of India.

1.1 Opening Remarks

In her opening remarks, Dr. Syeda Hameed appreciated UN Women for having partnered with them in organizing the consultation. She acknowledged the support of her colleagues who had contributed towards realising the dream of including the voices of women in the planning process, in bringing it forward and deepening it. She complimented Dr. Devaki Jain's vision for the consultation and also the contribution of the Working Group of Feminist Economists (WGFE) and the efforts of each member of the group that helped incorporate a gender perspective in each sector of the Eleventh FYP document. She also referred to the argument that Dr. Devaki Jain put forth in her paper with the focus on '*aam aurat*' that underlines the exercise of integrating a gender perspective in each chapter of



L-R: Mr. Arun Maira, Dr. Syeda Hameed, Dr. Montek Singh Ahluwalia, Mr. P.P. Soti, Dr. N. C. Saxena and Ms. Sushma Kapoor.

the document. This effort of the WGFE and other consultative processes, not only enabled the application of a gender lens to each chapter but was unique, as it introduced gender as a cross-cutting theme. The final plan document, therefore clearly saw the voices resonating through each chapter. She concluded her opening remarks by stating that real engendering will happen only if the process funnels down to the state, district, block and panchayat level. For the Twelfth FYP, the engendering process should not end only at the national level, but planners, policy makers and women's groups should ensure that it percolates down to each and every level of governance. She emphasised that the consultation could have a very meaningful impact if it helped facilitate this trickle down process.

KEY REFLECTIONS

- The challenge is to ensure that the process of engendering plans percolates down to the state and district level. It is imperative to find ways and means to ensure that it percolates down to every level of governance.
- One of the major outcomes of the consultation is a 'how to do' workbook and 'template' on engendering planning processes. It is also important to develop strategies to ensure that the learnings/good practices are replicated all over the country.

1.2 Rationale and Objectives

Ms. Sushma Kapoor, Regional Programme Director, a.i., UN Women, welcomed the distinguished guests. She commended the efforts that have helped realise the dream of engendering plans and applauded the journey from a point when planning was treated as a gender neutral exercise to treating and acknowledging gender as an essential cross-cutting issue. She acknowledged the support extended by the Planning Commission to this endeavour and also underlined the increasing recognition of the fact amongst all stakeholders that government policies are more likely to respond when they take into account deep rooted patterns of discrimination and when women themselves collectively analyse and apply the knowledge to the processes of planning. Tracing the journey of inclusion of a gender perspective in the FYPs, she highlighted the ground-breaking shift in the Eleventh FYP, which recognised women as important agents of economic growth and change. The chapter on Women's Agency and Child Rights in the Eleventh FYP was a landmark not only because of the progressive language it used but also the important commitments it made. She credited this to the joint effort of various people and to the constitution of the WGFE, which she acknowledged as a significant step forward that contributed to the engendering of the various chapters in the Plan. She also highlighted the technical support provided by UN Women to all such initiatives.

Ms. Kapoor further outlined that the objective of the consultation was primarily to collate various experiences at the national, state and district levels; to explore the possibilities of refining the existing knowledge base by reviewing methodologies; and to collectively identify best practices from the extant knowledge pool. This exercise would help inform the; preparation of the Twelfth FYP and the best practices/methodologies that emerged from this consultation would provide valuable inputs for state and district plans.

She extended her gratitude to the Planning Commission for providing the opportunity to UN Women to partner in this important initiative and extended a special thanks to Dr. Syeda Hameed for her persistent efforts over the years in this direction. She expressed deep gratitude to Dr. Montek Singh Ahluwalia, Deputy Chairperson, Planning Commission for his valuable time and for the insights that he offered. She also acknowledged Dr. Devaki Jain who conceptualised the consultation and helped finalise the agenda.



Ms. Sushma Kapoor highlighted the need to identify best practices on engendering planning processes.

KEY REFLECTIONS

- The experience of engendering plans has not been limited only to the national level; a lot of work on engendering plans has also happened at the state, district and *panchayat* level. Such efforts have been largely sporadic and are yet to be institutionalized.
- With the formulation of the Twelfth FYP underway, the moment is opportune, to make plans more gender inclusive in letter and spirit.
- It is equally important to reflect upon the range of efforts that have been made and to learn from the various techniques and methodologies that have been used at various levels of planning.

1.3 Address by Deputy Chairperson and Members, Planning Commission

Dr. Montek Singh Ahluwalia, Deputy Chairperson, Planning Commission thanked everyone for taking out time for the consultation and for engaging with this important issue. He stated that the Planning Commission is committed to listening to women's voices and there has been a visible and discernable impact. He pointed out that the Planning Commission recognised the value of engendering planning processes.

Dr. Ahluwalia invited the WGFE to select eight-nine important schemes of the government and provide an assessment of how the guidelines of these schemes could be altered to make them gender inclusive and gender sensitive. He requested that the assessments and recommendations be succinct and precise. He also reiterated his offer for further discussion on the macro-economic paradigm and the concerns raised on 'inclusiveness'. He however pointed out that there were major challenges in pursuing a market driven growth process while simultaneously striving to make it inclusive. Dr. Ahluwalia reiterated that it would be of immense value to have the important issues flagged from a gender perspective.

With reference to the discussion on infrastructure, Dr. Ahluwalia focused on the *Pradhan Mantri Gram Sadak Yojana* (PMGSY) and underlined two separate issues. If there is increasing and good connectivity it enlarges the income envelope for the family. However, it is important to recognise intra-household inequalities as far as gender is concerned. In keeping with this discussion, Dr. Ahluwalia suggested that it would be of immense value to the Planning Commission if specific inputs could be provided on how to make infrastructure more gender responsive. He concluded by suggesting that if a credible case could be made that certain types of infrastructure clearly benefit women, it would be of huge value to the Planning Commission.

KEY REFLECTIONS

- While making a gender argument vis-à-vis a particular sector or scheme, it is important to move from a 'generic list of recommendations' to specific and pointed concerns and offer concrete solutions in the form of recommendations.
- An invitation to the WGFE to review eight-nine national flagship programmes of the Government of India and suggest ways in which these could be altered to be more gender inclusive and responsive.
- An invitation to list out gender specific infrastructure related issues and concerns, as well as, specific infrastructure related items that could be prioritized for the Twelfth FYP.

Discussion on the Macro-Economic Paradigm

Dr. Devaki Jain was the first speaker and made a presentation on ‘WGFE: Its Impact and Challenges’ in the presence of the Deputy Chairperson. In her presentation, she laid emphasis on the ‘*aam aurat*’ and the need to recognise the economic value of every woman, especially those who could be considered as least privileged or coming from poverty zones. In her presentation, she highlighted the difference that WGFE had made to the sectoral chapters of the Eleventh FYP.

In the course of her presentation, she also criticised the macroeconomic policy route that India was charting. She pointed that there are certain types of investments which have invoked several protests and disagreements. As a result, many academicians and NGOs are reluctant to engage with the State as it is peripheral to the larger issue of the overall economic design and that she too harboured similar inhibitions.

Responding to this, the Deputy Chairperson requested the group to dwell more on the critique and to share their doubts and insights. He was particularly interested to know if the WGFE had taken a unanimous position on the macroeconomic paradigm and the reasons for this criticism.

Responses from Participants:

Dr. Mary E. John responded by stating that ‘inclusive growth’ itself harbours an inherent contradiction. On the one hand, there is a growth process that is structurally exclusive as it excludes large sections of the population. On the other hand, there are schemes and other measures such as the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) and Self Help Groups (SHGs) by which the government seeks to bring the very people who have been excluded from mainstream growth processes back in. The macroeconomic paradigm is thus critiqued in light of these contradictions.

Dr. Mridul Eapen reiterated that the growth process in its very nature was exclusionary. She pointed out that a market led growth process has its own logic and therefore, it is important to know what can be done for other sectors to ensure that there is inclusive growth. She concluded by saying that unlike the previous plans, the inclusion of agriculture into the growth process in the Eleventh FYP was a positive development.

Prof. Nirmala Banerjee was of the view that the debate should not be between growth and inclusion. She stated that the very definition and approach to inclusion was problematic. The prevailing discomfort was not as much about the paradigm but, “our problem seemed to be the erroneous manner in which inclusion has been defined” and practised. She concluded by stating that perhaps, what is meant by inclusion by the Planning Commission and the government is not what we want to achieve.

Prof. Ritu Dewan pointed out that some members of the WGFE had similar thoughts on these issues. According to her, more emphasis was being given to ‘social inclusion’. The present approach takes into account only social issues and ignores the economic value/worth of women. According to her, ‘economic inclusion’ is absolutely essential. Social issues are important but it is equally important to view women as important fiscal agents with independent monetary identity. According to her, the present approach on economic inclusion portrays women in a reductionist manner. In light of the above, it is important that there are more fiscal and monetary policies for women.

Dr. Montek Singh Ahluwalia’s Response:

Responding to the critique, Dr. Ahluwalia stated that inclusive growth could not be reduced to economic growth plus schemes. He pointed out that in 1964, the Perspective Planning Division of the Planning Commission produced the celebrated paper, ‘Perspectives of Development: 1961-67, Implications of Planning for a Minimum Level of Living’. The paper highlighted that escalation in growth rate is necessarily accompanied by worsening distribution of resources. It further pointed out the rate of growth required for third decile to move above the poverty line and noted that despite the growth, the lower two deciles would continue to remain below poverty line. To ensure that development is inclusive, it was important to plan schemes for those below poverty line.

Dr. Ahluwalia stated that since then, the State has adopted an inclusive approach to growth. This is reflected in schemes such as MGNREGS.

After explaining the 'growth paradigm', Dr. Ahluwalia pointed out that a certain section of the academia continued to question the very premise on which the growth structure was built and therefore advocated for an alternative model of growth. He further stated that if the WGFE had similar concerns on the extant development approach, these should be shared with the Planning Commission. He requested the WGFE to specifically respond to the following:

- What is wrong with the present growth strategy?
- Why should we not follow a private sector led growth process?
- Why should we not rely on private investments?
- Why should we not integrate with the global economy?

He concluded by offering to formally reconstitute the WGFE to provide gender specific inputs to the sectoral chapters of the Twelfth FYP.

The next speaker, Mr. Arun Maira, Member, Planning Commission reiterated the importance of including the concerns and voices of women in planning processes. He stated that the consultation would help look at a new approach to planning and the processes that could help integrate a gender perspective. He asserted that before deliberating on the Twelfth FYP, it was important to look at what changes could be made to the Approach Paper, so that the Plan could produce the desired results. He was hopeful that some substantive recommendations on how planning processes could be engendered would emerge out of this consultation.



Dr. Montek Singh Ahluwalia, offered to formally reconstitute the WGFE.

KEY REFLECTIONS

- It is very important to look at what changes can be made to the Approach to the Twelfth FYP so that the Plan can produce the desired results.
- It is essential to integrate women's perspective towards planning and to find ways of achieving it.
- The participants should put down some substantive approaches that will help engender planning.

Dr. K. Kasturirangan, Member, Planning Commission thanked Dr. Syeda Hameed for the unique privilege. He stated that he had several opportunities to interact with the distinguished members of the WGFE and the Planning Commission team responsible for integrating gender concerns in planning. These interactions helped him understand gender issues better. Since he had a background in space science, he had carried out an assessment of the number of women in that sector. The highest position that a woman achieved was that of a Deputy Director. An encouraging trend was that more and more women were joining the sector. However, women's presence in physical sciences, engineering and technology remained meagre. Another major concern was retaining women in these subject-specific careers and preventing dropouts. Various research studies had been undertaken to look at trends in women's access and retention in scientific careers, women in physics and on enhancing women's participation in scientific research in India. These studies made several recommendations on how to overcome barriers. Dr. Kasturirangan suggested that these recommendations could be extremely valuable for the purpose of engendering this sector.

Another important issue that he brought to the table was environment and its impact on women. He charted the history of women's struggle to protect environment and discussed the important events and the role played by many in this direction. He stated that the Joint Forest Management Guidelines was a significant step taken by the Government of India to acknowledge the important role of women as managers of forests and natural resources. These guidelines mandated the reservation of 30 per cent seats for women in these committees. According to him, this was also a significant development in the context of environmental advocacy.

With reference to women's proximity to the environment, he delved into the issue of higher chances of exposure of women to pesticides, which led to health related problems. This highlighted the adverse impact of women's proximity to the environment, which needed to be probed further.

KEY REFLECTIONS

- With reference to the challenges of women's participation in the field of science and technology, it is important to review the available resource documents and collate important recommendations.
- There are excellent recommendations with reference to women's role in science, but most of them are yet to be implemented. It is therefore important to delineate the thrust areas for action in the Twelfth FYP.
- With reference to management of forests, it is essential that the co-operative and managerial skills of women be developed by the concerned department.
- It is important to upscale local value addition activities of forest products, facilitate sustainable management of natural resources and the environment. This is crucial for the success of micro-finance initiatives involving rural women.



L-R: Ms. Firoza Mehrotra and Ms. Deepika Shrivastava.



L-R: Mr. P.P. Soti and Ms. Vandana Jena.

Session 2

Engendering National Plans

CHAIR: PROF. ABHIJIT SEN, MEMBER, PLANNING COMMISSION

The next session was on engendering national plans, the experiences and challenges.

2.1 Presentation on the Working Group of Feminist Economists: Its Impacts and Challenges

Dr. Devaki Jain

Dr. Devaki Jain noted the appropriate timing of the consultation in light of the government's proposal that the Planning Commission would no longer engage in financial allocations and that the plan/non-plan expenditure categories would rest exclusively with the Ministry of Finance. She said that this move clearly points to the role of the Planning Commission as the designer of national and sub-national policy frameworks, the receiver of knowledge from various constituencies, a think tank to enable the government to design and craft its policies, so that it achieves its objectives of economic and social justice.

Dr. Jain shared that the consultation had been envisioned as a designing forum for harvesting knowledge from various sources, to ensure that various sectoral ministries were strengthened to achieve their stated goals. She also emphasised that it was meant to be a 'how to' rather than a 'what' consultation. The consultation was envisioned to bring in the varied experiences of including women into the domain of public policy and it was imperative to move away from seeing women as targets of schemes/programmes, and instead use their knowledge for designing public policy and programmes. She emphasised that the objective was not to look at constraints, but to come out with a list of effective practices and the necessary conditions for their success, which could then be used by state planning departments, planning boards and district planning agencies. Dr. Jain also outlined the steps necessary to achieve the objective of engendering plans at the national and sub-national level and explained that influencing public policy including the FYP, on behalf of any special constituency, like women or tribals or issues like protection of environment, required organized voice, accompanied by professional data and formal information bases.



Dr. Devaki Jain presented her paper with the focus on 'aam aurat'.

KEY REFLECTIONS

- It is important to understand the economic value of women especially those considered least privileged or belonging to poverty zones. Presently, their economic contribution is not understood nor is the time they invest in supporting households factored in. It is crucial to provide inputs through which the value of women's economic and social activity can be strengthened.
- Women should not be targeted as 'beneficiaries', instead their knowledge in designing public policy should be used and their participation in decision-making processes enhanced.
- It is important to acknowledge that women are growth agents⁵ and to sufficiently value and accommodate

KEY REFLECTIONS

this in economic designs. Neglecting an economic contributor (in this case the aam aurat) distorts measurements of growth.

- Statistical departments within and outside the Planning Commission, state agencies and district agencies must modify the existing methods in order to locate and measure the economic value of the ‘invisible’ care work performed by women, and to use this knowledge to inform the design of programmes, policies and schemes.
- While preparing the chapter on ‘Women’ for the FYP, the Ministry of Women and Child Development, provides a draft to the Planning Commission, which becomes the template on which the steering committees and working groups provide inputs. This approach is a serious obstacle to what can be called a women inclusive growth plan. Also, at the state and district levels, women are still in the ‘women’s schemes’ and this needs to be corrected.

2.2 Listening to Voices from the Field: UN Women, UNFPA and NAWO’s work on Engendering Plans

Dr. Pam Rajput and Dr. Dinesh Agarwal

The next presentation was a reflection on the consultative and participatory process to engender plans through civil society initiatives.

Dr. Pam Rajput outlined the civil society initiative that brought into focus the collective voices of women in the planning process. She credited the Beijing Platform for Action Conference (1995) as the external impetus that helped conceptualise and undertake the initiative. The Beijing Conference was instrumental in making civil society representatives understand the importance of including women’s voices and perspectives to inform policies and planning processes. The civil society initiative was supported by MWCD and UNIFEM. Dr. Rajput pointed out that it was not the National Alliance of Women (NAWO) alone, but many other grassroots organizations that participated in the process and NAWO helped coordinate the efforts. She emphasised that large numbers of individual grassroots women were also part of the process despite the fact that they were not affiliated to any particular group. The process of civil society engagement started with the Ninth FYP with active support, involvement and engagement from all groups. She explained that the process was a combination of many strategies. She pointed out that in the past, consultations were held by the Planning Commission, but the limitation was that there was no organized way to ensure that voices from the grassroots could be involved and their issues and concerns addressed. There was no coordinated mechanism to facilitate this process. She pointed out that the interventions during the Eleventh FYP were more coordinated and timely. Therefore, the Approach Paper to the Eleventh FYP, as well as, the Eleventh FYP were impacted as a result. She went on to explain the methodology and approach of this initiative. Dr. Rajput concluded by saying that the WGFE also complimented the process and through consistent efforts, the civil society initiative made inroads into the official process.

KEY REFLECTIONS

- A unique feature of the civil society initiative was that it included a range of actors and unlike the WGFE was not exclusive to feminist economists. There was participation of not only intellectuals but also people from the grassroots.

⁵An idea that came from the WGFE but the coinage was attributed to Prof. Indira Rajaraman.

KEY REFLECTIONS

- The limitation however of the civil society initiative was that the analysis of how much was translated into action is missing from the present approach. It is important to overcome this limitation, which will also help deepen the process.
- It is important to institutionalize the process.
- It is very important to sharpen the lobbying skills of civil society representatives. It is seen that good documents are produced but the strategy to ensure that it realises its potential depends on developing adequate lobbying skills of various stakeholders.



Dr. Dinesh Agarwal stressed that government schemes be made more visible to potential beneficiaries.

This was followed by Dr. Dinesh Agarwal's presentation on the Mid-term Appraisal (MTA) of the Eleventh FYP. This initiative was supported by UNFPA, UN Women etc. The unique feature of this initiative was that it tried to capture people's feedback on broadly four sectors – health; women and child development; minority development and welfare; and handicraft and handloom sector. These sectors were appraised to capture people's opinions including women's voices. Twenty-seven states were covered in this process. The major objective was to get feedback on delivery of programmes/schemes from the users/communities. He also explained the methodology and approach that was used for the MTA.

The chair requested the presenter to respond to the following two questions:

- Did the appraisal reflect at all in the official MTA by the Planning Commission ?
- How could the learning from the MTA inform the current exercise of engendering the Twelfth FYP?

Responding to the question, the presenter informed that the conclusions of the MTA under the initiative were captured in the official MTA of the Eleventh FYP. Subsequently, several recommendations and concluding remarks found space in the official document.

KEY REFLECTIONS

- There is an urgent need for extra emphasis on making the schemes more visible to the potential beneficiaries since awareness levels remain extremely low.
- The large diversity, specifically geographic diversity, is a huge impediment with respect to outreach of development schemes and states such as Arunachal Pradesh, Manipur, Uttarakhand, Himachal Pradesh lack the basic infrastructure necessary for smooth implementation of most schemes. For example, the health care concerns and issues in these states are different and this is not captured in the current model of service delivery. The needs of such geographically disadvantaged regions are not accounted for in the plans and are largely ignored. It is important to plan programmes and schemes in a manner that they reach out to people. Given the geographical diversity in our country, it is imperative to ensure that these programmes and schemes are accepted well by people living in different areas, including hilly areas.

KEY REFLECTIONS

- In the Eleventh FYP, in the health sector, the Public Private Partnership (PPP) model did not make inroads into the rural and tribal areas. Any attempt to universalize health care should ideally look at ways and means to reach out to every individual in such areas. This component, therefore, needs to be integrated and broad based in the Twelfth Plan.

2.3 Engendering Plans: CSO Initiatives

Wada Na Todo Abhiyan

Ms. Radha Khan

This was followed by the third presentation on CSO initiatives and experiences in engendering plans. Ms. Radha Khan provided an overview of *Wada Na Todo Abhiyan* (WNTA) and its efforts towards engendering plans and MTAs. She explained that WNTA is a people's movement for governance accountability to end poverty and social exclusion; and also to strengthen the direct participation of marginalized groups in policies and programmes of the government. She explained the methodology and few key initiatives of this movement. She also touched upon the people's MTA of the Eleventh FYP carried out by WNTA and outlined the three-pronged strategy towards institutionalizing CSO role in planning. This she enumerated as the following:

1. WNTA worked proactively with Planning Commission on the formulation of the National Voluntary Sector Policy (NVSP).
2. Joint initiative of the Planning Commission and WNTA to find ways/mechanisms to institutionalize and operationalize this policy.
3. Gender lens was used to look at the NVSP and also make it operational.

She concluded with a discussion on the Twelfth FYP approach paper and highlighted the key gender concerns therein.

KEY REFLECTIONS

Key gender concerns documented by WNTA are as follows:

- Insufficient investment in essential services for the marginalized.
- Discrimination against excluded women (for instance, *dalit* women).
- Lack of accountability in service delivery.
- Increasing impunity and violence against women.
- Growing internal displacement and out-migration, lack of just rehabilitation and resettlement policies and alienation from resources.
- Exclusion of women especially from marginalized groups such as *dalit* and religious minorities from local governance and decision-making processes.

This was followed by discussion and a round of questions and answers.

2.4 Open Discussion and Q & A

Ms. Ruth Manorama flagged the issue of poverty. She explained that whenever we talk about an inclusive process, we are talking of the poorest and most marginalized. She explained that she preferred to use the term 'inter-sectoral' (instead of 'cross-cutting') and the 'equity' approach.

Ms. Vimal Thorat pointed out that she had requested the Planning Commission for a separate sub-group on the marginalized sections. This was important as the issues and concerns of marginalized women were different and unique. These concerns and issues get missed out in mainstream discussions. She explained that the social justice agenda will not be realized in the Twelfth FYP, if the voices and concerns of women from the most marginalized communities remain invisible or unaccounted for. According to her, it is not justified to put the entire onus of social justice for women only on the Ministry of Social Justice and Empowerment (MSJE) or the MWCD. She drew attention to the malaise of manual scavenging which, was an issue unique to the *dalit* community, especially women and girls. It was critical therefore, to design and implement programmes and schemes to address this issue and provide sustainable rehabilitation for those engaged in manual scavenging.

KEY REFLECTIONS

Issues and concerns of the marginalized:

- There is need for a separate sub-group on marginalized sections as their issues are different and unique. Their concerns are left out from mainstream discussions.
- It is important that budgetary allocations are inclusive – need to ensure a committed resource envelope for the most marginalized.
- Within the budgets for the most marginalized, it is equally important to delineate a separate category/ chunk of the budget for women (*dalits* and minorities) and focused allocations for the same. This will also help track and monitor the budget and evaluate the impact better. Also, people under crises, for example tsunami survivors, need special and focused emphasis in planned responses and budgets.
- Mr. P.P. Soti from Chhattisgarh touched upon specific issues and concerns of tribal women. He pointed out that though everyone is talking about sustainable development yet, there is no discussion on sustainable development 'with a special emphasis' on marginalized groups such as tribals/*dalits*/minorities.

Training and Capacity Building:

- The limited capacity of nodal officers to carry out gender analysis of flagship programmes is a major concern. There is need to build capacities of officials and functionaries in gender responsive planning and budgeting.
- The representative from Jammu and Kashmir flagged concerns over unutilized funds earmarked for women (quoting examples from her state) as the officers lacked the capacity to design and implement schemes/programmes for women. In addition to dedicated funds, it is equally important to build capacities of officers to find innovative ways in which money can be utilized to benefit women.
- The representative from the State Institute for Rural Development (SIRD), Rajasthan pointed out that the scheme guidelines on capacity building of PRIs (at the instance of the Planning Commission) have been revised to instruct the state SIRDs to have separate trainings for those belonging to marginalized groups. This move is being resisted by the faculty as well as PRI women representatives as they prefer integrated models of training and do not like to be segregated. These women desire to be recipients of the same knowledge set. This guideline should therefore be revised.

KEY REFLECTIONS

Gender Responsive Budgeting:

- In few states the, term 'Women's Component Plan' (WCP) is still in use. This adds to confusion between GRB and WCP and must be corrected.
- There is need to look at tools and methodologies for gender audits (GA). This will help expose weaknesses in budgets and plans and will also bring to the forefront the implicit gender concerns and issues in sectors/ministries that are perceived to be gender neutral.
- There is need to revise the existing format of the Gender Budget Statement.

Summing up:

Prof. Abhijit Sen concluded the session with a summary of issues discussed. He pointed out that over the years, there has been a measured reaction to some of the important issues/concerns. This measured reaction according to him is mostly limited to adding a scheme or two as a solution to inclusive development. He pointed out that adding new schemes is not the solution and that while some would suggest adding concerns in every chapter of the plan document as the solution, many others would disagree. According to him, the important issue is that policy makers need to acknowledge and ensure that macro policies and national flagship programmes are engendered. He also stressed on the need to take a second look at the planning process and architecture of the way schemes function. The focus should not be on the grammar and language in which the chapters are written. He was of the view that it would be good to move the discussion to possible architecture, rather than possible ways of writing chapters. This was the most essential ingredient for inclusive development. Prof. Sen also assured of a meeting by the State Planning Department on gender issues/concerns in Odisha.



Prof. Abhijeet Sen highlighted the need to engender national flagship programmes.

Session 3

Engendering State Plans

CHAIR: PROF. INDIRA RAJARAMAN

The session on engendering experiences at the national level was followed by presentation of state experiences of engendering state plans and budgets. This session also included few implementation models on engendering planning, budgeting and implementation processes.

3.1 Roles and Functions of State Planning Board: Kerala State Planning Board and Experiences of Engendering State Plans

Dr. Mridul Eapen

The objective of the session was to highlight the roles and functions of State Planning Boards (SPBs) and to identify the relevant entry points for engendering state plans. Dr. Mridul Eapen in her presentation explained that a state is an influential force in determining gender outcomes through the instrument of 'budgets'. She explained that Gender Responsive Budgeting (GRB) has emerged as an important tool for examining the government's commitment to gender equality. GRB as a tool enables us to assess how much of the budgetary resources flow to women and for what. She explained that a variety of institutional structures have been adopted to undertake this exercise depending on the specifics of the situation. The Gender Budget Initiative (GBI) of the Kerala SPB (together with the Gender Advisory Board) which has met with some success is one such attempt at institutionalizing GRB.

She explained that planning and budget making are very closely linked; the former feeding into the latter and hence state planning boards can play an important role in GRB. Almost all states have a planning board within the Planning Department, from Assam and Meghalaya in the north-east, to Odisha, West Bengal and Bihar in the east, NCR Delhi and Punjab in the north, Madhya Pradesh and Rajasthan in the centre, Maharashtra and Goa in the west, Kerala, Tamil Nadu, Karnataka in the south, though their structure and functions differ. However, very few are similar to the Kerala SPB, which is structured as a planning set up in itself with a mandate of 'preparing' five year and annual plans. There are technical divisions in the Board corresponding to all government departments, and planning is carried out in these divisions together with the departments. Unlike Kerala, in most other states, SPBs are expected to 'guide' planning and this is done primarily in the planning department with inputs from various other departments. The Tamil Nadu planning board has a structure similar to Kerala SPB with a number of technical divisions in the Board whose major function is the preparation of plans. A Gender Advisory Board (with a gender adviser) was also set up in the Social Welfare Department (SWD), one of its major tasks being to conduct GRB together with the State Planning Board (SPB). With respect to processes, she remarked that the major challenges were to:

1. Unravel expenditure flows to women from schemes which had both men and women as beneficiaries from the plan write-ups, that is Part B of the Gender Budget Statement.
2. Break open the gender unrelated or 'indivisible' sectors, which had remained outside the purview of GRB analyses and constituted almost 70 per cent of the budgetary allocations.
3. Assess and monitor the physical targets and achievements of the financial flows.



Dr. Mridul Eapen stressed the potential role of State Planning Boards in GRB exercise.

4. Disaggregate non-plan expenditures by gender.
5. Plan schemes for women in a more holistic way.

She explained that the uniqueness of the Kerala experience lay in the fact that all departments tried to develop special schemes for the benefit of women to create a consciousness regarding the presence of women in each department. Therefore, undertaking situational analysis of women as envisaged in the GRB methodology (keeping women's priorities in mind), it is possible to budget for women specifically, and this can also be achieved in 'indivisible' projects, which benefit both men and women.

KEY REFLECTIONS

Institutions/Structures:

- The most critical need for GRB is identifying a nodal agency that would collate all the information on women specific expenditures from different departments of the government and prepare it for the Gender Budget Statement. The most likely locations of such an agency are:
 - a. planning department or planning board;
 - b. finance department; or
 - c. social welfare/women and child development department.
- Irrespective of where the location of the nodal agency is, it is important to have representation from finance and planning departments.
- This agency/nodal department must be equipped with officers dedicated to gender mainstreaming and gender responsive budgeting. GRB methodology includes a variety of tools and therefore requires some training in their use, as well as, sensitization to gender is a prerequisite.

Processes:

- Political commitment is very essential. In Kerala, one of the policy measures that was taken was GRB and Gender Auditing. It was pushed forcefully by the Finance Minister and endorsed strongly by the State Women's Policy announced in 2008.
- At one level, there is need to make the financial data more reliable and proximate to the actual flow of resources to women. This can be achieved through continuous field level monitoring. It is equally imperative to check that the flow of resources to women is not declining over time. This is an *ex post* exercise.
- At the other level it is important to plan:
 - a. women specific projects in women unrelated sectors so as to make them visible in all sectors of development; and
 - b. new initiatives in gender related sectors depending on women's priorities as perceived in the specific context of a state/country. This is an *ex ante* exercise.

Indicators could be developed to:

- a. monitor progress of departments in implementing GRB so as to monitor the changing response of the various departments to GRB; and
 - b. to monitor the progress of schemes being implemented.
- Emphasis needs to be laid on the criticality of plan write-ups. The officials from all departments, both gender related and unrelated, should be provided with simple guidelines for making gender sensitive write-ups for schemes (checklists I, II and III prepared by Ministry of Women and Child Development are relevant in this context).

The course of development of GRB initiative in Kerala:

- A study on GRB was commissioned to the Centre for Development Studies (CDS).
- The State Planning Board and simultaneously a Gender Advisory Board was set up in the Social Welfare Department. One of the major tasks of the Gender Advisory Board was to conduct GRB.
- The first task was to organise training workshops for concerned department officers. The MWCD checklist was used to guide the process of GRB. The checklist helps the government officers to make their plan write-ups much more gender sensitive. The plan write-ups have to be more sensitive in their content in schemes that are not 100 per cent women specific. So there was need to guide department officials to facilitate this understanding. Sex disaggregated data on the same is equally important.
- The challenge was to cull out the flow of resources in schemes in which both men and women are beneficiaries and also the 'gender neutral' sectors such as transport, ports etc. that fall outside the purview of GRB. It is difficult to disaggregate the non-plan expenditures and see how to plan schemes for women in a more holistic way.

3.2 Engendering State Plans: Experiences from West Bengal

Dr. Jashodhara Bagchi

The next session on experiences from West Bengal, was a reflection on concerns and issues with regard to the status of women in the state.

Dr. Jashodhara Bagchi in her presentation highlighted the state specific issues that required immediate attention and action. She noted that the persistent problem of adverse child sex ratio needed to be addressed in the Plan. She shared that the Women's Commission of West Bengal had undertaken a detailed study on the ways to identify the actual culprits, who indulge in pre-natal sex determination rather than listing the clinics with ultrasound machines. She hoped that the findings and recommendations of the report would be used and adequate financial provisions made in the health sector to implement the same. Furthermore, public provisions for young and adolescent girls and women above 60 years need to be stepped up in West Bengal as longevity is on the increase and girls' expectations of good quality education and skill development need to be fulfilled. She also explained how the neo-liberal reforms have added to the vulnerability of women and girls. She emphasised that the planning process is meant to spread equity and make entitlements prevail, so that the sections that are denied their rightful entitlements are properly served. Dr. Bagchi concluded by stating that gender, along with caste, class and religious identities will have to be addressed upfront in the Twelfth FYP so that it delivers its latent promise of levelling the playing field.



Dr. Jashodhara Bagchi stated that the problem of adverse sex ratio needs urgent state action.

KEY REFLECTIONS

- **Declining Child Sex Ratio:** Immediate action and measures need to be taken to make the Pre-conception and Pre-natal Diagnostic Techniques Act (PCPNDT) effective.
- **Aged Population:** With the growth in aged population in West Bengal, the conditions of aged widows and widow-headed households in general need far more proactive recognition and support.
- **Muslim Girls:** There is need for special efforts towards enhancing the education of Muslim girls. For those who are skilled artisans, concerted efforts should be made to assist them in forming self-help groups and imparting vocational trainings that are designed to upgrade their traditional skills. Trainings should be imparted through the community units of women's polytechnics to promote their awareness of quality control, appropriate direction for marketing products and credit linkage with rural banks.
- **Tribal Girls:** Another group of girls and women who need special focus in the coming FYP are those belonging to the Scheduled Tribes. The Plan should try to access all the funds made available to them centrally and to make holistic schemes for their education, health, food security and access to income, preserving their linguistic and cultural autonomy as meaningfully as possible.
- **Education:** There should be a concerted drive to ensure the appointment of a large number of lady teachers in the formal education system. Also, the distance from the house often makes it difficult for girls to attend schools in the upper primary and in the early years of secondary schools. Therefore, there is need to improve access to these schools, if girls are to be given the fundamental right to education.
- **Issues of Safe Migration:** In West Bengal, there is large-scale migration of women, some seasonal for agricultural work but others of a more permanent nature, that is, in search of livelihood. With the help of the State Commission of Women, an NGO called *Jabala*, which had worked with victims of trafficking, started a scheme for safe migration. In order to prevent such perceived opportunities from turning into trafficking and flesh trade, a few blocks are giving cards to migrating girls and women, who will leave the specifications of the new locale with the local *Panchayat* office. This should be taken up for the entire state, with suitable budgetary allocation, to enable poor rural women to access employment opportunities, without being either trapped, or tainted with the stigma of sex work.
- **Self Help Groups:** There is need to weed out the noxious presence of the so-called micro-finance groups which force loans upon poor women, who face harassment when they are unable to repay. Responsible and close monitoring of the Self Help Groups is equally important. A dedicated mechanism to provide the right kind of training in marketing to precede the choice of the group's entrepreneurial ventures must be established.
- **Family Courts:** West Bengal needs to strengthen its family courts so that women get easy access to justice. A study by Flavia Agnes highlights the need to reform and expand this institution in West Bengal. The Plan should take this up with proper financial allocation, as infrastructure is very important.
- **Protection of Children:** The State Plan must see to it that an adequately empowered and equipped Commission for the Protection of Children is set up soon so that it can cater to the needs of the weakest link in the chain, viz. girl children, especially those belonging to the most marginalized groups.

3.3 The Model of Mission Convergence and Gender Resource Centres: Delhi Government

Ms. Rashmi Singh

The next presentation was on the model of Mission Convergence and the Gender Resource Centres (GRCs). The objective of the presentation was to provide insights on how 'mission convergence' provides a model

for engendering planning and implementation processes. The objective was also to understand how data collection and analysis at the GRC level feeds into engendering the policy implementation process.

Ms. Rashmi Singh presented the model of Mission Convergence and the Gender Resource Centres (GRCs). This is an implementation model, which evolved out of the limitations in the delivery of social security schemes. Pointing out the deficiencies in the system, she referred to huge gaps in targeting the beneficiaries of schemes (the inclusion and exclusion errors in estimation of beneficiaries), limited outreach, differing criteria for identifying 'beneficiaries' for schemes, the paradox of income criteria for defining Below Poverty Line (BPL) (i.e., Rs. 24,200 per annum and below), multiplicity of agencies and programmes, weak monitoring system and limited efforts for impact assessment of schemes.

The Mission Convergence aimed to mitigate these limitations through its strategy and design. The Mission was built structurally on the experience of the '*Stree Shakti Programme*'. It was expanded into a framework that made gender mainstreaming possible through a concrete governance reform programme called Mission Convergence.

She explained that the innovative strategies adopted in Mission Convergence were:

- Common eligibility criteria
- Common application form
- Common data base for vulnerable populations and Management and Information Systems (MIS)
- Creation of convergence forums
- Single window delivery and facilitation centres

She also outlined the key strategies that were adopted for convergence. These strategies included identifying the poor in a participatory manner using objective, easily verifiable (non-income) criteria; a unified delivery system and a single window with a focus on women; rationalization of procedures for schemes; partnership with civil society; leveraging technology; and the focus on empowering citizens especially women with information and skills. The GRCs were established with the defined role to lead and guide the community about their entitlements, to monitor the benefit flow to the targeted population, to facilitate the same by interacting with the departments at the district level on behalf of the community and to deliver services in an efficient and effective manner.

She also highlighted the impact of the initiative. The GRCs provided the hitherto missing outreach and voice mechanism. There was improved awareness about rights, entitlements and government programmes. It also resulted in more realistic and accurate estimates of the target group for government programmes, increased allocation and utilisation of budget across different schemes. Line departments that use the GRC platform for outreach services cut across sectors and this serves as a single window model. It also results in increased income generation opportunity through wage employment/self-employment and skill building.

KEY REFLECTIONS

- Mission Convergence is a physical entity and has the ingredients to help dissipate the systemic bottlenecks (assess barriers – the GRC looks at the demand and supply, identifies the gaps and tries to reduce the same) in accessing schemes. It is a structure that looks at the entity as a whole and not as separate schemes of different departments.
- Unrealistic allocations for schemes/programmes are based on faulty estimates. The estimation of budgets for the financial year is based on a faulty premise. The need has to be determined from authentic and timely data collection, collation and advocacy at the policy level.

KEY REFLECTIONS

- Every department had its own database, which led to duplication of effort and waste of time. The model of Mission Convergence is based on a common database and common processes. Convergence of information at one place and a uniform application/form system is a huge success (40 applications/forms were merged into one).
- However, there is a need for advanced technology to support the uniform database.

3.4 Engendering State Plans: UNDP

Ms. Ritu Mathur

The next presentation was on UNDP's experiences with engendering State Plans. The objective was to understand the methodology/approach for engendering planning at the state level and to list out the enabling, as well as, constraining factors in each case.

Ms. Ritu Mathur explained the context and pointed out UNDP's three-pronged strategy to engender planning in the states:

Generating evidence on critical gender issues.

Capacity development of officials and elected representatives on human development and gender.

Strengthening statistical systems.

She pointed out that UNDP has been working with the planning departments of 15 state governments to address gender issues and there has been a visible impact on state plans and budgets. This has also resulted in better availability of sex-disaggregated data that support strong evidence based on gender. The initiative has also strengthened the capacities for engendering planning. Ms. Mathur informed that several states such as West Bengal, Maharashtra, Kerala, Nagaland and Rajasthan have earmarked allocations for activities identified through gender budgeting initiatives.

The UNDP strategy and efforts also help increase the availability of sex-disaggregated data. UNDP closely worked with the bureau/directorates of economics on generating sex-disaggregated data as well as during the process of preparation of district Human Development Reports (HDRs). This led to collation of existing and new sex-disaggregated data. The following examples were quoted in this regard:

In Chhattisgarh - collection of primary data and village index card.

In Nagaland - software was developed for collecting sex-disaggregated data from across the state on birth and death.

In Himachal Pradesh - collation of data at the *panchayat* level.

Also, strong evidence on gender issues was made available through thematic studies on gender inequalities in new and emerging areas. For instance in Chhattisgarh, focus was on gender issues in urban planning; in Nagaland, concerns and issues of women in natural resource management were highlighted; and in Punjab, declining child sex ratio was the focus of the thematic study.

Another important strategy was to build the capacities of state representatives who were mentored through several rounds of trainings in HDRs, GRB and Gender Audits. Institutions such as GRCs in Odisha and West Bengal were established. In Assam and West Bengal, a knowledge base on schemes, laws and acts relevant for women was created. She also highlighted the constraining factors of which the most pertinent were, lack of inter-departmental coordination and the 'know it all' attitude towards gender.

KEY REFLECTIONS

- An important strategy for gender inclusive planning is to generate evidence on critical gender issues through thematic reports and HDRs.
- It is important to strengthen statistical systems that generate sex-disaggregated data. This is an important component for evidence-based planning and also to assess mid-term impact of schemes and programmes.
- The need for sustained and well defined capacity development of officials, field functionaries and elected representatives on human development and gender is critical.
- It is important to establish and strengthen institutions that promote gender equality.

3.5 Mainstreaming Gender Planning: A Systematic Approach (Experiences from Himachal Pradesh)

Ms. Sarojini Ganju Thakur

The next presentation was on 'Mainstreaming Gender Planning: A Systematic Approach' showcasing the experiences from Himachal Pradesh (HP). The presentation laid emphasis on the need for systematic and focused trainings in gender responsive planning and budgeting.

Ms. Sarojini Ganju Thakur presented an overview of the processes that led to mainstreaming gender planning in HP. She explained that in HP the indices on education/literacy rates, health and social protection, representation in local bodies are progressive and comparable to other states. Despite this, there are huge concerns such as gender gaps in education, declining child sex ratio, wide spread instances of violence against women and the 'invisibility' of women as farmers and workers. These important concerns and issues were hugely missed out in the planning process and not prioritized by policy makers in the state.



Ms. Thakur emphasised need for focused trainings on Gender Responsive Planning and Budgeting.

She pointed out that the Eleventh FYP found space for Women Component Plan (WCP). However, the formal classification of WCP is limited primarily to schemes, which have the word 'Women'. This is a huge limitation. As a result of this focus, women related schemes are primarily centred on traditional sectors such as health, education and social justice. Also, no research or analysis is conducted before designing and planning such schemes. She also highlighted the constraints with regard to gender responsive budget initiatives. She pointed out that two major limitations with gender responsive planning and budgeting were:

- Lack of understanding of classification of schemes and programmes on the basis of its incidence (male beneficiaries or female beneficiaries) due to lack of evidence to inform a sex-disaggregated classification of budgets of such schemes.

- Lack of capacity development and trainings in gender responsive planning and budgeting of major stakeholders. She concluded by underlining the important need for mainstreaming gender in plans and policies and the pertinent need for institutionalizing gender trainings.

KEY REFLECTIONS

- In HP, the femocrats (i.e. the feminist bureaucrats) influenced the incorporation of GRB in the planning process.
- The Eleventh FYP in HP tried to integrate the WCP into planning. The nature of classification was such that it did not look at the entire gamut of issues and therefore did not really link to planning in the real sense. It included only women specific or pro-women schemes and this was a limitation. The approach also did not cut across all departments. It was ad-hoc as no assessments were made to ascertain 'what the needs were and what to prioritise'.
- The state lacks a systematic process of GRB and gender planning. GRB has been reduced to reflecting 'financial flows' for women/girls in the form of a gender budget statement. This is a limited approach and needs to be corrected.
- The other limitation is that HP lacks the capacity in terms of gender resource centres, academic institutions, informed and vibrant civil society and NGO networks, as compared to states such as Karnataka or Gujarat. Therefore, this vacuum needs to be filled with a clear strategy to overcome such limitations. There is also need to develop a central pool of experts who can help GRB initiatives in such states.
- Research and analysis of sectors/concerns is required and this should ideally precede planning and budgeting in a systematic manner.

Areas that need focus are:

- **Systematic and Focused Gender Trainings:** The objective of engendering schemes and plans cannot be achieved on a sustainable basis unless there is a systematic effort to mainstream gender trainings. To achieve this, it is important to enhance the capacity in GRB of the various stakeholders including the field functionaries and front line workers. These trainings should happen across the board. The understanding of gender responsive planning and budgeting should permeate right down to the sectoral training institutes and state training institutes in a systematic and consistent manner.
- **Gender Responsive Budgets:** The prevailing approach to GRB is to focus only on the outlays. This approach needs to be changed. GRB entails gender analysis of a particular sector or situation to identify the prevalent gaps. Analysis is therefore extremely critical to GRB. GRB is not only about resource allocations; it should result in committed budgets through an iterative process. It is important to have evidence-based planning and budgeting.
- **Monitoring and Evaluation:** The Monitoring & Evaluation (M&E) component through a gender lens is missing and this needs to be integrated into existing models or structures.
- It is important to institutionalize a deliberative platform at the state level, a multi-stakeholder group that brings together the interests of various stakeholders.

The session ended with a question and answer round. The chair, Prof. Indira Rajaraman summed up the chief discussion points as follows:

Summing Up

- The need for 'visibilization' especially with the help of gender specific statistics since one cannot proceed in planning without information.
- One of the necessary conditions for planning is that the *ex post* analysis of plans should inform the *ex ante* design of new schemes and programmes. Unless there is a strong research-based analysis of the impact of current schemes, it is impossible to judge the effectiveness or make the required adjustments so that schemes are more effective. A well-informed scheme design and implementation will help achieve the desired objectives.
- Systematic and sustained trainings, sensitization and capacity development must be carried out.
- A compendium of women related laws, schemes and programmes should be developed and disseminated.
- Programmes that are not ostensibly gender targeted, like watershed development can have huge benefits for women, by virtue of the fact that women disproportionately shoulder the burden of providing water and fuel. These should be the priority areas.
- There is a multiplicity of schemes, each with small funding and small outreach. There is need for a uniform implementation model in line with Mission Convergence. Furthermore, outreach of programmes in geographically isolated areas must be ensured.



Consultation in progress.

Session 4

Looking at Sector Specific Issues in Plans from a Gender Lens

CHAIR: MR. D.K. SIKRI

The next session was on sector specific issues in plans from a gender lens. The objective was to highlight case studies – national and international – on good practices, and to identify significant interventions, which present a good model for engendering planning processes with reference to the relevant sector.

4.1 Employment and Macro Economic Issues

Prof. Jayati Ghosh

Prof. Jayati Ghosh in her presentation reflected on certain ideas and concerns with respect to employment and macroeconomic issues. She highlighted the need to think ahead in the context of planning for the next five years. She focused on what could be the critical emerging issues and concerns in the context of employment and presented an overview of what is required to bring about an effective strategy in this direction. Reflecting on the present employment scenario, Prof. Ghosh noted that as per the latest available information, the situation was disturbing. She informed that as per the National Sample Survey (NSS) data, the rate of growth in employment has not only slowed down, but there has been an actual decline in the rate of employment in 2009-10 as compared to the previous period of 2004-05. This is also due to increased rates of higher education of both girls and boys. However, in the working age group of 24-54 years, there is an absolute decline in employment largely due, to a decline in self-employment. According to her, this was partly due to the impact of the global crisis and partly due to the unviability of self-employment. She elucidated that self-employment was not really a viable option and more a survival strategy that people used in the absence of other forms of sustainable employment.

According to her, the perception of microfinance as an ideal way of engendering employment was also being severely challenged. She pointed out that to view SHGs as a means of generating viable and productive employment in the future is based on unrealistic assumptions. Although there is an increase in regular work, the previous NSS and also the latest data highlight that this increase has been completely generated by domestic service. In rural, as well as, urban India, the regular work of women has increased only in the form of working in people's houses as cooks, cleaners and maids. There is also a decline in piecework wages and worsening employment prospects in the export oriented sectors. She outlined the major concerns that required not only location in the FYP documents but also immediate action.



Prof. Jayati Ghosh reflected on concerns over declining rate of employment.

KEY REFLECTIONS

- There is an increase in the unemployment of educated young women because of an increase in levels of education. There are many more women getting education but an increasing percentage of that education, especially at the higher level, is privatised and the current data indicates that more than two-thirds of enrolment in India into higher education is in private institutions. Private education is extremely expensive and the students hope to get a job to repay the debt or reclaim the land that the families have sold off in order to educate them. This constitutes a massive planning problem and does not find mention anywhere in the policy circles. This needs to be addressed.
- The trend of fragmented local markets continue. Such markets are segmented not only on the basis of gender but also religion, language, class, community, region and caste. This has also been supported by the latest data. This is not something that has happened despite growth but has infact enabled growth. These segmented labour markets have been used by employers as part of the labour allocation process, which allows them to pay significantly low wages to certain categories of workers. Even within the category of women workers, there are certain women workers who are extremely disadvantaged (driven by our segmented social processes). This requires immediate attention.
- When we talk of women's work, it is important to first look at the overall employment conditions. In this context, it is very important to make employment a central goal of the economic policy and the planning processes. To make this happen it is very important to do the following:
 - a. Annual Data on Employment: The data on employment is collected once every five years. Generation and collection of annual sex-disaggregated data on employment is a top priority. In the absence of such data, it is impossible to measure the success of policies and programmes on employment. This has to be a national goal. It is also crucial that the same be collated regularly at the sub-national level and mechanisms be set up for automatic collection of employment data at the district and block level. This will aid in measuring the impact of policies at that level and will also help as an advocacy tool for policy changes and adjustments.
 - b. Increased Public Service Provisions: In terms of positive action, the next big step should be increased public service provisions as these are huge employment generating activities. The services should be reasonable with minimum wages and labour standards (with proper terms of work conditions). Efficient high quality public services cannot be delivered if we are not willing to pay people who are delivering these services. There must be a significant increase in the salaries of these workers. Such expenditures have huge multiplier effect. These incomes in turn are realized as increase in tax revenues. This is a well-tried and tested strategy across the world. This is a macroeconomic employment generation strategy. Therefore, a social welfare strategy can be converted into a macroeconomic employment strategy.
 - c. Urban Employment Guarantee Act (UEGA): It is crucial to get UEGA back into the agenda. The NSS data indicates very rapidly increasing small towns and satellite towns. Employment problems in urban areas are immense. The UEGA has a huge potential of including large numbers of unemployed youth into productive activities. However, this initiative will require some creative thinking and sustained efforts.
 - d. Increased Access to Institutional Credit: In terms of the viability of small productions, local credit is not the solution (at times it is part of the problem). For women who are small-scale producers, it is important to ensure increased access to institutional credit.
 - e. Skill upgradation and better technology for small-scale activities: It is also important to focus on skill upgradation and include people/groups who are already engaged in productive activities. The NSS data reflects technological retrogression in small-scale activities. There are women who are

making plastics in their backyards or engaging in dangerous chemical work. There should be a focus on improving access to technology and skills training for women who are engaged in such activities. Presently, there is absolutely no recourse to any kind of technological upgradation and trainings in this regard.

- f. Unpaid Labour: This aspect is discussed extensively but there are no efforts to translate these concerns into interventions to ease unpaid labour. This needs recognition in all its aspects but what is also needed is a shift in public expenditure to the areas that will reduce it. This means the choice of infrastructure projects should be such that it is informed by how much of the unpaid labour it will increase or decrease - not only the entire range of domestic activities (not restrictive only to the care economy) but also the whole gamut of productive activities that are carried out by women/girls. Due to lack of infrastructure and technology, people have to resort to much more arduous and time consuming activities. Therefore, while designing infrastructure projects or planning the same, it is imperative to consider how much of the unpaid labour it is going to increase or decrease. This is never the case. A forestry project that bans women from accessing the forest for minor forest produce will increase unpaid labour and a water project will decrease unpaid labour. The present planning in infrastructure or other relevant sectors (in this case forest, environment policies and water works department) does not consider these facts. This important indicator is absent as an important outcome of any of the infrastructure projects. Therefore, the recognition of unpaid labour should be a major aspect while planning projects and the associated public spending on it. It is pertinent to ask the important question – to what extent will this public spending reduce or increase unpaid labour?

4.2 Gender Issues in Infrastructure

Prof. Ritu Dewan

In her presentation, Prof. Ritu Dewan focused broadly on gender issues related to infrastructure, both within the urban, as well as, rural context with a special emphasis on the transport sector. She highlighted the major issues involved, some of which were – closing the infrastructure gap to accelerate growth, reduce poverty and inequalities; enhance sustainability, productivity, efficiency; reduce time and cost of transactions; increase employment opportunities for unskilled poor and enhance their physical and societal mobility. She provided a few illustrations to highlight the gender issues and concerns within infrastructure. She also discussed a few best practices that overtly highlighted the gender linkages.

Prof. Dewan also presented a focused gendered analysis of the transport sector. She pointed out that women perceive and use infrastructure differently than men. The purpose and number of days they travel is different. Their needs also differ. In light of these differences, there is need to demarcate exclusive services for women in the transport sector. In her presentation, she highlighted the importance of gender mainstreaming in the transport sector. According to her, this could be achieved by identifying and addressing gender gaps in sector policies, and by recognizing that differential infrastructure constraints exist on men's productive roles and women's economic, domestic and community management roles. This is so because there are marked gender differentials in the intensity of transport use, trip purpose, trip patterns, distance of travel, frequency of travel, mode of transport and mobility constraints. She concluded by presenting the major points that could be prioritized in gender sensitive planning of infrastructure.



Prof. Ritu Dewan pointed that men and women perceive and use infrastructure differently.

KEY REFLECTIONS

- **Gender Biased Re-Settlement Policies:** When people are dislocated, it is important to see who is impacted and who needs to be benefited. Presently, in most states, the legal requirement for re-settlement for a man is 18 years and above, but for a woman to benefit from such schemes, she has to be 30 years and above and unmarried. This is a blatant form of discrimination and requires attention.
- **User Fees:** Roads and infrastructure have improved, but user fees have also increased and this has impacted women adversely. Increased user fees at times could result in institutionalized forms of violence. User fees on health have been widely discussed but no such discussion with reference to user fees in the transport sector has taken place.
- **Exclusive or Direct Components for Women:** Ladies special trains and ladies special buses are the kinds of interventions that are required from a GRB perspective.
- **Management and administration of such infrastructure is also important.** Administrative and managerial trainings are a must. It is equally important to have women managers and administrators, and to ensure that their capacities are developed through trainings.
- **There is a need for expanding gendered regulation not only to the public sector but also for the private players in the transport sector.**
- **Data on Use of Particular Infrastructure:** Gender ratio of the intensity of use of infrastructure (for instance, usage, number of women travelling alone, need for demarcating seats) is important, as it will help plan the kind of infrastructure necessary.
- **Gender Responsive Budgeting to be extended to every aspect of infrastructure.**
- **Dissemination of guidelines in local languages for operation, management and maintenance of public infrastructure.**
- **Special concessions should be given for women and child-headed households, pregnant women and MGNREGA households.** Financial resources for capacity building and training of local authorities, collection of sex-disaggregated data, systematic institutionalized evaluation via appropriate gender budgeting tools per project, per sub-sector is equally important.
- **Formation of sector-wise multi-agency steering committees, systematic policy consultation and support for identifying gaps, strategizing action plans and gender mainstreaming.**

4.3 Looking at Health from a Gender Lens

Prof. Aasha Kapur Mehta

The next presentation was a gendered analysis of the health sector. Prof. Aasha Kapur Mehta provided a snapshot of the poverty, health and gender scenario and discussed the major health related issues and concerns through a gender lens. She pointed out that public expenditure on health care in India is among the lowest in the world and constitutes only 19.67 per cent of the total expenditure, while 71.13 per cent is spent by households themselves⁶. In contrast, government expenditure on health care is 87 per cent in UK, 80 per cent in France, 64 per cent in Thailand and 46 per cent in Sri Lanka.

She drew attention to increasing incidences of communicable, non-communicable and old age diseases in India that lead to high out-of-pocket health expenditures and impoverishment. Most of the population

⁶Government of India. *National Health Accounts, India 2004-05*. Ministry of Health and Family Welfare, New Delhi.2009.

neither has health insurance nor pension. Even for those who are well off and have health insurance there are issues of lack of coverage of pre-existing conditions as well as other exclusions. Prof. Mehta discussed, the inextricable linkages between ill health and poverty and how poverty is a 'cause', as well as, 'effect' of ill health. This exacerbates the distress of those who are poor (especially women) and drives many of the non-poor below poverty line. While poverty and ill health affect both men and women, the impact on women is greater as they have lower access to health care services due to various constraints. Among the gender barriers to accessing health services are – women's lack of access to and control over resources and income, restricted mobility, time burden and fear of stigma. Women and men do not receive the same care, even for the same conditions. Women are often only brought in for diagnosis and treatment at severe stages of illness, when treatment is less effective. While reported morbidity is higher among women than men, the reasons why this does not get reflected in access to treatment must be explored and corrective action taken to remove these biases at all levels.

Prof. Mehta stressed the importance of presenting data on health seeking behaviour and disease burden, separately for males and females. Gender equity needs to be explicitly integrated into policies and programmes pertaining to health care. Differences between men and women in disease burden and needs must be understood and adequate health care provided based on this understanding. Further, she pointed out that health provisioning for women is primarily focused on reproductive health and this needs correction. Instead, it must focus on women's survival and health throughout the life cycle. There is need to identify existing bias in medical education, medical research, attitude of care providers and health service provisioning.

Those who suffer from any chronic illnesses have a large number of needs beyond the sensitive provision of medical care and drugs. While all care needs are important, the most critical among them is caring for children and orphans of those suffering from a chronic illness. For instance, in the context of diseases such as HIV/AIDS, what was required was accurate information regarding HIV/AIDS symptoms, opportunistic illness, exposure, prevention, medication, adherence, monitoring and testing, and reduction of the possibility of incorrect diagnosis and drug resistance; access to pre and post test counselling, medical care, treatment and anti-retrovirals (ARV); effective drugs through revised schedules and ensuring continuity of access to ARV; providing ambulances to link Primary Health Centres (PHCs) to hospitals; meeting the training and infrastructure needs of health care providers; enabling behavioural and attitudinal change of health care providers; supporting caregivers by giving them basic knowledge and skills about care and how to administer it; relieving the work load of care givers (who are primarily women) by strengthening PHCs and public hospitals through providing access to community care homes and hospices to reduce the burden on home-based care givers, as well as, providing knowledge and taking measures to prevent HIV/AIDS from spreading.



Prof. Aasha Kapur Mehta discussed the inextricable linkages between ill health and poverty.

Prof. Mehta drew attention to the fact that when any member of the family falls ill, women routinely add the task of providing care to their other tasks, leading to higher levels of tiredness and morbidity. Society neither recognizes the ill-health related care work nor provides support to alleviate the difficulties, drudgery and depression that surround provision of care. It is important that we recognize that the care provided by women for those who are ill, saves the public health system considerable expense.

Meeting health needs requires convergence and support from several other sectors such as creation of critical gender friendly infrastructure, access to safe water in the home for all, access to toilet facilities both in the home and in public places. Additionally, schemes are needed to assist with skills and income-generation for those who are ill and their families; support for the children of HIV-positive persons and for orphans of sufferers.

Pointing out that violence against women was a public health issue, Prof. Mehta stressed the importance of locating help or crisis centres in government hospitals and building the capacity of hospital staff to recognize and provide support for victims of domestic violence (DV), based on the *Dilaasa* model⁷. Additionally, while the DV Act had been passed, adequate resources were needed for each budget head so that the Act is implemented with sensitivity and care while ensuring that the needs of the women who suffer from DV are met.

KEY REFLECTIONS

- Low Investment in the health sector: Keeping in mind that 37.2 per cent of Indians are below poverty line (set at Rs. 446.6 for rural and Rs. 578.8 for urban areas), the provisionig for health sector is extreamly inadequate.
- While poverty and ill-heath affect both men and women, the impact on women is greater as they have lower levels of access to health care services due to various constraints.
- Reported morbidity is higher among women than men. Data on access to treatment is also important. Also, data on health seeking behaviour and disease burden must be presented separately for males and females.
- The primary focus of health provisioning for women is on reproductive health. This needs correction and the planning for women's health must focus on women's survival and health throughout their life cycle. It is important to provide access to health care based on population norms for Primary Health Centres (PHCs), Community Health Centres (CHCs) and medical personnel.
- Raise the budget for health to deliver equitable health care of high quality.
- Explicitly integrate gender equity in policies and programmes pertaining to health care.
- Identify existing bias in medical education, medical research, attitude of care providers and health service provisioning. Corrective action to remove these biases at all levels is important.
- Provide for adequate health care based on understanding of differences between men and women in disease burden and in needs.
- Most of the population neither has health insurance nor pension. Even for those who are well off and have health insurance, there are issues of lack of coverage of pre-existing conditions, as well as, other exclusions.
- Care provided by women for those who are ill, saves the public health system considerable expense. This must be recognized and support provided to reduce the burden of providing home based care.
- Treat domestic violence (DV) as a public health issue. Ensure that adequate budgetary allocations are provided. Also, replicate '*Dilaasa*' model of one-stop crisis centres for victims of DV.
- Meeting health needs requires convergence and support from several other sectors.

⁷*Dilaasa* represents the first attempt in India to sensitize the public health system to domestic violence through the establishment of a public hospital-based crisis centre. The goals of this partnership between the non-governmental organization (NGO) and a government organization were to (a) institutionalize domestic violence – and more broadly, violence against women – as a legitimate and critical public health concern within the government hospital system, and (b) build the capacity of hospital staff and systems to adequately, sensitively and appropriately respond to the health needs of the victims and survivors of domestic violence.

4.4. Skill Development

Mr. Vijay Kumar

Mr. Vijay Kumar discussed the National Rural Livelihood Mission (NRLM) of the Ministry of Rural Development (MoRD) from the perspective of skill development and gender concerns. He also highlighted the constraints and limitations of NRLM in his presentation. He pointed out that skill development of women was an important component of the programme. He also touched upon the issues and concerns with respect to the programme. He informed that the goal of NRLM is to eliminate poverty through social mobilization, institution building, financial inclusion and a portfolio of sustainable livelihood options. He underlined that the strategy adopted to achieve this is to build strong grassroots organizations of rural poor women – as the basic building block i.e. one from each family.

Skill development of women under NRLM encompasses the following:

- Social mobilization and building organizations of women.
- Women community professionals, community resource persons.
- Livelihoods organizations.
- Organizations around social issues.
- Micro enterprises.
- Placement linked skill development.

Mr. Kumar also discussed the livelihood promotion strategy under NRLM and pointed out that it is an outcome-based programme and almost 75 per cent of trainees are expected to be placed in due course.

KEY REFLECTIONS

- In NRLM, of the total enrolled beneficiaries, 37 per cent are women and more than 50 per cent of the trained women belong to the age group of 18-20 years. Trades, in which women mostly work are health care, hospitality, retail, accountancy and textile.
- Low education and literacy levels of adolescent girls and women also inhibit their participation as the criteria for some trades require certain minimal educational qualifications.
- Marketing is a major concern, which includes forward linkages and marketing skills.
- Dropouts among women due to marriage, health concerns, lack of willingness to be employed for entire day are other issues that limit the participation of women and girls.
- Women are often unwilling to move to higher income jobs due to issues such as workplace safety, facilities for childcare etc. These issues deter the retention of women in organized sector jobs.
- It is equally important to ensure participation of men in trainings on domestic violence of the SHG members under NRLM.
- With regard to skill development schemes, the multiplicity of agencies is a huge problem. A single window system and uniform procedures should be taken up seriously in the Twelfth FYP.
- There is need for suitable provisions with reference to disability, both mental and physical. This should be reflected in the Plan. Only legal provisions will not suffice.
- MGNREGA has reduced the gender gap in rural India significantly. The wage gap in MGNREGA activities is almost 'zero' and has improved employment conditions for women.
- Under NRLM and other skill training institutes, both public and private, there is a problem of determining the skills that need to be promoted. These should be decided at the micro level i.e. at the implementation level and not at the centre. Presently, this is a flaw in the NRLM design and needs corrective action.

Session 5

Engendering District Plans

CHAIR: Ms. SUSHMA KAPOOR

The next session was on engendering district plans.

Three presentations were made in this session. The first was on the roles and functions of District Planning Committees (DPCs). Ms. Firoza Mehrotra outlined the entry points for engendering district plans and gave an introduction to gender sub-plans. She also presented the Planning Commission's work on gender sub-plans, explained the ten-point framework and the initiatives that were taken in this regard. She highlighted the work done under the Capacity Development for District Planning project (CDDP) of UNDP, in initiating gender sub-plans within the ambit of district sub-plans in six pilot districts till date (Hardoi in Uttar Pradesh, Nalanda in Bihar, Sundargarh in Odisha, Rajgarh in Madhya Pradesh, Udaipur in Rajasthan and Korba in Chhattisgarh). She also introduced a seven-step Gender Integration Model (GIM), which could prove to be a very useful and comprehensive tool to integrate gender into all stages of policy formulation, planning, budgeting and evaluation.

Ms. Sarada Muraleedharan made the next presentation on the topic of 'Decentralized Governance and Gender Empowerment: *Kudumbashree* Programme of the Government of Kerala'. In the overview, she pointed out that the programme was unique because of two important reasons:

- Collectives were the direct stakeholders in the local planning process.
- Such a model had also contributed towards engendering planning at that level of governance.

She explained, with the help of examples, as to how this model was a means of supporting and engendering local governance. She pointed out that the *Kudumbashree* programme works at three levels-*Panchayati Raj* institutions and municipal local governance, community organizations of women and the state. It has been an interplay of all these that has led to the experience of where *Kudumbashree* stands today, as a successful example of engendering district plans.

Dr. Pam Rajput made the last presentation on local initiatives of GRB, wherein she presented a case study of the Chandigarh Municipal Corporation.



Ms. Sarada Muraleedharan presented on Kudumbashree Programme in Kerala.



Ms. Firoza Mehrotra introduced a seven-step Gender Integration Model for policy formulation.

KEY REFLECTIONS

- District Planning Committees: In 1969, the Planning Commission issued guidelines for district planning. Trends show that over the years, district planning has deteriorated and one of the reasons for this is weak local bodies and growth of centrally sponsored schemes. This phenomenon resulted in very little flexibility and also little money for districts to plan with. Also, very strong growth of sectoral ministries and departments, both at the centre and state weakened district planning processes. However, the 74th Amendment was a breakthrough in this regard. A comprehensive manual for district planning was published in 2008 by the Planning Commission.
- Gender sub-plans at the district level were subsequently introduced. It is important that gender sub-plans are initiated and driven by the elected representatives and the community representatives with help and support from government functionaries.
- There are huge differences in the methodologies adopted by different states with reference to district plans. For example, Bihar has devised a three-pronged strategy for 'inclusive planning'. This includes:
 - a. replacing revenue village as the basic unit with 'habitations' (*tolas*) that is, to make habitations the basic unit of planning;
 - b. moving from the regime of scheme-based planning to that based on entitlement⁸; and
 - c. replacing mainstreaming with broad-streaming⁹.
- With respect to gender trainings in local governance, the training methodology and approach needs to be engendered.
- Key women empowering initiatives are:
 - a. Autonomy initiative (independent, structured elections)
 - b. Democracy initiative (local self governments)
 - c. Accountability initiative (collective responsibility, institutionalized audit)
 - d. Dissemination initiative (gender self learning)
 - e. Collectivization – for livelihood, for social action
- Gender issues and concerns also entail implementation issues, which need to be addressed.

⁸The state will release funds to the districts on the basis of entitlement under four broad categories — individual, family, institutional and area. All districts will have to submit their individual plans based on entitlements under different categories according to which funds would be released.

⁹'Broad-streaming' entails giving equal importance to lifestyle, practices and vocations of marginalized communities as compared to that of the mainstream community. Broad-streaming would help reach out to the marginalized sections.

Session 6

Data Needs in Gender and Planning: Practices and Constraints

CHAIR: DR. PRAJAPATI TRIVEDI AND DR. SANTOSH MEHROTRA

The next session was on 'Data Needs in Gender and Planning: Practices and Constraints'. The objective of the session was to share various experiences with engendering data and statistics to support evidence-based planning and budgeting.

The objective was also to discuss ways and means to ensure accountability and results with reference to achieving those goals. The first presentation, made by Prof. Asha Kapur Mehta, focused on 'Gendering Human Development Indices: Recasting the Gender Development Index and Gender Empowerment Measure for Indian States and Union Territories'. The next speaker Ms. Ritu Mathur shared experiences on 'Measuring Human Progress: Experience with State HDRs and the Challenge of Extending HDI to Vulnerable Groups'.

The next presentation on, 'Mapping the World of Women's Work: Regional Patterns and Perspectives' was presented by Prof. Saraswati Raju. In her presentation, she explained that the objective of the study was to map various indicators related to gender at district/state level and to identify the district(s) with overlapping gender-related deprivations so as to develop a micro-level model for policy intervention with respect to employment. The presentation dwelled on the gender differentials in terms of basic human capital, literacy, enrolment, educational levels, technical education, women in science and skill attainment. She also discussed the gender disparity in terms of access to basic economic opportunities; workforce participation rates; principal/subsidiary, weekly, daily status; formal/informal sector-wise distribution of workers; nature of work (casual, salaried, wage-based, home-based work); and education/work interface.

The session ended with a presentation on the 'Results Framework Document (RFD) and Linking Data Needs for Engendering Plans and Strategic Planning' by Dr. Prajapati Trivedi.



Dr. Santosh Mehrotra co-chaired the session.

KEY REFLECTIONS

- Results Framework Document (RFD)¹⁰ and Accountability: The trends in analysis and research indicate that there has been overwhelming focus on *ex post* monitoring and evaluation, whereas very little effort has been made to hold people accountable for *ex ante* results. In the government therefore, it is imperative to have a clear vision of what is expected from the departments/ministries so that there is an institutional process for enhanced accountability to results. RFD is a mechanism that holds government accountable for *ex ante* results and also has the potential to ensure that 'gender' is a priority objective of any scheme/programme. This will also help the respective ministry/department outline actions required to ensure that objectives are achieved in a time-bound manner. RFD therefore, has the

¹⁰The Prime Minister approved the outline of a "Performance Monitoring and Evaluation System (PMES) for Government Departments" vide PMO I.D. No. 1331721/PMO/2009-Pol dated 11.9.2009. Under PMES, each department is required to prepare a Results-Framework Document (RFD). A RFD provides a summary of the most important results that an organization expects to achieve during the financial year. This document has two main purposes: (a) to move the focus of the organization from process-orientation to results-orientation, and (b) to provide an objective and fair basis to evaluate an organization's overall performance at the end of the year.

KEY REFLECTIONS

potential to be used as an important mechanism that could ensure enhanced accountability to gender equality actions and results. It is important that the RFD system should also be introduced at the sub-national level.

- A major concern with RFD is that it limits monitoring only to quantifiable targets and therefore, the quality aspect (of services) is ignored and not accounted for. This gap can be addressed by integrating gender in the current model of social audit of schemes and programmes. It is equally important to make social audits mandatory and effective.
- With reference to *ex post* evaluations, it is crucial to ensure that the recommendations are used to improve a programme/scheme design or implementation strategy and to develop and encourage gender inclusive participative community level Monitoring and Evaluation (M&E) mechanisms.

Inputs from Ms. Jayalakshmi:

- **Data Constraints:** Data is important in planning and helps decide what we want to do, reflect on what we have achieved and helps track outputs, as well as, effectiveness of programmes and schemes. For example, if the Millennium Development Goals (MDGs) are taken as the framework, of the 50 indicators that are part of the framework, there exists national level data only on 18 indicators. This reflects the huge gap in data. Also, at the district and sub-district levels, where planning needs to be done more efficiently, there is a further decline in available data. At the village level, census is the only source that provides village level data and this happens only once in ten years. Proper analysis can happen only when there is adequate, timely and reliable data.
- **Bottom-Up Approach:** The Plan should lay emphasis on a bottom-up approach of generating data and every village should be included in this process. The focus of the Twelfth FYP should not only be on plans but on 'planning for implementation'.
- A report card outlining the critical indicators for which data is generated at the level of village/ward can be developed and this information can be generated on a timely basis at each level of governance.
- A scheme on 'basic statistics for local level development' of the Ministry of Statistics and Programme Implementation (MoSPI), currently running in one district in each of the 33 states and Union Territories (UTs) can be floated as a full-fledged scheme in the Twelfth FYP.
- The 'India Statistical Strengthening Project' of the MoSPI, is a scheme for the state governments. Through this scheme, MoSPI provides technical and financial support to states that wish to visualize and implement local level data through bottom-up approach. More states should implement this scheme.
- There can be a separate RFD for gender in the Twelfth FYP and goals that can be broken up into targets and actual actions, which could be monitored through such a document.
- It is a good suggestion to extend the HDI to the vulnerable groups. However, lack of detailed disaggregated data is a major constraint.
- Data collection mechanisms should be in place for each sector. There should be a well-planned strategy for collation and dissemination of information on regular basis.

Inputs from the Chair, Dr. Santosh Mehrotra:

- **Attempt to Engender the Macro Approach:** An issue that needs to be raised and recognized with respect to the Approach Paper to the Twelfth FYP is that the chapter on 'employment' is conspicuously missing. Clearly, inclusive growth is impossible without faster and sustainable growth in employment. Also, with respect to employment, the gender concerns need to be adequately represented and addressed. The important issues in this regard are:
 - a. As per the 2009-10 NSS data, the worker population ratio for women is declining dramatically. While there has been a considerable decline over the years, it fell most sharply in 2004-05. This

is mainly because more and more girls are joining school.

- b. There is systematic decline in the incidence of child labour. From 6 per cent this has come down to 2 per cent; yet the incidence for girls is higher than boys.
- c. While absolute numbers in agriculture are declining, there is a huge surge in construction. In construction, men are engaged in overwhelming numbers. The critical question under these circumstances is to see whether our policies and programmes are providing enough vocational training to girls or not. Presently, vocational trainings are provided at the Industrial Training Institutes (ITIs). In view of the above, the Ministry of Human Resource Development (MoHRD) is introducing vocational trainings from Class IX onwards. However, the trades/courses offered at these institutes are planned at the central level and the state or district centres do not have the independence or flexibility to decide which courses/trades suit them best. This is a major concern. It is important to ensure that the right kind of trade/course is introduced at the vocational level.
- d. With reference to agriculture, particularly feminization of agriculture, it is important to probe whether banks are providing loans to women farmers. Also, in light of women's non-existent ownership rights and absence of collateral, how can the banking sector ensure that women farmers benefit from bank credit/loans?



Ms. Jayalaxmi highlighted the need for establishing regular data collection mechanisms at the local level.



Dr. Prajapati Trivedi discussed the Results Framework Document.

e. It is important to audit schemes of the government from a gender perspective as well as look at the major flagship programmes of the GoI and to see to what extent they are engendered.

f. In the context of the discussion on data constraint, it is pertinent to ask whether we are using the existing data well. Are available data used to make right policy decisions and is there enough evidence of 'evidence-based policy making'? The focus should be on how best we can use existing data.

Session 7

Interactive Session and Group Discussion

CHAIR: MS. VANDANA KUMARI JENA
 FACILITATED BY MS. DEEPIKA SHRIVASTAVA

Session 7 was an interactive session, which involved group work on four themes. These were:

- policy framework;
- flagship programmes;
- decentralized planning; and
- capacity building.

The key recommendations with respect to each are outlined below:

A. Policy Framework

- Important to have non-negotiable goals such as available clean fuel and safe drinking water in all homes.
- There should be a critical mass of women at every level of policy making. SC/ST and minorities should be adequately represented.
- It is important to sensitize men to be supportive partners in engendering policy processes.
- There is need to identify gender gaps in each sector (education, employment, health, adult literacy).
- It is necessary to make policy more effective with respect to women belonging to vulnerable/marginalized groups.
- Issues of migration – both internal and external – and changing occupational patterns of employment should be seriously taken into account.
- Implementing agencies at every level should be strictly accountable for gender-related outcomes.
- ILO Convention on ‘decent work’ should be extended to all relevant spheres of women’s work. There has to be on-going sensitization of all elected representatives (parliament to *panchayats*) on gender policy framework.
- Sex-disaggregated data need to be created at all levels from national to *panchayat*.
- Toilet facilities for households should be based on a realistic budget. Presently the government provides Rs.1500 per household, which is grossly inadequate.
- In plans and budgets, *Dalit* women should be considered a separate category and proper budget should be allocated.
- There is need to engender the Approach Paper to the Twelfth Plan.
- There is need to frame a national and state gender development policy. It should clearly outline the objectives and strategies.
- The RFD must spell out gender specific success indicators across all sectors. These indicators need to be continuously monitored and evaluated.
- Intiate/strengthen GRB by earmarking budgets for women across all mainstream sectors, especially for non-women specific schemes/components.

B. Flagship Programmes

- To conduct gender impact assessments of flagships programmes annually and evaluations every four years.
- To ensure social inclusion of marginalized groups/communities (muslims, SC/ST) in all schemes/programmes.



Ms. Vandana K. Jena chaired the interactive session.

- To explore the possibility of group housing at block level for field functionaries.
- To review operational guidelines and financial norms of all flagship programmes and to create a gender resource group to review the same at periodic intervals.
- To integrate compulsory gender audit by the Comptroller and Auditor General (CAG).
- To enhance community participation at all levels – planning, implementation, monitoring and evaluation.
- To collate and maintain sex-disaggregated data on all schemes and programmes. This should also be used in analyzing or appraising schemes.

C. Decentralized Planning

- Social security provisions should be made in order to address discrimination against muslims, *dalits* and *adivasis*.
- It is important to ensure that women's voices are integrated into the planning processes of the PRIs at all tiers.
- Flexible funding – untied resources should be made available to the state government to prioritize spending.
- Dissemination of information should be part of the planning process.
- There should be regular trainings of line department functionaries, planning officers and *gram sewaks*.
- Women's groups/representatives at the local level should be involved to draw up the area development plan. Also, plans related to health, education and livelihood should be prepared in a participatory manner.
- There needs to be a link between District Planning Committee, state plan and national plan.

D. Capacity Development

- Gender has to be a cross-cutting theme in all capacity development programmes.
- It is important to create an earmarked budget under each department to include gender trainings.
- The National Training Policy (1996) has recommended that all ministries/departments should provide 1 per cent of the total plan funds for trainings. It is important to mainstream gender in all such trainings.
- It is important to build capacity in gender based planning and budgeting at the level of *Panchayats* and Urban Local Bodies (ULBs).



Ms. Deepika Shrivastava facilitated the seventh session.

Session 8

Consolidating the Key Findings and the Way Forward

CHAIR: DR. SYEDA HAMEED

SPEAKER: DR. N.C. SAXENA

The concluding session consolidated the key discussion and findings of the meeting.

KEY REFLECTIONS

Inputs from Dr. N.C. Saxena:

- It is seen that the percentage of men in discussions on 'gender' is still very low and this is reflective of the dismissive approach to gender issues. It is important also to sensitize men as they are prominent in policy and decision-making positions.
- Oversight and Advocacy Role of MWCD: Issues related to women are under the purview of a range of ministries and departments (agriculture, rural development, HRD, health etc.). This clearly drives home the important question of who will perform the 'oversight role' to hold these line ministries and departments accountable for gender-related outcomes. MWCD is in-charge of some schemes and therefore, the ministry is not



Dr. NC Saxena argued that MWCD should reorient its mandate and focus more on knowledge based advocacy.

interested in what is happening in other sectors. MWCD should reorient its mandate and concentrate much more on knowledge-based advocacy. The advocacy and oversight role of MWCD will help put pressure on other ministries and departments to make the required amendments to their policies, programmes and schemes for better results. The Planning Commission and the Prime Minister's Office (PMO) need to clearly highlight the oversight role of MWCD.

- Few important concerns:
 - a. Ration cards exclusively in the name of women: 20-30 per cent households in India are women headed households and they do not own ration cards. The Planning Commission data clearly reflect that 20 per cent of the people in India have no ration cards and there is a good likelihood that these are pockets of population that might be living in inaccessible areas. The ration cards are mostly in the name

of male members and not in the name of female members, despite the fact that women are virtually the managers of households. It is important that all ration cards be exclusively issued in the name of a female member of the household. A policy directive should be issued in this regard.

b. *Joint Pattas*: Joint *pattas* virtually remain a man's property and therefore, such measures have proven ineffective. In the Forest Rights Act, this should be taken up as a critical concern and instead of joint *pattas*; the land should be equally distributed between husband and wife, though it could be jointly cultivated. Similarly, other gender sensitive amendments in laws related to land rights are essential and this should be backed up with strict implementation of laws that already exist.

c. *Rights of Tribal Women*: A large number of women in tribal areas are gatherers of minor forest produce and the forest department officers often persecute them on petty grounds. State laws in this regard need to be amended and strengthened. The forest officials also need to be sensitized on these issues.

d. With reference to employment of women in Forest Services, only 2 per cent of women are in the Indian Forest Services. State Forest Services in some states are discriminatory and the employment policies require to be amended.

e. *Displacement Policies*: Massive infrastructure projects result in large scale displacement every year. A look at the displacement policies of the various state governments reflects a clear gender bias in their resettlement policies. For example, in most resettlement policies of state governments, the definition of a 'household' reinforces patriarchal values and norms. These policies also bypass single/widow/destitute women headed households. Gender biases are also reflected in amenities provided at resettlement sites. Most resettlement sites are found to be lacking in basic facilities such as sanitation complexes that have a direct bearing on the welfare of women and children. Lack of privacy and access also remain major concerns.

f. *Equal Wage Rates*: In public works, (except MGNREGA) the wages women receive are considerably less than men. Average wages in public works is Rs. 98 for men and only Rs. 86 for women. This needs to be corrected.

- *District Plans (DP)*: The discussion on DP has been on-going since the Sixth FYP. Yet there are limitations that inhibit successful realization and implementation of District Plans in India. The following outline the major limitations:
 - a. With regard to centrally sponsored schemes, there is no flexibility of transfer of funds from one scheme to the other. However, in few flagship programmes, there is scope of flexibility. Some flexibility is also available with the provision of untied funds, but the vision to use this opportunity does not exist. In most backward states, this money remains unspent as the functionaries at that level of governance do not have the wherewithal to spend the money.
 - b. The capacity and skills of officers at the district level to design and implement the programmes is limited.
 - c. For a successful district plan, continuity of staff is an essential component. In the present context, there is no continuity of staff.
 - d. In general, planning and specifically gender sub-plans will not work unless the critical systems to support such plans exist.
- *Performance-based Devolution*: The other important question is the basis of devolution to the states. Is devolution to the states based on performance or not? States are guided by the kinds of incentives they are provided through grants. The same incentive based grants with respect to achieving gender related outcomes should be introduced. There should be an understanding that if states clearly indicate steps taken towards gender equality, this would be incentivized. Devolution should be linked with performance and grants should be made conditional.

This was followed by inputs and suggestions from the participants.

Dr. Devaki Jain congratulated the Planning Commission and UN Women for having organized this consultation together. She said that the consultation has been enabling and illuminating to all, as officials from the states, UN agencies, academicians and NGOs had come together on one platform to share rich experiences on gender and planning. She referred to the purpose of the consultation and underlined that the main objective was to look at various practices and to evolve a choice set of options/guidelines and open-ended methodology on how to design state and district plans. She highlighted the following action points:

- To compile all the practices on gender and planning that were showcased in the consultation and to circulate the same to all relevant stakeholders. Also, to reflect on what could be a possible set of guidelines for gender and planning at all levels of governance.
- Important to introspect and respond to the question as to why state plans are not informed by the HDRs and are not gendered accordingly.
- Employment should be the focus of the Approach Paper to the Twelfth FYP.
- The term 'gendering' could be replaced with 'inclusion of the *aam aurat*'.
- Important for the state governments to organize state level consultations of a similar nature. This should be seen as a recommendation from this meeting.

Ms. Deepika Shrivastava rearticulated the offer that the Deputy Chairperson had made in the Introductory Session:

- An offer to the WGFE to respond within a specific time frame with specific comments and suggestions/ observations on the Approach Paper to the Twelfth Plan.
- An offer to all the participants to respond with specific comments with respect to the gender concerns within the major flagship programmes. To also suggest, by way of recommendations, the changes required in the guidelines of these programmes/schemes.

KEY REFLECTIONS

1. **Mr. P.P. Soti, Chhattisgarh:** He welcomed the group to visit Chhattisgarh and help the administration plan gender inclusive initiatives in the state. He also pointed out that in the WGFE report, 'Engendering Public Policy', there is no mention of the minimum support price for tribal women of states such as Chhattisgarh (with reference to tribal women working in forest areas in such states). According to him, this small initiative will go a long way in economically empowering tribal women who subsist on minor forest produce. The third suggestion was for the capacity development of the Elected Women Representatives (EWR). He recommended a good training programme for the same.
2. **Ms. Hafiza Muzzafar, J&K:** She informed the group that she had extended an invitation to Dr. Devaki Jain and Dr. Pam Rajput to visit J&K and meet with the planning department of the state and review both district and state plans from a gender perspective.
3. **Ms. Sushma Kapoor:** She pointed out that as the time frame was limited, UN Women would begin with the offer to critique the Approach Paper. UN Women would facilitate the process and was committed to it. She concluded by saying that there will be further discussions to work out viable options to consolidate the inputs on the Approach Paper.

Dr. Syeda Hameed concluded the session by thanking everyone, She discussed the windows of opportunity that the consultation had created. Listing the possible action points, she suggested the following:

- A critical review of the Approach Paper to the Twelfth FYP through a gender lens.
- Constitution of a committee with representation from all stakeholders to look into the steering committee reports of each working group and provide comments/inputs and recommendations on the same.
- A gender analysis and review of major flagship schemes and programmes of the Government of India.
- To document and disseminate the deliberations of the consultation.

The two-day long consultation ended with a vote of thanks by Ms. Sudha P. Rao and Ms. Sushma Kapoor.



L-R: Dr. Mridul Eapen and Dr. Mary E. John



L-R: Dr. Nirmala Banerjee and Ms. Anju Dubey



L-R: Ms. Yamini Mishra and Mr. N.C. Saxena



Ms. Sudha Rao at the consultation.

Conclusion

The concluding chapter is an effort to synthesize under major themes, the key recommendations or action points for perusal and follow up by the Planning Commission, line ministries/departments and state government representatives. The objective is to outline the key suggestions, capturing the essence of the two-day deliberations for follow up by respective stakeholders. For convenience of capturing the key concerns and recommendations systematically, the same are disaggregated and grouped as per the monitorable targets adopted in the Eleventh FYP with the aim to capture the multi-dimensional economic and social objectives of inclusive growth.

The Eleventh FYP and Monitorable Targets

The Eleventh FYP explicitly underlines the objective of achieving a 'radical transformation' by accelerated economic growth and inclusive human development. With regard to ensuring inclusive human development, the Eleventh FYP identified 27 measurable indices/monitorable targets¹¹. These national targets have been disaggregated further into 13 state level targets wherein state governments are responsible for ensuring their progressive realization. These 27 targets are further grouped into six broad categories:

1. Income and Poverty
2. Education
3. Health
4. Women and Children
5. Infrastructure
6. Environment

The key recommendations have been tabulated under these six broad categories and are as under:

1. INCOME AND POVERTY¹²

WOMEN'S SHGs AND WOMEN ENTREPRENEURS

- There is need to weed out the presence of the so-called micro-finance groups, which force loans upon poor women, who face harassment when they are unable to repay. Responsible and close monitoring of the Self Help Groups is equally important. A dedicated mechanism to provide the right kind of training in marketing to precede the choice of the group's entrepreneurial ventures must be established.
- Increased access to institutional credit: In terms of the viability of small productions, local credit is not the solution (at times it is part of the problem). For women small-scale producers, it is important to ensure increased access to institutional credit.
- Skill up-gradation and better technology for small-scale activities: It is also important to focus on skill up-gradation and to include people/groups who are already engaged in productive activities. The NSS data reflects technological retrogression in small-scale activities. There are women who make plastics in their backyards, or engage in extremely dangerous chemical work. The need is to focus on improving access to technology and skills training of women who are engaged in such activities. Presently, there is absolutely no provision for such training or technological upgradation.

¹¹ A key feature of the inclusive growth strategy in the Eleventh Plan is that growth of GDP should not be treated as an end in itself, but only as a means to an end. This is best done by adopting monitorable targets, which would reflect the multi-dimensional economic and social objectives of inclusive growth. Twenty-seven targets at the national level fall in six major categories. The six categories are: (a) Income and Poverty; (b) Education; (c) Health; (d) Women and Children; (e) Infrastructure; and (f) Environment. See Government of India. *Eleventh Five Year Plan 2007-12*. Planning Commission, New Delhi. 2007.

¹² Average GDP growth rate of 9 per cent per year in the Eleventh Plan period - agricultural GDP growth rate at 4 per cent per year on the average, generation of 58 million new work opportunities, reduction of unemployment among the educated to less than 5 per cent, 20 per cent rise in the real wage rate of unskilled workers, reduction in the head-count ratio of consumption poverty by 10 percentage points. *ibid*.

WOMEN'S PARTICIPATION IN THE NATIONAL RURAL LIVELIHOODS MISSION (NRLM)

- In NRLM, of the total enrolled beneficiaries, 37 per cent are women and more than 50 per cent of the trained women belong to the age group of 18-20 years. Under the scheme, trades in which women mostly work are health care, hospitality, retail, accountancy and textile.
- Low education and literacy levels of adolescent girls and women inhibit their participation, as the criteria for some trades require some minimum educational qualification.
- Marketing is a major concern, which includes forward linkages and marketing skills.
- Women's dual roles: Dropouts among women due to marriage, health concerns, lack of willingness to be employed for the entire day are some other issues, which limit participation of women/girls.
- Women are often unwilling to move to higher income jobs due to issues such as workplace safety, facilities for childcare etc. These issues deter the retention of women in organized sector jobs.
- It is equally important to ensure participation of men in trainings on domestic violence for SHG members under the NRLM.
- Under NRLM and other skill training institutes, both public and private, there is a problem in determining the skills that need to be promoted. With respect to trades in which skill development needs to be promoted, decision must be made at the micro level – at the implementation level – and not at the Centre. Presently, this is a flaw in the NRLM design and this needs corrective action.
- With regard to skill development schemes, the multiplicity of agencies is a huge problem. A single window system and uniform procedures should be taken up seriously in the Twelfth FYP.

WOMEN IN AGRICULTURE AND TRIBAL WOMEN

- With reference to agriculture, especially in the context of feminization of agriculture, it is important to probe whether banks are providing loans to women farmers.
- Also, in light of women's non-existent ownership rights and absence of collateral, how can the banking sector ensure that women farmers benefit from bank credit/loans?
- There is need to fix the minimum support price for minor forest produce. Tribal women of states such as Chhattisgarh (with reference to tribal women working in forest areas in such states) subsist on the minor forest produce for their livelihood. This small measure/initiative will go a long way in economically empowering marginalized women from tribal states.
- The priority should be to enhance provision of public services with adequate remuneration and decent work conditions. Efficient and high quality of public services cannot be guaranteed if people who deliver the services (such as *Anganwadi* Workers and Auxiliary Nurse Midwives [ANMs]) are not paid adequately.

NEED FOR INCREASED PUBLIC SERVICE PROVISIONS FOR WOMEN

- There must be a significant increase in the salaries of workers who deliver the frontline services. Such expenditures have a huge multiplier effect. The moment such expenditure is put into spending, it generates income for those communities, which further generates other incomes through the multiplier effect. This is then realized as an increase in tax revenues. This is a macro-economic employment generation strategy. Therefore, a social welfare strategy can be converted into a macro-economic employment strategy.

URBAN EMPLOYMENT GUARANTEE ACT (UEGA)

- It is important to get UEGA back into the agenda. The NSS data indicates very rapidly increasing small and satellite towns. Employment problems in urban areas are immense. The UEGA has tremendous potential for including huge numbers of unemployed youth into productive activities. However, this initiative will require some creative thinking and sustained efforts.

WOMEN IN SCIENCE AND TECHNOLOGY

- With reference to the challenges of women's participation in the field of science and technology, it is important to review the available studies and resources and collate important recommendations.
- There are excellent recommendations with reference to women's role in science, but most of them are yet to be implemented. It is therefore, important to delineate the thrust areas for action in the Twelfth FYP.

2. EDUCATION¹³

- There should be a concerted drive to ensure the appointment of a large number of lady teachers in the formal education system.
- Also, the distance from the house often makes it difficult for girls to attend schools at the upper primary level and in the early years of secondary education. Therefore, there is need to improve access to these schools, if girls are to enjoy their fundamental right to education.

3. HEALTH¹⁴

GENERAL RECOMMENDATIONS

- Low Investment in the Health Sector: Keeping in mind that 37.2 per cent of Indians are below the poverty line (set at Rs 446.6 for rural and Rs 578.8 for urban areas), the provisioning for health sector is extremely inadequate. Therefore, raising the budget for the health sector to deliver equitable health care is a critical action point.
- Extra emphasis needs to be laid on making the schemes more visible to potential beneficiaries, because currently the awareness levels are extremely low.
- The large diversity, specifically geographic diversity, is a huge impediment with respect to outreach of development schemes and states such as Arunachal Pradesh, Manipur, Uttarakhand, Himachal Pradesh lack the basic infrastructure necessary for smooth implementation of most schemes. The health care concerns and issues in these states are different and this is not captured in the current model of service delivery. The needs of such geographically disadvantaged regions are not accounted for in the plans and are largely ignored. It is important to plan programmes and schemes in a manner that they reach out to everyone. Given the geographical diversity in our country, it is imperative that these programmes and schemes are accepted well by people living in different areas.
- In the Eleventh FYP period, in the health sector, PPP model has not made inroads in the rural and tribal areas. Any attempt to universalise health care should ideally look at ways and means to reach out to the every individual in
- such areas. This component therefore, needs to be integrated and broad-based in the Twelfth Plan.

¹³Reduction in the dropout rates of children at the elementary level from 52.2 per cent in 2003–04 to 20 per cent by 2011–12, developing minimum standards of educational attainment in elementary schools to ensure quality education, increasing the literacy rate for persons of age seven years or more to 85 per cent by 2011–12, reducing the gender gap in literacy to 10 percentage points by 2011–12, increasing the percentage of each cohort going to higher education from the present 10 per cent to 15 per cent by 2011–12. *ibid.*

¹⁴Infant mortality rate (IMR) to be reduced to 28 and maternal mortality ratio (MMR) to 1 per 1000 live births by the end of the Eleventh Plan. Total Fertility Rate to be reduced to 2.1 by the end of the Eleventh Plan, clean drinking water to be available for all by 2009, ensuring that there are no slip-backs by the end of the Eleventh Plan, malnutrition among children of age group 0–3 to be reduced to half its present level by the end of the Eleventh Plan, anaemia among women and girls to be reduced to half its present level by the end of the Eleventh Plan. *ibid.*

- It is important to provide access to health care based on population norms for Primary Health Centres (PHCs), Community Health Centres (CHCs) and medical personnel.
- Convergence Beyond Health Sector: Meeting health needs requires convergence and support from several other sectors.

SPECIFIC CONCERNS

- The primary focus of health provisioning for women is on reproductive health. This needs to be corrected. Planning for women's health must focus on women's survival and health throughout their life cycle.
- To explicitly integrate gender equity in policies and programmes pertaining to health care.
- Identify existing bias in medical education, medical research, attitude of care providers and health service provisioning. Corrective action to remove these biases at all levels is important.
- Provide for adequate health care based on understanding differences between men and women in disease burden and in needs.
- Domestic Violence as a Health Issue: It is important to treat domestic violence (DV) as a health issue and to ensure that adequate budgetary allocations are provided. There is need to replicate successful models such as the 'Dilaasa' model of one-stop crisis centres for victims of DV.
- Disability Issues in Health: With reference to disability issues in health, only legal provisions will not suffice. There is need for suitable provisions with reference to disability, both mental and physical, and this should be reflected in the Plan.

4. WOMEN AND CHILDREN¹⁵

NEED FOR MWCD TO PLAY AN 'OVERSIGHT AND ADVOCACY' ROLE

- Issues related to women are under the purview of a range of ministries and departments (agriculture, rural development, HRD, Health etc.). This clearly drives home the important question of who will perform the 'oversight role' to hold these line ministries and departments accountable for gender-related outcomes. MWCD is in-charge of some schemes and therefore, the ministry's mandate is limited only to those schemes and programmes.
- There is a need for MWCD to reorient its mandate and concentrate much more on knowledge-based advocacy. The advocacy and oversight role of MWCD will help exert pressure on other ministries and departments to make the required amendments to their policies, programmes and schemes for better results.
- The Planning Commission and the Prime Minister's Office (PMO) need to clearly highlight the oversight role of MWCD.

SPECIFIC CONCERNS AND NEED FOR SPECIAL MEASURES

- Ration cards exclusively in the name of women: 20-30 per cent households in India are women headed households and they do not own ration cards. The Planning Commission data clearly reflect that 20 per cent of the people in India have no ration cards and there is a good likelihood that these are pockets of population that might be living in inaccessible areas. The ration cards are mostly in the name of male members and not in the name of female members despite the fact that women are virtually the managers of households. It is important that all ration cards be exclusively issued in the name of a female member of the household. A policy directive should be issued in this regard.

¹⁵Sex ratio for age group 0–6 to be raised to 935 by 2011–12 and to 950 by 2016–17, ensuring that at least 33 per cent of the direct and indirect beneficiaries of all government schemes are women and children, ensuring that all children enjoy a safe childhood, without any compulsion to work. *ibid.*

- **Equal Wage Rates:** In public works (except MGNREGS) the wages that women receive are significantly less than men. The average wage is Rs.98 for men and only Rs.86 for women. This needs to be corrected.
- **Declining Child Sex Ratio:** Immediate action and appropriate measures need to be taken to make the Pre-conception and Pre-natal Diagnostic Techniques Act (PCPNDT) effective.
- **Aged Population:** With the growth in the aged population in India, the conditions of the aged widows and the widow-headed households in general need far more pro-active recognition and support.
- **Issues of Safe Migration:** In many parts of India, there is widespread migration of women, some seasonal, for agricultural work, but others of a more permanent nature, in search of livelihood. In West Bengal, with the help of the State Commission of Women, an NGO called *Jabala*, which had worked with victims of trafficking, started a scheme for safe migration. Under this scheme, cards are given to migrating women and girls, who are required to leave specifications of their new location with the local *Panchayat* office. This should be taken up on all India basis, with suitable budgetary allocation, to enable poor rural women to access employment opportunities, without being either trapped or tainted with the stigma of sex work.
- **Family Courts:** All states in India need to strengthen their family courts so that women get access to justice. A study by Flavia Agnes highlights the need to reform and expand this institution in West Bengal. The Plan should take this up with proper financial allocation.

MARGINALIZED WOMEN: ISSUES AND CONCERNS

- There is need for a separate sub-group on marginalized sections (*dalits*, minorities etc.) as their issues are different and unique. These concerns are left out in mainstream discussions. Sustainable development should ideally mean 'development with special emphasis' on marginalised groups such as tribals/*dalits*/minorities.
- It is important that budgetary allocations are inclusive and there is a committed resource envelope for the most marginalized. Within the budgets for the most marginalized, it is equally important to delineate a separate category/chunk of the budget for women and focused allocations for the same. This will also help track and monitor the budget and evaluate the impact better. Also, people under crisis, for example tsunami survivors etc. need focused emphasis in planned responses and budgets. There is insufficient investment in essential services for the marginalized. Also, discrimination against excluded women (that is, *dalits*) in health and other related services needs to be addressed.
- There is need to address the exclusion of women especially from marginalized groups such as dalit and religious minorities from local governance and decision making processes.
- **Muslim Girls:** There is need for special efforts towards enhancing education of muslim girls. As there is a substantial population who are skilled artisans, there is need for concerted efforts to assist them in forming SHGs and imparting vocational trainings that are designed to upgrade their traditional skills. Trainings should be imparted through the community units of women's polytechnics to promote awareness of quality control, right directions for marketing products and credit linkage with rural banks.

- Tribal Girls: Another group of girls and women who need special attention in the Twelfth FYP are those belonging to the Scheduled Tribes. There is need to develop a mechanism by way of which, the central government funds earmarked for them can be accessed by state governments in order to plan and design holistic schemes for their education, health, food security and access to income, preserving their linguistic and cultural autonomy as meaningfully as possible.
- Rights of Tribal Women: A large number of women in the tribal areas are gatherers of minor forest produce and forest department officers often persecute them on petty grounds. State laws in this regard need to be amended and strengthened. The forest officials also need to be sensitized on these issues.

5. INFRASTRUCTURE¹⁶

INFRASTRUCTURE INVESTMENTS AND UNPAID LABOUR

- Investments in infrastructure are discussed extensively but there have been no concerted efforts to address critical gender concerns in infrastructure, particularly with reference to women's unpaid labour. This needs recognition in all its aspects but what is also needed is a shift in public expenditure to the areas that will reduce it.
- This choice of infrastructure projects should be such that it is informed by how much of the unpaid labour it will increase or decrease. A range of domestic activities, including productive work along with reproductive and carework, are carried out by women/girls. Due to lack of infrastructure facilities and technology, people (especially women) are compelled to engage in their regular activities in an arduous and time consuming manner.
- Therefore, while designing infrastructure projects or planning the same, it is imperative to consider how much of unpaid labour will increase or decrease. This is never the case. For example, a forestry project that bans women from accessing the forest for minor forest produce will increase unpaid labour and a water project will decrease unpaid labour. The present planning of infrastructure or other relevant sectors (in this case forest, environment policies and water works department) does not consider these facts. This important indicator is absent as an outcome of infrastructure projects. Therefore, recognition of unpaid labour should be a major aspect while planning projects. It is pertinent to ask the important question – to what extent will public spending on this reduce or increase unpaid labour? Programmes that are not ostensibly gender targeted, like watershed development etc. can have huge benefits for women, by virtue of the fact that women disproportionately shoulder the burden of providing water, fuel etc. These areas need to be prioritized.

DISPLACEMENT AND GENDER BIASED RESETTLEMENT POLICIES

- Displacement: Massive infrastructure construction results in significant displacement of populations every year. A look at the displacement policies of the various state governments reflects a clear gender bias in their resettlement policies. For example, in most resettlement policies of state governments, the definition of a 'household' reinforces patriarchal values and norms. These policies also bypass single/widow/destitute women headed households. Gender biases are also reflected in amenities provided at resettlement sites.
- When people are dislocated, it is important to see who is impacted and who needs to be benefited. Presently, in most states the legal requirement for resettlement for a man is 18 years and above but for a woman to benefit from such schemes, she has to be 30 years and above and unmarried. This is a blatant form of discrimination and requires revision.

¹⁶To ensure electricity connection to all villages and BPL households by 2009 and reliable power by the end of the Plan, to ensure all-weather road connection to all habitations with population 1000 and above (500 and above in hilly and tribal areas) by 2009, and all significant habitations by 2015, to connect every village by telephone and provide broadband connectivity to all villages by 2012, to provide homestead sites to all by 2012 and step up the pace of house construction for rural poor to cover all the poor by 2016–17. *ibid.*

SPECIFIC TRANSPORT SECTOR RELATED INPUTS

- User Fees: Roads and infrastructure have improved, but user fees have also increased and this has impacted women adversely. Increased user fees at times could result in institutionalized forms of violence. User fees on health are discussed and considered, but there is no discussion with reference to user fees that relate to the transport sector.
- The need for an exclusive or direct component: Ladies special trains and ladies special buses are the kinds of interventions that are required from a GRB perspective.
- Management and Administration: Representation of women in the management and administration of such infrastructure is also important. Administrative and managerial trainings are a must. It is equally important to have women managers and administrators and to ensure that their capacities are honed through trainings. There is need for expanding gendered regulation not only to the public sector but also the private players in the transport sector. There is a need to extend such gendered regulation and guidelines to the private sector as well. This is not taken into account.

GENERAL RECOMMENDATIONS

- Data on Use of Particular Infrastructure: Gender ratio of the intensity of use of a particular infrastructure is important, as it will help plan the kind of infrastructure necessary. It is important to ask questions such as what is the usage, how many women travel alone, is the demarcation of seats required?
- Gender responsive budgeting should be extended to every aspect of infrastructure planning and budgeting. Financial resources for capacity building and training of local authorities, collection of sex-disaggregated data, systematic institutionalised evaluation via appropriate gender budgeting tools per project, per sub-sector is equally important.
- Dissemination of guidelines in local languages for operation, management and maintenance of public infrastructure.
- Special concessions for women and child-headed households, pregnant women and MGNREGA households should be given.
- Formation of sector-wise multi-agency steering committees, systematic policy consultation and support for identifying gaps, strategising action plans and gender mainstreaming in the sector is required.

6. ENVIRONMENT

- With reference to management of forests, it is important that the co-operative and managerial skills of women are honed by the concerned department.
- It is important to upscale local value addition activities of forest products, facilitating sustainable management of natural resources and the environment. This is crucial for the success of micro-financing initiatives involving rural women.
- With reference to employment of women in Forest Services, only 2% of women are in the Indian Forest Services. State forest services in some states are discriminatory and the employment policies require to be amended.

The remaining concerns and recommendations that relate to gender inclusive planning, gender responsive budgeting and the need to collate systematic and timely sex-disaggregated data is grouped under the following three heads:

- a. Gender Inclusive Planning, Budgeting and Implementation
- b. Data, Statistics and Monitoring
- c. Trainings and Capacity Development

A. GENDER INCLUSIVE PLANNING, BUDGETING AND IMPLEMENTATION

GENDER INCLUSIVE PLANNING

- It is important to understand the economic value of women, especially those considered least privileged or belonging to poverty zones. Presently, their economic contribution is not understood nor is the time they invest in supporting households recognized. It is crucial to provide inputs through which the value of women's economic and social activity can be strengthened.
- Women should not be targeted as 'beneficiaries', instead their knowledge in designing public policy should be used and their participation in decision making processes enhanced.
- It is important to acknowledge that women are growth agents and to sufficiently value and accommodate this in economic designs. Neglecting an economic contributor (in this case the *aam aurat*) distorts measurements of growth.
- While preparing the chapter on 'women' for the FYP, the Ministry of Women and Child Development provides a draft to the Planning Commission, which becomes the template on which steering committees and working groups provide their inputs. This approach is a serious obstacle to what can be called a women inclusive growth plan. Also, at the state and district level, women are still boxed in 'women's schemes' and this needs correction.
- In order to enable the process of engendering the Twelfth FYP, it is important to look at all the sectors from a gender lens including sectors such as infrastructure, water and sanitation etc. It is also important to appraise flagship schemes and programmes of the GoI from a gender perspective.

ENGENDERING STATE AND DISTRICT PLANS

- District Planning: In 1969, the Planning Commission of India issued guidelines for district planning. Trends show that over the years, district planning has deteriorated and one of the reasons for this is, weak local bodies and growth of centrally sponsored schemes. This phenomenon has resulted in very little flexibility and also little money for districts to plan with. Also, very strong growth of sectoral ministries and departments both at the centre and state weakened district planning processes. However, the 73rd and 74th Amendment was a breakthrough in this regard. A comprehensive manual for district planning was published in 2008 by the Planning Commission.
- There are limitations that inhibit successful realization and implementation of district plans in India. The major limitations are mentioned below:
 - a. Untied funds are unavailable. With regards to centrally sponsored schemes, there is no flexibility of transfer of funds from one scheme to the other. However, in few flagship programmes, there is scope of flexibility, particularly with regard to untied funds. However, the vision (planning and implementation) to use this opportunity does not exist. In most backward states this money remains unspent, as the functionaries at that level of governance do not have the wherewithal to spend the money.
 - b. The capacity and skills of officers at the district level, to be able to design and implement programmes is very limited.

ENGENDERING STATE AND DISTRICT PLANS

- c. For a successful district plan, continuity of staff is an essential component. In the present context, there is no continuity of staff.
- Gender sub-plans at the district level were subsequently introduced. It is important that the gender sub-plans are initiated and driven by the elected representatives and the community representatives with help and support from government functionaries.
- There are huge differences in the methodologies adopted by different states with reference to district plans. For example, Bihar has devised a three-pronged strategy for 'inclusive planning'. This includes:
 - a. Replacing revenue village as the basic unit with 'habitations' (*tolas*) that is, to make habitations the basic unit of planning;
 - b. Moving from the regime of scheme-based planning to that based on entitlement; and
 - c. Replacing mainstreaming with broad-streaming.
- In general, planning and specifically gender sub-plans will not work unless the critical systems to support such plans do not exist.

GENDER RESPONSIVE BUDGETING: MAJOR CONCERNS

- The prevailing approach to GRB is to focus only on outlays. This approach needs to be changed. GRB entails gender analysis of a particular sector or situation to identify the prevalent gaps. Analysis is therefore, extremely critical to GRB. GRB is not only about resource allocations; it should result in committed budgets. It is important to have evidence-based planning and budgeting.
- In few states the term 'Women's Component Plan' (WCP) is still in use. This adds to confusion between GRB and WCP and needs to be corrected.
- There is need to look at tools and methodologies for gender audits. This will help expose weaknesses in budgets and plans. GA will also bring to the forefront, the implicit gender concerns and issues in sectors/ministries that are perceived as gender neutral.
- There is need to reform the existing format of the Gender Budget Statement.
- At times, unrealistic allocations for schemes/programmes are based on faulty estimates. The allocations must be based on ground realities.

INSTITUTIONS/ STRUCTURES NECESSARY FOR GRBI IN STATES

- For a successful GRBI, it is important to identify a nodal agency that would collate all the information on women specific expenditures from different departments of the government and use this information to prepare the Gender Budget Statement.
- The most likely locations of such an agency are (a) planning department or planning board; (b) finance department; or (c) social welfare/women and child development department. Irrespective of where the location of the nodal agency is, it is important to have representation from finance and planning departments.
- This agency/nodal department must be equipped with officers dedicated to gender mainstreaming and gender responsive budgeting. GRB methodology includes a variety of tools and therefore, requires some training in their use as well as sensitization to gender is a prerequisite.

PROCESSES NECESSARY FOR SUCCESSFUL GRBI

- Political commitment is very essential. For instance, in Kerala one of the policy measures that was taken was to operationalize GRB and Gender Audits. It was pushed forcefully by the Finance Minister and supported strongly by the State Women's Policy announced in 2008.

PROCESSES NECESSARY FOR SUCCESSFUL GRBI

- There is need to make the financial data more reliable and proximate to the actual flow of resources to women. This can be achieved through continuous field level monitoring. It is equally imperative to check that the flow of resources to women is not declining over time. This is an *ex-post* exercise.
- At the other level, it is important to plan:
 - a. women specific projects in women unrelated sectors so as to visibilize them in all sectors of development; and
 - b. new initiatives in gender related sectors depending on women's priorities as perceived in the specific context of a state/country. This is an *ex ante* exercise.
- Indicators could be developed to monitor:
 - a. progress of departments in implementing GRB so as to monitor the changing response of the various departments to GRB; and
 - b. progress of schemes being implemented.
- There needs to be emphasis on the criticality of plan write-ups. The officials from all departments, both gender related and unrelated, should be provided with simple guidelines for making gender sensitive write-ups for schemes.

GENDER INCLUSIVE IMPLEMENTATION MODELS: MISSION CONVERGENCE

- Schemes and programmes are highly fragmented. There are multiple schemes, each with small funding and limited outreach. There is need for a uniform implementation model in line with Mission Convergence. Uniform spatial reach of programmes must be ensured particularly in areas, which are geographically isolated.
- The Mission Convergence is a physical entity and has the ingredients to help dissipate the systemic bottlenecks (assess barriers - the GRC looks at the demand and the supply side and identifies the gaps and tries to reduce the same) in accessing schemes.
- Convergence of data and uniform applications/forms: Usually, every department has its own database, which means duplication of efforts and waste of time. The model of Mission Convergence is based on a common database and common processes. Convergence of information at one place and a uniform application/form system is a huge success (40 applications/forms were merged into one).

LINKING GENDER RELATED OUTCOMES AND DEVOLUTION BASED ON PERFORMANCE

- The devolution of funds from Centre should also be based on performance. States are guided by the kinds of incentives they are provided through grants. The same incentive-based grants with respect to achieving gender-related outcomes should be introduced. There should be an understanding that if states clearly indicate steps taken towards gender equality this would be incentivized. Devolution should be linked with performance and grants should be made conditional.

STATE LEVEL CONSULTATIONS

- It is important for the state governments to organize state level consultations of a similar nature. Mr. P.P Soti, Chhattisgarh welcomed the group to visit Chhattisgarh and help the administration plan gender inclusive initiatives in the state. Also, Ms. Hafiza Muzzafar, J&K informed the group that she had extended an invitation to Dr. Devaki Jain and Dr. Pam Rajput to visit J&K and meet with the planning department of the state and review both district and state plans from a gender perspective.
- There is need for capacity development of the elected women representatives (EWR) coupled with designing good training programme for the same.

B. DATA, STATISTICS AND MONITORING

- Studies should be supported by statistical and other departments within and outside the Planning Commission and state and district agencies to 'measure' and locate the economic contribution of women's paid and unpaid work. This should find location in the macroeconomic framework and mechanisms should be put in place to draw in its capability into the Plan design.
- Data collection mechanisms should be in place for each sector. There should be a well-planned strategy for collation and dissemination of information on regular basis.

DATA AND STATISTICS

- Gender Specific Statistics: It is crucial to strengthen statistical systems that generate sex-disaggregated data. This is an important component for evidence-based planning and also to assess mid-term impact of schemes and programmes. An important strategy to gender inclusive planning is to generate evidence on critical gender issues through thematic reports and through HDRs. There is need to make women more visible as important agents of social change and as drivers of the economy and this is possible only with the help of gender specific statistics. One cannot proceed in planning without information. Moreover, there is need for advanced technology to support the uniform database.
- Annual Data on Employment: The data on employment is collected once every five years. It is very important to generate and collect annual sex-disaggregated data on employment. This should be a top priority. In its absence it is impossible to measure the success of policies and programmes on employment. This has to be a national goal. It is also important that the same be collated regularly at the sub-national level. It is important to set up mechanisms for automatic collection of employment data - at the district and block level - this will assist in measuring the impact of policies at this level and also work as an advocacy tool for policy changes and adjustments.

DATA CONSTRAINTS AND POSSIBLE SOLUTIONS

- Data is important in planning as it helps decide what we want to do, what we have achieved and helps track outputs, as well as, effectiveness of programmes and schemes. For example, if the Millennium Development Goals (MDGs) are taken as the framework, of the 50 indicators that are part of the framework, there exists national level data only on 18 indicators. This reflects huge gap in data. Also, at the district and sub-district levels, where planning needs to be done more efficiently, there is a further decline in available data.
- At the village level, census is the only source that provides village level data and is conducted only once in ten years. Proper analysis can happen only when there is adequate, timely and reliable data.
- Bottom-Up Approach: The Plan should lay emphasis on a bottom-up approach of generating data and every village should be included in this process. The focus of the Twelfth FYP should not only be on drafting inclusive plans but on 'planning for implementation'.
- A Report Card System: A report card outlining the critical indicators for which data is generated at the level of village/ward can be developed and this information can be generated on a timely basis at that level of governance.
- Broad basing schemes of the Ministry of Statistics and Programme Implementation (MOSPI):

DATA CONSTRAINTS AND POSSIBLE SOLUTIONS

- a. A scheme on 'Basic statistics for local level development' of the Ministry of Statistics and Programme Implementation (MOSPI), currently running in one district in each of the 33 states and Union Territories can be floated as a full-fledged scheme in the Twelfth FYP.
 - b. The 'India Statistical Strengthening Project' of the MoSPI, is a scheme for the state governments. Through this scheme, MoSPI provides technical and financial support to states that wish to visualize and implement local level data through bottom-up approach. More states should implement this scheme.
- With respect to the discussion on data constraints, the pertinent question to ask is whether we are using the existing data well? Is the available data being used to make right policy decisions and is there enough information on 'evidence-based policy making'? The focus should also be on how best we can use existing data.

MONITORING, EVALUATION AND ACCOUNTABILITY

- A need for strong research based *ex post* analysis that informs *ex ante* design of schemes/policies. One of the necessary conditions for planning is that the *ex post* analysis should inform the *ex ante* design of schemes. Unless there is strong research-based analysis on the impact of current schemes it is impossible to judge the effectiveness or make the required adjustments so that the schemes are more effective. A well-informed scheme design and implementation will help achieve the desired objectives.
- Results Framework Document (RFD) and Accountability: The trends in analysis and research indicate that there has been overwhelming focus on *ex post* monitoring and evaluation, whereas very little effort has been made to hold people accountable for *ex ante* results. In the government therefore, it is imperative to have a clear vision of what is expected from the departments and ministries so that there is an institutional process for enhanced accountability to results. RFD is a mechanism that holds government accountable for *ex ante* results. RFD also has the potential to ensure that 'gender' is a priority objective of any scheme/programme. This will also help the respective ministry/department outline the actions to ensure that those objectives are achieved in a time-bound manner. RFD therefore, has the potential to be used as an important mechanism that could ensure enhanced accountability to gender equality actions and results. It is important that the RFD system be introduced at the sub-national level. However, a limitation with RFD is that it limits monitoring to only quantifiable targets and therefore, the quality aspect (of services) is ignored and not accounted for. This gap can be addressed by integrating gender in the current models of social audits of schemes and programmes, and also by making social audits mandatory and effective.
- There can be a separate RFD for gender in the Twelfth FYP and goals that can be broken up into targets and actual actions. These goals can then be monitored through such a document.
- With reference to *ex post* evaluations, it is important to ensure that the recommendations are used to improve a programme/scheme design or implementation strategy. It is also important to develop and encourage gender inclusive participative community level M&E mechanisms.

C. TRAININGS AND CAPACITY BUILDING

GENERAL CONCERNS

- The capacity of nodal officers to carry out a gender analysis of flagship programmes is hugely limited. There is need to build capacities of officials and functionaries in gender responsive planning and budgeting. The J&K representative flagged concerns over unutilized funds earmarked for women (quoting examples from her state) as the officers lack the capacity to design schemes/programmes for

for women. In addition to dedicated funds, it is equally important to build the capacities of officers to find innovative ways in which the money can be utilized to benefit women.

- There is need for sustained and well-defined capacity development of officials, field functionaries and elected representatives on human development and gender. It is also equally important to establish and strengthen institutions that promote gender equality.
- The scheme guidelines on capacity building of PRIs (at the instance of the Planning Commission) have been revised to instruct the state SIRDs to have separate trainings for those belonging to marginalized groups. This move is being resisted by the faculty and also PRI women representatives as they prefer integrated models of training and dislike being segregated as different stakeholders. These women desire to be the recipient of the same knowledge set. This guideline should be revised.
- States such as Himachal Pradesh, Uttarakhand, Jharkhand and Chhattisgarh are constrained as they lack institutions such as gender resource centres, other academic institutions with gender studies departments, informed and vibrant civil society and NGO networks, as compared to states such as Karnataka or Gujarat. Therefore, in such states there is a need to fill this vacuum by delineating a clear strategy to overcome such limitations. There is also an important need to develop a central pool of experts who can provide technical support to GRB initiatives in such states.

SYSTEMATIC AND FOCUSED GENDER TRAININGS

The objective of engendering schemes and plans cannot be achieved on a sustainable basis unless there is a systematic and focused way of mainstreaming gender trainings. To achieve this, it is important to enhance the capacity in gender sensitive planning, budgeting and implementation of various stakeholders including the field functionaries and front line workers. These trainings should happen across the board. The understanding of gender responsive planning and budgeting should permeate right down to the sectoral training institutes, state training institutes, in a systematic and consistent manner.

Annexures

AGENDA

CONSULTATION ON 'POOLING KNOWLEDGE ON GENDER AND PLANNING'		
September 6-7, 2011 Conference Room No. 122, Yojana Bhawan, Sansad Marg, New Delhi		
DAY ONE: SEPTEMBER 6, 2011		
9:00 - 9:30 AM – REGISTRATION		
9:30 - 11:30 am Session 1 - Introductory Session		
TIME	SESSION	SPEAKER/FACILITATOR
9:30 - 9:40 am	1.1. Opening Remarks	Dr. Syeda Hameed, Member, Planning Commission
9:40 - 9:45 am	1.2. Rationale and Objectives	Ms. Sushma Kapoor, Regional Programme Director, a.i., UN Women
9:45 - 11:00 am	1.3. Address by Deputy Chairperson and Members, Planning Commission	Dr. Montek Singh Ahluwalia (Deputy Chairperson, Planning Commission) Shri Arun Maira, Member, Planning Commission Dr. K. Kasturirangan, Member, Planning Commission
11:00 - 11:15 am	1.4. Issues for Consideration	Dr. Syeda Hameed, Member, Planning Commission
11:15 - 11:30 am	1.5. Introduction of Participants	
11:30 - 11:45 AM – TEA BREAK		
11:45 - 1:00 PM SESSION 2 - ENGENDERING NATIONAL PLANS		
CHAIR: PROF. ABHIJIT SEN, MEMBER, PLANNING COMMISSION		
TIME	SESSION	SPEAKER/FACILITATOR
11:45 - 12:05 pm	2.1. Presentation on the Working Group of Feminist Economists: Its Impact and Challenges	Dr. Devaki Jain, Development Economist and Writer
12:05 - 12:20 pm	2.2. Engendering the Plans: CSO Initiatives	Ms. Radha Khan, <i>Wada Na Todo Abhiyan</i>
12:20 - 12:35 pm	2.3. Listening to the Voices from the Field: UN Women, UNFPA and NAWO's work on Engendering Plans	Dr. Pam Rajput, Professor of Political Science and Director, Centre for Women's Studies, and Dr. Dinesh
12:35 - 1:00 pm	2.4. Open Discussion, Questions & Answers	
(Summing up: Drawing the Threads of Practice – Dr. Devaki Jain)		
1:00 - 1:45 PM – LUNCH		

1:45 - 3:20 PM

SESSION 3 - ENGENDERING STATE PLANS

CHAIR: PROF. INDIRA RAJARAMAN

TIME	SESSION	SPEAKER/FACILITATOR
1:45 - 2:05 pm	3.1. State Planning Board Roles and Functions : <ul style="list-style-type: none"> Identifying relevant entry points for engendering State Plans Kerala State Planning Board and Experiences of Engendering State Plans 	Dr. Mridul Eapen, Former Member, State Planning Board, Kerala and Honorary Fellow, Centre for Development Studies
2:05 - 2:20 pm	3.2. Engendering State Plans: Experiences from West Bengal	Dr. Jashodhara Bagchi, Former Chairperson, West Bengal Women's Commission
2:20 - 2:35 pm	3.3. The Model of Mission Convergence and Gender Resource Centres: Delhi Government	Ms. Rashmi Singh, Executive Director, Nation Mission for Empowerment of Women
2:35 - 2:50 pm	3.4. Engendering Planning: Experiences from the States	Ms. Ritu Mathur, Programme Analyst, UNDP
2:50 - 3:05 pm	3.5. Engendering State Plans: Experiences from Himachal Pradesh and Mainstreaming Gender Training	Ms. Sarojini Ganju Thakur, IAS (Retd.)
3:05 - 3:20 pm	3.6. Open Discussion, Questions & Answers	
(Summing up: Drawing the Thread of Practice – Ms. Yamini Mishra)		

3: 20 - 3:40 PM – TEA BREAK

3:40 - 5:15 PM

SESSION 4 - LOOKING AT SECTOR SPECIFIC ISSUES IN PLANS FROM A GENDER LENS

CHAIR: MR. D.K. SIKRI

TIME	SESSION	SPEAKER/FACILITATOR
3:40 - 3:55 pm	4.1. Employment & Macro Economic Issues	Prof. Jayati Ghosh, Professor, Centre for Economic Studies and Planning, Jawaharlal Nehru University
3:55 - 4:10 pm	4.2. Infrastructure	Prof. Ritu Dewan, Professor, University of Mumbai
4: 10 - 4:25 pm	4.3. Health	Prof. Aasha Kapur Mehta, Professor, Indian Institute of Public Administration
4: 25 - 4:40 pm	4.4. Skill Development	Mr. T. Vijay Kumar, Joint Secretary, Ministry of Rural Development
4:40 - 5:15 pm	4.5. Open Discussion, Questions & Answers	
(Summing up : Drawing the Threads of Practice – Prof. Jayati Ghosh and Dr. Nirmala Banerjee)		

DAY TWO: SEPTEMBER 7, 2011

9:30 - 11:00 AM

SESSION 5 - ENGENDERING DISTRICT PLANS

CHAIR: Ms. SUSHMA KAPOOR

TIME	SESSION	SPEAKER/FACILITATOR
9:30 - 9:50 am	5.1. District Planning Committee Roles and Functions: <ul style="list-style-type: none"> • Entry Points for Engendering District Plans • Planning Commission's Work on Gender Sub-Plans and Initiatives Thus Far 	Ms. Firoza Mehrotra, Consultant and IAS (Retd.)
9:50 - 10:05 am	5.2. Decentralized Governance and Gender Empowerment: <i>Kudumbashree</i> Programme, Government of Kerala	Ms. Sarada Muraleedharan, Executive Director, <i>Kudumbashree</i>
10:05 - 10:20 am	5.3. Local Initiative of GRB: A Case Study of Chandigarh	Dr. Pam Rajput
10:20 - 11:00 am	5.4. Open Discussion, Questions & Answers	
(Summing up: Drawing the Threads of Practice – Ms. Firoza Mehrotra and Ms. Sarada Muraleedharan)		

11:00 - 11:15 AM – TEA BREAK

11:15 - 1:00 PM

SESSION 6 - DATA NEEDS IN GENDER AND PLANNING: PRACTICES AND CONSTRAINTS

CHAIR: DR. PRAJAPATI TRIVEDI AND DR. SANTOSH MEHROTRA

TIME	SESSION	SPEAKER/FACILITATOR
11:15 - 11:30 am	6.1. Gendering Human Development Indices: Recasting the Gender Development Index and Gender Empowerment Measure for Indian States and UTs	Prof. Aasha Kapur Mehta, faculty, Indian Institute of Public Administration
11:30 - 11:45 am	6.2. Measuring Human Progress: Experience with State HDRs and the Challenge of Extending HDI to Vulnerable Groups	Ms. Ritu Mathur, Programme Analyst, UNDP
11:45 - 12:15 pm	6.3. Mapping the Word of Women's Work: Regional Patterns and Perspective	Prof. Saraswati Raju, Professor, Social Sciences, Centre for the Study of Regional Development
12:15 - 12:30 pm	6.4. Linking Data Needs for Engendering Plans to the Results Framework Document and Strategic Planning	Dr. Prajapati Trivedi, Secretary, Performance Management Cabinet Secretariat, Govt. of India
12:30 - 1:00 pm	6.5. Open Discussion, Questions & Answers	
(Summing up: Drawing the Threads of Practice – Dr. Santosh Mehrotra and Ms. Jayalakshmi)		

1:00 - 1:45 PM – LUNCH		
1:45 - 3:00 PM		
SESSION 7 - INTERACTIVE SESSION AND GROUP DISCUSSION		
FACILITATED BY: Ms. DEEPIKA SHRIVASTAVA		
CHAIR: Ms. VANDANA KUMARI JENA		
3:00 - 3:15 PM – TEA BREAK		
3:15 - 5:00 PM		
SESSION 8 - CONSOLIDATING THE KEY FINDINGS AND THE WAY FORWARD		
SPEAKERS: Ms. DEVAKI JAIN AND DR. N.C. SAXENA		
CHAIR: DR. SYEDA HAMEED		
5:00 - 5:10 pm	Wrap up and Vote of Thanks	Ms. Sudha P. Rao Ms. Sushma Kapoor

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